



Australian Government

Australian Heritage Council

AUSTRALIAN HERITAGE COUNCIL

Periodic Report



MARCH 2007 — MAY 2010

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Periodic Report

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DESIGN: WhiteFox.com.au

The Hon Tony Burke MP
**Minister for Sustainability, Environment,
Water, Population and Communities**
Parliament House
CANBERRA ACT 2600



Australian Government
Australian Heritage Council

Dear Minister

AUSTRALIAN HERITAGE COUNCIL: PERIODIC REPORT

Established in 2004, the Australian Heritage Council (Council) provided its first Periodic Report in 2007. This report outlined Council's activities and achievements from March 2004 to February 2007 and was provided under section 24A of the *Australian Heritage Council Act 2003* (Cth) which allows for Council to prepare a report for the Minister. This second Periodic Report covers March 2007 to May 2010 and coincides with the conclusion of my term as the inaugural Chair of the Council.

This report notes that some significant progress has been made on the key issues identified in the first Periodic Report such as the inclusion of a further 47 places on the National Heritage List, enhanced protection and recognition of Indigenous heritage places, and the adoption by Council of an integrated approach to the assessment of natural, historic and Indigenous heritage. However, the report also recognises that there is work still to be done.

The Council firmly believes that the promotion of training in heritage conservation, especially by architects and artisans, is essential to safeguarding the future of Australia's built heritage. The environmental and social value of adaptive re-use of sound buildings over demolition and rebuilding is also important, as is exploring and addressing the challenges presented by rural heritage. I look forward to following Council's progress on these issues.

On behalf of the Council, I have the pleasure in providing you with the Council's second three year Periodic Report.

Yours sincerely

A handwritten signature in black ink that reads "Tom Harley".

Tom Harley
Chair (2004 – 2010)

ACKNOWLEDGEMENTS

The Australian Heritage Council acknowledges the help and cooperation it has had from many organisations and individuals since it presented the first periodic report in 2007, in particular:

- local, state, territory and Australian Government bodies, authorities and agencies concerned with the conservation of heritage
- place managers and Traditional Owners of National and Commonwealth Heritage List sites
- the many people connected with voluntary organisations involved in the conservation of cultural and natural heritage
- Aboriginal and Torres Strait Islander communities and organisations throughout Australia
- experts who have given technical advice on the identification, assessment and conservation of heritage places.

The Council would like to acknowledge the three ministers we have served: Ian Campbell, Malcolm Turnbull and Peter Garrett.

The Council deeply appreciates the work of the Department of Sustainability, Environment, Water, Population and Communities (formerly the Department of the Environment, Water, Heritage and the Arts).

We would like to record our appreciation for the contribution of the Executives and staff of the Heritage Division who have worked closely with the council and played a significant role in recognising and protecting Australia's important heritage places.

*Trust
conservation
to safeguard*



PREFACE BY THE CHAIR

It is with great pleasure that the Australian Heritage Council (Council) presents its second Periodic Report outlining the key achievements and challenges of its second three-year period (March 2007 – May 2010). Council, which was created in March 2004, is an independent body of heritage experts established under the *Australian Heritage Council Act 2003* (Cth).

Council's first report recorded the experience of introducing a new national heritage system. The system established, among other things, a National Heritage List (NHL) with robust legislative protection. This initial three-year period, from early 2004 to February 2007, was a period of success but also frustration. Our singular success was populating, with rigorous methodologies and guidance, the new NHL with some 41 places. Our biggest challenge was the interaction of this new list and associated processes with those for whom it ultimately exists, the Australian people.

This second report records a period of intensive work that has been in many ways more rewarding, with a greater focus upon actually identifying, protecting and promoting heritage.

Over the past three years, the centrepiece of the national heritage system, the NHL, has more than doubled in size to 89 places. The number of places is impressive in a short span of time but size is less important than the fact that the NHL now has critical mass – it now captures core elements of our national story. In the past three years Council has not just added new places, achieving a better balance between natural, historic and Indigenous heritage, but has also explored the inter-linkages between these types of heritage. The NHL has also helped generate a greater awareness and interest in heritage around Australia. The list provides a significant platform for the future management of Australia's nationally significant heritage and provides standards, technologies and awareness to help other places of local and state significance.

Equally importantly, Council has also seen the listing of places that previously did not have protection. The protection of the rock art of the Dampier Archipelago (including Burrup Peninsula) is an enduring achievement. Council was able to overcome decades of regrettable neglect and finally recommend protection of one of the world's largest collections of Indigenous rock art.

aiming to protect heritage
... is essential
regarding the future

The Burrup typifies Council's achievements in other ways. It has been particularly pleasing over the past three years to see the increased recognition of Australia's rich Indigenous heritage. The NHL now includes Indigenous places such as the Wave Hill Walk-Off route, recording protest by the Gurindji community about their labour rates and ultimately the return of their land by the Commonwealth Government; the Mount William Stone Hatchet Quarry, an important source of stone hatchet heads which were traded over a wide area of south-east Australia, with some 268 pits and shafts and 34 discrete production areas; and the Myall Creek Massacre and Memorial Site, which for some 120 years reflected the 'great Australian silence' on Indigenous issues, then evolved and from the 1960s to 80s was used to educate people about Australia's Indigenous history. More recently, the Myall Creek Massacre and Memorial Site has become part of Australia's reconciliation movement where the descendants of the perpetrators and victims of the massacre gather annually to reflect upon their shared history. Council has also worked on drawing out the Indigenous heritage significance of places which had previously been recognised only for other heritage values.

The identification of our most important heritage places must be complemented by their protection. Over the last three years there has been a significant increase in the number of Commonwealth departments which have completed or are working to complete heritage strategies, which act to protect heritage properties in Commonwealth ownership or control. Of the 19 Commonwealth portfolio departments, 18 have now either prepared a heritage strategy, are in the process of preparing a strategy, or have determined

that a strategy is not required. While this is a positive result, there is still work to be done to determine which agencies within the 19 portfolios may also need to prepare a heritage strategy. There is also much work to be done to translate recognition of heritage values into protection.

During this second three-year term, Council welcomed the largest single injection of funding ever into heritage conservation in Australia. The \$60 million provided for heritage projects by the Australian Government from the Jobs Fund has made a very significant contribution to the conservation of heritage in this country and demonstrates the significant economic and social benefits of investing in heritage conservation. Council also applauds the government's decision to involve Council and other heritage experts in decisions about how funds should be spent. This could be a very useful model for any future program.

The Australian Government's decision to commence, in 2010, an ongoing National Historic Sites program of \$4.4 million per annum over the next four years is also very welcome and complements the existing annual \$3.6 million Indigenous Heritage Program and the approximately \$13 million devoted to Australia's World Heritage properties annually from the Caring for Our Country funding pool.

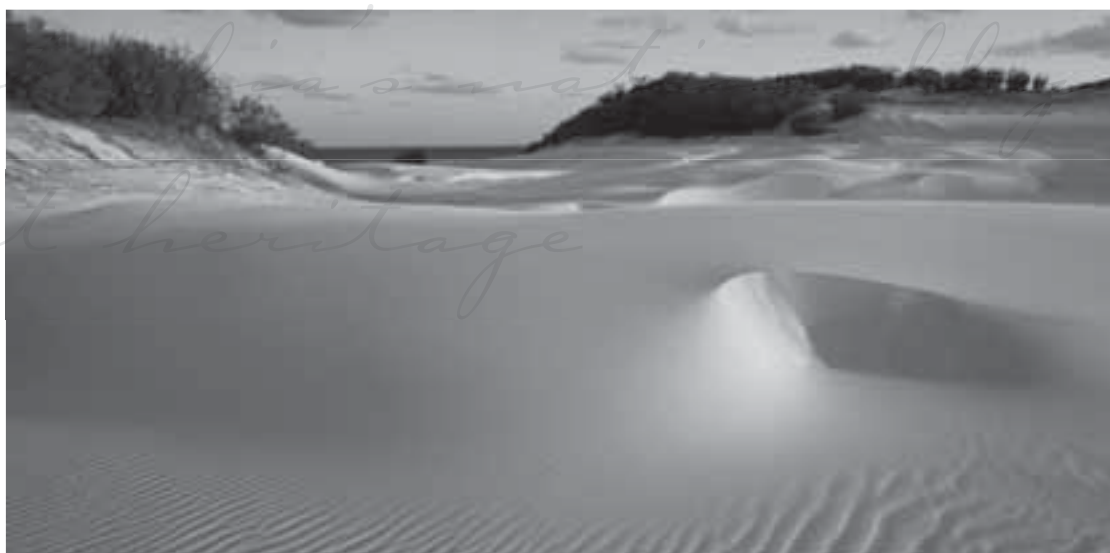
However, even with these resources, funding for heritage protection remains limited, the needs are many and demand far exceeds supply. There has been over many years, and at different levels of government, an unhelpful reluctance to provide ongoing program funding at an appropriate level. Ultimately, money is best deployed through carefully thought out programs.



Looking forward into the next three-year period, Council will need to continue to focus upon communicating heritage to the public, to win the support heritage deserves. The task should be rewarding – heritage places are often the most loved places in any community – but it is nonetheless important as protection can never be taken for granted. Other challenges ahead include moving from the recognition of iconic places to larger, more complex and often under-recognised heritage places; linking heritage to regional economic growth and tourism; and adequate resourcing to support individual places and to administer the system.

I take this opportunity to record my gratitude to the Council members whose expertise, diligence and passion has inspired and driven our work. I have had the privilege of being the inaugural Chair of Council, and to have held the role for six years until May 2010. Before that I chaired its predecessor, the Australian Heritage Commission, for three years. I look back with pride upon Council's role in the creation of a heritage system which identifies, protects and celebrates those places that are central to what it means to be Australian. Council, in its work, has helped – and will continue to help – define what makes us distinctively Australian.

... a significant place
the future management
Australia's natural heritage







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ROLE OF THE AUSTRALIAN HERITAGE COUNCIL

The Australian Heritage Council (Council) is the Australian Government's independent expert advisory body on heritage matters. Established in 2003 under the *Australian Heritage Council Act 2003* (Cth) (AHC Act), Council has played a major role in establishing national heritage listing and management within the Australian Government's key piece of environmental legislation, *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act).

The EPBC Act provides a legal framework to recognise, protect and manage internationally and nationally important heritage places. Key to recognition and protection for nationally significant places is the National Heritage List (NHL). Council has been central in building the NHL into Australia's pre-eminent heritage register. With 89 listed sites in the NHL, Council's work in this area has provided a vital platform for national heritage recognition, management and promotional activities, fostering greater awareness of heritage issues.

