

Draft 2 Heritage Strategy

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Authored by: Heritage Management Consultants Pty Ltd

DRAFT 2

Parliament of Australia – Department of Parliamentary Services

HERITAGE STRATEGY 2007-2010

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Note: XXX = text to be completed or reviewed

INTRODUCTION

The aim of this Heritage Strategy is to achieve the conservation of the cultural heritage significance of the Australian Parliament House (APH) consistent with the ongoing operation of the place as the home of the Parliament of Australia and as a key component of the Parliamentary zone.

In 2004, new heritage legislation came into effect which substantially changed and extended the obligations of Commonwealth agencies. The heritage provisions were included in the *Environment Protection & Biodiversity Conservation Act 1999*. An overview of these new obligations can be found at the following website.

<http://www.deh.gov.au/heritage/publications/factsheets/index.html>

This Heritage Strategy has been prepared by DPS in fulfilment of its obligations under section 341ZA of the *Environment Protection & Biodiversity Conservation Act 1999* (EPBC Act). The strategy has also been prepared in the light of the guidelines issued by the Department of the Environment & Heritage (2005), and is structured to address the specific requirements of the Act.

This strategy meets both DPS's specific obligations to prepare a Heritage Strategy in relation to the places it owns or controls. It also provides a strategy to meet its general obligations under the EPBC Act to take no action that has, will have or is likely to have a significant impact on the environment unless approved by the Minister for the Environment & Heritage, and this includes heritage values on adjacent land.

An important point to note about the nature and structure of this strategy is that it attempts to provide brief *strategic* directions dealing with each component required in the EPBC Act and related regulations. A checklist indicating compliance with the EPBC requirements is also included at Appendix C.

DPS only controls one property, the Australian Parliament House in Capital Hill, ACT. It also leases several other properties, including part of West Block and a store in Queanbeyan, but they are not considered to be in the control of DPS within the meaning of the Act. This strategy has been prepared on the basis that Parliament House has already been entered on both the Commonwealth and National Heritage Lists. The boundaries of the listings are assumed to accord with the management boundary for Parliament House, which is defined in the *Parliamentary Precincts Act 1988* as follows,

- (1) The Parliamentary precincts consist of the land on the inner side of the boundary defined by subsection (2), and all buildings, structures and works, and parts of buildings, structures and works, on, above or under that land.
- (2) The boundary of the Parliamentary precincts is the approximately circular line comprising:
 - (a) the arcs formed by the outer edge of the top of the retaining wall; and
 - (b) in places where there is no retaining wall—arcs completing the circle partly formed by the first-mentioned arcs.
- (3) In this section:
"inner" means nearer to Parliament House, and outer has the opposite meaning.
"retaining wall" means the wall of varying height that partly surrounds the perimeter of the site of Parliament House and is near the inner kerb of Capital Circle, but does not include any part of the road tunnel on Capital Circle.

This strategy is only required to address current or potential Commonwealth Heritage places, and the guidelines for such strategies are silent about the issue of National Heritage places. In

practical terms, it seems sensible and appropriate for this strategy to recognise and address the National Heritage listing of Parliament House as well. In this way, a better integrated strategic approach may be achieved.

1. STATEMENT OF DPS OBJECTIVE FOR MANAGEMENT OF ITS HERITAGE PLACE

Background

DPS is committed to the conservation of the Commonwealth Heritage and National Heritage values of its building, and will reflect this commitment in its corporate planning documents and processes. This strategy, and a future conservation management plan for the place, indicate DPS objectives for identification, protection, conservation, presentation and transmission to all generations of the Commonwealth Heritage values of the place.

The DPS current corporate strategy is expressed in a document titled, Corporate Plan 2004-07. While the plan was prepared prior to any formal steps to heritage list the building, none the less it notes as one of the factors influencing DPS activities,

“the challenges of preserving the design integrity of a contemporary heritage building that is of the highest national significance and that houses a working Parliament.” (p. 1)

Strategies

Strategy 1.1 DPS will revise its Corporate Plan at the next opportunity to include a high level commitment to managing the heritage values of Parliament House. The proposed words to be included are as follows.

“To care for the heritage values of the Parliamentary House, so as to identify, protect, conserve, present and transmit to all generations the Commonwealth Heritage and National Heritage values of the place, consistent with:

- DPS operational obligations arising from its role as the home of the Parliament; and
- current best practice in conservation and property management.”

Strategy 1.2 DPS will make changes to its management documentation to help embed and implement this commitment, including in the:

- Project Management Plans for Building & Security Projects;
- Standard for Design Services and Project Documentation;
- XXX Building Condition Index;
- Furniture Condition Index;
- Landscape Condition Index;
- Design Integrity Index;
- Design Integrity governance paper; and
- artworks management systems.

XXX Should the opportunity arise, similar changes will also be made to the Design Integrity and Management of Change Guidelines. At present, no such opportunity is foreseen.

2. HOW THE HERITAGE STRATEGY OPERATES WITHIN DPS CORPORATE PLANNING FRAMEWORK

Background

DPS is committed to manage the Commonwealth Heritage and National Heritage values of its building in a manner consistent with the *Commonwealth Heritage Management Principles* and

National Heritage Management Principles (see Appendix A). As such, its corporate planning framework will recognise and reflect DPS commitment to respect those values.

Strategies

- Strategy 2.1 DPS corporate planning and budgetary processes will be monitored and amended as necessary to indicate the Department of Parliamentary Services's objective to identify, protect, conserve, present and transmit to all generations the Commonwealth Heritage and National Heritage values of the place, and clearly identify and make transparent the programs and budget components that relate to that objective. (See also Strategies 1.1 and 1.2)
- Strategy 2.2 The Heritage Strategy will be used as one of the primary planning documents in the corporate planning framework.
- Strategy 2.3 The DPS Annual Report will include a summary of programs and funding provided for:
- the maintenance and conservation of Commonwealth Heritage and National Heritage values; and
 - heritage studies, management planning and other activities relating to the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage and National Heritage values of the place.

