

AUSTRALIAN BROADCASTING CORPORATION HERITAGE STRATEGY 2014-2017

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NBRS+PARTNERS

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AUSTRALIAN BROADCASTING CORPORATION

HERITAGE STRATEGY 2014-2017

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Introduction

1.0 INTRODUCTION

1.1 Background

This Heritage Strategy 2014-2017 is intended to assist the Minister and the Australian Heritage Council in the identification, assessment and monitoring of Commonwealth Heritage values demonstrated by places owned or controlled by the Australian Broadcasting Corporation as obliged under Section 341Z of the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act).

This Heritage Strategy 2014-2017 prepared for the Australian Broadcasting Corporation supersedes previous Heritage Strategy reports. It is consistent with Section 341ZA(5) of the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* which obliges the Australian Broadcasting Corporation to cause a review of the written heritage strategy for managing places owned or controlled by the Australian Broadcasting Corporation to protect and conserve their Commonwealth Heritage values once every three years.

1.2 Objectives

This Heritage Strategy has been reviewed as required under Section 341ZA (5) of the *Environment Protection and Biodiversity Conservation Act 1999*, which requires:

At least once in every 3 year period after a heritage strategy is made, the Commonwealth agency concerned must cause a review of the strategy to be carried out.

This Heritage Strategy specifically addresses the items outlined in Regulation 10.03F of the *EPBC Regulations* 2000, including:

- (a) An outline of consultation undertaken with relevant stakeholders in the review process;
- (b) A summary of the agency's achievements against its objective for management of its heritage places;
- (c) An evaluation of the success of each of the matters included in a Commonwealth agency heritage strategy in achieving the identification, protection, conservation and presentation of Commonwealth Heritage values;
- (d) An update on the extent to which identification and assessment of Commonwealth Heritage values of all agency property has been achieved, and the values included in an agency's heritage places register;
- (e) An update on the progress and timeliness of the preparation of management plans for Commonwealth Heritage places;

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- (f) An outline of any physical and management changes that have occurred to the agency's Commonwealth Heritage places since the last strategy was prepared, and of any expected changes;
- (g) An update on progress with Commonwealth heritage training programs;
- (h) A specification of the time-frame for updating the Heritage Strategy following the review;
- (i) An update on other heritage issues relevant to the agency's management of Commonwealth Heritage places in accordance with the Commonwealth Heritage Management Principles.

1.3 Methodology

This report generally follows the format set out in the document published by the Commonwealth, and titled *Heritage Strategies: a guide for Commonwealth agencies* (February 2004).

1.4 Definitions

Words used throughout this Heritage Strategy have the same meaning as defined in the *EPBC Act*.

The word 'conservation' has the meaning given it in the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter) and "...refers to all the processes involved in looking after heritage places and objects, and can include maintenance, preservation, restoration and reconstruction activities, and forms of adaptation."

The phrase 'ABC Heritage Register' means the register prepared by the Australian Broadcasting Corporation in accordance with this Heritage Strategy. The ABC Heritage Register includes places that demonstrate Commonwealth Heritage values but are not included on the Commonwealth Heritage List, as well as places that are included on the Commonwealth Heritage List.

1.5 Authorship

This Heritage Strategy was prepared by Robert Staas, Heritage Consultant and Director, and Pam Jeffery, Senior Heritage Architect, of NBRS+Partners, in consultation with members of the ABC Property Services. This report reflects comments and legal advice of Blake Dawson Waldron who reviewed the previous versions of the Australian Broadcasting Corporation Heritage Strategy in July 2006.

1.6 Acknowledgements

The authors gratefully acknowledge the assistance of the following people in the

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preparation of this report:

- Mr Aziz Dindar, Acting Head Property Services, Australian Broadcasting Corporation; and
- Mr Larry McNab, National Manager Facilities, Property Services, Australian Broadcasting Corporation.

1.7 Copyright

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SECTION 1 Introduction



Figure 1. Location Map showing current property holdings owned by the Australian Broadcasting Corporation.



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Management of Heritage Assets

2.0 MANAGEMENT OF HERITAGE ASSETS

2.1 Australian Broadcasting Corporation Management Objectives

The Australian Broadcasting Corporation recognises its responsibility to identify and care for heritage property in its control, consistent with best practice in conservation and property management and its obligations under the *EPBC Act*.

This objective is in keeping with the Australian Broadcasting Corporation's Vision Statement, Mission Statement and corporate values contained in the ABC Strategic Plan 2013-16 and ABC Annual Report 2013). The concepts inherent in the Australian Broadcasting Corporation's corporate values are consistent with the Commonwealth Heritage Management principles and in demonstrating accountability for the efficient and effective use of public resources through 'good governance'.

2.2 Commonwealth Heritage management principles

The Australian Broadcasting Corporation's Heritage Strategy is consistent with the seven Commonwealth Heritage management principles for managing places included on the Commonwealth Heritage List (refer to Appendix 9.1) as required under the *Environment Protection and Biodiversity Conservation Act 2000*.

2.3 Heritage Management and the ABC's Corporate Plan

The Australian Broadcasting Corporation recognises its responsibility to identify and care for the heritage property in its control through the implementation of its Heritage Strategy and best practice management plans and its obligations under the EPBC Act.

The Australian Broadcasting Corporation's Property Services Department currently manages heritage property owned by the Australian Broadcasting Corporation. The Department Head is located in Sydney, although many of the sections it encompasses including facilities management, portfolio management, compliance, engineering and security, are carried out within each state office. This arrangement enables the various State Facility Managers to engage consultants with specific knowledge of particular State or Local Government statutory requirements or heritage specialists with expertise in the preparation of:

- Heritage assessment reports.
- Heritage management plans.
- Statements of heritage impact.
- Building condition reports.
- Maintenance plans.
- Documentation of repairs.





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Management of Heritage Assets

- EPBC Act referrals.
- Indigenous consultation and advice.
- Heritage audits and statutory compliance reviews.
- Archaeological works and monitoring.
- Landscape assessments.