Council plays an important role as adviser to the Australian Government on heritage policy formulation. It provides input into policy and program development and monitoring of initiatives including financial incentives and heritage tourism initiatives. In particular, Council:

- assesses nominations for the National and Commonwealth Heritage Lists;
- advises the Minister on recognising, conserving and protecting places included in or being considered for these lists;
- promotes the identification, assessment, conservation and monitoring of places of outstanding heritage value to the nation, including recognition of places for the List of Overseas Places of Historic Significance to Australia; and
- maintains the Register of the National Estate.

On 7 December 2006 the Australian Parliament amended the two Acts under which Council operates, the EPBC Act and the AHC Act. The amendments came into effect on 19 February 2007 and have influenced Council's activities during this reporting period. Under the amended EPBC Act, on the basis of advice from Council, the Minister sets Council's annual work plan of assessments and determines the list of places which Council is to assess for the National and Commonwealth Heritage Lists. The amendments also provide



Council with greater scope to discuss the implications of a potential heritage listing with relevant parties. Further information on the nominations and assessment processes is provided in 'Nomination and Assessment for Australian Government Heritage lists' from page 19.

Since its creation in 2003, Council has made substantial progress in meeting its responsibilities. Achievements include:

- completion of 117 assessments of places for the National Heritage List;
- provision of advice to government agencies in the preparation of heritage strategies for identifying Commonwealth places of heritage significance;
- delivery of a number of heritage thematic studies including *Building a free Australia: Places of democracy*; *Inspirational Landscapes*; *Urban Nation: Australia's planning heritage*; and *Pastoral Australia: fortunes, failures and hard yakka* (the latter two were published in 2010);
- advice to the Minister's delegate on management plans;
- publication of the *Guidelines for the assessment of places for the National Heritage List*¹;
- input to the Productivity Commission's *Inquiry into the conservation of Australia's historic heritage places*;
- advice to the Minister for the Environment, Water, Heritage and the Arts on heritage project applications under the Jobs Fund; and

- development of the publication *A guide to heritage listing in Australia*² (2009) by Dr Mike Pearson for the Heritage Chairs and Officials of Australia and New Zealand, assisted by former Council member and historic expert Dr Jane Lennon and by Council Chair Mr Tom Harley.

Council also plays an active leadership role in broader discussions of heritage in Australia. One important forum in which Council has had a voice is the Heritage Chairs and Officials of Australia and New Zealand (HCOANZ). This body comprises the Chairs of the Australian Government, state and territory heritage councils and the managers/directors of each associated government heritage agency, including similar representatives from New Zealand. The HCOANZ meet twice a year to share information, resources and lessons on how to collectively do things better for heritage, including projects of national importance that benefit all states and territories through the Cooperative National Heritage Agenda. The Australian Government has taken the lead on some of these national projects.

The statutory functions of Council, as established under the AHC Act, are provided at appendix A*. An outline of Council's responsibilities to the Minister for Environment Protection, Heritage and the Arts is included in appendix B*.

¹ www.environment.gov.au/heritage/ahc/publications/nhl-guidelines.html

² www.environment.gov.au/heritage/publications/heritage-listing-guide.html

* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications





COUNCIL MEMBERS

MEMBERSHIP OF THE AUSTRALIAN HERITAGE COUNCIL

The Minister appoints members of the Australian Heritage Council under the AHC Act. Council consists of the Chair and six other members. Up to two associate members may also be appointed. Members are appointed on a part-time basis, for a period not exceeding three years. A member cannot be appointed for more than two consecutive periods.

The Chair of the Council must have substantial heritage experience or expertise. When appointing members, the Minister must ensure that two members have substantial experience or expertise in natural heritage, two in historic heritage, and two are Indigenous persons with substantial experience or expertise in Indigenous heritage, at least one of whom represents the interests of Indigenous people.

Council membership has changed in the three years to May 2010. The membership of most of Council's inaugural members expired in February 2007, and some members expressed their wish to retire from Council. In May 2007, the Minister reappointed the Chair for a three-year term, three continuing members for an 18-month second term (expiring September 2008), and appointed three new members for three years (expiring May 2010). This established a pattern of membership change, providing for a hand-over of expertise, renewal of membership and continuity of corporate experience.

*Awareness of and
interest in heritage
around Australia*

MEMBERSHIP AT MAY 2007³ (CHAIR – THEN ALPHABETICAL ORDER)

Mr Tom Harley	Chair
Mr Rodney Dillon	Indigenous heritage expert
Dr Jane Lennon AM	Historic heritage expert
The Hon Richard Lewis	Associate member
Dr Libby Matiske	Natural heritage expert
Dr Denis Saunders AM	Natural heritage expert
Dr Gaye Sculthorpe	Indigenous heritage expert
Mr Howard Tanner	Historic heritage expert

MEMBERSHIP AT MAY 2010

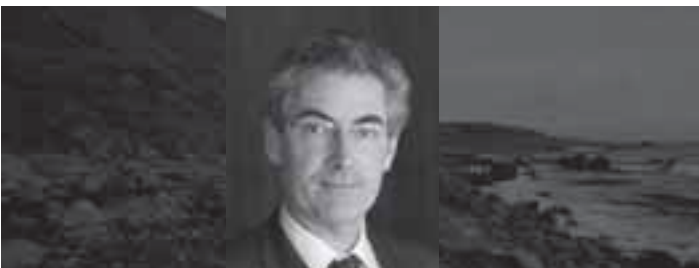
Mr Tom Harley	Chair
Mr Rodney Dillon	Indigenous heritage expert
Dr Jacqueline Huggins AM	Indigenous heritage expert
Dr Libby Matiske	Natural heritage expert
Adjunct Professor Sharon Sullivan AO	Historic heritage expert
Mr Howard Tanner	Historic heritage expert
Associate Professor Peter Valentine	Natural heritage expert

³ The membership is given as of 3 May 2007, the date new members were appointed. At March 2007 new members had not been appointed to replace councillors whose terms expired on 19 February 2007.



COUNCIL MEMBER PROFILES

MARCH 2007–MAY 2010

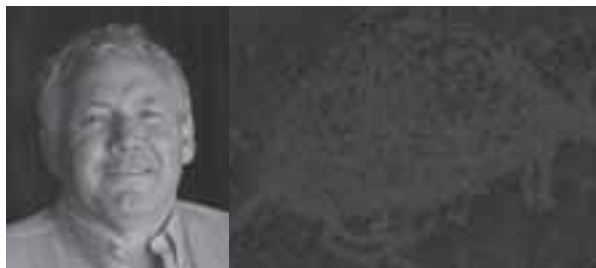


MR TOM HARLEY
(CHAIR)

Mr Tom Harley was appointed Chair of the Australian Heritage Council in January 2004. He was previously the Chair of the Australian Heritage Commission. He is Chairman of Dow Chemical (Australia) and senior advisor to the Executive Leadership Committee of Dow Chemical globally, Co-Managing Director of Dragoman, Chairman of the Menzies Research Centre, and a federal vice president of the Liberal Party.

Mr Harley was an executive with BHP Billiton and was its President of Corporate Development from 2004 until 2008. He was a director of UNICEF Australia from 1988 to 2005 and was President between 1997 and 2001. He was appointed a member of the Council for Australian-Arab Relations in January 2003.

Mr Harley is a graduate of the Royal Melbourne Institute of Technology (RMIT) and Oxford University. He has written on Australia's history, business and politics.



MR RODNEY DILLON
(INDIGENOUS EXPERT)

Mr Rodney Dillon is the Indigenous Campaigner for Amnesty International and current Chair of the National Reference Group for Repatriation of Australian Indigenous Remains. He has been instrumental in changes to British repatriation policies and to the repatriation of many remains of Aboriginal Australian people.

Mr Dillon is a former Aboriginal and Torres Strait Island Commissioner (Tasmania), serving three terms, and a member of the Stolen Generations Alliance: Australians for Truth, Justice and Healing. The Alliance contributed to Tasmania becoming the first state to remunerate members of the Stolen Generations. He has been involved in Aboriginal fishing rights at state and national levels and chaired a World Indigenous Fishing Conference in Vancouver. He is a founding member of the South East Tasmanian Aboriginal Centre and current Chair of the newly formed Weetapoona Aboriginal Corporation. He was named National Aborigines and Islanders Day Observance Committee Person of the Year in 2005 in recognition of his long-term contribution to Aboriginal people. Mr Dillon is a Tasmanian Aborigine (Palawa).



Dr JACQUELINE HUGGINS AM FAHA (INDIGENOUS EXPERT)

Dr Huggins AM, FAHA, BA, BA Hons, DipEd Flinders, honorary Doctor of the University of Queensland, is of the Bidjara (central Queensland) and Birri-Gubba Juru (north Queensland) peoples. Dr Huggins holds many leadership positions in organisations across the country. She is the Deputy Director of the Aboriginal and Torres Strait Islander Research Unit at the University of Queensland; a director of the Telstra Foundation; Adjunct Professor in the School of Social Work and Applied Human Sciences, University of Queensland; member of the Indigenous Advisory Board of the Queensland Centre for Domestic and Family Violence Research, Central Queensland University; former co-Chair of Reconciliation Australia; former Chair of the Queensland Domestic Violence Council (2001); former Commissioner for Queensland for the National Inquiry into the Separation of Aboriginal and Torres Strait Islander Children from their Families (1997); and former member of the Aboriginal and Torres Strait Islander Commission (ATSIC) Review Panel (2003).

She authored *Auntie Rita* (with Rita Huggins 1994) and *Sistergirl* (1999). In 2000 she received the Queensland Premier's Millennium Award for Excellence in Indigenous Affairs; in 2001 she was awarded a Centenary Medal for her work with Indigenous people, particularly reconciliation, literacy, women's issues and social justice; and was co-Chair for 2020 Summit Indigenous Stream (2008) and Queensland Public Service Commissioner (2008).



DR JANE LENNON AM
(HISTORIC EXPERT)

Dr Jane Lennon is a heritage consultant based in Brisbane. She has a long involvement with heritage conservation in national parks, forests, coasts, goldfields, inner urban areas and museums through her work in the Victorian public service from 1973 to 1993 and as a member of numerous professional and community associations. She has an MA (Hons) from the University of Melbourne and a PhD from Deakin University.

Dr Lennon is a former Australian Heritage Commissioner and member of Council of the International Centre for the Study of the Preservation and Restoration of Cultural Property in Rome, and currently an adjunct professor in Cultural Heritage Studies at Deakin University. Her most recent work has involved rural places heritage strategies, cultural landscape management guidelines and state of environment reporting.



HON RICHARD LEWIS
(ASSOCIATE MEMBER)

Mr Richard Lewis is a company director and, by profession a cartographer, engineering and registered land surveyor with experience in government and as a principal in private practice.

