



Australian Government
Department of Defence

DEFENCE HERITAGE STRATEGY

From A Proud Past to A Better Future



DEFENCE
Heritage

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FORT QUEENSLIFF,
VICTORIA.

*Fort Queenscliff
Queenscliff
Victoria*

FOREWORD

In January 2004 amendments to the *Environment Protection and Biodiversity Conservation Act 1999* came into effect. These amendments encompass a change in the management and protection of heritage values, particularly by the Commonwealth. The change to the Commonwealth legislation for heritage protection formed the basis of a new national heritage system titled *Distinctively Australian*.

The heritage themes now being explored under the amendments, *A Wide and Ancient Land*, *Building the Nation*, and *The Australian Spirit*, are highly relevant to Defence and our people. The theme of the Australian Spirit in particular resonates with us – our sense of mateship arising from the fellowship, selflessness and cooperation that are fundamental to the success of our servicemen and women. The Australian Defence Force reflects the kind of country we are, the role we seek to play in the world, and the way we see ourselves.

The heritage amendments also raise the standard of management of those heritage places owned by the Commonwealth. Defence is ready and willing to meet the challenge this presents and is already well-placed as a leader for both the community and the Australian Government on heritage. This Strategy formalises our position on Defence heritage management, and outlines the future direction of our approach to our heritage assets and values. Central to this approach is continuing to balance Defence capability, resources, our heritage obligations and community expectations.

Defence owns and uses a variety of places that are significant for their cultural, Indigenous, historical, natural and social heritage values. These places are not only significant for their association with Defence and our achievements, but are also important to the broader Australian community. It is important that we manage our heritage places responsibly and openly, demonstrating to the community that we are worthy of their trust in the contribution we make to ensure a positive legacy for future generations.

INTRODUCTION

Heritage places are valuable, scarce and important to the community. They include well-recognised ‘historic’ heritage, as well as ‘natural’ and ‘Indigenous’ heritage. As one of the largest land and property owners in Australia, Defence is responsible for many of Australia’s special heritage places.

Currently Defence has in the order of 120 properties on the Commonwealth Heritage List and in excess of 200 sites listed on the Register of the National Estate. There are also Defence Training Areas and properties in or adjacent to World Heritage Listed sites. Many sites are listed for their natural, as well as their cultural, heritage significance.

Our use of those places across the Defence Estate identified as having heritage values primarily focuses on support and provision of Defence capability, comprising a wide range of operational and training activities by the Navy, Army and Air Force and supporting groups such as the Defence Science and Technology Organisation. Defence also uses some of our heritage properties for housing our service personnel and for certain aspects of our civilian functions.

It is widely recognised that Navy, Army and Air Force invest heavily in managing and experiencing their traditions, culture, museums and memorabilia. The Service museums allow the community to gain an insight into the rich history of our Services. This work meshes well with efforts being made to manage Defence’s heritage places.

This Strategy has been prepared primarily to set the agenda for the new approach to Defence heritage management and to fulfil the requirements under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). It focuses on delivering positive heritage outcomes.

Defence will continue to invest in the conservation of the very best of its heritage places for the benefit of present and future generations. Through better management of our heritage, Defence will continue to have the ability to relate the stories of the men and women who have contributed to Australia’s defence over generations.

Investment in heritage conservation and interpretation is good for Defence because:

- it contributes to valuing and preserving Defence and Navy, Army and Air Force traditions and culture;
- it enhances and provides context to the Australian Defence Force (ADF) working and living environment;
- it improves Defence’s public image and builds bridges with the Australian community; and
- it can play a role in Defence capability, through its contribution to morale, recruitment and retention outcomes.

It is important to recognise that the heritage values already identified across the Defence Estate largely occur within active military establishments. The uses and activities at many Defence Bases and Training Areas often appear to be at odds with the conservation of heritage values. Defence is keen to set the agenda for achieving balanced heritage outcomes that meet Defence capability needs, available resources, our heritage obligations and community expectations. Heritage needs to be seen as just one of the many issues Defence is required to manage in a strategic way. This approach reduces risk and allows Defence to maintain a broad and varied property portfolio with many attributes, values and uses.

It is essential that the heritage management arrangements are integrated into Defence corporate planning frameworks and cascade down into Defence business, budget and management systems. This is already occurring to a large extent, and this Strategy will better inform the Defence planning and reporting systems at all levels.

VISION FOR DEFENCE HERITAGE MANAGEMENT:

“DEFENCE WILL BE A LEADER IN THE MANAGEMENT OF ITS PROPERTIES WITH HERITAGE VALUES. DEFENCE WILL SEEK TO PROVIDE A SOUND BALANCE BETWEEN DEFENCE CAPABILITY AND THE CONSERVATION OF HERITAGE VALUES.”



KISSING POINT FORT,
NORTH QUEENSLAND.

Kissing Point Fort

Kissing Point Fort

RECOGNISING OUR HERITAGE

Valuing Our Heritage

Defence is in the process of assessing heritage values across the Defence Estate to determine which places need to be acknowledged, managed and conserved where appropriate. Defence aims to understand the heritage values of its Estate, which includes large training areas with natural and Indigenous heritage values as well as the built properties. The strong historical associations between the armed forces and certain Defence properties also need to be recognised, valued and managed appropriately.

In response to these challenges, Defence has commenced a ten year program of heritage assessment of Defence properties.

DEFENCE AIMS TO COMPLETE THE IDENTIFICATION AND ASSESSMENT OF COMMONWEALTH HERITAGE VALUES ACROSS THE ENTIRE DEFENCE ESTATE BY 2015.