Under the current structure, the State Facility Managers report to the National Manager Facilities, who in turn reports to the Head of Property Services. Figure 2 shows the existing arrangement within the Australian Broadcasting Corporation Organisational Structure.

The Australian Broadcasting Corporation will continue to engage a Heritage Advisor as required to oversee the consistent implementation of this Heritage Strategy and the establishment of a Register of Australian Broadcasting Corporation Properties demonstrating Commonwealth Heritage values. The Heritage Advisor assists in the engagement of local specialists with expertise to deal with local and/or state planning bodies and community consultation as necessary.

2.4 Responsibilities of Key ABC Personnel

The Australian Broadcasting Corporation currently deals with heritage issues as they arise and where necessary by engaging specialist heritage consultants to address specific issues. The organisational structure of the Australian Broadcasting Corporation, including the relationship of the heritage advisor to other staff, is shown in Figure 2.

The key personnel responsible for ensuring the Australian Broadcasting Corporation's stewardship of Commonwealth Heritage listed places are:

Head Property Services

The role of the Head Property Services includes:

- Responsibility for overseeing the Australian Broadcasting Corporation's heritage identification and assessment program, preparation of the register, the ABC's report to the Minister and the preparation of heritage management plans.
- Responsibility for the identification and assessment of properties owned by the Australian Broadcasting Corporation that display Commonwealth Heritage values.
- Coordinating the Heritage Review Panel and reporting its recommendations to the Chief Operating Officer via the Director Business Services.
- Engaging and liaising with the Heritage Advisor, and members of the ABC staff, on all changes to heritage places and items.
- Reviewing all proposed major or minor changes to heritage places and



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Management of Heritage Assets

items prior to works being carried out.

- Responsibility for the approval of minor changes relating to maintenance and day-to-day use of buildings, in consultation with the Heritage Advisor.
- Referring major changes to the Australian Broadcasting Corporation Heritage Panel for review, preferably at an early stage of the proposal so any conflict between proposed works and heritage issues are resolved before the Australian Broadcasting Corporation commits to a particular course, and also to review documentation prior to notifying the Minister as required under the EPBC Act.

Heritage Advisor

A suitably experienced Heritage Advisor shall:

- Review proposed works to any place and item listed as demonstrating Commonwealth Heritage values, and report to the Australian Broadcasting Corporation Heritage Panel.
- Oversee the consistent implementation of heritage management principles and the Australian Broadcasting Corporation Heritage Strategy.
- Oversee the establishment and maintenance of a Register of Australian Broadcasting Corporation Properties demonstrating Commonwealth Heritage values.
- Provide appropriate professional advice in the event of unforseen discovery or disturbance of heritage, on sites owned by the Australian Broadcasting Corporation.

Australian Broadcasting Corporation Heritage Review Panel

The Heritage Review Panel shall be advised of all minor changes to heritage properties, by way of the Head Property Services' report. All major changes to heritage fabric or use of heritage buildings shall be referred to the Heritage Review Panel for review and approval, or for further referral to the Minister where appropriate under the Act. The Heritage Review Panel may be composed of the following individuals:

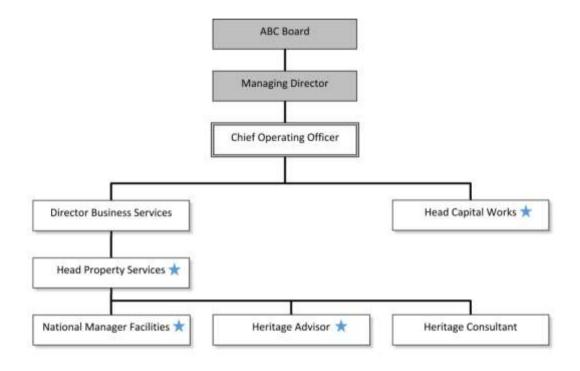
- Australian Broadcasting Corporation Head Property Services.
- Australian Broadcasting Corporation Head Capital Works.
- Australian Broadcasting Corporation National Manager Facilities.
- Heritage Advisor to the Australian Broadcasting Corporation.
- Australian Broadcasting Corporation Historian or Archivist.

Other Heritage Specialists

Other heritage specialists may be engaged locally to deal with specific state or local heritage bodies and stakeholders, or in the event of unforeseen discovery or disturbance of heritage, on sites owned by the Australian Broadcasting Corporation.



SECTION 2 Management of Heritage Assets



Denotes member of Heritage Review Panel.

Figure 2. Diagram showing the relationship of the Heritage Advisor within the organisational structure of the Australian Broadcasting Corporation.



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2.5 Consultation with Other Government Agencies

The Australian Broadcasting Corporation is responsible for a range of properties with statutory protection under Commonwealth legislation, which may also be affected by State and Local Government legislation. The Australian Broadcasting Corporation will continue to identify and maintain key contacts with Commonwealth, state and local government agencies that have management responsibility for heritage listed places to ensure appropriate consultation is carried out when required.

The Australian Broadcasting Corporation will, as appropriate, consult with government agencies that have heritage responsibility to:

- Identify places with Commonwealth Heritage values;
- Maintain registers of places demonstrating Commonwealth Heritage values; and
- Determine whether actions proposed by the ABC could have negative impacts on the Commonwealth Heritage values of those places.

Listed below are contact details of government organisations with an interest in historic, Indigenous and natural heritage throughout Australia that can provide technical information relating to policy, maintenance and interpretation of historic resources that may be of assistance to the Australian Broadcasting Corporation.