Mr Lewis was a councillor on the City of Melville, serving three years as Deputy Mayor. He also served as a member of the Metropolitan Region Planning Authority and the Premier's Capital City Committee in Western Australia. In 1986 Mr Lewis was elected to the Western Australian Legislative Assembly serving for 11 years. During that time he was Minister for Planning and Heritage for four years and also served as Minister for Housing and Minister Assisting the Minister for Transport. Mr Lewis has also sat on various company boards and was Chairman of the East Perth Redevelopment Authority for five years.

Mr Lewis is a fellow of the Spatial Sciences Institute, the Australian Institute of Company Directors and the Western Australian Institute of Surveyors. He was awarded a Centenary Medal in 2001 for 'long and devoted service to local and state governments through heritage and planning'.



ADJUNCT PROFESSOR LIBBY MATTISKE (NATURAL EXPERT)

Professor Libby Matiske has more than 30 years experience in flora and vegetation surveys in Australia and Australian External Territories. She is an Adjunct Professor to Murdoch University, has a Bachelor of Science and a PhD from Adelaide University.

Professor Matiske is a consultant specialising in plant ecology. Her particular interests are in the flora, vegetation and ecology of Western Australia and South Australia. She also has a strong interest in biodiversity, ecosystems and in the rehabilitation and restoration of vegetation on highly disturbed landforms.

Professor Matiske is a former Australian Heritage Commissioner and a former member and Deputy Chairman of the Western Australian National Parks and Nature Conservation Authority. She is also a former member and Deputy Chairman of the Western Australian Environmental Protection Authority, the National State of Environment Committee and the Threatened Species Scientific Committee under the EPBC Act.



DR DENIS SAUNDERS AM (NATURAL EXPERT)

Dr Denis Saunders is a respected authority on nature conservation, biological diversity and landscape ecology. His research interests include the integration of nature conservation with agricultural production in a total landscape management approach and the conservation and management of remnant native vegetation and associated fauna. He has specific experience in state of the environment reporting.

Dr Saunders, a former Chief Research Scientist with CSIRO and a former Australian Heritage Commissioner, has a strong commitment to communicating landscape ecology and conservation to all members of the community. He has received awards for contributions to conservation biology and for landscape ecology, and has written and edited numerous papers, books, reports and other scientific publications. He is President of World Wide Fund for Nature (WWF) Australia.





DR GAYE SCULTHORPE
(INDIGENOUS EXPERT)

Dr Gaye Sculthorpe is a full-time member of the National Native Title Tribunal, based in Melbourne. She studied anthropology and history at the Australian National University and holds a PhD in Aboriginal Studies from La Trobe University. She has worked extensively with Indigenous cultural heritage at local, state and national levels.

Dr Sculthorpe is also a member of Council of La Trobe University, a member of the National Alternative Dispute Resolution Advisory Committee, and a member of the Australian Institute of Aboriginal and Torres Strait Islander Studies.

Dr Sculthorpe is a descendant of the Pyemairrener people of north-east Tasmania.




ADJUNCT PROFESSOR SHARON SULLIVAN AO **(HISTORIC EXPERT)**

Professor Sullivan has significant experience in archaeology and cultural heritage management over a career spanning three decades. Professor Sullivan has worked in heritage administration, place management and land management for 30 years, and has had considerable involvement in the development of cultural heritage systems in Australia.

She is an adjunct professor at three Australian universities, a fellow of the Academy of the Humanities, a member of the Institute of Aboriginal and Torres Strait Islander Studies, and Deputy Chair of the State Heritage Council of NSW and of the Port Arthur Historic Site Authority. She has an honorary doctorate from James Cook University of North Queensland. In 2005 she was awarded an AO in the Australia Day Honours List for services to cultural heritage conservation and for influencing conservation practices worldwide. She has also been awarded the Rhys Jones Memorial Medal for services to archaeology.

She has worked and published extensively on cultural heritage management in Australia, the USA, China, Africa and Cambodia and has worked as a cultural heritage consultant for the Australian Government, the World Bank, the World Monuments Fund, the Getty Conservation Institute and the Government of the People's Republic of China.



Professor Sullivan has also previously been Executive Director of the former Australian Heritage Commission and worked with the World Heritage Bureau, as well as being the Australian Government's main adviser and its international representative on the World Heritage Committee.



Mr HOWARD TANNER (HISTORIC EXPERT)

Mr Howard Tanner is a leading Sydney architect with long-established interests in landscape design and history. He has a Bachelor of Architecture from the University of Sydney and is a fellow of the Royal Australian Institute of Architects. Mr Tanner has written extensively on Australian architecture, housing and gardens and was a senior lecturer in architecture at the University of Sydney.

Mr Tanner was an architect or architectural heritage advisor for several significant Australian buildings including Old Parliament House, Canberra; Sydney Town Hall, Sydney; Admiralty House, Kirribilli; and also for New Zealand Parliament Buildings in Wellington, New Zealand. He is also experienced in contemporary design issues.

Mr Tanner is Chairman of the Foundation for the Historic Houses Trust of NSW. He was recently National President of the Royal Australian Institute of Architects, is a former chairman of the Heritage Council of NSW, a founder of the Australian Garden History Society, and a former Councillor and Vice President of the National Trust of Australia (NSW).



ASSOCIATE PROFESSOR PETER VALENTINE (NATURAL EXPERT)

Professor Valentine teaches environmental science at James Cook University and was head of the School of Earth and Environmental Sciences from 2003 to 2009. He has extensive experience of Australia's natural environment and heritage, conservation and natural resource management.

His research interests include protected area management (including National Parks, Marine Protected Areas, World Heritage Areas, non-government biodiversity protection, Indigenous co-management) and related nature conservation issues, with particular interest in the integration of social science in natural resource management. He has worked extensively on World Heritage matters and provided advice to several governments and conservation organisations in many countries. Professor Valentine is a member of IUCN's World Commission on Protected Areas and edits the IUCN's best practice guidelines for protected area management. He was previously a Director of the Wet Tropics World Heritage Area for six years and was appointed Chair in 2010. He currently advises the Queensland Government on matters of international conservation significance. He is also a director (World Heritage) of the Terrain NRM Board in the Wet Tropics.

Professor Valentine's published research includes environmental processes such as the effects of fire, interactions between tourism and wildlife, sustainability science, biogeography, ecology and conservation.

COUNCIL MEETINGS

The AHC Act stipulates that Council must meet at least four times each year. During the reporting period, Council met 12 times face to face and once out of session. Council endeavours to alternate between meeting in venues close to a place currently under assessment and in Canberra. Before each formal meeting Council members meet in three sub-committees relating to their specific heritage expertise. These meetings are referred to as the historic pairs, natural pairs and Indigenous pairs.

Council discusses a broad range of heritage issues at its formal meetings. Its standard business is work on assessments, advice on management plans, and correspondence. Council's agenda also covers a wide range of topics of interest on the state of heritage in Australia. The business of Council during the reporting period is outlined overleaf.





TABLE OF AGENDA ITEMS

Meeting	Date	Venue	Agenda items (excluding place assessments, management plans and 'standard business')
AHC44	10/05/2007	Parramatta	List of Overseas Places of Historic Significance to Australia Public Implementation Plan National Trust NGO
AHC45	9/07/2007	Canberra	Public Implementation Plan Australian Natural Heritage Assessment Tool (ANHAT) National Heritage themes State of the NGO community
AHC46	23/07/2007	Out of session	Brickendon and Woolmers – public notice
AHC47	10/10/2007	Canberra	Publication Council website Discussion on convict theme Prior arrangements for Macquarie Island Report on 'Places of Democracy'
AHC48	3/12/2007	Norfolk Island	Council assessment work plan Public Implementation Plan Heritage criteria and thresholds Members' proposals for Council program of work NSW Heritage Act Review Council nomination of Trustee for Point Nepean Community Trust Heritage economics workshop overview Presentation on convict theme
AHC49	11/03/2008	Canberra	National and Commonwealth heritage lists Transfer of Register of the National Estate (RNE) places to Commonwealth Heritage List Commonwealth agency heritage strategies current status Council assessment work plan update Public engagement update Briefing on mission to the Tasmanian Wilderness World Heritage Area
AHC50	3/06/2008	Point Nepean	Commonwealth agency heritage strategies advice – CSIRO Council work plan update Public engagement update

Meeting	Date	Venue	Agenda items (excluding place assessments, management plans and 'standard business')
AHC51	5/08/2008	Canberra	<ul style="list-style-type: none"> Council assessment work plan update Boundary description Council assessment work plan update NHL Criteria guidelines Commonwealth Ombudsman investigation into Heritage Strategy delays Historic Economics Future Direction Provision of advice to Point Nepean Public engagement update Historic Unit publications status
AHC52	30/10/2008	Alice Springs	<ul style="list-style-type: none"> Boundary descriptions for listed places Council assessment work plan update NHL criteria guidelines Heritage Economics Future Direction Public engagement update
AHC53	4/03/2009	Canberra	<ul style="list-style-type: none"> Boundary descriptions for listed places; Review of the NHL and CHL Heritage Strategies progress EPBC Act review Contracting consultants Update on Heritage Economics Research (CERF funding)
AHC54	5/05/2009	Canberra	<ul style="list-style-type: none"> Proposed Priority Assessment Lists for the NHL and CHL Council work plan update EPBC Act review submission <i>Aboriginal and Torres Strait Islander Heritage Protection Act 1984</i> (Cth) (ATSIHP) Act review Scoping paper Heritage economics – historic heritage market failures research Advice on proposals for funding under the government's stimulus package Public engagement update Additions to Council's website The Council's Periodic Report timeline



Meeting	Date	Venue	Agenda items (excluding place assessments, management plans and 'standard business')
AHC55	8/09/2009	Broome	Heritage strategies review Scoping paper – Colonial Sydney Birdsville-Strezelecki Tracks area Dandenong Ranges heritage significance Tarkine Tourist Road update Spiritual Life thematic study Council work plan update EPBC Act review – update Research on historic heritage market failures Public engagement update Periodic Report – scoping paper Strategic discussion
AHC56	17/12/2009	Canberra	Heritage Strategies reviews Macquarie Legacy – scoping paper Australia Square – amended draft values Council work plan update Master planning for listed places Strategic discussion Public engagement update The Council's Periodic Report – first draft
AHC57	30/3/2010	Teleconference	Australian Academy of Science Building
AHC58	29/4/2010	Melbourne	Priority Assessments for the National Heritage List Guidelines for identifying Commonwealth Heritage values Australia Square progress report Fitzgerald River–Ravensthorpe Range progress report Kimberley – progress report Council work plan – update and discussion of future work plan EPBC Act review – presentation HMS <i>Centaur</i> and HMS <i>Sirius</i> World Heritage Swedish Serial Transnational nomination rise of systemic biology Public engagement update The Council's Periodic Report – final draft





NOMINATION AND ASSESSMENT FOR AUSTRALIAN GOVERNMENT HERITAGE LISTS

PROCESS

In 2003 the Australian Government established the National Heritage List (NHL) and the Commonwealth Heritage List (CHL), bringing heritage protection and management under the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act). In February 2007, under amendments to the EPBC Act, the government refined the nomination and assessment process for the National and Commonwealth Heritage Lists, establishing the framework which applied throughout the Australian Heritage Council's (Council) reporting period.