Defence properties are assessed against the criteria for the Commonwealth Heritage List and identified as part of a program being developed in consultation with Navy, Army, Air Force, Corporate Services and Infrastructure Group (CSIG) Regional Managers, and other relevant stakeholders as required. This program considers the entire Defence Estate, region by region, to identify those places with potential heritage values.

The assessments are being undertaken primarily by consultants from the Defence Environment and Heritage Panel using the Commonwealth Heritage List criteria and consider Indigenous, natural and historic heritage values. Defence also plans to assess our well-known heritage places in preparation for possible nomination for inclusion on the National Heritage List.

The details of the Defence Identification and Assessment Program will be submitted to the Minister for the Environment and Heritage in 2015 in accordance with the Regulations to the EPBC Act.

The Defence Heritage Register

Defence has already developed a Heritage Register of its properties currently included in the Commonwealth Heritage List and the Register of the National Estate (RNE). This Defence Heritage Register will be regularly updated by Defence property managers, CSIG Regional Environmental teams and the Defence Heritage Management Section to ensure that the information remains current.

New features are being added to the Defence Heritage Register so that the available information for each place with heritage values can be monitored in accordance with the EPBC Act. The Defence Heritage Register, which is a component of the Defence Estate Management System (DEMS), will continue to be adapted to best meet Defence's heritage management requirements. This means that if new functionality is required for the wide range of users of DEMS it can be readily provided.

The Defence Heritage Register will be provided to the Minister for the Environment and Heritage in 2015 as part of the report required by the EPBC Act Regulations.

The public version of the register is available at www.defence.gov.au/environment/heritage



WOMEN WORKING IN THE METROLOGY SECTION DURING THE 1940s, DEFENCE SCIENCE AND TECHNOLOGY ORGANISATION, EDINBURGH, SOUTH AUSTRALIA.

Defence Science and Technology Organisation
Working during the 1940s
metrology

MANAGING OUR HERITAGE

The Revitalised Approach to Heritage

Defence Estate and Infrastructure management is large and complex, and the task of delivering optimum outcomes for customers has often been challenging in times of frequent structural reforms and a constrained resource environment. There are also ongoing pressures to reduce the size of the Defence Estate to improve efficiency, become more sustainable and reduce costs. In the past, heritage has not always been treated as something for Defence to manage strategically or commit funds to.

Defence recognises that there is room for improvement in the management of heritage issues across the Estate. The priorities for Defence Heritage Management have been identified as:

- manage the Defence Heritage Estate;
- strong working relationships with Commonwealth heritage authorities;
- improved management of our natural and Indigenous heritage;
- strong internal and external working relationships; and
- improved access to Defence Heritage places

These priorities are addressed in detail in this Strategy.

The Defence Heritage Management (DHM) section was established in 2002 within the Environment, Heritage and Risk Branch of Infrastructure Division, Defence Corporate Services and Infrastructure Group, as part of a new approach to heritage. Since that time, DHM has undertaken extensive work to raise awareness and understanding of heritage obligations and opportunities, and improve the standard and consistency of the management of heritage issues across the Defence Estate. This work has included visits to the Regions, incorporation of heritage management requirements in Defence Environment Management training modules, influence over Infrastructure planning and management processes and the development of heritage products and projects. Contact details for DHM and the Regional Environmental teams are at Annex A.

The management of natural and Indigenous heritage places has been part of the extensive environmental management activity and systems implemented by the CSIG Environment, Heritage and Risk Branch and the Senior Environmental Advisor – Regional Environment Officer network across the country. This will continue.

DHM is working with various areas of Defence to ensure that the identification and management of heritage values is integrated into day-to-day Estate and Infrastructure management with a particular focus on the following business activities:

- strategic planning;
- asset accounting;
- master planning (including master planning for training areas);
- capital works (including proposal development and design);
- maintenance planning and works;
- environmental management (including training areas);
- property management;
- property disposals; and
- communications/public affairs.

Our aim is to provide information, tools, advice and support to all of these areas within Defence to ensure heritage is appropriately considered at the right points in the planning and delivery of projects. Several tools are being developed with the aim of eventually integrating heritage into Defence Estate management as one of the various environmental issues to be addressed. Similarly, Regional Environmental staff will be available to provide advice and assistance on heritage matters.

Due to the considerable size of the Defence Estate it is not possible to list specific redevelopment works or disposal activities in the Strategy, particularly as property sales are commercially sensitive. Defence has public planning information available on these issues (eg. the public Green Book). Defence has modified its planning processes to mandate heritage consideration within these processes. Information about major projects and property disposals will be made available to the Department of the Environment and Heritage as necessary.

MANAGING OUR HERITAGE

Leading the Way

The approach to management of our heritage has changed considerably in recent years. The Minister for Defence, Parliamentary Secretary, Chief of the Defence Force and the Secretary, Chiefs of Services, Group Heads, Division Heads and Regional Managers have embraced the need to better manage our shared heritage. Defence is committed to recognising the heritage values that exist across the Defence Estate and managing them through a balanced approach. Capability remains our key priority, and we can manage our heritage in a way that actively supports that capability.

Defence is already Commonwealth leader in environmental management, demonstrating that it can use the environment responsibly while maintaining operational and capability requirements. This is certainly no easy task, given the size of the Estate and the type of activities the Navy, Army and Air Force need to undertake in it. Defence is proving itself up to this challenge, implementing strategies to ensure it meets, if not exceeds, the Australian Government's environmental requirements in many areas. Heritage is another aspect of the environment in which we work, train and live which needs to be managed in a sustainable way. With a sound environmental management system in place, Defence is already well underway to ensuring that we are managing our heritage places appropriately.