3. POSITIONS WITHIN DPS WHICH ARE RESPONSIBLE FOR HERITAGE MATTERS

Background

The following table identifies DPS staff responsible at different levels for identifying and managing heritage values, for works decisions, approvals and actions, and for implementing, reviewing and monitoring the strategy and reporting to the Minister for the Environment & Heritage.

Position	Function in relation to the Heritage Strategy
President of the Senate & Speaker of the House of Representatives	<ul style="list-style-type: none"> • Control the Parliamentary precincts.
Secretary DPS	<ul style="list-style-type: none"> • Manages DPS and provides advice to the Presiding Officers on matters relating to DPS.
Deputy Secretary DPS	<ul style="list-style-type: none"> • Provides advice to the Secretary DPS on DPS management issues.
Assistant Secretary, Infrastructure Services Branch	<ul style="list-style-type: none"> • Responsible for day to day support to Parliament House, building occupants and visitors, through maintaining the building and its systems.
Director, Maintenance Services	<ul style="list-style-type: none"> • Maintains the buildings services, fabrics and landscape to a specified level, taking into account the expected life of the building.
Assistant Secretary, Product & Service Development Branch	<ul style="list-style-type: none"> • Responsible for the delivery of all projects within DPS, including building and security projects, broadcasting and digital media projects, and IT projects.
Director, Building & Security Projects	<ul style="list-style-type: none"> • Manages building projects at Parliament House.
Assistant Secretary, Strategy & Business Services Branch	<ul style="list-style-type: none"> • Responsible for the provision of strategic planning and business services that support DPS's operations and strategic arms.
Director, Strategic Planning & Policy (Building and Energy)	<ul style="list-style-type: none"> • Manages the provision of technical advice on building issues and development of long term strategies for the preservation and

	effective operation of Parliament House.
Director, Art Services	<ul style="list-style-type: none"> • Manages the Art Collection.
Senior Design Integrity Officer	<ul style="list-style-type: none"> • Assesses and provides advice on projects potentially affecting any architectural elements of Parliament House, while ensuring the buildings ongoing functionality. Contact point for all heritage issues.

Strategies

Strategy 3.1 DPS will ensure that those occupying all positions with responsibility for heritage matters, as identified in Table 1, are made aware of those responsibilities.

Strategy 3.2 The Senior Design Integrity Officer will be identified within DPS as the single initial point of contact for heritage matters, and this will be indicated on the DPS intranet.

4. THE PROCESS FOR CONSULTATION AND LIAISON WITH OTHER GOVERNMENT AGENCIES ON HERITAGE MATTERS

Background

Parliament House is owned by the Australian Government and is located with an area called the Parliamentary precincts in accordance with the *Parliamentary Precincts Act 1988*. The Parliamentary precincts are essentially the area of land inside Capital Circle. The control and management of the Parliamentary precincts rests with the Presiding Officers, and is the day-to-day responsibility of DPS on their behalf.

In addition, the Parliamentary precincts are within the Parliamentary zone as defined in the *Parliament Act 1974*. This Act provides,

- (1) No building or other work is to be erected on land within the Parliamentary zone unless:
 - (a) if the land is within the precincts as defined by subsection 3(1) of the Parliamentary Precincts Act 1988—the President of the Senate and the Speaker of the House of Representatives jointly have; or
 - (b) in any other case—the Minister has; caused a proposal for the erection of the building or work to be laid before each House of the Parliament and the proposal has been approved by resolution of each House. (Section 5)

Other key legislation relating to the heritage values of the place that applies to DPS is the:

- *Environment Protection & Biodiversity Conservation Act 1999*; and
- *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*.

Both Acts are administered by the Department of the Environment & Heritage.

The National Capital Authority is the planning and development control agency for works affecting the land surrounding the Parliamentary precincts. The ACT Heritage Council, a statutory agency under ACT legislation, maintains a general concern for all heritage in the ACT, including that outside the control of the ACT Government.

DPS ensures it undertakes appropriate consultation with the Department of the Environment & Heritage in relation to its operations as they involve heritage and environmental issues, and with the NCA in regard to planning and development issues.

DPS will include the ACT Heritage Council in its list of government stakeholders, as a matter of courtesy.

Strategies

- Strategy 4.1 DPS will consult with the Minister for the Environment & Heritage or her or his delegate as required under the EPBC Act, in particular:
- with regard to a management plan (s341S of the Act); and
 - XXX This section to be repealed... with regard to actions that have, will have or are likely to have a significant impact on Parliament House as a Commonwealth Heritage and National Heritage place (s341ZD).
- Strategy 4.2 DPS will consult with the Australian Heritage Council regarding its Heritage Strategy before submitting it to the Minister for the Environment & Heritage as required under s341ZA of the EPBC Act.
- Strategy 4.3 DPS may consult informally with the Department of the Environment & Heritage regarding its Heritage Strategy, management plan and actions that it considers have, will have or are likely to have a significant impact on Parliament House as a Commonwealth Heritage and National Heritage place, noting that such consultation is not formally required under the EPBC Act.
- Strategy 4.4 DPS will consult with the National Capital Authority as the manager of land immediately adjacent to Parliament House which has heritage values (ie the Parliament House Vista). The purpose of this consultation will be to achieve sympathetic conservation management which is, where operationally feasible, consistent with the high standards established by the EPBC Act.
- Strategy 4.5 DPS will as a courtesy include the ACT Heritage Council as an interested stakeholder in any consultations undertaken regarding significant changes to Parliament House.