Under the new process, the Minister issues an annual call for public nominations. The Minister gives Council the nominations received during the invitation period together with eligible nominations received in the 12 months prior to that period.

Council provides the Minister with its preliminary advice on all eligible nominations, and proposes two assessment lists drawn from all eligible nominations and any nominations which Council itself proposes: one for places for the NHL, the other for places for the CHL. In preparing its own proposed assessment lists, Council is not required to consider any information not in the nomination.

After considering Council's advice, the Minister decides upon Finalised Priority Assessment Lists (FPAL) for both the National and Commonwealth Heritage Lists. These set out the nominations which Council must begin to assess in the coming year, in effect comprising its assessment work plan for that year. Council publishes the FPALs and invites public comment on the places.

From March 2007 to May 2010, the typical assessment process for the NHL followed the following stages:

Stage 1: The Minister calls for public nominations specifying a cut-off date by which nominations must be lodged. The Minister may also set a statutory theme.

Stage 2: The Minister gives the nominations to Council.

Stage 3: Council conducts a preliminary assessment of the nominations and develops the Proposed Priority Assessment Lists (PPAL), then provides the Minister with this list of places it believes should be assessed. This may include nominations from Council itself.

Stage 4: The Minister finalises the list of places that Council is to assess – the FPAL appendix D*.

Stage 5: Council publishes the FPAL and invites public comments about places in it.

Stage 6: Council assesses each place in the FPAL to see if the place might have national heritage values.

Stage 7: If Council assesses that the place might have national heritage values, it identifies and consults with landowners, Indigenous people with a right or interest, and affected parties.

Stage 8: Council makes its final assessment and gives the assessment and public comments to the Minister.

Stage 9: The Minister decides whether to include the place in the National Heritage List (NHL). The Minister may invite further public comment before making a listing decision.

Assessment of places for the CHL follows the same steps, except that there is no provision for the Minister to set a theme for nominations. A flowchart setting out the steps in the NHL nomination and assessment process is provided at appendix C*.



* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications



CRITERIA

In 1997 the Council of Australian Governments (COAG) agreed to a three-tiered listing framework to recognise, protect, promote and manage heritage places in Australia. Each jurisdiction assumed responsibility for heritage at its level of significance: national, state or local, thus reducing overlap in heritage listing and protection between the three levels of government. The Australian Government is responsible for the:

- World Heritage List;
- National Heritage List;
- Commonwealth Heritage List; and
- Register of the National Estate.

Australia has 17 places in the World Heritage List; 89 in the National Heritage List (NHL); 339 in the Commonwealth Heritage List (CHL); and more than 13,000 in the Register of the National Estate (RNE).

World Heritage Listed places must be of 'outstanding universal value', with their significance viewed from a global rather than a national perspective. National Heritage List places must be of 'outstanding heritage value to the nation' with the significance of a place in the NHL is seen from a national rather than state or local perspective. The listing criteria for the CHL and the RNE are lower.

For both the CHL and RNE a place must have a 'significant heritage value'. The CHL covers places of heritage significance owned or leased by the Commonwealth. To be included in the CHL a place must be entirely within a Commonwealth area or outside the Australian jurisdiction and owned or leased by the Commonwealth or a Commonwealth authority.



The RNE began in 1977 and predates the 1997 COAG agreement. Following amendments to the *Australian Heritage Act 2003* (Cth) (AHC Act), the RNE was frozen on 19 February 2007. As a result, no places can be removed and no new places can be added. The RNE will continue as a statutory register until February 2012. This transition period will allow state, territory and local governments along with the Australian Government to complete the task of transferring places on the RNE to appropriate heritage registers. From February 2012 all references to the RNE will be removed from the EPBC Act and the AHC Act. The RNE will be maintained after this time on a non-statutory basis as a publicly available archive.

THRESHOLDS

During the reporting period, Council formed the view that nominators and other stakeholders would benefit from clear guidance on how Council applies the national heritage criteria as set out in the EPBC Act. In particular, it was felt that it would be useful to provide guidance on what was likely to meet the threshold for listing on the NHL.

In April 2009 the then Department of the Environment, Water, Heritage and the Arts (the department) completed the final stage of a cooperative project with the states and territories to define and give examples of the thresholds for national, state and local heritage listings. The outcomes of this project form part of Council's Guidelines for the assessment of places for the National Heritage List.⁴ In recognition of the complexities of Indigenous heritage places and the importance of providing clear and concise information in an accessible manner, a guide is now being prepared specifically for an Indigenous audience.

For the criteria and thresholds relating to the Australian Government's lists see appendices E and F*.



⁴ www.environment.gov.au/heritage/ahc/publications/nhl-guidelines.html

* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications



SUMMARY OF NOMINATIONS, ASSESSMENTS AND LISTINGS

From 1 March 2007 to 3 May 2010 Council worked to secure the National and Commonwealth Heritage Lists as the flagship heritage lists in Australia, assessing the national and Commonwealth heritage values of those places which the Minister set in Council's Finalised Priority Assessment Lists (FPAL). A summary of this work appears below.

- 91 public nominations for the NHL were provided to Council for it to consider for its Proposed Priority Assessment Lists (PPAL);
- 11 places were nominated by Council for the NHL. The Minister included all 11 places in Council's Finalised Priority Assessment Lists (FPAL);
- Two places were assessed by Council for the NHL as a result of Ministerial requests;
- 23 NHL assessments were provided by Council to the Minister.
- 47 places were added to the NHL by the Minister. This included 16 World Heritage List places, no assessment was required by Council as inclusion was an automatic step in the process, and eight nominations for Australian convict sites for which assessments were provided before March 2007;
- 27 places were under assessment for the NHL at the end of the reporting period;
- Eight CHL assessments were provided to the Minister by Council. The Minister added six places to the CHL.

- Seven places were removed from the CHL by the Minister as their ownership transferred from the Commonwealth. At the end of the reporting period there were 339 places on the CHL;
- 14 Council meetings were held, making a total of 58 Council meetings since it was established; and
- 13,129 places of natural, historic and Indigenous significance remain listed in the RNE.

After its sixth year of operation the NHL has 89 places, slightly more than the target set for that period. All states and territories are now represented by places in the NHL. See appendix G* for a brief description of each place included in the NHL during the reporting period.

Australia's World Heritage List properties also underwent some changes. In June 2007, the Central Eastern Rainforest Reserves of Australia were renamed the Gondwana Rainforests of Australia and the Sydney Opera House was added to the World Heritage List. The Australian Convict Sites serial listing will be considered at the August 2010 World Heritage Committee meeting in Brasilia.⁵

See appendix H* for a complete list of Australia's World Heritage List properties.

⁵ The Australian Convict Sites serial listing was inscribed in the World Heritage List on 31 July 2010

* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications





MANAGEMENT PLANS AND HERITAGE STRATEGIES

STRATEGIES REVIEWED BY THE AUSTRALIAN HERITAGE COUNCIL

A heritage strategy is a document integrating heritage conservation and management within an Australian Government agency's property planning and management framework. It helps the agency manage Commonwealth Heritage Listed (CHL) properties under its ownership or control, recognising and protecting the property's Commonwealth heritage values. Under the *Environment Protection and Biodiversity Act 1999* (Cth) (EPBC Act) each Australian Government agency that owns or controls one or more places must prepare a heritage strategy. The size and the complexity of a strategy should reflect the size of an agency's property holdings and management responsibilities.

The Australian Heritage Council (Council) plays a central role in examining heritage strategies and providing advice on their development. Section 341ZA (1A) of the EPBC Act requires Australian Government agencies to consult with Council and take its advice when developing heritage strategies. The agencies must then submit their strategies to the Minister for Environment Protection, Heritage and the Arts.

An Australian Government agency has two years from the commencement of the heritage legislation, or from the time it first owns or controls a place, in which to develop a heritage strategy and provide it to the Minister.

Council has reviewed 21 heritage strategies. During the reporting period, 15 of these strategies have been submitted to the Minister and finalised. These were from:

- Air Services Australia
- Department of Defence
- Department of the Environment and Heritage*
- Department of Transport and Regional Services*
- Great Barrier Reef Marine Park Authority
- National Capital Authority
- Australia Post
- Australian War Memorial
- Australian Customs Service
- Australian Broadcasting Corporation
- National Library of Australia
- Sydney Harbour Federation Trust
- Bureau of Meteorology
- Department of Finance and Deregulation*
- Office of the Official Secretary to the Governor General

* The implications of Agencies (identified by an asterix) that have changed name and/or portfolio responsibilities since 2007 will be addressed in strategy reviews.

The EPBC Act requires agencies to review their strategies every three years. Reviews have been undertaken by the (then) Department of the Environment, Water, Heritage and the Arts (the department) and Air Services Australia, Australia Post, Australian War Memorial, Australian Customs Service and Australian Broadcasting Corporation have all completed their strategies within the last three years. The nine remaining agencies listed above are now due to undertake this review.

At the end of the reporting period, some progress has been made:

- 16 Australian Government agencies have a heritage strategy in various stages of preparation;
- Eight are aware that they are required to prepare a strategy and are liaising with the department;
- Four Australian Government agencies may own or control places and may be required to prepare a heritage strategy. The department has written to them to clarify their obligations under the EPBC Act; and
- Three departments have advised that they do not own or control any places and are therefore not required to prepare a heritage strategy.

Council is closely monitoring this aspect of heritage management and is working with the department and other Australian Government agencies to enable compliance with their statutory obligations.

MANAGEMENT PLANNING PROCESSES

Council believes that management plans written for each place should provide ongoing protection and management advice. As such, they should be a critical part of the architecture of the heritage legislation. However, in many cases there are multiple plans for the same site initiated by different levels of government or required by overlapping legislation. While considerable resources go into developing these plans, few provide relevant and practical assistance to site managers or others responsible for protection of the places. Supported by the department, Council has sought to simplify these processes.

Commonwealth agencies have indicated that they have found the current requirements of the EPBC Act in relation to management plans overly prescriptive and process based. There is a firm view that they should instead be focused on delivering effective and usable management plans that achieve good heritage outcomes.

In October 2008 Council asked the department to investigate the efficacy of management plans prepared under the EPBC Act. The managers of 10 places across the Commonwealth, National and World Heritage Lists were surveyed by the department and a number of recurring themes surfaced. These include:

- the complicated nature of preparing plans;
- a need for flexible plans; and
- a need for plans to focus more on outcomes.