Defence is also under pressure to become more sustainable in the use of available resources. The sale of Defence property is part of this process and often requires consideration of heritage issues. Defence is committed to identifying heritage issues in a timely manner, considering heritage at the start of the disposal process, and providing a level of ongoing protection that satisfies Defence and the Minister for the Environment and Heritage.

Understanding Our Heritage

There are a range of heritage issues that are part of the overall management of the Defence Estate. Defence is taking a strategic approach to heritage to ensure that it can make informed and balanced decisions about our heritage assets. To do this, Defence needs to understand the range of heritage values that exist across the Defence Estate. This is why Defence has commenced the identification and assessment program described in the previous section: *Recognising Our Heritage*.

With a clear picture of our heritage, Defence is able to make decisions about our activities with a full understanding of how they could affect the heritage values of our assets, and find alternatives that reduce negative impacts wherever possible. Defence can also plan its projects with a solid understanding of heritage issues up-front, so that negative impacts can be avoided where possible.

In addition, Heritage Management Plans (HMPs) are being developed for places on the Commonwealth Heritage List and will provide the policies and plans for managing the heritage outcomes for those places. Defence HMPs will outline actions required for the wide variety of managers and contractors to manage the heritage values of these places. These will be consistent with the requirements for such plans under the EPBC Act.

Defence Business and Heritage

Defence has a formal business process for planning, development and approval of infrastructure requirements and associated projects. The Two Stage Process involves the identification of a requirement and the subsequent development approval and delivery of a facility or asset, which is assessed against strategic guidance and Defence capability planning. The Corporate Services Infrastructure Requirement (CSIR) then goes through two levels of planning and analysis called the First Stage and Second Stage. The First Stage involves the preparation of a Strategic Business Case that sets the boundaries for detailed project development and seeks the resources required for this work. The Second Stage involves a Detailed Business Case that presents a mature proposal and seeks funding for project approval.

MANAGING OUR HERITAGE

As each project progresses through this process advice and clearance is required from Defence Heritage Management. This process provides the opportunity for environment and heritage issues to be factored into these projects from the CSIR through to the Detailed Business Case.

Defence is committed to maintaining its leadership on heritage management for the Commonwealth. The success of the implementation of the Strategy will be monitored by DHM. The goals and targets set in this Strategy have been included in the DHM work program which is reviewed on a regular basis in conjunction with the Defence budget cycle process. DHM will continue to work with the Defence Groups, Services and Regions as it monitors the progress of the implementation of this Strategy.

A key measure of the successful implementation of this Strategy is Defence's performance on the conservation of Commonwealth heritage values. The preparation and implementation of HMPs, consideration of heritage values at the start of any works or disposal program, and seeking alternative actions so that significant impacts are avoided are central elements of Defence's approach to responsible heritage management.

DHM is also responsible for the preparation of the Defence Heritage Report, which will report on the implementation of the Strategy. The Defence Heritage Report is outlined further in this Strategy.