5. CONSULTATION AND LIAISON WITH THE COMMUNITY ON HERITAGE MATTERS

Background

Consultation with the community, including Indigenous stakeholders, is required where changes to the place potentially impact on community interests. The strategies identify the ongoing process for consultation and liaison with the community on heritage matters.

Strategies

- Strategy 5.1 Where changes are proposed involving the place, consultation will be guided by current national standards, namely:
- *Commonwealth Heritage Management Principles*;
 - *National Heritage Management Principles*;
 - the provisions in *Ask First, a guide to respecting Indigenous heritage places and values* (Australian Heritage Commission 2002) for Indigenous heritage places; and
 - Article 26.3 of the *Burra Charter* (Australia ICOMOS 2000) for cultural heritage places including both Indigenous and historic places.

- Strategy 5.2 The Department of Parliamentary Services shall develop a procedure for triggering and facilitating consultation.
- Strategy 5.3 The Department will maintain a list of stakeholders and the scope of their interest.

6. PROCESS FOR RESOLUTION OF CONFLICT ARISING FROM THE ASSESSMENT AND MANAGEMENT OF COMMONWEALTH HERITAGE VALUES

Background

There are at least two categories of conflict that may arise regarding heritage values and the management of Parliament House:

- in determining whether a heritage value exists or not; and
- between managing heritage values and managing for other purposes (eg operational activities).

It is noted that some conflicts may be irreconcilable.

In finding solutions to conflicts, it is important to bear in mind the obligation under s341ZC of the EPBC Act not to take an action that has an adverse impact on the Commonwealth Heritage values unless there is no feasible and prudent alternative, and all reasonable measures are taken to limit the impact. Depending on the possible impact, the issue may also be an action that is subject to advice (eg under s341ZD XXX to be repealed) or approval by virtue of s26 or s28 under the EPBC Act.

Strategies

- Strategy 6.1 To help avoid or resolve potential conflict, where an issue requires clarification of heritage values or policies, DPS will ensure that it seeks relevant expert heritage advice.
- Strategy 6.2 Any conflict arising from the assessment or management of the place should be resolved through the proposed conservation management plan, or where the management plan does not deal with the issue, by:
- seeking advice from relevant heritage experts;
 - seeking advice from the Department of the Environment & Heritage;
 - seeking advice from the Australian Heritage Council (under s5(h) of the *Australian Heritage Council Act 2003*); and
 - by referring to the guidance provided in the *Burra Charter* (Australia ICOMOS 2000).
- Strategy 6.3 If a conflict arises between managing heritage values and managing for other purposes, the process for resolving this will involve:
- application of the Senior Design Integrity (DI) Officer's evaluation and appeals guidelines;
 - reference to the obligations imposed on DPS by the Parliament;
 - reference to the obligations imposed on DPS by the EPBC Act;
 - reference to relevant standard heritage industry guidelines such as the *Burra Charter* (Australia ICOMOS 2000); and

- seeking advice of relevant heritage experts, the Department of the Environment & Heritage or the Australian Heritage Council (under s5(h) of the *Australian Heritage Council Act 2003*).

XXX The Senior Design Integrity (DI) Officer's evaluation and appeals guidelines appear in the Design Integrity governance paper. These guidelines should include reference to conflict over heritage matters. They currently specify the following.

- Proposals for minor works (routine and non-routine) and administered capital and engineering works (including refurbishments and the modification, purchase or disposal of fittings and furniture) should be forwarded by a Departmental Service Officer (DSO) to the Director, SPP(BE). Proposals affecting any of the building's components, (including furniture, signage, landscape, artworks, changes to the use of a space or building maintenance procedures) will be assessed for design integrity XXX (*and heritage*) principles.
- The Director SPP(BE) will consult the DI Officer for investigation and evaluation of design integrity (*and heritage*) implications and to determine efficient and effective means of delivering the proposal.
- If it is deemed the project will have no likely adverse affect on the design (*and heritage*) values, approval will be granted.
- If the project is deemed likely to have an adverse affect on design (*and heritage*) values (*advice from a heritage conservation expert should be sought*), the DI Officer will advise the DSO and attempt to establish a means of achieving the proposals desired outcomes inclusive of meeting design integrity (*and heritage*) requirements.
- If no appropriate solution can be determined the DI Officer will advise the DSO and refer the proposal to the Secretary DPS.
- A DSO can appeal an adverse evaluation in writing to the Secretary DPS, including the DPS works project request, DI evaluation, (*heritage evaluation*) the grounds of appeal and any other relevant documentation.
- An adverse finding by the Secretary DPS may further be appealed in writing to the Presiding Officers.

Advice should be sought from relevant heritage experts, the Department of the Environment & Heritage or the Australian Heritage Council in those cases where a conflict cannot be resolved by other means.

7. PROCESSES FOR MONITORING, REVIEWING AND REPORTING ON THE IMPLEMENTATION OF THE DPS HERITAGE STRATEGY

Background

As the Department of Parliamentary Services intends to review its Heritage Strategy and proposed conservation management plan at the same time (ie every three years), the monitoring, review and reporting for the Heritage Strategy and management plan will be undertaken simultaneously.

Strategies

Strategy 7.1 The implementation of the DPS Heritage Strategy will be monitored by:

- annual evaluation of performance reported in the DPS Annual Report. The nature and form of this evaluation will be developed over the first year of operation of the Heritage Strategy, and may include reporting on issues such as:
 - Building Condition Index;
 - Furniture Condition Index;
 - Landscape Condition Index;
 - Design Integrity Index;
 - Art Collection management and maintenance (including maintenance, annual stocktake condition assessment, preventative conservation program and outdoor sculpture program);
 - maintenance and works expenditure on elements of the place with heritage values;
 - referrals made or advice sought under the EPBC Act; and
 - review of the conservation management plan (at three-yearly intervals).