COMMONWEALTH

Department of the Environment Heritage Division GPO Box 787 Canberra ACT 2601 Ph. 61 2 6274 1111

AUSTRALIAN CAPITAL TERRITORY

Environment and Sustainable Development Directorate ACT Heritage GPO Box 158
Canberra ACT 2601
Ph. 61 2 6207 511
(All aspects of heritage)



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NORTHERN TERRITORY

Department of Lands, Planning and the Environment

Heritage Branch GPO Box 1680 Darwin NT 0801

Ph. 61 8 8999 5039 Fax. 61 8 8999 5404

Aboriginal Areas Protection Authority

GPO Box 1890 Darwin NT 0801

Ph. 61 8 8999 5511 Fax. 61 8 8999 4334

NEW SOUTH WALES

Office of Environment and Heritage

Heritage Branch Locked Bag 5020 Parramatta NSW 2124 Ph. 61 2 9873 8500 (All aspects of heritage)

Office of Environment and Heritage

NSW National Parks and Wildlife Service

Level 14, 59-61 Goulburn Street

Sydney NSW 2000 Ph. 61 2 9995 6500 (Aboriginal and natural heritage)

TASMANIA

Department of Primary Industries, Parks, Water and Environment

Heritage Tasmania GPO Box 618 Hobart TAS 7001

Ph. 61 3 6165 3700 Fax. 61 3 6233 3186

(Tasmanian Heritage Council for historic and Aboriginal, Parks and Wildlife for natural

heritage)

QUEENSLAND

Department of Environment and Heritage Protection

Cultural Heritage Branch

GPO Box 2454
Brisbane QLD 4001
Ph. 1300 13 74 68

(Cultural Heritage Branch for Historic and Aboriginal heritage-other branches for natural



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SOUTH AUSTRALIA

Department for Environment, Water and Natural Resources State Heritage GPO Box 1047 Adelaide SA 5001 Ph. 61 8 8124 4960

(Heritage Branch for historic, National Parks for natural heritage)

Department of the Premier and Cabinet Aboriginal Affairs and Reconciliation Division GPO Box 2343 Adelaide SA 5001 Ph. 61 8 8226 3500 (Aboriginal heritage)

WESTERN AUSTRALIA

Heritage Council State Heritage Office PO Box 7479 Cloisters Square PO WA 6850 Ph. 61 8 6552 4000 (Historic heritage)

Department of Aboriginal Affairs PO Box 3153 East Perth WA 6892 Ph. 61 8 6551 8004 (Aboriginal heritage)

VICTORIA

Department of Transport, Planning and Local Infrastructure Heritage Victoria GPO Box 2392 Melbourne VIC 3001 Ph. 61 3 8644 8800 (Historic heritage)

Office of Aboriginal Affairs Victoria GPO Box 2392 Melbourne VIC 3001 Ph. 61 3 9208 3333 (Aboriginal heritage)

2.6 Community Consultation

Public disclosure and consultation by Commonwealth agencies is required under the provisions of the *EPBC Act*. The Australian Broadcasting Corporation will endeavour to identify and consult all relevant stakeholders:



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Management of Heritage Assets

- To identify places it owns or controls that have Commonwealth Heritage values:
- To prepare its Heritage Register; and/or
- When proposing changes in use or the fabric of any properties which may affect identified Commonwealth Heritage values.

The Australian Broadcasting Corporation will consult with representatives of the community in which a place with Commonwealth Heritage values is located and who may be affected by the management of the place and people with a particular interest or associations with the place. The Australian Broadcasting Corporation will respect Commonwealth Heritage values of places it owns or controls.

The type of consultation may vary, depending on the proposed change to a property, but generally early consultation will be undertaken in order to identify and resolve any potential conflict prior to the Australian Broadcasting Corporation committing itself to a particular management decision regarding use or management of a place that may affect identified Commonwealth Heritage values.

Stakeholders, including community groups and Indigenous stakeholders, may comprise such diverse groups as:

- Local or State Government Heritage Officers.
- · Regional staff or retired staff groups.
- Local interest groups and community organisations such as historical societies, for example the National Trust of Australia.
- Aboriginal bodies.
- Owners and/or occupants of neighbouring properties.

Some voluntary community groups, or retired staff, may offer support to the Australian Broadcasting Corporation by being involved in the interpretation of historic resources by giving guided tours, or in the conservation of technical equipment or the preparation of oral history surveys.

The ABC recognises Indigenous people are the primary source of information on Indigenous heritage and will consult with the relevant peoples in the identification, monitoring, management and conservation of Indigenous heritage values. Any consultation undertaken with Indigenous people will be conducted in accordance with the process described in the publication:

 Australian Heritage Commission, 2002. Ask First: A guide to respecting Indigenous heritage places and values. Australian Heritage Commission, Canberra. http://www.environment.gov.au/resource/ask-first-guide-respecting-indigenous-heritage-places-and-values



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The Australian Broadcasting Corporation staff and its consultants will take into consideration the guidelines and recommendations contained in the following publication when undertaking community consultation:

 Australian Heritage Commission, 1998. Protecting local heritage places: a guide for communities. Australian Heritage Corporation, Canberra. http://www.environment.gov.au/resource/protecting-local-heritage-placesquide-communities

2.7 Conflict Resolution Between User Needs and Heritage Significance

The Australian Broadcasting Corporation may be required to deal with a conflict between operational needs and conserving the Commonwealth Heritage values of that place. Conflict may arise where modification of the existing building or site is required to enable a particular activity to be carried out.

The ABC Heritage Review Panel will report to and advise the Head Property Services on the resolution of heritage matters. The Australian Broadcasting Corporation will seek to resolve conflicts informally through mediation wherever possible.

Where the Corporation's use of a property is in conflict with the conservation of its identified Commonwealth Heritage values, preference should be given to those uses that are most compatible with the Commonwealth Heritage values of the place. Compatible uses generally:

- Retain the significant character and quality of the building and its various elements.
- Require little or no change to the physical fabric of the place or are easily reversible.
- Require little or no change to the setting or surroundings of the place that contribute to the significance of the place.

Conflict resolution with Indigenous people is to be consistent with the process for dealing with disputes described in *Ask First: A guide to respecting Indigenous heritage places and values* (Australian Heritage Commission, Canberra. 2002). Early and informal advice is available from the Commonwealth Department and the Australian Heritage Council.