Creswell

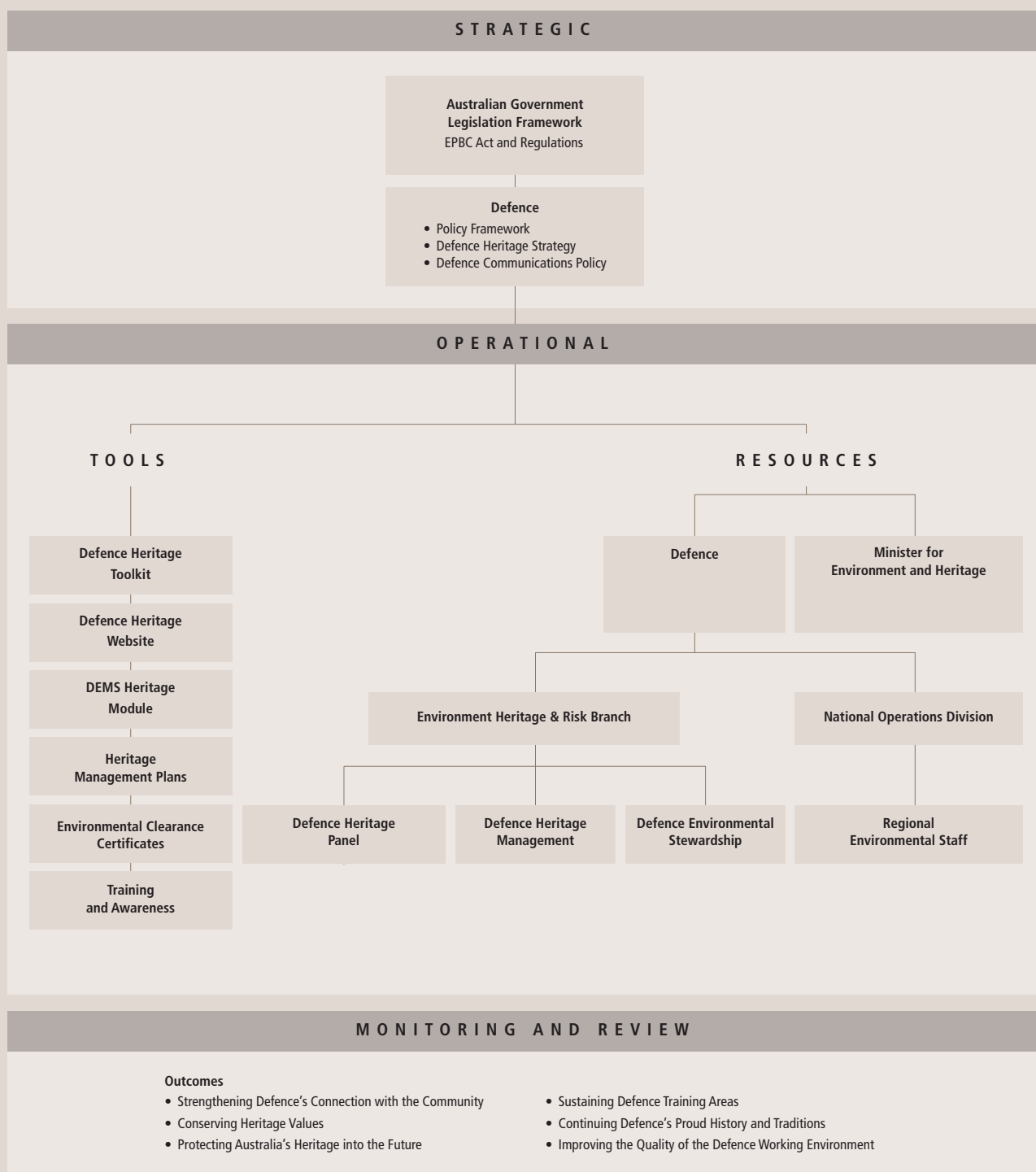


HMAS CRESWELL, JERVIS BAY,
NEW SOUTH WALES.

HMAS Creswell

THE DEFENCE HERITAGE MANAGEMENT SYSTEM

Defence is in the process of developing the Defence Heritage Management System to assist the various parts of Defence effectively manage their heritage issues. The System, when complete, will include this Strategy, the Defence Heritage Register, the revised Defence Heritage Toolkit, Heritage Management Plans, the Defence Heritage Panel, and the heritage module in the Defence Estate Management System (DEMS).



THE DEFENCE HERITAGE MANAGEMENT SYSTEM

Defence Heritage Toolkit

The Defence Heritage Toolkit will be available via the Defence heritage webpage www.defence.gov.au/environment/heritage as well as in hard copy, and will provide practical, step-by-step advice on a range of Defence heritage issues. Topics to be covered include the disposal of Defence property with heritage values, Indigenous heritage management guidelines, heritage in strategic planning, heritage and acquisitions, and the requirements for Defence HMPs.

The guidelines will be tailored to a range of users including Estate Planners, CSIG Regional Managers, Base Commanders, Base Managers, Project Deliverers, Maintainers, Contractors, Property Disposers and Environmental staff. The Toolkit will supplement the Strategy with more detailed guidance on the management of our heritage.

Heritage Management Plans

Several HMPs are currently being prepared for Defence properties with heritage values. The Plans will provide practical and specific guidance to assist all relevant Defence personnel at each property to manage its heritage values in accordance with the EPBC Act and its Regulations.

Defence will prepare HMPs for all places currently included on the Commonwealth Heritage List by 2015. These will be programmed in response to redevelopment pressures and available funding each financial year.

Defence needs documents that establish the heritage values and provide practical, forward looking advice and options for managing its heritage places. Defence has challenged the heritage industry to revise their approach to the preparation of HMPs and provide more user-friendly and action focused documents. Our aim is to provide plans that can be readily used and implemented by their broad audience, including property managers, users and other key decision makers. HMPs also need to reflect an accurate understanding of Defence business and other pressures on the site.

Environmental Clearance Certificates

A key element of the Defence Heritage Management System is the application of the Environmental Clearance Certificate (ECC) process. Where an activity is considered unlikely to have a significant impact on the environment (including heritage) by Defence environment staff, it does not need to be referred to the Minister for the Environment and Heritage for further consideration under the EPBC Act. Instead, an ECC can be used to apply a range of conditions that must be adhered to in the undertaking of the activity to ensure adverse impacts are avoided or minimised so that a significant impact on the environment does not occur. They are an internal mechanism used to apply certain constraints and safeguards upon activities to ensure Defence maintains its high level of environmental management. The certificate must be agreed to and signed off by the Senior Environmental Advisor or Regional Environmental Officer and Senior Managers.

OUR AIM IS TO DEVELOP AND IMPLEMENT THE DEFENCE HERITAGE MANAGEMENT SYSTEM SO THAT IT CAN BE INTEGRATED INTO THE CURRENT DEFENCE ENVIRONMENTAL MANAGEMENT SYSTEM.

The Defence Environment and Heritage Panel

The current Defence Environment and Heritage Panel was appointed in February 2004 by the Environment, Heritage and Risk Branch in CSIG. The establishment of the Panel allows Defence to develop long-term relationships with industry and improves industry's understanding of Defence heritage requirements. The Panel arrangement provides ongoing competition through a streamlined engagement process and provides a framework to manage the performance of the consultants.

THE DEFENCE HERITAGE MANAGEMENT SYSTEM

Panel activities range in scope from providing strategic level advice, preparing assessments under environmental legislation, to involvement in heritage management projects and carrying out tasks in support of the Defence Environmental Management System. The Panel will operate for a period of three years. It features an increased focus on the provision of heritage services, reflecting the priority placed upon heritage issues by Defence.

A heritage advisory service has also been established within the Panel framework. Details on the use of the Defence heritage Advisory Service are available via www.defence.gov.au/environment/heritage

Conflict Resolution in the Defence Heritage Management System

Heritage values are not always readily appreciated or accepted. Both internal and external conflict can occur over a range of matters regarding heritage places. Conflict can arise from determining whether heritage values exist and what level of importance the values may have. DHM aims to find a balance between managing places for their heritage values and other uses.

Where the heritage value of a place is in question, Defence will seek expert advice to confirm the overall significance of these values of a place. Reference to heritage industry standard guidelines will be made as necessary. These include the *Burra Charter*, *Ask First* and the *Natural Heritage Charter*.