The monitoring and evaluation process will be implemented and overseen by the Director of Corporate Governance, with key input from the Senior Design Integrity Officer.

- annual review of the DPS budget, as it relates to Parliament House operations, and expenditure affecting the conservation of elements of Parliament House which are of heritage value;
- three-yearly review of the Heritage Strategy (starting 2010), in accordance with ss341ZA(5) and (6) of the EPBC Act, which will monitor and evaluate DPS performance on all elements of the strategy. The review must consider the range of matters specified in s10.03F of the *EPBC Amendment Regulations 2003*. The review will be initiated and directed by the Senior Design Integrity Officer. A report on the review will be provided to the Minister for the Environment & Heritage in accordance with the EPBC Act.

Strategy 7.2 This strategy will be subject to its first review in 2009, in accordance with ss341ZA(5) of the EPBC Act. The nature of the review is outlined in Strategy 7.1.

8. THE IDENTIFICATION AND ASSESSMENT OF COMMONWEALTH HERITAGE VALUES IN DPS CONTROL AND MANAGEMENT

8A. THE PROCESS FOR IDENTIFYING AND ASSESSING THE COMMONWEALTH HERITAGE VALUES OF DPS PROPERTY

DPS only controls one property, the Australian Parliament House in Capital Hill, ACT. It also leases several other properties, including part of West Block and a store in Queanbeyan, but they are not considered to be in the control of DPS within the meaning of the Act.

Parliament House is entered on both the Commonwealth Heritage List and National Heritage List [XXX To be confirmed]. In the case of the Commonwealth Heritage List, the area is that within State Circle, and in the case of the National Heritage List, the area is that within Parliament Drive. XXX Confirm boundaries

Given these recent listings, no additional process to identify and assess potential Commonwealth Heritage values is considered necessary. In any event, the proposed conservation management plan for Parliament House will review the existing listings and may suggest some amendments to the formally listed heritage values. This issue will be subject to review each time the plan is formally reviewed in accordance with the EPBC Act.

8B. PROGRAM TO IDENTIFY COMMONWEALTH HERITAGE VALUES

See Section 8a.

9. MANAGEMENT OF COMMONWEALTH HERITAGE VALUES

9A. MANAGEMENT OF THE DPS HERITAGE REGISTER

Background

DPS manages one property with heritage values, Parliament House. The Heritage Register information for that property, consistent with the EPBC Regulations (10.03G(2)), is maintained as an electronic document by the Senior Design Integrity Officer. [XXX Refer to the proposed shell document at the end of the strategy]

Strategies

- Strategy 9a.1 While Parliament House remains the only heritage place controlled by the Department of Parliamentary Services (see Section 8 above), the DPS Heritage Register will be maintained as an electronic document, a version of which is accessible to the public. If new places owned or controlled by the Department of Parliamentary Services are identified as having heritage values then separate Heritage Register entries will be created.
- Strategy 9a.2 Maintenance of the DPS Heritage Register will be implemented and managed by the Senior Design Integrity Officer.
- Strategy 9a.3 When the conservation management plan is prepared in accordance with the EPBC Act sections 324S and 341S, the DPS Heritage Register data will also be reviewed and updated as necessary.
- Strategy 9a.4 The DPS Heritage Register will be made accessible to the public through the Parliament of Australia website.

9B. DEVELOPMENT OF MANAGEMENT PLANS FOR DPS COMMONWEALTH HERITAGE PLACES

Strategies

Strategy 9b.1 A conservation management plan for Parliament House will be prepared by 2008.

9C. DPS USE OF HERITAGE PLACES

Background

Parliament House is actively used for activities related to the functioning of the Parliament of Australia, and DPS undertakes a key support role in these activities. In addition to the sittings of Parliament and office and other facilities for parliamentarians, staff and the media, there are also a range of support facilities for these users as well as visitors.

Strategies

Strategy 9c.1 The conservation management plan will consider the existing and any proposed uses of the place, and its policies and strategies will be used to resolve any conflict with heritage values.

9D. CURRENT OR EXPECTED DEVELOPMENT, WORKS, DISPOSAL OR OTHER PROPOSALS THAT MAY AFFECT COMMONWEALTH HERITAGE VALUES

Background

DPS has identified a range of proposals that may affect Commonwealth Heritage and National Heritage values. These will be considered in the context of EPBC Act obligations and in the development of the conservation management plan, consistent with the strategies below. Current known proposals are listed at Appendix B.

Strategies

Strategy 9d.1 Current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage or National Heritage values will be considered in the light of EPBC Act obligations, including to seek advice or refer proposals for approval.

Strategy 9d.2 Current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage or National Heritage values will be considered in the development of the conservation management plan, and any revision of it.

9E. ENSURING THAT COMMONWEALTH HERITAGE VALUES ARE CONSIDERED IN DPS PLANNING FOR FUTURE DEVELOPMENT, WORKS, DIVESTMENT OR OTHER PROPOSALS

Background

The primary vehicle for ensuring the values of Commonwealth Heritage and National Heritage places are considered in planning for future development, works, divestment or other proposals will be the conservation management plan. DPS undertakes works through a scheduled maintenance program and through projects. Some work is undertaken by in-house tradespeople and the remainder is undertaken by contractors.

Proposals may be subject to the formal advice and approvals which are required under the EPBC Act.

The only form of divestment that seems possible is the leasing of parts of the building to third parties.