At its March 2009 meeting Council considered a report on the matter, and agreed to examine management plans for three places included in the National Heritage List (NHL) for natural, Indigenous and historic values. At its September 2009 meeting, the department provided Council with the best examples of management plans for the natural, Indigenous and historic environments to explore whether generic templates for plans are possible. Council examined alternative approaches, timing of reviews, interpretation and long-term sustainability plans and powers to enforce requirements for plans.

In a separate process, with 2010 marking the ten-year anniversary of the EPBC Act, the government implemented an independent review of the EPBC Act. To assist the review, the department commissioned heritage consultant Godden Mackay Logan Pty Ltd (GML) to review management planning processes and recommend ways to make the plans more viable and effective.

A copy of the report from GML, *Management plan requirements review, August 2009*, was tabled at Council's meeting in September 2009, accompanied by a presentation by the consultant.

Council provided input into the study and is firmly of the view that the structure of the legislation ultimately breaks down without a clear mechanism or commitment on the Commonwealth's part to positive and supportive action. If a place is listed on the NHL the Commonwealth has wide powers to stop actions but has little to do with its maintenance and upkeep. This has created a situation where it is doubtful that the Commonwealth is currently fulfilling its obligations under the COAG agreement to protect the nationally significant places it has accepted onto the NHL.



A framework
a future for
conservation

Council believes that to make the legislation effective the Commonwealth should lead and set standards in management and care of NHL places. The Sydney Harbour Federation Trust and the National Parks in the Territories demonstrate the Commonwealth can manage heritage sites and does it well. If the Commonwealth is not prepared to directly manage all NHL places as in the United States, it is Council's view that it should contract on a site-by-site basis with the states managing sites on its behalf.

In its submission to the review of the EPBC Act, Council made a specific recommendation on management planning. Council noted that the EPBC Act currently requires a lengthy and prescriptive process to develop a management plan. Given the difficulty of the process, Council recommended a change to more flexible management arrangements which focus on good heritage outcomes. Further information is provided in 'Overview of key issues' page 37.

COMMONWEALTH OMBUDSMAN INVESTIGATION INTO HERITAGE STRATEGY DELAYS

After an 'own-motion investigation', the Commonwealth Ombudsman consulted a number of Commonwealth agencies to audit their compliance with the EPBC Act's heritage strategy requirements. On 17 June 2009, the Ombudsman released its report, *Delays in preparation of heritage strategies by Australian Government agencies*⁶.

The Ombudsman found that agencies took far too long to prepare heritage strategies. The main reasons for the delays were:

- lack of awareness of the obligation;
- lack of understanding of the scope of the obligation;
- overlap of responsibilities for heritage management;
- resource constraints; and
- lack of reporting and compliance mechanisms.



6 www.ombudsman.gov.au/files/investigation_2009_09.pdf



The Ombudsman did acknowledge that a number of agencies consulted with the department and prepared their strategies within the statutory timeframe.

The Ombudsman made six recommendations to the department. In summary, these are to:

- improve the guidelines to agencies on preparing strategies including providing templates and best practice examples;
- write to all agencies on their obligations under the EPBC Act to prepare heritage strategies;
- review the requirements of the EPBC Act (specific amendments are suggested);
- publish up-to-date lists of agencies that have finalised their strategy or advised that they are not required to prepare a strategy; and
- review the progress of agencies in completing their strategies by December 2010.

The department has responded to the Ombudsman's report in a number of ways. It has:

- written to all Commonwealth departments to clarify obligations and offer assistance with preparing heritage strategies;
- developed heritage strategy templates for both those agencies that own or control places likely to have heritage values, and those that own or control property unlikely to be found to have heritage values; and
- updated and prepared new guideline documents.

The Ombudsman consulted Council during the investigation. Council found that the Ombudsman's report placed an undue burden on the department, criticising it for not making agencies comply with the EPBC Act without sufficiently recognising that the department has no statutory powers or obligations to enforce compliance.

The Ombudsman's finding that a number of agencies were able to complete their heritage strategies and statutory obligations within the required timeframe is significant. Council considered that this finding shows that greater compliance would have been possible if other Commonwealth agencies had given a higher priority to fulfilling their obligations.







JOBS FUND – HERITAGE PROJECTS

The Australian Heritage Council (Council) welcomed the Australian Government's stimulus package recognising the value of investing in Australia's heritage by providing \$60 million for community heritage projects under the \$650 million Jobs Fund.

Council was very pleased when the Minister asked it to recommend priority projects for funding drawn from the national call for funding applications. The National and Commonwealth listing structure gave Council a rigorous intellectual framework from which to make recommendations. This was in stark contrast to the way in which churches, for example, have been funded by government while more nationally significant structures went without effective fire extinguishing systems.

Council sought to identify projects that would enhance the sustainability of a heritage place which in our definition included increasing the quality of interpretation and thus visitation and revenues. The capacity of the place managers to present well thought out plans and to execute them quickly says a great deal about the pent-up demand for such projects and the passion and care with which the places are treated by those responsible for them.

The then Department of the Environment, Water, Heritage and the Arts (the department) received more than 500 applications for community heritage projects. Council

provided expert advice during the assessment of these applications. From this process 191 projects totalling \$58 million were approved for funding. A complete list is available at appendix J*.

The projects funded included:

- 19 projects at \$8.7 million for National Heritage List places;
- 36 projects at \$11.8 million for historic properties managed by the National Trust;
- 19 projects at \$14.9 million for large community projects;
- 105 projects at \$9.3 million for small community projects; and
- 12 projects at \$13.3 million for natural heritage projects listed on the World Heritage List.

Projects are due for completion by 1 June 2010. Five projects were completed by late April 2010 with further projects expected to finish earlier than anticipated. It is estimated that 2,764 jobs will be created through the projects, including work experience and traineeships. As well as creating economic stimulus through employment, the projects will achieve good heritage outcomes. Other potential benefits arising from the projects include community involvement, and increased economic opportunity including possible increases in visitation or rental return.

* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications

Case studies which will chart the progress and demonstrate the benefits that arise from projects to conserve heritage are being developed for 36 of the projects. These will be available on the department's website⁷.

Three case studies which present a cross-section of Jobs Fund heritage projects from each of the funding categories of World Heritage, National Heritage, National Trust, large and small community projects are included below.

7 www.environment.gov.au/heritage/programs/jobs-fund/case-studies/index.html



GONDWANA INDIGENOUS RE-AFFORESTATION PROJECT (WARWICK, QUEENSLAND)



Recipient:

Department of Environment and Resource Management (QLD)

Funding amount:

\$424,780 (GST exclusive)

Project description: The Gondwana Indigenous Re-afforestation project aims to rehabilitate 50 hectares of cleared land within the World Heritage listed Main Range National Park. A revegetation program will be implemented. The project contains an Indigenous employment component.

Progress: Due to poor weather conditions and fires, works have been delayed and the project will now be completed in December 2010. Restoration works undertaken so far include:

- manual and chemical control of weeds in and around the forest edges;
- weed and grass removal and revegetation in the previous rainforest area; and
- selective planned burning, planting of tube stock, direct seeding and brush matting in the sclerophyll area.

CLARENDON COLONIAL AGRICULTURAL HERITAGE (EVANDALE, TASMANIA)



Recipient:

National Trust of Australia (Tasmania)

Funding amount:

\$796,000 (GST exclusive)

Project description: The Clarendon project involves restoration and conservation works, including conservation and repair works to the house, service wing, gothic toilet outbuilding, stables, garden house, shearer's cottage and guard house; interpretation of the convict quarters; repairs to the 1940s former workman's shed; and interpretation of the grounds.

Final result: The project has been successfully completed and has been critical to the immediate and long-term conservation and preservation of the heritage values of the site. The works have addressed a number of threats to the integrity of the site's built fabric and have enabled interpretation of the agricultural heritage of the property for the first time. The project has also increased community involvement in the site with the establishment of a new volunteer property support group.

Works included wall, roofing, guttering, flooring and window repairs; electrical services, lime washing and painting; the stabilisation of foundations; repairs to stairs; arboricultural works; and interpretation works. Trades employed included an arborist, hedge layer, bricklayers, locksmith, horticulturalists, carpenters, electricians, stonemasons, painters, plasterers, communication technicians, scaffolders, pest exterminators and trades assistants.



GRAND CANYON WALKING TRACK CONSERVATION PROJECT (BLUE MOUNTAINS, NEW SOUTH WALES)



Recipient:

Department of Environment, Climate Change and Water (NSW)

Funding amount:

\$1,285,000 (GST exclusive)

Project description: This project will restore sections of the Grand Canyon walking track. Activities include:

- restoration of degraded stone pathways and staircases;
- **waterway management** and track stabilisation works; and
- the installation of interpretive signage focusing on the heritage significance of the track.

Final result: All planned works are complete.

This project has contributed to the ongoing use of the track through the restoration of priority sections which were badly eroded and presenting barriers to walkers. Significant flights of stone staircases have been restored, repaired and reconstructed. Creek crossings have been improved using stepping stones. Drainage on earth sections has been improved to stop erosion.

These works have helped to conserve the heritage values of the place and people will be able to continue to use the track for many years. Without the work, it was likely that the track would have deteriorated to a point where safety issues necessitated closure.





OVERVIEW OF KEY ISSUES/CHALLENGES BEFORE COUNCIL

Each of the three tiers of government in Australia undertakes heritage protection.

The position of the Australian Heritage Council (Council), overseeing Australia's national heritage, provides a vantage point from which to observe the system as a whole. The following reflections are informed by this position, and relate at points not just to the heritage responsibilities of the Australian Government, but apply more broadly to Australia generally.

This section has three parts. Part 1 provides an update of progress made over the past three years (March 2007–May 2010) on issues identified in Council's first Periodic Report. Part 2 focuses on Council's other achievements during this reporting period. Part 3 focuses on key challenges that confront heritage, and which Council will need to consider over the next reporting period (2010–2013).



PART I – PROGRESS ON PRIORITIES RAISED IN COUNCIL’S FIRST PERIODIC REPORT

In its first Periodic Report, Council identified the following two priority activities for its second three year period:

- continued establishment of a credible National Heritage List; and
- development of a strategy for public engagement.

Strong progress was made on each of these points, as the following two sections outline.