Defence will seek to resolve conflicts over the management of heritage places informally and through mediation wherever possible. DHM can provide advice on these matters and facilitate the use of independent heritage experts.

New South Wales



GARDEN ISLAND, SYDNEY,
NEW SOUTH WALES.

Garden Island, Sydney, New South Wales

COMMUNICATION, EDUCATION AND TRAINING

DHM has been actively implementing the Defence Heritage Communication Strategy. The Communication Strategy aims to alert both internal groups within Defence and key external stakeholders to the revitalised approach to Defence heritage issues. It also aims to communicate key messages on the management of heritage within Defence; we cannot keep everything but we will apply balance to our decisions, and heritage issues are a way of actively engaging the community to increase their understanding and appreciation of Defence.

It is essential for Defence personnel to understand that heritage does not need to be a 'show stopper' for our projects, and can often provide opportunities to improve our environmental outcomes and connections with the broader community. It is also important that Defence continues to have the support of heritage authorities through the provision of practical advice and understanding of the particular pressures on the Defence Estate and whole of government outcomes.

The Defence Heritage Report provides an update on our progress on a range of Defence heritage issues, including some case studies illustrating our achievements, and will outline our direction for the future. The first Defence Heritage Report was released in November 2004. In the future the Defence Heritage Report will form the basis of the reporting requirement to the Minister for the Environment and Heritage under the EPBC Act on the implementation of this Strategy.

THE DEFENCE HERITAGE REPORT WILL BE THE METHOD OF REPORTING ON THE IMPLEMENTATION OF THIS STRATEGY AND OUR SUCCESS WITH CONSERVING THE HERITAGE VALUES ACROSS THE DEFENCE ESTATE TO THE MINISTER FOR THE ENVIRONMENT AND HERITAGE.

DHM will work closely with the Navy, Army and Air Force and CSIG Regional Environmental teams to review progress against this Strategy. The results of the Defence Environmental Performance Reporting Framework will also assist with monitoring heritage performance across the Estate. The Defence Heritage Report will include examples of positive heritage outcomes, heritage performance issues and progress with implementing the identification, assessment and management planning goals established in this Strategy. The implementation of this Strategy will be monitored by the progress against the targets identified in the Summary section.

The Defence Environment and Heritage Policy includes the objective to provide education and training in support of the creation of an environmentally aware culture within Defence. The Defence Environment Management System (EMS) also includes the requirement for regular environment and heritage awareness training.

A key component of our Strategy is the development and delivery of diverse training modules that focus on a range of Defence activities and groups that affect heritage outcomes. Environmental training packages have been developed to include various aspects of Defence Heritage management such as our legislative obligations and policy requirements. Our goal is to provide relevant and succinct training and supporting information on heritage across Defence, and to quickly respond to requests for training and awareness sessions within our organisation. Defence will also continue to provide information and advice to heritage authorities on Defence Estate management issues.

Heritage training and awareness is already included in the annual Defence National Environment Conference, the Quarterly Defence Senior Environmental Advisors Forum and monthly CSIG induction sessions. Pre-exercise briefing and training is also provided on Defence Training Areas, which includes information on legislative obligations and 'no go' zones for areas of environmental and heritage sensitivity.

COMMUNICATION, EDUCATION AND TRAINING

Each of the Services now has environment and heritage awareness included at various stages of their curricula. There is also regular training in each region at major Bases, ranging from general awareness through to more detailed and tailored training for specific projects and works. The Defence Online E-Learning facility, CAMPUS also includes a training module on environmental awareness that is accessible to all Defence users on the Defence Restricted Network.

Defence remains committed to providing clear and consistent information about Defence heritage issues, and will continue to do so through the work of DHM in cooperation with the Defence regional environment network, the Environmental Training Unit and Department of the Environment and Heritage.



KESWICK BARRACKS,
SOUTH AUSTRALIA.

*Keswick Barracks
South Australia*

PRIORITIES FOR DEFENCE HERITAGE MANAGEMENT

Priority 1

Manage the Defence Heritage Estate

Proactive management of our heritage will mean that Defence can be a leader in delivering heritage outcomes for both the Commonwealth and the community. This approach will also allow for the realisation of opportunities that may have otherwise not been recognised. For example, redevelopment of bases in the Estate can result in areas becoming heritage precincts, available for public access, and enabling the relocation of existing functions – such as military museums – to be more accessible to the community. Business precincts can also be established, in some cases reusing heritage buildings, to provide on-site services such as childcare centres, function centres and training facilities where these are compatible with capability, safety and security requirements.

The reuse and adaptation of heritage buildings is one of the best ways to protect heritage places, and it can also result in both budget and energy savings – refurbishment can be cheaper than the construction of a new building, which can mean less whole of life resources are used. Some heritage buildings are already well suited to Defence requirements, providing the right setting for the operation of groups such as the Defence Community Organisation. Houses previously used as residences can be readily adapted to provide a family-friendly environment, thereby sensitively supporting our Service personnel and their families. Other Defence buildings such as mess halls have been modified to conference centres. It is unrealistic to aim to keep all heritage assets, however, we should retain enough of the key places in an appropriate form to ensure the important stories of the Navy, Army and Air Force are recognised and preserved for present and future generations of Australians.

Priority 2

Strong working relationships with Commonwealth heritage authorities

Our relationship with the Department of the Environment and Heritage and the new Australian Heritage Council is another priority, as this is essential to our ability to manage heritage issues affecting the Defence Estate. Defence is committed to maintaining the positive working relationship that has been developed with DEH.