Strategies

- Strategy 9e.1 The Senior Design Integrity Officer will review the 5 and 1 year scheduled maintenance programs, and project orders at a draft stage for proposals which might impact on heritage values of the place, and will apply policies and strategies from the management plan, or trigger strategies 9e.3 and 9e.4, to ensure that Commonwealth Heritage and National Heritage values are given due weight in DPS planning.
- Strategy 9e.2 DPS will review the work order system (on the SAP database) to ascertain whether the system may be modified to include heritage flags, triggers, decision or approval points, especially relating to particularly sensitive heritage aspects of Parliament House.
- Strategy 9e.3 The conservation management plan and its revisions will consider Commonwealth Heritage and National Heritage values in planning for future development, works, divestment or other proposals, as needed.
- Strategy 9e.4 If future development, works, divestment or other proposals arise in a case where the conservation management plan provides insufficient guidance, the existing plan will be reviewed and revised to guide the proposal. Where the timeframe for action precludes preparation/revision of the plan (as in the case of emergency stabilisation works), a process paralleling Strategy 6.3 will be followed.
- Strategy 9e.5 If DPS divests by a lease of part of Parliament House, it will take action to ensure future conservation of the heritage values of the leased area by appropriate means, as required in s341ZE of the EPBC Act.
- Strategy 9e.6 DPS will take no action that has an adverse impact on the place's heritage values unless there is no feasible and prudent alternative and, if there are no alternatives, then all reasonable steps are taken to minimise the adverse impact, in accordance with s341ZC of the EPBC Act.

Strategy 9e.7 DPS will refer for approval under the EPBC Act any proposal which has, will have, or is likely to have a significant impact on the heritage values of Parliament House (s28).

9F. PLANNING AND BUDGETING FOR THE MAINTENANCE AND LONG-TERM CONSERVATION OF COMMONWEALTH HERITAGE VALUES

Background

DPS maintains an administered works programme schedule. At a detailed level, annual project and maintenance planning will be guided by the proposed conservation management plan. DPS project and maintenance planning will have to factor in any conservation objectives of the works, as identified in Strategies 9e.1-4, that require funding and planning over and above standard operational needs. Clear identification of maintenance and conservation-related work will assist in the monitoring and reporting of the implementation of the DPS Heritage Strategy.

The annual reporting of funding for maintenance work is dealt with at Strategy 2.3. Monitoring and review of budgets is dealt with in Strategy 7.1.

Strategies

Strategy 9f.1 The conservation management plan will consider and assist maintenance and project programming.

Strategy 9f.2 Maintenance and projects involving heritage components of the building will be included in the project documentation, and tagged to indicate they relate to components with Commonwealth Heritage or National Heritage values. The works will be costed and prioritised with regard to both their operational and any additional conservation requirements, and a decision taken on the extent of the works that can be undertaken. The programs will be prepared under the direction of the Director, Strategic Planning and Policy (Building and Energy). Cross-reference to files detailing works will be included in the DPS Heritage Register.

9G. MONITORING AND REVIEWING DPS SUCCESS IN CONSERVING COMMONWEALTH HERITAGE VALUES

Background

While the EPBC Act and regulations require the review of a Heritage Strategy every three years, and a conservation management plan every five years, DPS has chosen to combine the review of the two documents, and apply a three-year review period to both. In the first period, the plan will operate for five years to enable alignment with the second review of the strategy in 2013.

The primary vehicle for monitoring the success in conserving Commonwealth Heritage and National Heritage values will be through the conservation management plan. In particular:

- the requirement for monitoring and reporting on the condition of values in the management plan (EPBC Amendment Regulations, Schedule 7A, clause (h)(ix)); and
- the review of the conservation management plan every 3 years which includes an assessment of the effectiveness of the plan in protecting and conserving values (EPBC Amendment Regulations, Schedule 7A, clause (k) and the DEH draft *Management Plans*

for *Places on the Commonwealth Heritage List, a guide for Commonwealth agencies*, p. 13).

Strategies

- Strategy 9g.1 DPS will introduce annual and three-yearly monitoring of performance in progressing Heritage Strategy and conservation management plan policies and strategies.
- Strategy 9g.2 The results of the Heritage Strategy and conservation management plan reviews will be consolidated and reported as part of the periodic report provided to the Minister for the Environment & Heritage on the review of the DPS Heritage Strategy. This will include information about the effectiveness of the documents and processes they promote in protecting and conserving heritage values.

9H. TRAINING AND PROMOTION

Background

DPS will provide its staff and, as appropriate, contractors and lessees with appropriate training in heritage awareness and responsibilities.

Strategies

- Strategy 9h.1 DPS will introduce a heritage awareness and information training program for key staff and, as appropriate, contractors and lessees.
- Personnel occupying the positions directly responsible for heritage matters will receive:
- awareness training by 2007; and
 - in-service training at least every three years;
- providing an overview of Commonwealth Heritage and National Heritage obligations and best practice heritage management.
- Any new personnel moving into these positions will receive awareness training within three months of commencement.
- Strategy 9h.2 Other staff responsible more generally for heritage matters (including the others listed in Table 1) will receive presentations about Parliament House heritage values and responsibilities, and Commonwealth Heritage and National Heritage obligations. This process will be repeated at least every three years (possibly following the reviews of the strategy and conservation management plan).
- Strategy 9h.3 A heritage awareness component will be included in general staff induction training for all staff working in Parliament House.

9I. PROGRAM FOR PROMOTING COMMUNITY AWARENESS OF COMMONWEALTH HERITAGE VALUES

Background

The conservation management plan will give primary direction for the interpretation of the significance of the place. Parliament House already has substantial public programs and these may be extended to address this issue.