Where attempts to reconcile the operational needs or use of the building with its Commonwealth Heritage values fail, other options, including leasing and disposal may be considered provided they are consistent with the *EPBC Act* obligations and the Australian Broadcasting Corporation's existing Asset Policy and Asset Principals & Procedures.



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2.8 Disposal

Prior to leasing to others or disposal of a property with Commonwealth Heritage values the Australian Broadcasting Corporation will:

- Identify all Commonwealth Heritage values of the property.
- Identify any constraints on future use that may influence the leasing or disposal options (for example, should the building remain in public ownership).
- Refer the proposed lease or disposal under the EPBC Act.
- Take all reasonable action to secure ongoing protection of the Commonwealth Heritage values of the place, for example, by covenant or protection under State or Territory law.

The sequence of steps to be taken in the disposal of heritage property by the Australian Broadcasting Corporation is summarised in Figure 3.



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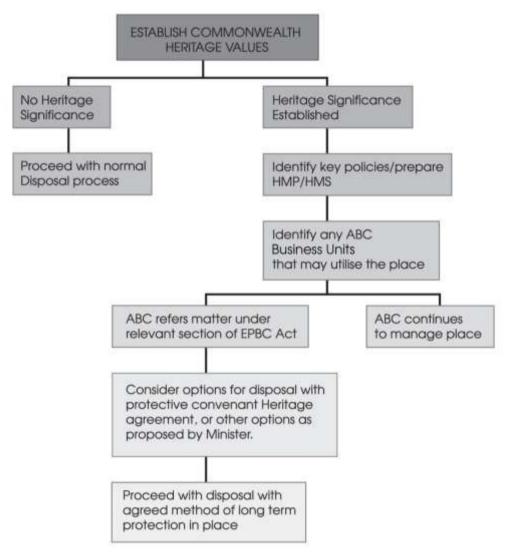


Figure 3. Sequence of steps taken in the disposal of a heritage property by the Australian Broadcasting Corporation.



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Management of Heritage Assets

2.9 Managing Change

Where a property is included on the Commonwealth Heritage List, the Australian Broadcasting Corporation will comply with its obligations under sections 341ZC and 341ZE of the *EPBC Act*. The Australian Broadcasting Corporation will:

- Seek informal advice from the Department responsible for administering the Commonwealth Environment Protection and Biodiversity Conservation Act or consider alternatives that mitigate the heritage impact of changes to the place:
- Give the Commonwealth Minister at least 40 business days' notice before executing the contract; and
- Take all reasonable action to secure ongoing protection of the Commonwealth Heritage values of the listed Commonwealth Heritage place by covenant, heritage agreement under EPBC Act, or any other measure proposed by the Minister in accordance with section 341ZE of the EPBC Act.

Where necessary the Australian Broadcasting Corporation will seek expert heritage advice including advice from the Department of the Environment and the Australian Heritage Council. The sequence of steps to be taken in the management of heritage property by the Australian Broadcasting Corporation is summarised in Figure 4 and by applying best practice measures and principles included in industry standard documents.



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ABC Register of Heritage Places

3.0 ABC REGISTER OF HERITAGE PLACES

3.1 General Compliance with the *EPBC Act 1999*

The Australian Broadcasting Corporation has established procedures within its organisational structure to ensure general compliance with *Division 3A – Managing Commonwealth Heritage places* of the *EPBC Act 1999*. This Heritage Strategy is intended to set management priorities for heritage matters within the Australian Broadcasting Corporation to fulfil requirements of the *EPBC Act*.

The Australian Broadcasting Corporation will continue its program of identification of the Commonwealth Heritage values of its properties, compile a Register of heritage places and ensure that Commonwealth Heritage values are considered in the Australian Broadcasting Corporation's planning for future development, works, divestments or other proposals.

Places that demonstrate Commonwealth Heritage values will be nominated for entry on the Commonwealth Heritage List. The Australian Broadcasting Corporation will prepare management documents for each place that is included on the Commonwealth Heritage List as required under the Act.

3.2 Commonwealth Heritage values

The Australian Broadcasting Corporation will engage suitably experienced heritage consultants to assess properties against the criteria for the Commonwealth Heritage List. Under the provisions of the *EPBC Act*, a place must demonstrate one or more of the Commonwealth Heritage Criteria to have Commonwealth Heritage values and to be considered for entry on the Commonwealth Heritage List. The minimum threshold for listing on the Commonwealth Heritage List will be an ability to demonstrate heritage significance at the local level or higher.

The Australian Broadcasting Corporation will identify places with Commonwealth Heritage or other heritage values by:

- (a) Considering all natural and heritage values, recognising Indigenous people as the primary source of information on the significance of their heritage and participation as necessary to identify and assess Indigenous heritage values.
- (b) Liaising with Indigenous communities where appropriate in identification and assessment programs.
- (c) Identifying values against the Commonwealth Heritage Criteria.
- (d) Using expert heritage advice to ensure levels of documentary and field research are appropriate to best practice assessment and management of heritage values, and referred to in Section 4.4 of this report.
- (e) Using a comparative and thematic approach. The Australian



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ABC Register of Heritage Places

Broadcasting Corporation may engage an historian to prepare a thematic history of the organisation, to identify buildings or resources that demonstrate Commonwealth Heritage values.

(f) Consulting widely, as appropriate, with government stakeholders and the community.