Priority 3

Improved management of our natural and Indigenous heritage

One of our priorities is to better recognise the natural and Indigenous heritage values that exist across the Defence Estate. Up until recently Defence has tended to focus on our built heritage because it is the most readily recognised part of Defence heritage, but we are committed to the effective and appropriate management of all heritage values across the Estate. Our existing Environmental Management Plans for Defence properties generally address natural heritage issues and values. The preparation and revision of these plans in the future will ensure natural, and in some cases Indigenous, heritage values continue to be managed in accordance with the new heritage legislation.

The utilisation of certain Defence facilities, particularly our vast training areas, is influenced by the concerns and expectations of Indigenous communities. Defence's approach to the management of Indigenous heritage values on training areas where safety is the primary consideration is under development. The first in a series of workshops on these issues for Defence was held in June 2005. The aim for these workshops is to shape the direction of our future management and consultation processes for Indigenous heritage issues affecting the Defence Estate.

PRIORITIES FOR DEFENCE HERITAGE MANAGEMENT

Priority 4 Strong internal and external working relationships

Defence is committed to further developing strong working relationships both internally and externally. Defence will endeavour to ensure the Navy, Army, Air Force, other Defence groups, Defence Legal Services, Defence Security, Service History Units, the Defence Housing Authority (DHA) and State and local governments continue to be consulted and have direct involvement in decisions about Estate and Infrastructure aspects of our heritage.

Many Defence Bases include heritage listed residences that are managed by the DHA. Defence is currently working with DHA to implement a heritage management framework that will ensure these residences are managed in accordance with the EPBC Act. Defence is also exploring opportunities to prepare joint HMPs at certain sites, which will provide comprehensive and cost effective documentation for both agencies.

Our work with the Department of Veterans' Affairs and the Australian War Memorial is essential to presenting the stories of our people and special places.

Priority 5 Improved access to Defence Heritage places

Telling our heritage stories through open days, public access and visitation to a museum or visitor centre at a Defence base provides a connection with the broader community, promoting our proud traditions and demonstrating the rewards of serving with Australia's Defence Forces. Through the Opening the Doors initiative, Defence is developing a program of events, such as open days, and consolidating information on the military museums across the country. This program will be promoted to highlight some of Defence's unique heritage places, provide public access (where appropriate) to certain sites and give an insight into Defence culture. Security, public health and safety and insurance issues will be an important consideration for this program.



C130 RAAF PLANE
FLYING OVER GORGE.

*RAAF Hercules
Plane*

WORKING WITH OTHER AGENCIES AND THE COMMUNITY

Defence is committed to genuine consultation with government agencies and the community on certain heritage matters as appropriate. Defence will undertake this consultation in accordance with the requirements of the EPBC Act and Regulations.

Defence is required to consult with other government agencies and the community including Indigenous stakeholders from time to time about heritage issues. The agencies to consult with include the Department of the Environment and Heritage, the Attorney General's Department, the Department of Finance and Administration, the Department of the Prime Minister and Cabinet and State and Territory heritage authorities.

There are several different areas within Defence that can assist with the consultation process with these agencies, the broader community and Indigenous communities. These include DHM, the Regional Environmental teams and Defence Property Services. Defence Property Services provides guidance on Native Title matters.

Government Consultation

Inter-government consultation is usually required for heritage issues that sit outside those matters that can be addressed through the standard referral and advice processes under the EPBC Act. An example of such an issue is a property disposal that may require ongoing heritage protection during and after the sale process that also involves extensive work to the property. Consultation with the relevant State heritage authority can assist with resolving the issues that arise in relation to a property leaving Commonwealth ownership. The Department of the Environment and Heritage can advise on different options that would be developed by a Defence consultant, which would usually be from the Defence Environment and Heritage Panel. An outline of the consultation process to follow is provided at Annex B.

Community Consultation

Defence is required to consult with the community from time to time on certain heritage matters, usually when it is preparing HMPs for places included on the Commonwealth Heritage List. Defence heritage panel members will continue to be tasked with the preparation of HMPs and will

be primarily responsible for coordinating community consultation as appropriate. It is important to note that certain information about Defence properties is subject to security controls and Defence will continue to work with the community as far as practicable where these constraints may apply.

Community consultation can help Defence to build and maintain support and credibility about its performance on heritage management. Keeping the community informed can also ensure a better understanding of why Defence is making certain changes or decisions affecting its heritage properties. While community consultation requirements differ to some extent for each Defence property with heritage values, there are some key steps that should be followed when working with the community. These are provided at Annex C.

Working with Indigenous Communities

Defence is responsible for the management of several properties that include areas that are important to Indigenous communities. As already stated in this Strategy, Defence is committed to improving its management of Indigenous heritage values across the Estate. Appropriate consultation with Indigenous people is central to making these positive changes. Defence's existing environmental management systems include the management of a number of places with Indigenous heritage values. Indigenous Land Use Agreements also exist for other Defence properties.

The consultation process outlined in *Ask First – A guide to respecting Indigenous heritage places and values* is the model to be used by Defence on Indigenous heritage matters. This document is available online at www.ahc.gov.au/publications/indigenousheritage/index.html or in hard copy from the Department of the Environment and Heritage. A flow chart outlining the Indigenous Heritage Management Process from *Ask First* is provided at Annex D.

As Defence is still in the early stages of its development of models for managing Indigenous heritage values, it is important to work closely with DHM on projects that may affect these heritage values.



PUCKAPUNYAL MILITARY
TRAINING AREA, VICTORIA.

Puckapunyal
Military
training area

Military training

RESOURCES – HOW ARE WE MAKING THIS HAPPEN?

A key aspect of the Strategy is to ensure Defence has the planning tools and information to shape priorities and to influence budget outcomes at all levels of the Infrastructure life cycle. Funding for heritage issues comes from a number of sources which are outlined below.