Strategies

Strategy 9i.1 DPS will recognise as part of its public program activities a strand that presents and interprets to visitors the heritage values of the building. The content of this information may be developed and enhanced on an ongoing basis, and will be reviewed formally with the Heritage Strategy every three years.

10. OTHER MATTERS

10A. MANAGEMENT OF DPS PROPERTY TO COMPLIMENT ADJACENT HERITAGE PLACES

Background

Parliament House is adjacent to the heritage listed *Parliament House Vista* which includes the Parliamentary zone and it has a special planning and landscape relationship with the Land Axis and Old Parliament House.

The policies in the conservation management plan should ensure that the building and immediate surrounds under the control of the Department of Parliamentary Services will maintain their integrity and condition as built elements complimenting the adjacent heritage area. A similar obligation lies with the National Capital Authority to ensure that the management of the adjacent area respects the surrounding heritage values including those related to Parliament House.

Strategies

Strategy 10.1 DPS will consider the impact of decisions concerning the place on adjacent heritage values. The impact of external works, maintenance and ancillary activities and support structures will be assessed with these adjacent values in mind.

Strategy 10.2 DPS will liaise with the National Capital Authority to encourage appropriate complimentary management of the surrounds and setting of Parliament House to conserve the heritage values of both Parliament House and the Parliamentary zone.

APPENDIX A: COMMONWEALTH & NATIONAL HERITAGE MANAGEMENT PRINCIPLES

The following *Commonwealth Heritage Management Principles* are drawn from Schedule 7B of the regulations to the EPBC Act.

1. The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.
2. The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on Commonwealth Heritage values.
3. The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, state and territory and local government responsibilities for those places.
4. The management of Commonwealth heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.
5. The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - (a) have a particular interest in, or associations with, the place, and
 - (b) may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.
7. The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.

The following *National Heritage Management Principles* are drawn from Schedule 5B of the regulations to the EPBC Act.

1. The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage values.
2. The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.
3. The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.
4. The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values.
5. The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - (a) have a particular interest in, or association with, the place; and
 - (b) may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.
7. The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.

APPENDIX B: PROPOSALS WHICH MAY AFFECT COMMONWEALTH HERITAGE VALUES

In the following table, the Design Integrity Index ranges from positive impacts (a positive number up to 8) through to negative impacts (a negative number). While design integrity is not exactly the same as heritage value, it is useful indicator that is currently available.

Project ID	Project Name	Year	Design Integrity Index/ Potential Impact
748	Cabinet Suite Executive Chairs	2006-07	8
695	Update Building Data	2006-11	1
325	Landscape Refurbishment	2006-11	4
463	Removal of High Capacity Fire Hydrants	2006-07	1
212	Public Toilets	2006-09	-1
34	Fabrics Workshop	2006-07	1
414	Kitchen Ceramic Tiles and Ceiling Tiles	2006-09	1
631	Pipework Condensation	2006-07	1
425	Structured Soils	2006-08	4
183	Skylight Seal System Upgrade	2006-09	4
215	Contractor Accommodation and Storage	2006-07, 2008-10	2
745	Furniture Program	2006-11	2
694	Lighting improvements - HoR & Senate external entrances	2006-08	4
766	Disabled Access Modifications	2007-11	-4
740	Modifications to HoR's, Senate and Ministerial Steps	2006-07	-4
726	Modifications to Prime Minister's Dining and Sitting Room	2006-08	-4
715	Child Care Facilities	2006-08	-2
705	Upgrade of Power Points in Ministerial Suites	2007-08	1
736	Artwork Preservation	2006-11	4
261	Metal Ceiling Tiles	2007-08	2
522	Artwork Acquisitions	2006-11	4
681	Ministerial Kitchens	2006-08	4
419	Plasterboard Ceiling Tiles	2007-09	4
648	Forecourt Water Feature OH&S Issues	2007-08	-1
707	Library South East Wing Refit	2007-10	2
133	Wall Corner Reinforcing	2007-08	2
701	Water Features New Membrane	2007-08	4
660	Refurbish luminaires - Public Areas & circulation spaces	2007-09	4
78	Accommodation for School Groups	2007-09	2
566	Suite Refurbishment	2006-07, 2008-11	6
589	Replace bollard lights	2008-10	4
200	Level 2 Dining Room PDR's	2006-07, 2008-10	6
661	Parliamentary Library Lighting Upgrade	2008-10	2
727	Signage review and upgrade at security screening entrance points	2008-09	4
606	Replace Footpaths on Parliament Drive	2008-10	1
588	Upgrade main street lighting	2008-10	4
101	Window Films	2006-08	2
105	Bitumen Paths	2008-10	2
268	Track lighting upgrade - Area 5 exhibition area	2008-10	4
267	Artworks lighting - Areas 6 & 8	2008-10	2

94	External Inground Lights	2008-11	4
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APPENDIX C: COMPLIANCE WITH EPBC ACT

The following tables note how this strategy complies with the various relevant provisions within the EPBC Act itself or its regulations.