Where objects associated with a place contribute to its heritage significance and value, these will be assessed to determine whether the place meets the Commonwealth Heritage criteria set out in Regulation 10.03A. The assessment will be done in accordance with *A guide to Assessing the Significance of Cultural Heritage Objects and Collections (Heritage Collections Council, 2001).*

3.3 Australian Broadcasting Corporation Property Currently Identified as Demonstrating Commonwealth Heritage values

The Australian Broadcasting Corporation currently owns over fifty properties which are used exclusively by its own staff or its subsidiaries as studio or office facilities. A number of these buildings have previously been identified as heritage items in statutory heritage registers maintained by Commonwealth, State or local government bodies (see Appendix 9.1) including the following places on the Commonwealth Heritage List:

- 236 Quay Street, Rockhampton QLD Commonwealth Heritage List (Place ID 105420), former *Mount Morgan Gold Mining Building* located in historic Quay Street precinct, demonstrated Criteria A, D and E.
- Former Metropolitan Fire Brigade Station, c1895, 2-4 Selwyn Street, Elsternwick VIC – Commonwealth Heritage List (Place ID 105216), constructed in 1895 for the Metropolitan Fire Brigades, to a design by Victorian Public Works architect, JT Kelleher, demonstrates Criteria A and D
- ABC Regional Radio Studio, 58 Tudhoe Street, Wagin WA, CHL Place ID 106083, constructed c1905, demonstrates Criteria A and D.



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ABC Register of Heritage Places

3.4 The Australian Broadcasting Corporation Heritage Register

The Australian Broadcasting Corporation maintains a register of properties in its ownership that demonstrate Commonwealth Heritage values as required under Section 341ZB of the *EPBC Act 1999*. A public version of the Australian Broadcasting Corporation Heritage Register will be available through its website.

Each place included in ABC Heritage Register will have its own inventory sheet containing the information set out below.

The register will include the following information:

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



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ABC Register of Heritage Places

(ii) archived records of particular importance to the heritage values of the place.

Regulation 10.03G (2)

3.5 Report on Program for Identification of Commonwealth Heritage values and submission of Australian Broadcasting Corporation Heritage Register

The Australian Broadcasting Corporation will give the Minister a report updating its program for identifying places with Commonwealth Heritage values and a copy of the ABC Heritage Register programmed in Section 7.2 of this report.

The report will address the matters prescribed under the Regulations, namely:

- (a) an outline of the identification program;
- (b) details of any surveys conducted, or expert advice obtained by, the agency to identify the Commonwealth Heritage values;
- (c) a summary of the work undertaken with respect to each of the matters included in these Regulations for the identification and assessment of the Commonwealth Heritage values.

Regulation 10.03G(3)

The methodology for identifying places demonstrating Commonwealth Heritage values should generally follow the best practice principles contained in the documents listed in section 4.4 of this report.

The methodology for the preparation of conservation or heritage management plans for historic places should generally follow the sequence set out in Figure 4.



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ABC Register of Heritage Places

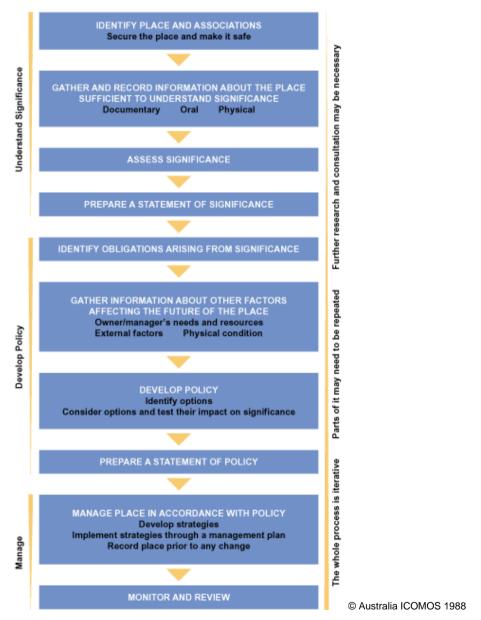


Figure 4. Flow chart setting out the sequence of decision-making in assessing heritage significance as recommended in the Burra Charter 1999.

Source: Australia ICOMOS



4

Heritage Planning

4.0 HERITAGE PLANNING

4.1 Maintaining the ABC Heritage Register

All places that demonstrate Commonwealth Heritage or other heritage values will be entered in the ABC Heritage Register in a readily retrievable form.

To assist in the process of monitoring, compliance and review, the ABC Heritage Register will be linked or cross-referenced to ABC Property management systems. Once data is entered in the ABC Heritage Register, it will be reviewed and updated on a regular basis. Records specifically associated with all stages of the conservation of any heritage property will be retained in a permanent archive.

4.2 Public Access to the Australian Broadcasting Corporation Heritage Register

The Australian Broadcasting Corporation will provide public access to the ABC Heritage Register through the Australian Broadcasting Corporation website.

4.3 Commonwealth Heritage List

The Australian Broadcasting Corporation will consider whether to nominate places it owns that demonstrate Commonwealth Heritage values for inclusion on the Commonwealth Heritage List.

Where the Australian Broadcasting Corporation is unlikely to continue to own or control the relevant place or where inclusion on the Commonwealth Heritage List is otherwise not appropriate, the Australian Broadcasting Corporation will consider other means of ensuring the Commonwealth Heritage values of that place are protected. This may be achieved through covenants in contracts of sale and/or protection under State or Territory law, as outlined above in Section 2.7 of this Heritage Strategy.

The Australian Broadcasting Corporation will update its website to include a link to the Australian Heritage Places Inventory database, ensuring information about each place included on the Commonwealth Heritage List, is readily accessible to the general public.

4.4 Heritage Management Plans for Listed Commonwealth Heritage Places

The Australian Broadcasting Corporation will prepare a heritage management plan to protect the Commonwealth Heritage values of each place in its control that is included on the Commonwealth Heritage List. These plans will be prepared in accordance with section 341S of the *EPBC Act* and will meet the



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Heritage Planning

criteria set out in the Regulations.

These heritage management plans will be prepared within five years after the place is included on the Commonwealth Heritage List. The heritage management plans will be commissioned by the Head Property Services and submitted to the Australian Broadcasting Corporation Heritage Panel, commencing under Implementation Stage 2 (refer to Section 7.2).

Where existing heritage management plans have been prepared previously for Commonwealth Heritage listed places, they will be progressively reviewed and revised to reflect current physical condition and address current criteria (refer to Section 7.2).