Funding for the long-term maintenance and conservation of Defence heritage places is available through the annual budget allocation for Facilities and Operations (FACOPS). Access to these funds is through a bidding process based on a range of risks including legislative compliance. The amounts allocated in each region for conservation works therefore varies year to year.

General maintenance works are undertaken under the contracts Defence has in place in each region for Garrison Support Services and Comprehensive Maintenance Contracts. Again the funding levels vary between regions.

Major Heritage Projects

Approval may be given for specific major heritage projects, which will follow the normal Government, Defence, Infrastructure approval and planning processes, and have their own CSIR and place in the Defence Green Book. Examples of such projects include the creation of the Navy Heritage Centre at Garden Island in Sydney and new display facilities for the Army Aviation Museum at Oakey in Queensland.

Capital Works Projects

An element of Capital Works Projects can be directed towards achieving heritage outcomes, particularly base redevelopment projects. The documentation in the two stage process will include these objectives, deliverables and corresponding budget. More detailed project development and design documentation will reflect the earlier commitments to the planning process. This may include adaptive re-use of existing heritage precincts where appropriate. Examples of such arrangements are heritage precinct work as part of the Canungra Base redevelopment, and redevelopment of RAAF Bases Darwin, Richmond and Townsville.

Heritage Management

To support the revitalised approach to managing Defence heritage, resources will be required for a range of corporate products. There primarily will be funding from the DHM budget. Examples of these corporate products are the Heritage Strategy, Heritage Register, Heritage Toolkit, Heritage Report, Communication and Training Initiatives, Heritage Assessments, Studies and Thematic Reviews. Another fundamental dimension of Heritage Management is achieved through the development and implementation of HMPs. The Commonwealth heritage legislation requires Defence to have HMPs for all places on the National and Commonwealth Heritage Lists. The funding for the HMPs can be from the centrally managed DHM budget or from the FACOPS budget for a particular region.

A formal heritage works program will be developed over time, flowing from the actions identified in the HMPs.

Regional Heritage Projects

CSIG Regional Environment and Heritage staff can also bid for heritage management or works projects as part of their routine planning and budget cycle within their region. Naturally these bids will be subject to both regional and central prioritisation processes. Not only are many of these tasks linked to legislative obligations, but also they are positive in their return to Defence values, culture, traditions, morale and ultimately to Defence capability through recruitment and retention outcomes.

The justification of the injection of additional funding for the FACOPS budget included environmental and heritage compliance.

RESOURCES – HOW ARE WE MAKING THIS HAPPEN?

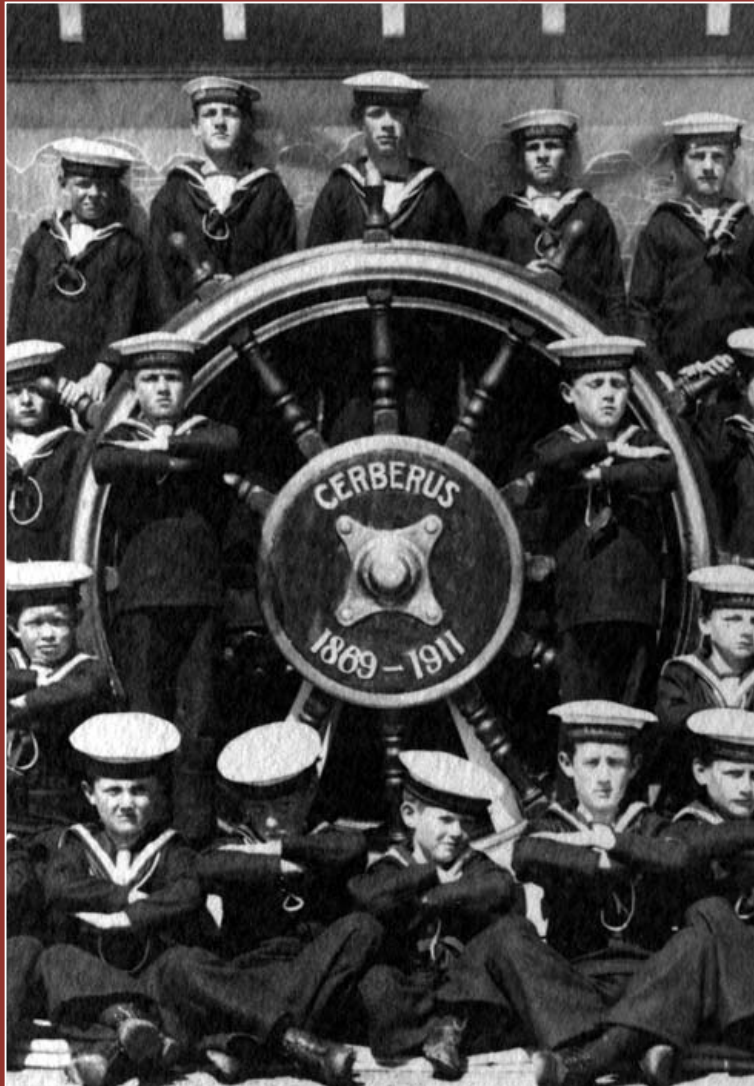
Routine Maintenance

Much of the funds required in support of heritage assets still in use should flow from routine maintenance planning and the FACOPS program. Defence needs to start building a base in that program that takes account of our legislative obligations, policy direction and supporting the CSIG agenda of creating the best working and living environment possible. That is not to say that we are trying to save everything and return all assets to their original condition, but rather develop and maintain 'living heritage' in a balanced way. The contribution of effective HMPs which provide guidance on heritage significance, risks, and priorities is critical in this regard. There is more flexibility in working with heritage assets than most people realise and the costs involved don't have to be excessive. Much of the work on heritage assets is routine maintenance that would be naturally carried out on 'normal' working and living assets, so keeping it simple should be a key objective.