Table 3. Heritage Strategy Requirements (Section 341ZA)	
Legislation	Comment
(1) If a Commonwealth agency owns or controls one or more places, the agency must:	See 8a in Heritage Strategy
(a) prepare a written heritage strategy for managing the places to protect and conserve their Commonwealth Heritage values; and	Processes satisfied by the submission process for this Heritage Strategy
(b) give a copy of the strategy to the Minister;	Ditto
as soon as practicable and in any event within 2 years after the later of:	Ditto
(c) the time the agency first owns or controls a place; and	Ditto
(d) the commencement of this section.	Ditto
Note: the heritage strategy will apply to every place the agency owns to controls.	Ditto
(1A) Before making a heritage strategy, the Commonwealth agency must consult the Australian Heritage Council and take into account any advice the agency receives from the Council.	Ditto
(2) The Commonwealth agency may, in writing, amend the heritage strategy or revoke and replace the heritage strategy. The Commonwealth agency must give the Minister a copy of the amended or replacement strategy within 20 business days of the amendment or replacement.	Ditto
(3) A heritage strategy must:	
(a) mention the period within which the Commonwealth agency must make a plan under section 341S; and	See 9b in Heritage Strategy
(b) mention the period within which the Commonwealth agency must do the things mentioned in subsection 341ZB(1); and	See 8a, 9a, 9b in Heritage Strategy
(c) address the matters prescribed by the regulations (if any); and	
(d) not be inconsistent with the Commonwealth Heritage management principles.	Minister's judgment pending submission
(4) The Minister must advise the Commonwealth agency whether or not the agency's heritage strategy (whether original, amended or replacement) is inconsistent with the Commonwealth Heritage management principles.	Ditto
(5) At least once in every 3 year period after a heritage strategy is made, the Commonwealth agency concerned must cause a review of the strategy to be carried out.	See 7.1, 7.2 and 9g in Heritage Strategy
(6) The agency must give the Minister a written report of the review. The report must address the matters prescribed by the regulations (if any).	3 year's time

Table 4. Requirements for a Report about the Review of a Heritage Strategy (Section 341ZA, Regulation 10.03F)	
Legislation	Comment
For subsection 341ZA (6) of the Act, a report about the review of a Commonwealth agency heritage strategy must	Not relevant until 2009 review, see 7.1, 7.2, 9g in Heritage Strategy

include the following:	
(a) an outline of consultation undertaken with relevant stakeholders in the review process;	Ditto
(b) a summary of the agency's achievements against its objectives for management of its heritage places;	Ditto
(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;	Ditto
(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;	Ditto
(e) an update on the progress and timeliness of the preparation of management plans for Commonwealth Heritage places;	Ditto
(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;	Ditto
(g) an update on progress with Commonwealth Heritage training programs;	Ditto
(h) a specification of the time-frame for updating the Heritage Strategy following the review;	Ditto
(i) an update on other heritage issues relevant to the agency's management of Commonwealth Heritage places in accordance with the Commonwealth Heritage Management Principles.	Ditto

Table 5. Requirements regarding Heritage Strategies (Regulations Schedule 7C)

Legislation	Comment
1. A strategy must include general matters, including the following:	
(a) a statement of the agency's objective for management of its heritage places;	See 1 in Heritage Strategy
(b) a description of how the heritage strategy operates within the agency's corporate planning framework;	See 2 in Heritage Strategy
(c) a list of key positions within the agency, the holders of which are responsible for heritage matters;	See 3 in Heritage Strategy
(d) an outline of a process for consultation and liaison with other government agencies on heritage matters;	See 4 in Heritage Strategy
(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;	See 5 in Heritage Strategy
(f) an outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values;	See 6 in Heritage Strategy
(g) an outline of processes for monitoring, reviewing and reporting on the implementation of an agency's heritage strategy.	See 7 in Heritage Strategy
2. A strategy must include matters relating to the identification and assessment of Commonwealth Heritage values, including the following:	See 8 in Heritage Strategy
(a) an outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property;	See 8a in Heritage Strategy
(b) a statement of the time-frames for the completion of:	

(i) the agency's heritage identification and assessment program; and	See 8b in Heritage Strategy
(ii) the agency's register of places and their Commonwealth Heritage values; and	See 9a in Heritage Strategy
(iii) the agency's report to the Minister, that includes details of the program and a copy of the register.	To be submitted separately to Minister
3. A strategy must include matters relating to the management of Commonwealth Heritage values, including the following:	Section 9 in Heritage Strategy
(a) a description of how the agency's heritage places register will be maintained, updated and made accessible to the public;	See 9a in Heritage Strategy
(b) a statement of the time frame for the preparation of management plans for the agency's Commonwealth Heritage places;	See 9b in Heritage Strategy
(c) an outline of the existing use, by the agency, of places with Commonwealth Heritage values;	See 9c in Heritage Strategy
(d) an outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values;	See 9d in Heritage Strategy
(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;	See 9e in Heritage Strategy
(f) a plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values;	See 9f in Heritage Strategy
(g) an outline of the process by which the success of the agency in conserving Commonwealth Heritage values will be monitored and reviewed.	See 9g in Heritage Strategy
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;	See 9h in Heritage Strategy
(b) a program for promoting community awareness of Commonwealth Heritage values, as appropriate.	See 9i in Heritage Strategy

Table 6. Requirements for Heritage Assessments and Registers (Section 341ZB)

Legislation	Comment
(1) A Commonwealth agency must do all of the following within the period mentioned in its heritage strategy:	
(a) conduct a program to identify Commonwealth Heritage values for each place it owns or controls;	See 8a, 8b in Heritage Strategy
(b) produce a register that sets out, for each place it owns or controls, the Commonwealth Heritage values (if any) of that place;	See 9a in Heritage Strategy
(c) give the Minister a written report that includes:	
(i) details of the program; and	To be submitted separately to Minister
(ii) a copy of the register.	To be submitted separately to Minister
(2) The regulations may prescribe all or any of the following:	
(a) how Commonwealth heritage values may be identified of a place;	See below
(b) matters a register must address;	See below
(c) matters a report to the Minister must address.	See below
(3) A Commonwealth agency must keep its register up to date.	