The methodology for the preparation of conservation or heritage management plans for historic places should generally follow the best practice principles contained in the following documents:

- Australia ICOMOS Charter for the conservation of places of cultural significance (Burra Charter), 1999.
- The Conservation Plan. (7th Edition) Dr James S Kerr, The National Trust of Australia (NSW), 2013.
- Australian Natural Heritage Charter for the conservation of place of natural heritage significance. (2nd Edition). Published by the Australian Heritage Commission in association with the Australian Committee for the International Union for the Conservation of Nature, 2002.
- Ask First: A guide to respecting Indigenous places and values. Published by the Australian Heritage Council, 2002.
- A guide to Assessing the Significance of Cultural Heritage Objects and Collections. Published by the Heritage Collections Council, 2001.

4.5 Existing Use of Heritage Places by the Australian Broadcasting Corporation

The ABC Heritage Register will include a sequential summary of the use of each place included on the register. The existing uses of the three places currently included on the Commonwealth Heritage List are:

- 236 Quay Street, Rockhampton QLD, Commonwealth Heritage List Place ID 105420 – used as studios and office accommodation.
- Former Metropolitan Fire Brigade Station, 2-4 Selwyn Street, Elsternwick VIC, Commonwealth Heritage List Place ID 105216 – used as office accommodation.
- ABC Regional Radio Studio, 58 Tudhoe Street, Wagin WA, Commonwealth Heritage List Place ID 106083 used as radio studios and offices.



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Heritage Planning

4.6 Current or Expected Changes that may affect Commonwealth Heritage values

There are no imminent changes planned for the places owned by the Australian Broadcasting Corporation and included on the Commonwealth Heritage List. The ABC will continue to identify heritage issues in a timely manner and will refer matters that may affect Commonwealth Heritage values to the Heritage Panel for guidance.

The Australian Broadcasting Corporation will comply with the *EPBC Act* and take all measures to mitigate the impact of the action on the Commonwealth Heritage values, ask the Minister for advice (if required), and comply with Section 341ZE of the *EPBC Act 1999* which requires the Australian Broadcasting Corporation to protect listed Commonwealth Heritage places when they are sold and leased.

4.7 Commonwealth Heritage values and Australian Broadcasting Corporation Forward Planning

The Australian Broadcasting Corporation is publicly accountable for its actions including stewardship of cultural heritage resources. The ABC has adapted its organisational structure to ensure heritage matters are addressed early in project planning to ensure they do not destroy or degrade the Commonwealth Heritage values of those places.

Details of resolution of conflict arising from disposal or use of places demonstrating Commonwealth Heritage values, which are set out in Section 2.7 of this Heritage Strategy, will be followed to identify heritage issues early in project planning to ensure proposals for development and other significant changes do not destroy or degrade Commonwealth Heritage values. The Australian Broadcasting Corporation will consult with community groups as referred to in Section 5.3 of this Heritage Strategy.

4.8 Maintenance and Long-Term Conservation

In keeping with regulation 10.03E (Schedule 7C3(f)) the Australian Broadcasting Corporation will ensure the long-term conservation of Commonwealth Heritage values by integrating heritage resource management into the overall corporate planning of the Australian Broadcasting Corporation. In addition to the above:

- Cyclical maintenance for places with Commonwealth Heritage values will be undertaken.
- Additional funding will be allocated as required to carry out catch-up maintenance or specific conservation works, where identified in heritage management plans for specific places.
- Expenditure under the Australian Broadcasting Corporation Heritage Strategy be recorded and included in the audited annual report.





4

Heritage Planning

- The Australian Broadcasting Corporation will provide staff training as necessary and/or engage consultants to ensure adequate expertise is available to make decisions relating to protection of Commonwealth Heritage values as set out in Section 5.2.
- The Australian Broadcasting Corporation will promote community awareness
 of its places with Commonwealth Heritage values, as set out in section 5.3
 of this Heritage Strategy.
- The Australian Broadcasting Corporation will monitor and review this Heritage Strategy against its proposed yearly outcomes set out in Section 7.0 of this Heritage Strategy.



5

Staff Training and Promotion of Heritage Assets

5.0 STAFF TRAINING AND PROMOTION OF HERITAGE ASSETS

5.1 Introduction

The quality of decision-making in relation to heritage issues relies on the availability of information about the historic resources the Australian Broadcasting Corporation manages. The Australian Broadcasting Corporation recognises the need to raise the awareness and understanding of heritage issues among managers and staff, and to achieve more effective integration of cultural resource management within its existing organisational structure.

5.2 Staff Training and Best Practice Heritage Management

The Australian Broadcasting Corporation has a relatively small portfolio of places demonstrating Commonwealth Heritage values and will continue to engage consultants with the appropriate skills. The Australian Broadcasting Corporation will require key personnel to undergo training at induction and during tenure about Commonwealth heritage obligations and best practice heritage management including:

- The Australian Broadcasting Corporation's obligations under Commonwealth, State and Local Government legislation.
- Ensure an appropriate skill base of knowledge and expertise of conserving buildings from different periods.
- Current philosophical approach to heritage conservation.
- Cultural awareness.

Key personnel of the Australian Broadcasting Corporation will consult government heritage agencies at Commonwealth, State and Local levels to ascertain the resources they hold, including their technical knowledge and current philosophical approach to conservation. The Head Property Services or his/her nominee will undertake relevant training to develop an overall understanding of the issues involved in heritage management.

The Australian Broadcasting Corporation will ensure adequate funding where necessary to allow staff to attend appropriate short courses conducted by relevant government agencies on heritage issues. Information about relevant short-courses conducted by the NSW Heritage Office, its counterparts in other states, and the NSW Department of Commerce Asset Management Section, may be obtained through the contacts listed in Section 2.5 of this document.

