



OFFICE OF THE OFFICIAL SECRETARY TO THE
GOVERNOR-GENERAL

HERITAGE STRATEGY 2015 - 2018

August 2015

Next review due before June 2018



CONTENTS

EPBC ACT COMPLIANCE TABLE	3
1. BACKGROUND.....	4
2. THE PROPERTIES.....	5
2.1 STATEMENT OF OBJECTIVE	5
2.2 SIGNIFICANCE.....	5
2.3 PROPERTY USE	6
3. THE AGENCY	8
3.1 KEY POSITIONS RESPONSIBLE FOR HERITAGE MATTERS	8
4. CONSULTATION PROCESS	9
4.1 GOVERNMENT CONSULTATION	9
4.2 PUBLIC CONSULTATION	10
4.3 INDIGENOUS CONSULTATION	10
5. HERITAGE MANAGEMENT	12
5.1 HERITAGE STRATEGY OPERATION	12
5.2 HERITAGE MANAGEMENT PLANS.....	12
5.3 PLANNING PROCESSES	12
5.4 CURRENT WORKS.....	13
5.5 BUDGET	13
5.6 MANAGING CONFLICTS.....	14
6. HERITAGE TRAINING AND PROMOTION.....	16
6.1 AGENCY STAFF	16
6.2 PUBLIC.....	16
7. HERITAGE MANAGEMENT AND REVIEW	18

EPBC ACT COMPLIANCE TABLE

OOSGG Heritage Strategy 2015	Relevant Schedule 7C Clause
1. BACKGROUND	-
2. THE PROPERTIES	
2.1 Statement of Objective	1a
2.2 Significance	2a/2b/3a
2.3 Property Use	3c
3. THE AGENCY	1c
4. CONSULTATION PROCESSES	
4.1 Government Consultation	1d
4.2 Public Consultation	1e
5. HERITAGE MANAGEMENT	
5.1 Heritage Strategy Operation	1b
5.2 Heritage Management Plans	3b
5.3 Planning Processes	3e
5.4 Current Works	3d
5.5 Budget	3f
5.6 Managing Conflicts	1f
6. HERITAGE TRAINING AND PROMOTION	
6.1 Agency Staff	4a
6.2 Public	4b
7. HERITAGE MONITORING AND REVIEW	1g / 3g

1. BACKGROUND

On 1 January 2004 amendments to the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) came into force. Amendments were also made to the *Environment Protection and Biodiversity Conservation Regulations 2003* (the Regulations). These established a heritage system to identify, protect and manage the natural, indigenous and historic heritage values of places under Commonwealth ownership or control.

Under the EPBC Act (Section 341ZA) each Commonwealth agency that owns or controls one or more heritage places must prepare a heritage strategy and then undertake a review of that strategy at least once in every three year period. Further details of Commonwealth agency requirements under the EPBC Act are available at www.deh.gov.au/heritage.

In accordance with the EPBC Act, in 2006 a Heritage Strategy was prepared for the Office of the Official Secretary to the Governor General (OOSGG) for Admiralty House, Kirribilli and Government House (Yarralumla) Canberra. This document is the 2015 review and development of the Heritage Strategy. It has been prepared in accordance with the EPBC Amendment Regulations 2003 (No. 1). Specifically, it aims to address all matters required under 'Schedule 7C: Heritage Strategies'. A table outlining where specific Schedule 7C clauses are addressed is included at the front of this document.

In responding to the requirements of the EPBC Act, this document provides the Office and its staff with a strategic planning tool, setting out the approach to managing the heritage values of its property estate now and into the future.

2. THE PROPERTIES

The Office, on behalf of the Commonwealth Government, administers the official establishments of the Governor-General of the Commonwealth of Australia. The two heritage properties are Government House in Canberra and Admiralty House in Sydney.

2.1 Statement of Objective

Clause 1a: A statement of the agency's objective for management of its heritage places.

The Office adopts a strategic approach to manage and maintain the heritage values of the two highly significant properties under its stewardship. Through this Heritage Strategy, management plans and other means, the Office is committed to undertaking this role consistent with industry recognised best heritage practice. This commitment is reflected in the Office's strategic planning and reporting documents, ensuring that responsibility for the management of heritage values is understood at all levels and that appropriate resources are allocated to the task.