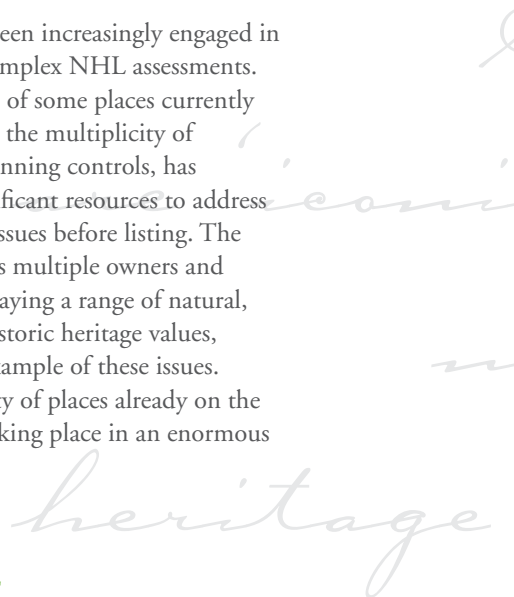
A CREDIBLE NATIONAL HERITAGE LIST

Since its inception in early 2004, the NHL has steadily developed as a record of Australia’s most important heritage places. As reported in Council’s first Periodic Report, the early years of the List were dominated by cumbersome legislative requirements relating to public nominations and emergency listings. Nonetheless, some important places were inscribed, including the Budj Bim complex of natural and artificially created wetlands, channels and weirs in Victoria, an early and unique example of ancient Indigenous aquaculture; Royal National Park and Garawarra State Conservation area in NSW, the world’s second national park and the beginning of Australia’s national park system and to an extent the Australian conservation movement; and the Port Arthur Historic Site in Tasmania, testimony to multiple aspects of Australia’s convict past and the site of recent

tragedies (and one of a series of Australian convict sites to recently receive the honour of inscription on the World Heritage List). All the places that were inscribed met the very high threshold for the NHL: some were iconic, while others were little-known but remarkable examples of the Australian story.

The nomination process was improved by legislative amendments which came into force at the start of 2007. The new process continues the important focus on receiving nominations from the public but empowers Council to consider these within a strategic context. During this period Council therefore concentrated upon continuing to assess places of outstanding natural, historic or Indigenous significance: with an enhanced focus upon thematic studies, attending to issues of balance between these different types of heritage, and emphasising places that exemplify more than one of the types.

Council has also been increasingly engaged in more and more complex NHL assessments. The very large size of some places currently being assessed and the multiplicity of ownership and planning controls, has required very significant resources to address and resolve these issues before listing. The Kimberley, with its multiple owners and tenure types, overlaying a range of natural, Indigenous and historic heritage values, provides a good example of these issues. Unlike the majority of places already on the NHL, this is all taking place in an enormous





region that has only limited heritage protection and a relatively small proportion of its area in conservation reserves.

HERITAGE THEMES

Some heritage places are ‘iconic’, immediately recognisable as of outstanding heritage value to the nation. The Sydney Harbour Bridge and the Australian Alps, listed during the period covered by this report, are obvious examples of such places.

Other places are of outstanding significance even though the story they tell may be little known or because they exemplify broader themes and trends. Point Cook Air Base, the first military aviation base in Australia and the birthplace of the Royal Australian Airforce, is a powerful example of the former category. The Australian War Memorial and the Memorial Parade in Canberra is an example of the second category. It is a remarkable place of national importance which recalls the experience of war and its commemoration more generally, not least as represented in the thousands of smaller memorials to war in towns and cities across Australia.



The systematic identification and exploration of themes can help identify further examples of these two categories of heritage. Important thematic studies were conducted over the reporting period on:

- *The history of democracy in Australia.* Council commissioned Dr John Hirst to undertake a study *Building a free Australia: places of democracy*, 2009. Dr Hirst's study was launched by Council in Melbourne, where Dr Hirst and Council's Chair, Mr Tom Harley, were joined by former Prime Ministers Malcolm Fraser and Paul Keating. The study elegantly elaborates how the history of democracy is represented in places across the nation.
- *Urban planning.* Most Australians live in cities and urban planning shapes how they drive to work, whether they can enjoy a local park, and so on – their daily life. Council commissioned Professor Robert Freestone to help identify places that capture this story, and the study, *Urban nation: Australia's planning heritage*, 2010, provides the first national account of the impact of urban planning and design on the Australian landscape.
- *Pastoral development.* The study *Pastoral Australia: fortunes, failures and hard yakka: a historical overview*, 2010, by Dr Michael Pearson and Dr Jane Lennon, tells the story of the expansion of Australia's pastoral industry and how it drove European settlement and involved Aboriginal people in the new settler society.

Stipulates that



l to r: Former Prime Minister Paul Keating, the author historian John Hirst, and former Prime Minister Malcom Fraser at the History of democracy in Australia launch.



Thematic studies can also help structure the longer term work of Council. Themes can be set some years in advance with work commissioned to explore them and identify places across Australia for possible assessment. Each theme can underpin a range of assessments and listings in a year, linking into exhibitions, publications and other forms of media, and generating a national conversation about the theme. This in turn can lead to the identification of further stories and places for consideration at the national level as well as state and local heritage levels.

Desirable as it is, this concept has struggled to gain traction. Adopting a theme requires a commitment of funds and constancy of purpose by government. Council advocates a renewed focus on themes as a powerful method of raising the profile of National Heritage, and exploring its links with state and local heritage across the nation. This would improve the overall awareness and credibility of the NHL.

PUBLIC ENGAGEMENT

Engaging with the public about Australia's heritage is both an important end in itself but also a means to help protect heritage. Having people value places helps preserve them and tourism can often help their ongoing financial viability. Public engagement is therefore fundamental to heritage.

In its first three-year report, Council reported upon a number of communication activities underway. These continued into the second period, gaining maturity in doing so. However, now that the NHL has reached a critical mass the forward agenda will need to see a greater focus upon public engagement.

In 2007 a four-year national heritage communications strategy was developed to help Australians better appreciate national heritage. This has underpinned the activities undertaken in the past three years, including:

- development of a brand for the NHL;
- development of better internet materials;
- partnerships with other institutions to leverage promotion;
- maximising the opportunity provided by announcements; and
- release of scholarly works on heritage themes (as reported above).

The communication strategy focuses on delivering a number of activities which will generate greater public exposure of themes and raise awareness of likely places for assessment. Examples of these types of activities include:

- *Australia's Heritage: National Treasures* television series;
- Australia's World Heritage in-flight entertainment screenings on Qantas and articles in the in-flight magazine;
- the roll-out of plaques and plinths at NHL places; and
- a range of publications including *Building a free Australia: places of democracy*; *Inspirational landscapes*; *Urban nation: Australia's planning heritage*; and *Pastoral Australia: fortunes, failures and hard yakka*.

The NHL sites should lead by example in the quality of their interpretation. Considerable investment should be made, for example, in interpreting the convict sites and linking the places on the various heritage lists – World, National and state. This would provide a far more complete story of convictism in Australia.

NHL BRAND

The NHL is Australia's premier heritage list. Acknowledging this, work has begun on the development of a NHL brand, which will continue to unfold over the next several years. The focus over the past three years in relation to the NHL brand has been upon signage and interpretive materials. If visitors to a NHL place do not realise its heritage status, they are unlikely to appreciate its heritage significance. Accordingly, the following products have been developed:

- plinths and plaques at prominent places on sites. More than 25 per cent of all NHL sites, including iconic places such as the Wet Tropics of Queensland, Flemington Racecourse and Bondi Beach, now have one or more plinths or plaques to identify their NHL status;
- brochures which in short and readily understood form outline the key heritage values of the place; and
- a National Heritage branding style guide⁸ which has been made available to all National Heritage Listed place managers to help them realise the benefits of NHL listing.

The aim is eventually to have signage and materials at all of the places in the NHL that are open to the public.

INTERNET MATERIALS

Council maintains a comprehensive website with details of its activities and the national heritage system, and with links to a range of resource materials⁹. This has in the past couple of years been complemented with the launch of the Australian Heritage Information website¹⁰. Developed in partnership with the Heritage Chairs and Officials of Australia and New Zealand, the website provides a central point of access to the wealth of useful heritage tools, guidelines, heritage registers, other resources and publications that jurisdictions, including the Commonwealth, have produced. The site also incorporates the existing Australian Heritage Places Inventory search tool and the contact information and websites for other heritage organisations. It is a welcome example of cooperation between jurisdictions, something that Council would see as a model for further such cooperative activity.

PARTNERSHIPS

Partnerships with corporate organisations and cultural institutions are also an important component of raising the profile of the NHL. Four key partnerships existed during the reporting period:

- Qantas – NHL places were featured in the in-flight magazine, and on screens on international flights, for a two-year period;
- Screen Australia – ten five-minute national heritage documentaries were produced and aired on ABC1 from August 2009 as part of the ABC's *National Treasures* program. The project also included a resource-rich educational website;

8 www.environment.gov.au/heritage/publications/branding/style-guide.html

9 www.environment.gov.au/heritage/ahc/index.html

10 www.heritageinfo.gov.au



- National Museum of Australia – producing a national heritage travelling exhibition that will tour nationally in 2010–2011; and
- National Trusts – over \$900,000 annually is given to the National Trusts to support projects of national importance.

MAKING THE MOST OF ANNOUNCEMENTS

The inscription of a site upon the NHL is a significant honour. Nearly 50 new places were added to the NHL in the past three years, each with their own important stories, and all providing opportunities to promote both the place and the NHL of which it is a part.

Heritage announcements and events associated with the NHL generated extensive media coverage during the reporting period disseminating and promoting stories about

Australia's heritage. Most coverage is local, reflecting the connection that places often have to local residents and communities. This was the case for many NHL listings as well as the 190 Jobs Fund projects. Some, such as the listing of the Melbourne Cricket Ground in 2005, generate considerable national coverage.

Unfortunately, Council notes that resourcing for heritage promotion has been highly variable during the reporting period. There has been a gradual reduction in the size of the (then) Department of the Environment, Water, Heritage and the Arts' (the department) dedicated heritage public affairs team, leading to its eventual elimination, which has been most frustrating. Council regards this as detrimental given the complexity of a number of the issues to be interpreted and explained to the general public and it damages the major objective of promoting heritage interest and discussion in the community.



PART 2 – FURTHER ACTIVITIES IN 2007–2010

The activities described above relate to priorities identified by Council in its first Periodic Report. Over the past three years, Council was active on a range of other fronts of importance to heritage including:

- management of listed sites;
- Commonwealth Heritage List;
- the Register of the National Estate; and
- external reviews of heritage.

MANAGEMENT OF LISTED SITES

NHL places, as Australia's outstanding heritage places, deserve the highest quality management. In many cases the management of NHL places is exemplary, although this is not universal. However Council is perhaps more concerned about the management of places on the Commonwealth Heritage List (CHL). There has been to date a significant gap between the obligations the Commonwealth Government takes on through listing and its capacity to fulfil those obligations.

As more places have been included on the NHL and the CHL, the management demands faced by Council and the department increase. These include:

- consideration of and agreement to management plans;
- addressing funding requests;
- provision of information and advice; and
- consideration of referrals under the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act) for proposed works on or affecting sites.

One significant step Council has taken is to make management plans clearer and more easily understood.

Some very good progress was made in the reporting period in relation to the protection of places on the CHL, as reported below.