The Australian Broadcasting Corporation should address the issue of existing workloads in relation to allocating additional responsibilities for heritage issues, to ensure staff meets reporting requirements, and reduce the likelihood of a backlog in heritage management and reporting.

NBRS+PARTNERS



5

Staff Training and Promotion of Heritage Assets

5.3 Promoting Community Awareness of Heritage Resources

The principal reason for conserving cultural heritage places is for the significance they represent to the community. The community may be local, regional, state or national in size and distribution. It is therefore important to involve relevant community groups, through consultation, in the processes of management of Australian Broadcasting Corporation property that has identified or potential heritage values.

The community may possess information, not available through other sources, about components of the built environment and its associations. In some cases particular groups in society have specific associations with a place that adds to its cultural heritage significance and should be appropriately managed.

The Australian Broadcasting Corporation acknowledges that Indigenous peoples are the primary source of information on Indigenous heritage. It will engage relevant Indigenous communities and follow appropriate clearance procedures prior to disclosing or promoting Indigenous heritage values, and to assist in promoting community awareness.

Increasingly the wider community has an expectation that it should have a say in the future of, or limited access to, heritage properties that are owned by the Commonwealth of Australia or its agencies. Identified local interest groups and community organisations should be informed of the planning process and critical dates, to allow both the Australian Broadcasting Corporation and other parties the opportunity to fully participate in the process.

The Australian Broadcasting Corporation will, in consultation with the Government Agencies listed in 2.5 of this document, endeavour to identify and consult with relevant community groups for which the place has identified cultural heritage significance.

The Australian Broadcasting Corporation will promote community awareness of the heritage places in its ownership through:

- community consultation to assist in the identification and management of heritage values;
- making its Heritage Register available through the ABC website;
- promoting heritage through inspections and guided tours of its buildings; and
- implementation of interpretation policies contained in heritage management plans.



6

Monitoring and Reporting of the ABC's Heritage Strategy

6.0 MONITORING AND REPORTING OF THE ABC'S HERITAGE STRATEGY

6.1 Australian Broadcasting Corporation Obligations under the *EPBC*Act 1999

Relevant personnel will review the Heritage Strategy at least once every three years, and provide a written report of the review to the Australian Government Minister for the Environment and Heritage. The written review of the Heritage Strategy will address the following issues in accordance with Regulation 10.03F (s341ZA (5) and (6)):

A report about the review of a Commonwealth agency heritage strategy must include the following:

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



6

Monitoring and Reporting of the ABC's Heritage Strategy

(i) an update on other heritage issues relevant to the agency's management of Commonwealth Heritage places in accordance with the Commonwealth Heritage Management Principles.

Regulation 10.03F

The Australian Broadcasting Corporation will review its success in conserving Commonwealth Heritage values by evaluating its performance against the benchmarks contained in Section 7.2 of this Heritage Strategy.



7

Implementation

7.0 IMPLEMENTATION

7.1 Completed tasks

The Australian Broadcasting Corporation has successfully completed targets and benchmarks identified in previous versions of this Heritage Strategy as summarised below:

7.1.1 Identification of places with Commonwealth Heritage values

The following tasks have been completed as part of the ongoing program of identification and management of places demonstrating Commonwealth Heritage values:

Thematic Study

The ABC commissioned a thematic study of the Australian Broadcasting Corporation to assist in the identification significant heritage properties owned by the organisation.

Broomham, Rosemary. February 2009. ABC Thematic History. Unpublished report prepared by for the Australian Broadcasting Corporation (ABC Property and Support Section).

Preliminary Heritage Assessments

The Australian Broadcasting Corporation has commenced identification of places to identify places with Commonwealth Heritage values suitable for nomination to the Commonwealth Heritage List.

7.1.2 Management of Commonwealth Heritage values

Changes to Organisational Structure and Responsibilities

The Australian Broadcasting Corporation has amended its organisational structure and implemented other changes to enable it to manage its heritage assets in keeping with Commonwealth Heritage management principles:

- (i) Engaged a Heritage Advisor to provide independent advice to the Head Property Services in implementing this Heritage Strategy.
- (ii) Identified staff roles and heritage responsibilities within existing corporate structure.
- (iii) Established a Heritage Review Panel.
- (iv) Review existing cyclical maintenance plan and budget in view of heritage considerations and heritage strategy, and implement new regime.
- (v) Allocated a budget for identification and maintenance of places demonstrating Commonwealth Heritage values.



7

Implementation

<u>Preparation of Heritage Assessments and Heritage Management Plans</u>
The following reports have been completed by the Australian Broadcasting Corporation:

- Heritage Management Plan: *Middenbury*, 600 Coronation Drive, Toowong QLD, dated October 2008. (No longer in ABC ownership)
- Heritage Assessment: *ABC Orchestra and Rehearsal Studios*, Ferry Road West End QLD, dated 2009.
- Heritage Management Plan: *ABC Studios (Former Mt Morgan Offices)*, 236 Quay Street, Rockhampton QLD, dated 2010.
- Heritage Management Plan: Former Elsternwick Fire Station, Selwyn Street, Elsternwick VIC, dated 2011.
- Heritage Assessment, ABC Studios, 58 Tudhoe Street, Wagin WA, dated 2011.
- Heritage Management Plan: Former Hobart Railway Station, 1-7 Liverpool Street, Hobart TAS, dated 2012.
- Heritage Assessment: ABC Television Studios, 8 Gordon Street, Elsternwick VIC, dated 2012.
- Heritage Assessment: ABC Television Studios, Main North East Road, Collinswood SA, dated 2013.

7.1.3 Divestment of Properties

The ABC Television Studios site, located at 60 Coronation Drive, Toowong QLD was sold and subsequently transferred out of ABC ownership in 2013. Divestment of the site, including *Middenbury*, followed the process outlined in this strategy and was consistent with that set out in s341ZE of the *EPBC Act*.

7.1.4 Enhance community understanding and appreciation of heritage

The Australian Broadcasting Corporation has raised the awareness and understanding of staff and the general public through its website which now includes a downloadable copy of the thematic history together with short histories of its local stations.