The Annual Report for the Office reviews the management of the properties over the last three years in accordance with the Heritage Management Plans last reviewed and prepared for Admiralty House by Tanner Architects in 2010 and for Government House by Lovell Chen Architects and Heritage Consultants in December 2009. The official establishments will continue to be managed and maintained to a standard appropriate to their functional use and to preserve them for the benefit of current and future Australians.

2.2 Significance

Clause 2a: An outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property.

Clause 2b: A statement of the time-frames for the completion of:
(i) the agency's heritage identification and assessment program; and
(ii) the agency's register of places and their Commonwealth Heritage values; and
(iii) the agency's report to the Minister that includes details of the program and a copy of the register.

Clause 3a: A description of how the agency's heritage places register will be maintained, updated and made accessible to the public.

In June 2004, under the provisions of the EPBC Act, the Minister for the Environment and Heritage determined that Government House and Admiralty House be included into the Commonwealth Heritage List, as Commonwealth owned or controlled places with significant heritage value. Details of their listing can be found on the Australian Heritage Database at www.deh.gov.au/heritage/index.html.

Government House, ACT (entered as Yarralumla and Surrounds): Place ID 105381.
Admiralty House, NSW: Place ID 105398.

Further information about Government House and Admiralty House, including descriptions of their histories, is also available on the Office's publicly accessible website, www.gg.gov.au.

The Commonwealth Heritage values of the properties, and the ongoing management thereof, are well understood. This understanding has been established through previous Heritage and Conservation Management Plans and other specific planning documents, prepared for each site. These plans have been updated in line with changing legislation, changes to the properties and are regularly reviewed to meet the requirements of amendments to the EPBC Act (refer Section 5.2 Heritage Management Plans).

As part of the process of establishing the heritage management plans required under the EPBC Act for the properties, an identification and assessment of Commonwealth Heritage Values was undertaken through a review of the existing information listed in the Commonwealth Heritage List. This was most recently undertaken as part of the 2010 Admiralty House Heritage Management Plan, prepared by Tanner Architects, and the 2009 Government House Heritage Management Plan, prepared by Lovell Chen Architects. A Heritage Register has also been completed in accordance with the requirements of the EPBC Regulations and this was provided to the relevant Minister in 2007 (Department of the Environment). The Register is publicly available on the Office's website and will be reviewed and updated in conjunction with heritage management plan updates.

2.3 Property Use

Clause 3c: An outline of the existing use, by the agency, of places with Commonwealth Heritage values.

Government House and Admiralty House are the official establishments of the Governor-General and, along with the Lodge and Kirribilli House (managed by the Department of Finance and the Department of the Prime Minister and Cabinet), are two of the Commonwealth's four official establishments. Government House and Admiralty House are places of considerable cultural significance that are held in high esteem by the community.

The performance of the Governor-General's role is facilitated through the organisation and management of official duties, management and maintenance of the official household and property and administration of the Australian Honours and Awards system, this being held at Government House.

Government House and Admiralty House are extensive properties. Combined they comprise over 55 hectares of land and over 20 buildings of varying ages. Both sites incorporate structures that pre-date Federation, and comprise many layers contributing to their cultural significance. The majority of the buildings are not fit for purpose therefore constraining the capabilities of the properties; resulting in a compromise in the delivery of the requirements of Agency.

Government House, Canberra

The Canberra property is where meetings of the Federal Executive Council take place; Australian Honours and Awards are researched and presented; visiting Heads of State, dignitaries and ambassadors to Australia are received; a substantial number of

functions, receptions and events are hosted; and where accommodation is offered to Her Majesty The Queen, Heads of State and dignitaries when visiting Canberra. It is also the private residence of the Governor-General.

The purpose-built Chancery houses Their Excellencies' main working offices and where many business visitors are received. It also serves as the office for the Agency's Executive (the Office). The Honours Building houses the Honours and Awards Branch that provides the support necessary for the Governor-General to carry out their responsibilities relating to the independent administration of the Australian Honours and Awards System. The Sir David Smith building serves as the meeting place for the Council for the Order of Australia, the National Emergency Medal Committee, and the Australian Bravery Decorations Council which consider nominations and make recommendations for awards to the Governor-General.

Many of the out-buildings, which were originally built from the 1860s to the 1940s for largely domestic use, possess varying levels of cultural significance. These buildings are now used for office accommodation to support staff administering activity in support of the Governor-General.