(4) A register may be kept electronically.	See 8a in Heritage Strategy
(5) If a report under paragraph (1)(c) indicates that a place owned or controlled by a Commonwealth agency may have one or more Commonwealth Heritage values, information from the report may be used or referred to in a nomination of the place for inclusion in the Commonwealth Heritage List.	See 8a, 8b in Heritage Strategy

Table 7. Requirements for Heritage Assessments and Registers (Section 341ZB, Regulation 10.03G)

Legislation	Comment
(1) For paragraph 341ZB (2) (a) of the Act, Commonwealth heritage values for a place may be identified by:	
(a) considering all natural and cultural heritage values, recognizing indigenous people as the primary source of information on the significance of their heritage and their participation as necessary to identify and assess indigenous heritage values; and	In Report and CMP to be submitted separately to Minister
(b) identifying values against the Commonwealth heritage criteria; and	In Report and CMP to be submitted separately to Minister
(c) using expert heritage advice to ensure that levels of documentary and field research are appropriate to best practice assessment and management of heritage values; and	Ditto
(d) using a comparative and thematic approach; and	Ditto
(e) consulting widely, as appropriate, with government agencies, stakeholders and the community.	Ditto
(2) For paragraph 341ZB (2) (b) of the Act, matters a register must include are the following:	
(a) a comprehensive description, and a clear plan showing the name and location, of each place that has Commonwealth Heritage values;	See Heritage Register
(b) a discrete heritage place identification number for each place;	See Heritage Register
(c) details of ownership, leases, licences, rental or other tenure arrangements, as applicable;	See Heritage Register
(d) a summary description of the significant physical characteristics and elements of the place;	See Heritage Register
(e) a sequential summary of the use of the place;	See Heritage Register
(f) a statement of significance for the place, identifying its heritage values and specifying any that are Commonwealth Heritage values;	See Heritage Register
(g) a record of any other heritage listings, providing relevant register numbers;	See Heritage Register
(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;	See Heritage Register
(i) a specification of any property or information access restrictions or requirements;	See Heritage Register
(j) an outline of any consultation requirements relating to the place;	See Heritage Register
(k) a list of relevant conservation documents or references;	See Heritage Register
(l) a record of when information has been updated;	See Heritage Register
(m) cross references to:	
(i) agency place records of any objects that are significant by association with the place, indicating their current location; and	See Heritage Register
(ii) archived records of particular importance to the heritage values of the place.	See Heritage Register

(3) For paragraph 341ZB (2) (c) of the Act, a report to the Minister must include the following:	
(a) an outline of the identification program;	To be in Report submitted separately to Minister
(b) details of any surveys conducted, or expert advice obtained by, the agency to identify the Commonwealth Heritage values;	To be in Report submitted separately to Minister
(c) a summary of the work undertaken with respect to each of the matters included in these Regulations for the identification and assessment of Commonwealth Heritage values.	To be in Report submitted separately to Minister

DPS HERITAGE REGISTER

This document is the shell for the Heritage Register. Once the Commonwealth and National Heritage citations are finalised, they can be used to fill in many of the sections below, as indicated. In other cases, information will be provided by DPS. In a few cases, the suggested text is provided.

⊞

- (a) **A comprehensive description, and a clear plan showing the name and location, of each place that has Commonwealth Heritage values**

Insert text from final CHL/NHL citations.

Insert plan.

- (b) **A discrete heritage place identification number for each place**

Suggest Number 1.

- (c) **Details of ownership, leases, licences, rental or other tenure arrangements, as applicable**

Commonwealth of Australia.

List any leases, licences, rental or other tenure arrangements.

- (d) **A summary description of the significant physical characteristics and elements of the place**

Insert text from final CHL/NHL citations.

- (e) **A sequential summary of the use of the place**

Parliament House has been used since 1988 as the home of the Parliament of Australia, including ceremonial functions, hosting state and visiting dignitaries, and a variety of political, community and social events. It also houses significant documents and artworks.

- (f) **A statement of significance for the place, identifying its heritage values and specifying any that are Commonwealth Heritage values**

Insert text from final CHL/NHL citations.

- (g) **A record of any other heritage listings, providing relevant register numbers**

Commonwealth Heritage List	105737
National Heritage List	105740

- (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**

XXX JE

(i) A specification of any property or information access restrictions or requirements

While Parliament House is a public building attracting many visitors, there are a range of security issues related to both the building and information. Access to the building is subject to security controls and there are a number of more secure areas including the Chambers, committee rooms and office areas to which the public is not granted free access, although some degree of access is possible or provided. Access to external areas is also subject to a range of controls.

Information about the Parliament House building is held by Departments of the Parliament, especially the Department of Parliamentary Services. These Departments are similar to Government agencies in that some information about their activities must be reported and publicly available while other information is subject to restrictions.

(j) An outline of any consultation requirements relating to the place

Refer to the DPS Heritage Strategy, Sections 4 and 5.

(k) A list of relevant conservation documents or references

Australian Construction Services 1995, Parliament House, Design Integrity and Management of Change, unpublished report prepared for the Parliament.

Berg, P 2004, The Architect's Design Intent for Parliament House Canberra: Central Reference Document, unpublished, prepared on behalf of MGT Architects for the Department of Parliamentary Services.

(l) A record of when information has been updated

DPS: Insert as information is first included and then update as information updates happen.

(m) Cross references to: (i) Agency place records of any objects that are significant by association with the place, indicating their current location

DPS: Insert based on information in final CHL/NHL citations. Presumably the Art Collection records may be one such reference.

(m) Cross references to: (ii) Archived records of particular importance to the heritage values of the place.

DPS: Insert based on information in final CHL/NHL citations. Given the relatively recent nature of the building, it is not clear whether any such records will exist in an archive. However, depending on the heritage values, construction records may be one such category, if indeed these have been archived.