COMMONWEALTH HERITAGE LIST

The Schofield Report, presented to the Australian Government in 1996, argued that the Commonwealth should provide national leadership by exemplary management of its own places. This recommendation was accepted and the Australian Government has established the CHL, which comprises natural, Indigenous and historic heritage places which are either entirely within a Commonwealth area, or outside the Australian jurisdiction and owned or leased by the Commonwealth or a Commonwealth authority – and which have one or more Commonwealth heritage values.



The CHL is therefore an important, if little-known, list which includes places such as Kirribilli House, Sydney and the capital city general post offices. It also includes many places of local significance, such as the Tasman island lighthouse near Port Arthur and the Leongatha post and telegraph office.

Unfortunately, successive governments have given limited effect to this important list in practice. A significant barrier has been a lack of clarity about the threshold that a place would have to meet to warrant inclusion on the CHL. In response to this, Council has agreed that, while the threshold for the NHL is 'outstanding significance to the nation' or 'outstanding heritage value to the nation', the threshold for the CHL is that a place must have 'significant' heritage value, in line with state and local government systems. Further work has been undertaken to develop guidelines for Australian Government departments to prepare heritage strategies and CHL assessments. The department has also been developing a streamlined CHL assessment approach to assist it to manage an increasing workload.

At the end of the reporting period there were 339 places in the CHL (appendix K* lists those places added and those places removed). The complete list can be found on the department's website¹¹. The number of places on the CHL is expected to grow rapidly in the near future thanks to the efforts of the department in assisting other Commonwealth agencies to meet their heritage obligations under the EPBC Act. In addition, there are around 235 Commonwealth owned places on the Register of the National Estate (RNE) which warrant inclusion on the CHL before 2012, when the RNE ceases to have statutory effect.

This process of assessment for potential listing on the CHL will be resource intensive for both Council and the department, and there is currently no additional funding in prospect to assist with this important task. This remains an area of significant concern for Council.

Each Australian Government agency that owns or controls one or more places must prepare a heritage strategy. The size and the complexity of a strategy should reflect the size of an agency's property holdings and management responsibilities. Council examines heritage strategies and provides advice on their development. The agencies must then submit their strategies to the Minister.

Of the 19 key portfolio departments, 18 have now either drafted heritage strategies, are in the process of developing one, or have determined that they are not required to prepare one. The department is liaising with the Department of Human Services to determine whether or not it is required to prepare a heritage strategy. Strategies must be reviewed every three years. Portfolio departments with heritage strategies now due for review include the Department of Defence, Department of Infrastructure and Transport, Department of Regional Australia, Regional Development and Local Government, and the Department of Finance and Deregulation.

11 www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=search_results;list_code=CHL;legal_status=35

* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications

Council is closely monitoring this aspect of heritage management and is working with the department and other Australian Government agencies to enable compliance with their statutory obligations.

There are some good news stories. For example, while Australia Post has disposed of capital city post offices such as those of Melbourne and Sydney, it has identified some 60 properties with Commonwealth Heritage values and it is likely to put forward another 17 in 2011 that Council believes might also have Commonwealth Heritage values. On the other hand, Australia's transport heritage in Commonwealth ownership is in grave danger. Successive Commonwealth governments have specifically excluded airports from assessment under the EPBC Act and indeed have rejected heritage nominations to recognise and help preserve some significant structures. As a nation occupying a continent, the story of aviation is very important to Australia, and more must be done to preserve its heritage while there is still time.

THE REGISTER OF THE NATIONAL ESTATE

The scheduled termination of the Register of the National Estate (RNE) as a legal instrument in 2012 will also create a spike in the department's workload. There are significant numbers of Commonwealth places needing assessment for the CHL. These must be undertaken prior to the termination of the RNE in 2012.

All Commonwealth agencies with places on the RNE have been contacted and asked to expedite consideration of whether these places should be considered for inclusion on the CHL. In several cases, agencies have already commenced this as noted above: Australia Post will propose some 60 post offices for the CHL and a number of air traffic control towers will also be proposed. States and territories have also been reminded of this requirement through the Heritage Chairs and Officials of Australia and New Zealand.



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EXTERNAL CONSIDERATIONS OF HERITAGE

From the time of Council's establishment, it has hoped to achieve a stable, longer term funding base for heritage. To that end, Council encouraged the Howard Government to commission an inquiry into heritage and its value to the community – as it had done for the performing arts, film and visual arts. The Productivity Commission duly completed an *Inquiry into the Conservation of Australia's Historic Heritage Places*, 2006. As reported in Council's first Periodic Report, the report itself failed conspicuously to meet its terms of reference, and represents an regrettable lost opportunity.

Other initiatives have been more promising. The then Minister for Environment, Heritage and the Arts, the Hon Peter Garrett AM MP, in 2009 appointed a Heritage Ministers Working Group to advise him on issues related to the economic and community value of heritage. A particular value of this group has been to bring a broad range of expertise, with experts in heritage, tourism and economics, together with key heritage bodies such as Council (the group's membership includes three current or former members of Council), the Federation of Australian Historical Societies, and the Australian Council of National Trusts. It has sought to address the image problem heritage has with some sectors of the community, how better to engage the community in heritage and to explore ways to increase the link with tourism. Council fully supports this body in its important work.

The approach of linking heritage with areas of broader public policy is critical and further work is required to articulate and demonstrate the value of heritage and to link public funding of heritage to broader policy objectives. This needs to be a significant and longer term program of work backed by adequate funding.

A second positive development was the announcement, in October 2008, of an independent review of the EPBC Act. The reviewer, Dr Allan Hawke, a distinguished former public servant, released a discussion paper and called for written public submissions. Council made a written submission, as did Dr Jane Lennon, a former historic expert member of Council, in her individual capacity.

Council made a number of recommendations in its submission concerning:

- the independence of Council;
- the listing process for National and Commonwealth Heritage List places;
- management planning for listed places including the involvement of the states and territories;
- assessment of Commonwealth Heritage places and the role of the Register of the National Estate; and
- EPBC Act-wide issues including greater consultation with Indigenous people with rights or interests and improved recognition of state and territory competencies to enhance Australia's cooperative heritage system.

Council also made general recommendations about making the heritage provisions in the EPBC Act more understandable and the presentation of the EPBC Act more user-friendly. While not directly related to the review, Council raised other issues related to its resourcing, funding for historic heritage programs and development of a national heritage strategy. Council's submission is at appendix L* and supplementary information provided by Council to the review is at appendix M*.

The Chair of Council, Mr Tom Harley, met with Dr Hawke to discuss these issues. Mr Howard Tanner, a historic expert member of Council, also wrote to Dr Hawke concerning heritage management planning. Key heritage stakeholders, the Australia International Council on Monuments and Sites (ICOMOS) and the Australian Council of National Trusts, convened a heritage workshop in July 2009 to consider the review's *Interim report* and provide a response.

The final report¹² was publicly released in December 2009 and Council keenly awaits the government's response.



* For appendix material see volume II of this report or www.environment.gov.au/heritage/ahc/publications
12 <http://www.environment.gov.au/epbc/review/publications/final-report.html>



PART 3 – THE FORWARD PERIOD (2010–2013)

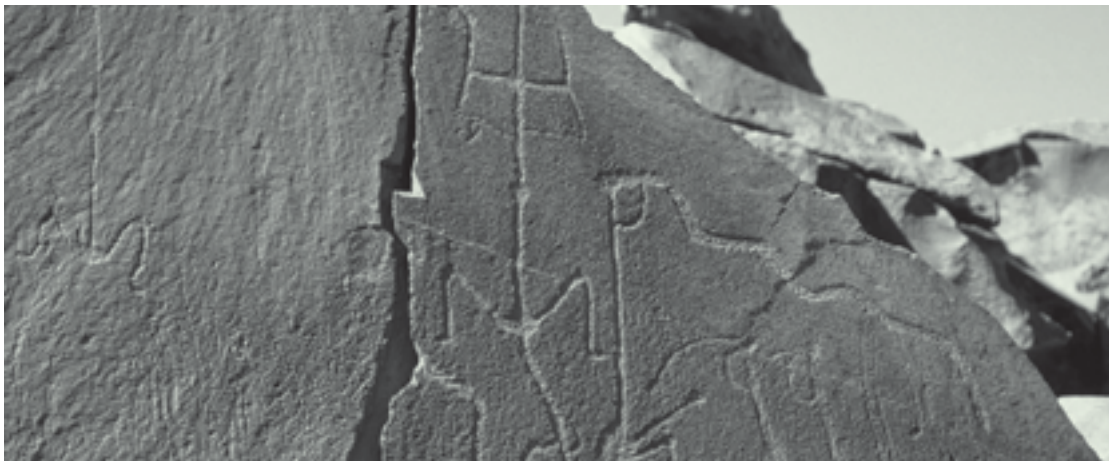
Council has identified a number of key initiatives which will shape its thinking in the coming period and which it would like to pursue if funding were available. These include:

- promoting training in heritage conservation, especially by architects and artisans;
- emphasising the environmental and social value of adaptive re-use of sound buildings over demolition and rebuilding;
- exploring and addressing the challenges presented by rural heritage; and
- undertaking advocacy for innovation in the built environment.

In addition to the ongoing demands outlined in parts 1 and 2 above, Council has identified a number of key challenges that characterise heritage, and which it intends to consider in the next reporting period (2010–2013). These include:

- funding;
- a looming skills shortage;
- heritage at risk;
- the need for adaptive reuse of abandoned or underused heritage buildings;
- enhanced integration of heritage activity across jurisdictions; and
- the role and contribution of non-government organisations.

The following sections explore these issues.



FUNDING

Heritage across Australia, even with the very welcome injection of \$60 million from the Commonwealth Jobs Fund, is underfunded. This is true for all types of heritage and for all jurisdictions.

Council itself has very limited capacity to fulfil the objectives set out in the *Australian Heritage Council Act 2003* (Cth) (AHC Act). It has no funding of its own and no discretion to spend any funds. Council has sought and has informal understandings with the department that research and advocacy funds will be available and the department has, within its capacity, honoured these understandings. However, this situation is not satisfactory given the significance of Council's statutory responsibilities. Council needs a formal memorandum of understanding with the department with respect to these issues.

Resources for heritage policy and program work have been declining at the Commonwealth level. Council's particular frustration with the inadequacy of funding for heritage promotion has already been outlined. Council firmly believes that funding should be at a level which will genuinely enable the protection, management and promotion of Australia's heritage. Resources must be made available to facilitate nomination and assessment work on Council's priority assessment list, agreed by the minister, to be undertaken. The government must recognise the statutory and practical consequences of listing nationally important places and ensure that Council is adequately resourced to assess places on the statutory priority assessment list. More generally, it is difficult to see how Council and the department will meet the significant challenges of the next few years without some substantial injection of funds.

Council calls upon the government to recognise this need.