The property also has a public access program that provides for school tours, visits by other community groups, and a variety of activities that include public open days and patronage events.

Admiralty House, Sydney

Like Government House Canberra, Admiralty House is also used primarily to support the role and functional requirements of the Governor-General. It is the private residence of the Governor-General whilst in Sydney.

3. THE AGENCY

Clause 1c: List of key positions within the agency, the holders of which are responsible for heritage matters.

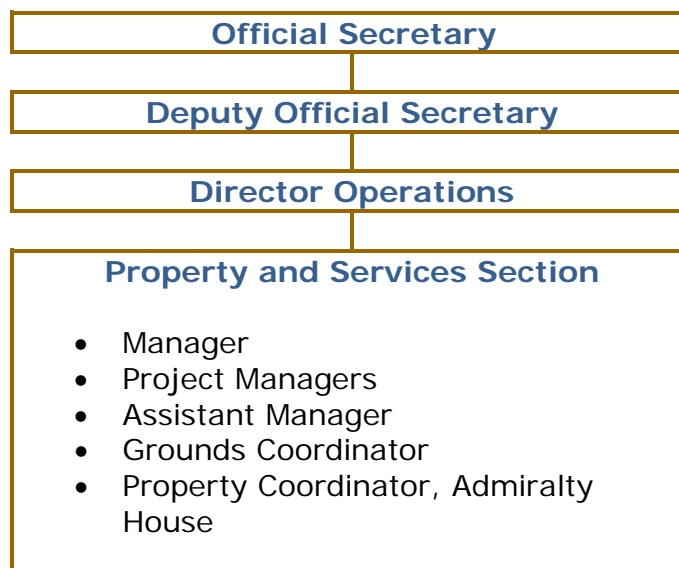
The Office facilitates the Governor-General's role through the organisation and management of official duties. It is also responsible for the management and maintenance of the official household and the two properties, Government House and Admiralty House. The Office is an independent statutory authority established under the Governor-General Act 1974. The Official Secretary to the Governor-General is the Accountable Authority and is responsible for the management and operations of the Office. The Office is structured into branches which report to the Official Secretary in their capacity as the Accountable Authority. The Operations Branch has responsibility for the management of heritage matters, through its Property and Services Section. The Management Committee will approve and direct the property program with the support of its Property Sub-Committee (PSC) whose responsibilities include overseeing delivery and progress of the property program.

Primary responsibility contact:

Director Operations

Currently: Paul Singer
Government House
Canberra ACT 2606
Ph: (02) 6283 520
Email: paul.singer@gg.gov.au

3.1 Key Positions Responsible for Heritage Matters



4. CONSULTATION PROCESS

4.1 Government consultation

Clause 1d: An outline of a process for consultation and liaison with other government agencies on heritage matters.

The Office undertakes consultation and liaison with other government agencies and relevant stakeholders on heritage matters.

Consultation

National Capital Authority

The National Capital Authority is responsible for the administration of the National Capital Plan. This includes consideration of any proposed works within a Designated Area identified under the Australian Capital Territory (Planning and Land Management) Act 1988. Government House (Yarralumla), Canberra is situated within a designated area and therefore any external works at Government House are subject to approval by the National Capital Authority.

Department of the Environment

The Department of the Environment supports the Australian Heritage Council which provides assessment advice to the Minister on nominations to the National and Commonwealth Heritage Lists, and advises property managers of listed places on heritage management plans and strategies.

In accordance with the EPBC Act 1999, the Office seeks advice from the Minister for the Environment for any proposed actions or works that are not included in an approved heritage management plan, and where those actions or works are likely to have a significant impact on the cultural heritage values (being natural, Indigenous and historic heritage values) for the places it manages.

Advice is not required where a heritage management plan endorsed by the Minister is in place, provided the proposed action or works are in accordance with the endorsed heritage management plan.

Liaison

Parliament of the Commonwealth of Australia

The cost of running and maintaining the official establishments is met by the Office from monies appropriated to it for this purpose by Parliament in the annual budget. In accordance with the Governor-General Act 1974, the Office presents an Annual Report to the Prime Minister to be tabled before both Houses of Parliament. Among other matters, the Annual Report sets out details of financial performance, governance arrangements, property management and operational outcomes. The Annual Report of the Office of the Official Secretary to the Governor-General is available at www.gg.gov.au.