7.2 Summary of Heritage Commitments

Timing Benchmarks to monitor and review the ABC Heritage Strategy

30 June 2015 Completion of identification and assessment of

Commonwealth Heritage values demonstrated by ABC

properties.

ABC Heritage Register established.



7

Implementation

By 30 June 2016

Submit a written report to the Commonwealth Minister outlining the program for identifying Commonwealth Heritage values of places owned or controlled by the Australian Broadcasting Corporation and a copy of the ABC Heritage Register consistent with s341ZB (1) of the *EPBC Act*, 1999.

By 30 June 2017

Heritage Management Plans in place for all ABC properties entered on the Commonwealth Heritage List.

ABC Heritage Report – Conduct a triennium review of Heritage Strategy and report to the Minister in compliance of s341ZA (5) and (6) of the *EPBC Act*.



8

References

8.0 REFERENCES

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Australian Heritage Commission, Ask First; a guide to respecting Indigenous heritage places and values. Canberra; 2002.

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Australia ICOMOS. The Australia ICOMOS charter for the places of cultural significance (The Burra Charter). Sydney; 1999.

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Kerr, Dr James Semple. (7th Edition, online version http://australia.icomos.org/wp-content/uploads/The-Conservation-Plan-7th-Edition.pdf) *The Conservation Plan*. Australia ICOMOS Inc. (Originally published by the National Trust of Australia (NSW): Sydney); January 2013.

9.0 APPENDICES

9.1 Commonwealth Heritage management principles

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

Regulation 10.03D Schedule 7B

9.2 Commonwealth Heritage Criteria

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

- (a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history:
- (b) the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- (c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- (d) the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:
 - (i) a class of Australia's natural or cultural places; or
 - (ii) a class of Australia's natural or cultural environments;
- (e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;
- (g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;
- (i) the place has significant heritage value because of the place's importance as part of indigenous tradition.

Regulation 10.03A (2)

9.4 ABC Properties currently included on the Commonwealth Heritage List

ABC PROPERTIES INCLUDED ON THE COMMONWEALTH HERITAGE LIST (Compiled 3 February 2014)

QUEENSLAND

236 Quay Street, Rockhampton QLD Former Mount Morgan Gold Mining Building.

VICTORIA

10 Selwyn Street, Elsternwick VIC Former Metropolitan Fire Station adapted for office space.

WESTERN AUSTRALIA

58 Tudhoe Street, Wagin WA Nineteenth century building adapted for offices and radio

studios.

9.5 Table of Compliance with regulation 10.03E of the *EPBC Act*

The following table outlines where each of the specific requirements of Schedule 7C (regulation 10.03E) of the *EPBC Act* are addressed in this Heritage Strategy:

REQUIREMENT	COMPLIANCE			
A strategy must include general matters, including the				
following:				
 (a) a statement of the agency's objective for management of it heritage places; 	Sections 1.1, 1.2 and 2.1			
(b) a description of how the heritage strategy operates	Sections 2.1			
within the agency's corporate planning framework;	and 2.3			
(c) a list of key positions within the agency, the holders of	Section 2.4			
which are responsible for heritage matters; (d) an outline of a process for consultation and liaison with other government agencies on heritage matters;	Section 2.5			
(e) an outline of a process for consultation and liaison with the community on heritage matters, including, in particular, a process for consultation and liaison with indigenous stakeholders on indigenous heritage	Section 2.6			
matters;				
 (f) an outline of a process for resolution of conflict arising from the assessment and management of 	Section 2.7			
Commonwealth Heritage values;	Section 6.0			
 (g) an outline of processes for monitoring, reviewing and reporting on the implementation of an agency's heritage strategy. 	Section 6.0			
2. A strategy must include matters relating to the identification				
and assessment of Commonwealth Heritage values,				
including the following:				
(a) an outline of the process for identifying and assessing	Section 3.3 &			
the Commonwealth Heritage values of all agency property;	3.4			
(b) a statement of the time-frames for the completion of:				
(i) the agency's heritage identification and assessment	Sections 3.5 &			
program; and	7.1			
(ii) The agency's register of places and their	Sections 3.5,			
Commonwealth Heritage values; and	7.2 & 9.4			
(iii) the agency's report to the Minister, that includes	Sections 3.4 &			
details of the program and a copy of the register.	7.2			
3. A strategy must include matters relating to the management				
of Commonwealth Heritage values, including the following:				
 (a) a description of how the agency's heritage places register will be maintained, updated and made 	Section 3.0, 4.1 & 4.2			
accessible to the public;	7.1 0 4.2			
(b) a statement of the time frame for the preparation of a	Section 4.1			
management plans for the agency's Commonwealth	and 7.0			
Heritage places;				
(c) an outline of the existing use, by the agency, of places	Section 4.5			
with Commonwealth heritage values;	0			
(d) an outline of current or expected development, works,	Section 2.8 & 4.6			
disposal or other proposals that may affect Commonwealth heritage values;	4.0			
(e) an outline of the process to ensure that Commonwealth	Sections 2.8,			
Heritage values are considered in the agency's	2.9, 4.6, 4.7,			
planning for future development, works divestment or	4.8 & 5.3			
other proposals;				
(f) a plan and budget for the maintenance and long-term	Sections 4.8 &			
conservation of Commonwealth Heritage values;	7.0			
(g) an outline of the process by which the success of the	Sections 3.5,			

REQUIREMENT	COMPLIANCE
agency in conserving Commonwealth Heritage values	6.0 & 7.0
will be monitored and reviewed.	
4. A strategy must include matters relating to Commonwealth	
Heritage training and promotion, including the following:	
(a) a program for the training of agency staff about	Section 5.2
Commonwealth heritage obligations and best practice	
heritage management;	
(b) a program for promoting community awareness of	Section 5.3
Commonwealth Heritage values, as appropriate.	