A LOOMING SKILLS SHORTAGE

Australia's unemployment is thankfully low. With the ongoing strong demand for skilled workers, historic heritage must compete with many better-paid professions. This is a challenge and training in heritage conservation and the related artisan skills are in serious decline. In the area of architectural training most degree courses no longer provide specific training for all undergraduates in design and construction related to historic buildings. Of the practitioners that are trained and experienced in this field, few are now under 40 years of age. There is an urgent need to encourage new interest and inject new blood into this sector.

If we do not attract new practitioners, not only will Australia lose critical skills it needs, but it will also lose an international asset it possesses. Australian heritage conservation practices are highly regarded. This is evidenced by the high offices Australians have held in international bodies such as ICOMOS, UNESCO and in work with other countries such as Papua New Guinea, Cambodia, China and internationally recognised institutions such as the Getty Institute. Council has welcomed the increase in the past few years of Australia's efforts internationally to identify and protect heritage, both in their own right and also as a way of fostering and developing our own talent.

In 2009 Heritage Victoria, in cooperation with the Heritage Chairs and Officials of Australia and New Zealand, commenced work on a project related to heritage trade and professional training. This project seeks



to identify and address perceived gaps in the professional historic heritage and traditional trades in Australia and New Zealand. While the final project report has not yet been released, it is intended to identify clear areas in which improvements could be made. Council welcomes this initiative and looks forward to considering the final report, which has the potential to make a strong contribution on this issue. It urges more consideration of ways to overcome this longer term challenge of the declining skills available to the heritage sector.

HERITAGE AT RISK

At present, the National Trusts and natural heritage groups publish lists of places at risk; many Traditional Owners also champion issues in their domains. The Australian Government's *State of the environment report* is intended to provide, at the national level, an equivalent snapshot of Australia's most endangered heritage places of national significance, the risks that need to be mitigated, and what can be done to afford them recognition and protection.

The 2011 *State of the environment report* is currently being prepared. Council urges the report committee to focus more upon heritage at risk, and is very willing to provide input. This report has the potential to make a significant contribution on this issue and overcome the lack of attention given to heritage at risk in previous reports.

In relation to historic heritage, the main risks arise from changing economics. For instance, the reduction in wealth and population of rural Australia has stripped formerly prosperous towns of their banks, their ratepayers, their parishioners and other elements required to keep buildings in use and in good condition. Outside townships, changes in land use have endangered

homesteads, wool sheds and other built structures whose uses have passed from current needs. A significant issue confronting heritage is how to find a real future for such structures which no longer have an economic purpose or whose owners simply cannot afford to keep them maintained. Heritage bodies must consider recording, and in special cases, retention and repair of these buildings, ideally with appropriate end uses. Broken Hill provides a clear example of both the challenges and opportunities presented by trying to manage rural and industrial heritage.

In the natural environment risks are posed by feral animals or ecosystems out of balance, the effects of climate change and urban incursion. Each of these is being addressed in various ways but it is difficult to see longer term improvements that will mitigate risks at the scale needed. The exclusion of natural heritage from regional forestry agreements is an ongoing concern.

Almost any development or change in land use can present a potential threat to Indigenous heritage, given its nature, distribution and density across the Australian landscape resulting from more than 40,000 years of Indigenous occupation on the continent. The identification, assessment and management of Indigenous heritage requires effective, culturally appropriate and long term engagement with Indigenous people. Where sufficient time and resources are not dedicated to such engagement, Indigenous people may find that the only opportunity for them to pursue heritage protection is through emergency mechanisms. This is less than ideal as it is often difficult for the information required for an assessment of heritage values to be compiled in the time available under statutory processes. In addition, some of the existing penalty regimes for damage to Indigenous sites do not constitute an effective deterrent.

Australian Government heritage protection provides opportunities to recognise the interrelationship between natural and cultural heritage. This integrative approach is particularly appropriate for Indigenous heritage where Dreaming and traditional law are embedded in and give shape to the natural landscape. By contrast, non-Indigenous Australians often respond to the environment in a different way. This is a rich and unique thing about Australia: the two contrasting views of the same place; one of a culture that does not separate the natural and cultural world, the other where places are categorised, segmented and sorted.

ADAPTIVE REUSE OF AUSTRALIAN HERITAGE BUILDINGS

The use of major buildings often changes over time. Church congregations may decline, resulting in redundant buildings; banks may move away from grand chambers hosting scores of tellers, leaving behind rich and ornate structures. This presents a challenge for heritage as public funds to support heritage are always limited. Additional ways need to be found to fund heritage conservation and it is heartening to see that the finest adaptive reuse projects have begun to win important architectural awards. Promotion of these types of examples can have a significant effect on public perceptions and attitudes towards the value of and potential for adaptive reuse.





Examples of this kind of award winning adaptive reuse include:

- **CarriageWorks at Eveleigh, Sydney, NSW**
 - 2009 International Architecture Award, The Chicago Athenaeum and the European Centre for Architecture, Art, Design Studies
 - 2008 Australian Institute of Architects (AIA) National Lachlan Macquarie Award for Heritage
 - 2008 AIA NSW Greenway Award for Heritage
 - 2008 AIA NSW Award for Public Architecture
 - 2008 Energy Australia National Trust Heritage Award for Adaptive Reuse, Corporate/Government and
 - 2008 Australian Property Institute, Officer of the Valuer General Heritage Award.
- **Goods Shed North, Batman's Hill, Docklands, VIC**
 - 2010 Victorian Planning Minister's Heritage Award
- **Paddington Reservoir Gardens, Sydney, NSW**
 - 2010 International Architecture Award, The Chicago Athenaeum and The European Centre for Architecture, Art, Design and Urban Studies
 - 2010 Lloyd Rees Award for Urban Design, Australian Institute of Architecture (NSW) Awards
 - 2010 AIA NSW Greenway Award for Heritage
 - 2010 Australian Medal for Landscape Architecture, Australian Institute of Landscape Architecture

PADDINGTON RESERVOIR GARDENS, SYDNEY

Describing its outstanding urban design qualities, the jury for the NSW Greenway Award for Heritage said: Its design creates a high quality public open space and a multipurpose community venue, while conserving and interpreting the ruin of the heritage-listed Paddington Reservoir (circa 1866–1878). The project goes well beyond the brief from City of Sydney to reinforce the roof structure and create a new community park at street level. It is an exemplar of the ICOMOS Burra Charter principle of 'changing as much as necessary but as little as possible'.



- 2009 The Australia Award for Urban Design, Planning Institute of Australia
 - 2009 Landscape Architecture Medal, Australian Institute of Landscape Architects
 - 2009 Design Excellence Award, Australian Institute of Landscape Architects (NSW) and
 - 2009 – Officer of the Valuer General Heritage Award, Australian Property Institute.
- **Canberra Glassworks, Canberra, ACT**
 - 2008 Australian Capital Territory AIA Heritage Award
 - **Former West's Furniture Showroom, Brisbane, QLD**
 - The Australian Institute of Architects Award for Heritage (QLD)
 - The National Australian Institute of Architects Award for Heritage

CANBERRA GLASSWORKS, CANBERRA

The Kingston Powerhouse, Canberra's oldest permanent building, occupies a prominent position in the Kingston Foreshore redevelopment on the southern edge of Lake Burley Griffin and has been recently adaptively reused as an access centre for glass artists.

The centre allows the public to interact with the workings of the centre through a raised mezzanine level and tiered seating performance area, which addresses viewing and health and safety issues.

Public facilities include a gallery space, retail shop and cafe. An innovative design solution has been developed that meets the functional requirements of a glass centre, within the constraints of the existing structure and its heritage limitations, and at the same time employing sound sustainability principles.

Environmentally sustainable design principles include capturing the waste heat from glass furnaces for building services, passive heating and cooling systems (including geothermal), increased daylighting, and waste water and storm water reuse.





- **University of Tasmania School of Furniture Design, TAS**
 - 2010 Australian Institute of Architects Award for Public Architecture (TAS)
 - 2010 Australian Institute of Architects Award for Sustainable Architecture (TAS)

Governments should push for and promote adaptive reuse of sound heritage buildings, rather than the current widespread practice of demolition and the building of new buildings. There are significant financial, environmental and sustainability grounds to support such a policy.

We need to go down a path of strategic, creative *and* commercial thinking if we are to achieve substantial, workable outcomes for the building we truly want to keep.

ENHANCED INTEGRATION OF HERITAGE ACTIVITY ACROSS JURISDICTIONS

Council takes an integrated approach to the assessment of natural, historic and Indigenous heritage.

Unfortunately, there has in the past been virtually no integration between Australian Government and state and local government heritage activities, management or presentation. Recently, however, this seems to be changing, in particular in relation to historic heritage, through cooperation by the Heritage Chairs and Officials of Australia and New Zealand. Council welcomes this work and urges similar cooperation across the natural and Indigenous heritage environments.



ROLE AND VALUE OF NON-GOVERNMENT ORGANISATIONS

An ongoing concern of Council has been the health and performance of non-government organisations (NGOs) in the heritage area. In the natural environment, through landcare groups and a plethora of largely self-funded NGOs, there is a robust body of analysts, activists and volunteers. The situation is not so robust in the historic or Indigenous heritage areas as demonstrated by the financial difficulties that a number of state non-government heritage organisations have found themselves in.

Council recognises the efforts of a number of state governments and the Australian Government through the Grants to Voluntary Environmental and Heritage Organisations and National Trusts Partnership Program to assist key heritage organisations.

In the area of built heritage, the causes of the 1960s and 1970s that motivated many to join the National Trust and other organisations have now largely abated. This is for the most part due to the success of heritage NGOs in influencing building, planning and heritage legislation that has since prevented many of the threats to heritage that were present 40 years ago. This has led to a public perception that heritage is generally well protected. However, as is frequently demonstrated, this is far from true. While there may no longer be proposals for the wholesale clearance of heritage precincts, such as The Rocks in Sydney, the incremental effect of many relatively small 'pragmatic' decisions is inevitably eroding our heritage base. Independent, viable heritage NGOs are needed to argue for the protection of our special places.

This is a longer term problem with no ready solutions. Nonetheless, Council will follow this issue closely in the coming reporting period.





APPENDICES

The appendices are published at www.environment.gov.au/heritage/ahc/publications

APPENDIX A:

Functions of the Council under the Australian Heritage Council Act

APPENDIX B:

Council's responsibilities to the Minister for Environment Protection, Heritage and the Arts.

APPENDIX C:

Standard National Heritage List process

APPENDIX D:

Finalised Priority Assessment Lists

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Description of National Heritage listed places

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Australia's World Heritage Areas

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Council's response to the *Productivity Commission inquiry report in to the conservation of Australia's historic heritage places*

APPENDIX J:

Jobs Fund projects

APPENDIX K:

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APPENDIX L:

Council's submission to the independent review of the EPBC Act

APPENDIX M:

Council's response to the final report of the Independent review of the EPBC Act

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