Department of Finance

The Office is prescribed under the Public Governance, Performance and Accountability Act 2013 (PGPA Act). This requires the office to work within the framework established by that legislation for the conduct of its financial affairs.

As a central agency of the Australian Government, the Department of Finance (Finance) plays an important role in assisting government across a wide range of policy areas to ensure its outcomes are met, particularly with regard to expenditure and financial management, deregulation reform and the operations of government.

Attorney-General's Department

Physical security for the properties is co-ordinated and managed by the Security Co-ordination Branch (SCB) of Emergency Management Australia which is a division of the Australian Government Attorney-General's Department.

Any SCB operational requirements that may impact upon heritage values are referred to the Office for approval and negotiation in order to achieve outcomes that fulfil security requirements whilst respecting the heritage values of the properties.

State and Local Government Authorities

The Office is not required to consult with any form of Local or State Government for any proposed works or actions to either property. However, the Office does ensure, as far as practical, that all works undertaken at its properties comply in principle with Local Government and State requirements, particularly with regard to work, health and safety considerations.

4.2 Public Consultation

Clause 1e: An outline of process for consultation and liaison with the community on heritage matters including, in particular, a process for consultation and liaison with Indigenous stakeholders on Indigenous heritage matters.

Public accountability for the actions of the Office is ensured through a number of mechanisms which are governed by the various government bodies with whom the Office consults and liaises (see section 4.1). Principal amongst these are the Department of the Environment, through the regulations of the EPBC Act, and the National Capital Authority (NCA). The Heritage Management Plans prepared for both properties may be endorsed by the Minister for the Environment, whilst any works outside of these plans that may impact heritage values are referred to the Minister. In addition, as Government House is within a designated area any external works must be approved by the NCA.

4.3 Indigenous Consultation

The Office is required by the EPBC Act to identify whether there are any Indigenous heritage values at the two properties and this has been undertaken at both sites.

An assessment of the Indigenous heritage values of the Government House site, undertaken as part of the 2009 Heritage Management Plan, concluded that areas with potential heritage value are likely to have been disturbed by the long and widespread modification of the site since European settlement. Similarly, the 2012 Indigenous

Heritage Values Assessment report for Admiralty House found no evidence of Indigenous occupation or activities at the site due to extensive modification by European settlement. This assessment, which included consultation with the Local Metropolitan Aboriginal Land Council, concluded that the site did not possess Indigenous heritage values.

However further consultation and liaison with Indigenous stakeholders will be undertaken should this be required. Any Indigenous consultation and liaison will be in accordance with the Australian Heritage Council Publication Ask First: A guide to respecting Indigenous heritage places and values’.

5. HERITAGE MANAGEMENT

5.1 Heritage Strategy Operation

Clause 1b: A description of how the heritage strategy operates within the agency's corporate planning framework.

The Office's Strategic Plan sets the direction, responsibilities and performance outcomes of the Office in fulfilling its objective of supporting the Governor-General in the performance of their duties.

The Strategic Plan defines the key business and performance objectives for the Office and are implemented through branch operational plans. Branch operational plans cover activities which are necessary in order to achieve the objectives in the Strategic Plan. The Operations Branch operational plans identify management of the properties in accordance with the current Heritage Strategy as a specific activity.

Management tasks identified in this Heritage Strategy have been incorporated into branch operational plans ensuring that the importance of managing heritage values is recognised, that resources are allocated, and that responsibility for the management of heritage values is understood at all levels. Through the established business planning and budgeting processes (refer Section 5.5 Budget) the Office will confirm all proposed tasks at the start of each relevant year and set aside funds for their execution. The Office reports on its activities and achievements in its Annual Report to the Parliament.

5.2 Heritage Management Plans

Clause 3b: A statement of the timeframe for preparing management plans for the Agency's Commonwealth Heritage Places.

The current heritage management plans were developed in 2010 (Admiralty House) and 2009 (Government House). These documents are due for review in 2015.

5.3 Planning processes

Clause 3e: An outline of the process to ensure that Commonwealth Heritage values are considered in the agency's planning for future development, works, divestment or other proposals

In maintaining the integrity and standard of the properties, the Office consults broadly on all proposed major maintenance, property development, landscape and associated works. The heritage management plans for Government House and Admiralty House support the Office's work through providing practical advice and clear guidelines for undertaking any works, whilst respecting the significance and heritage values of the places it manages.

The Office also has a defined property project management process for all major works. This process requires the articulation of the need; development of the specification with the assistance of architects, engineers and other professionals;

consultation with stakeholders; risk analysis; and the tendering of works in accordance with the Commonwealth Procurement Rules. Heritage professionals are engaged to actively assist the Office in managing the heritage values of its properties.

Details of specific consultancy contracts awarded each year are provided in the Office's Annual Report and on the Office's website as required by the Government guidelines.

5.4 Current Works

Clause 3d: An outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values.

Government House and Admiralty House consist of buildings that date from the mid-1800s, the 1920s and 30s, as well as more recent structures. The majority of these buildings require continuous maintenance and repair works, regular conservation works, and upgrades to meet changing building codes, access codes and WHS requirements. The extensive grounds at both properties contain heritage gardens, formal plantings, and other landscape elements that require maintenance and periodic replenishment or replacement. Neither property is proposed for disposal.

The Office is now delivering the final projects under this Vice-Regal Heritage Property Master Plan and is implementing a new Property Works Plan along with this Heritage Strategy in-line with approved funding to continue delivering quality projects and heritage management across the properties. Comment on completed and proposed works will be included in the Office's Annual Report.

5.5 Budget

Clause 3f: A plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values

In the 2015-16 Commonwealth Budget, the Government agreed to an increase in the Office's Administered Capital Budget by \$7.943 million over the forward estimates period to fund an ongoing program of restoration and refurbishment of the two official properties, Government House in Canberra and Admiralty House in Sydney. This will enable the Office to preserve the capability and condition of the two heritage properties, in the national estate, in accordance with statutory obligations and heritage requirements.

On average, the planned expenditure is approximately \$2.6 million per year to sustain the capability, condition and capacity of the two heritage properties. There are no enhancements or additions planned to be undertaken in the immediate future. The Office also has separate funding in its ongoing departmental expenses budget for the maintenance of the properties. This provides for caretaking, building maintenance and gardening functions at the two properties. The current Heritage Management Plans identify long-term conservation, development and maintenance needs for the properties. The Office allocates resources to meet the conservation and maintenance requirements identified within the heritage management plans. The new works identified in the property program will be undertaken provided these works continue to satisfy identified selection criteria and available budget funding. The Office's Annual Report also includes audited financial statements in accordance with Government accounting standards.

5.6 Managing Conflicts

Clause 1f: An outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values.

The official establishments present a number of potential areas of conflict between the management of heritage values and other considerations which are likely to arise, particularly the need to have facilities fit for contemporary use and purpose. These conflicts include:

- The need to modify older buildings to meet requirements of current Building Codes and Standards, especially in the areas of work, health and safety and disability access.
- The need to modify the property, procedures and protocols and security arrangements to facilitate public access.
- The need to maintain capabilities of existing accommodation, originally designed for residential use, to meet contemporary expectations for use in supporting the role of Governor-General. Uses include office accommodation, functions and receptions, accommodation for visiting Heads of State, investiture ceremonies and the private residence.
- The need to modify existing properties to meet increased security measures as required.
- Awareness of environmental issues and the need to respond with improving environmental efficiencies of the properties in line with community and regulatory authority expectations, especially in the areas of water and energy use.
- The implementation of the property program with the concurrent use of the properties by the Governor-General for official activities and as a residence.

These conflicts are varied and sometimes complex to resolve. Effectively dealing with all possible conflicts requires a planned approach for the programming of works and also a level of flexibility to deal with unforeseen circumstances. Planning and conflict resolution processes include:

- Developing pragmatic and functional heritage management plans that clearly assist the office in managing heritage conflicts and matters across the properties.
- Contracting of heritage professionals to assist with the implementation of the works program, where required.
- Seeking occasional advice from heritage professionals in the ongoing management of the properties, cultural heritage values or where conflict arises. This includes seeking advice during early phases of works planning, to avoid unnecessary conflicts in the management of heritage values.
- Reporting to Parliament through the Office's Annual Report.
- Raising the level of awareness within the Office about the heritage management plans, Heritage Strategy, programmed works and heritage management implications.
- Regular reporting on planned works activity to the Office's management committee.
- Provisions within major works contracts for the cessation of works if a significant event occurs that requires access to a space or other functional needs.
- Development of risk management plans for major works that take all foreseen risks into account.

- Consulting with the Department of Environment on heritage matters and referring as necessary any impacting actions that are not part of an endorsed Heritage Management Plan.

6. HERITAGE TRAINING AND PROMOTION

6.1 Agency Staff

Clause 4a: A program for training of agency staff about Commonwealth heritage obligations and best-practice heritage management.

The Office acknowledges the requirement for staff to be trained about Commonwealth heritage obligations and best practice in heritage management. Training courses relating to heritage, conservation and the protection of a place's significant values may be made available to key Office staff as part of continuing professional development schemes (CPD).

Training is also achieved through:

- Ongoing consultation and discussion with heritage professionals, such as heritage architects.
- Understanding of and commitment to the policies set out in the Office's heritage management plans.
- Access to the Department of the Environment website and resource materials available on that site.
- Contractors and tradesman will also be inducted prior to working on the properties to ensure that appropriate techniques for working with and protecting heritage fabric are implemented at all times.
- Participation in training workshops to raise awareness of the heritage values of the place and to ensure appropriate procedures and actions are undertaken to protect aspects of cultural significance.

6.2 Public

Clause 4b: A program for promoting community awareness of Commonwealth heritage values, as appropriate.

Currently public open days, official functions, and media coverage provide the public with an opportunity to appreciate and better understand the heritage values of the two properties. The Office will expand capability in public access and community awareness through a managed program described below. It must be noted that both Government House and Admiralty House are secure properties with highly regulated access to protect senior Government officials and visiting Heads of State and that the program will be sensitive to this requirement.

The following initiatives will allow greater public access to the Office's management of heritage assets and their values through the public access program:

Open days

The Office has a policy of supporting the fund-raising activities of charitable organisations for which the Governor-General is patron. The very popular open days will continue to take place typically annually or as advertised. These provide a unique opportunity for the public to have broad access to the heritage assets across the two sites.

Public performances

Public performances provide a unique setting and access to the property. Past performance opportunities, such as public concerts, have been successful and popular and the Office will continue to support them.

Website

The Office's website provides historical information about the two sites, access to the Heritage Register and describes the functions and roles of each place. The availability of this information and the inclusion of the properties on Commonwealth Heritage List website serve to raise community awareness of the heritage values of these places and the importance of managing and maintaining these values.

The Annual Report and the Heritage Strategy are also published on the website to ensure that the community is aware of how the significant values of each of these properties continue to be protected.

The Office is also committed to seeking public comment through the site and responding to relevant inquiries.

Interpretive signage

The current heritage management plans identify increased capability for interpretation of the properties through the use of signage. This project will consider the types of and locations for informative displays in the vicinity of Admiralty House and Government House. The displays will allow the local community and visitors to each of the areas to identify and understand the significance of the respective properties.

Guided Tours

There are regular visits to Government House by school groups and there are also garden tours conducted by volunteers.

7. HERITAGE MANAGEMENT AND REVIEW

Clause 1g: An outline of processes for monitoring, reviewing and reporting on the implementation of an agency's heritage strategy.

The agency undertakes monitoring, review and reporting on the implementation of the heritage strategy through the following:

- Property Works Plan, prepared every 10 years and under constant review in relation to the agency's requirements.
- Heritage Management Plans, reviewed and prepared every 5 years
- Annual Reports, which incorporate heritage undertakings within the context of the overall functions of the properties
- Reports to Senate Estimates Committee in relation to heritage matters and related expenditure
- Engagement of appropriate heritage expertise for the significance of the properties to provide heritage documentation to satisfy the Agency's requirements under the EPBC Act.

Clause 3g: An outline of the process by which the success of the agency in conserving Commonwealth heritage values will be monitored and reviewed.

In accordance with requirements of the EPBC Act, suitably qualified heritage professionals are engaged to provide the Agency with reviews of existing Heritage Strategy.

The review determines the effectiveness and success of the Heritage Strategy through the following mechanisms:

- Allocation of funding for works that are identified through the Annual Report.
- Works undertaken are supervised by external heritage experts conversant with Commonwealth heritage values and contemporary heritage practice. All works are subject to a heritage impact assessment that ensures the retention and preservation of the heritage values of place.
- Identified heritage assets are maintained and improved consistent with requirements of the EPBC Act.

A report on the implementation of the Office's Heritage Strategy is provided to the Minister for the Environment within 20 days following each review, in accordance with the EPBC Act. This report includes a copy of the current Heritage Strategy and Heritage Register, as applicable.