Commercial and Non-Government Opportunities

As Defence progresses with the strategic management of Defence heritage it needs to explore alternative sources of funding from Defence Industry, State Governments, Councils/Shires and other commercial organisations. This is particularly relevant for initiatives supporting the *Opening the Doors* program. Sponsorship or partnership with non-Defence organisations for open days, visitor centres, museums and interpretative centres may be possible where there is mutual benefit in such arrangements. Commercial activities (eg conference centres, cafeterias, child care, education facilities) may be complementary activities.

There are also projects that can be undertaken in conjunction with non-Government organisations and volunteer groups, providing indirect funding and in-kind assistance. These projects can include the maintenance of natural heritage areas through land management action such as weed control.



YOUNG CADETS AT
HMAS CERBERUS, 1925
VICTORIA.

Victoria

*Young cadets
HMAS Cerberus*

SUMMARY OF OUR HERITAGE COMMITMENTS

Timing	Deliverable
June 2006	Revised Defence Heritage Toolkit Available Online
2008	Defence Heritage Report: Report on the implementation of this Strategy
By 2015	Identification and assessment of Commonwealth Heritage Values over the Defence Estate
By 2015	Provision of the finalised Defence Heritage Register and the Identification and Assessment Program to the Minister for the Environment and Heritage
By 2015	Heritage Management Plans in place for all Defence properties currently entered on the Commonwealth Heritage List

Victoria



RAAF BASE POINT COOK,
VICTORIA.

*RAAF Base
Point Cook*

ANNEX A: DEFENCE HERITAGE CONTACTS

Defence Heritage Management - National Office

Director, Defence Heritage Management
Ph: 02 6266 8060

Assistant Director
Ph: 02 6266 8098

Executive Officer
Ph: 02 6266 8094

Heritage Officer
Ph: 02 6266 8097

Senior Environmental Advisors

South Australia
Ph: 08 8259 7230

Sydney Central
Ph: 02 9377 2250

Western Australia
Ph: 08 9311 2252

Southern Victoria and Tasmania
Ph: 03 9282 3210

ACT/Southern NSW
Ph: 02 6266 8724

Central Northern NSW
Ph: 02 4964 7339

South Queensland
Ph: 07 3332 7721

North Queensland
Ph: 07 4771 7289

Riverina Murray Valley
Ph: 02 6055 2859

Northern Territory/Kimberley
Ph: 08 8935 4675

ANNEX B: GOVERNMENT AGENCY LIAISON PROCESS ON HERITAGE ISSUES

Commonwealth Heritage Authority

Major projects and certain works on Defence places with heritage values may require consultation with other Commonwealth, State and Territory heritage agencies from time to time.

Defence Heritage Management (DHM) is the technical authority in Defence for heritage issues and provides guidance on when inter-agency consultation will be necessary. To ensure potential heritage issues are addressed early in the project planning process, advice from DHM should be sought.

Step 1

Determine what heritage issues require consultation. DHM can advise whether external consultation is necessary and which agency/agencies to consult.

Step 2

Agree with DHM on method of initial contact. This may be an informal discussion at officer level, or via a formal letter depending upon the complexity and sensitivity of the matter.

Step 3

Determine whether DHM should facilitate the inter-agency liaison, depending upon the complexity or sensitivity of the project.

Step 4

Work through the issues informally where possible and prepare written documentation as required.

Step 5

Agree on the requirement for any further consultation with DHM and the respective agency/agencies.

For more complex, detailed or longer-term projects DHM can provide ongoing support and advice throughout. The Defence Environment and Heritage Panel will also be utilised as appropriate.

ANNEX C: COMMUNITY CONSULTATION PROCESS

The process for consultation with the community should involve the following steps:

Step 1

Determine the objective for the consultation process. Do you want to inform the community, seek further information or views on proposals or explore conservation and management options?

Step 2

Determine the appropriate level of consultation required. For the preparation of Heritage Management Plans (HMPs) for an individual site, an invitation to submit comments or a workshop is often satisfactory.

Step 3

Check the public notice requirements of the EPBC Act and Regulations and take action accordingly. DHM can advise on this process if required.

Step 4

Define the community interest and identify who should be involved. The Regional Environmental Teams will be able to provide guidance on different interest groups, and the heritage consultant will be responsible for assisting Defence with identifying external key stakeholders.

Step 5

Consider if a Community Consultation Plan is required. This can be developed by a heritage consultant and for the preparation of HMPs is usually incorporated into the detailed proposal.

Step 6

Keep a record of consultation outcomes.

Step 7

Determine the consultation method. This depends on the level of consultation required and ranges from public notices through to public hearings, workshops and surveys. The method selected needs to ensure that the community is informed, heard and able to put forward ideas or concerns.

Step 8

Be prepared for conflict. Where possible identify up-front issues that may be a cause of conflicting views within the community. Where the conflict is between a small group of participants it may be possible to hold separate discussions to work through their concerns. However it may be more appropriate in some circumstances to address the conflicting issues in an open forum so that everyone can be involved in working through the issues of contention. Not all conflicts can be resolved to everyone's satisfaction. It is important that the issues are acknowledged and a balanced outcome for Defence is achieved.

Step 9

Report outcomes back to the participants. This can be done verbally through a follow-up workshop or in written form.

Step 10

Review the lessons learnt through the consultation process. This will assist with the project itself as well as future consultation activities.

ANNEX D: INDIGENOUS COMMUNITY CONSULTATION PROCESS

The following flow chart is taken from *Ask First* to provide some simple guidance on the Indigenous Heritage Management Process.

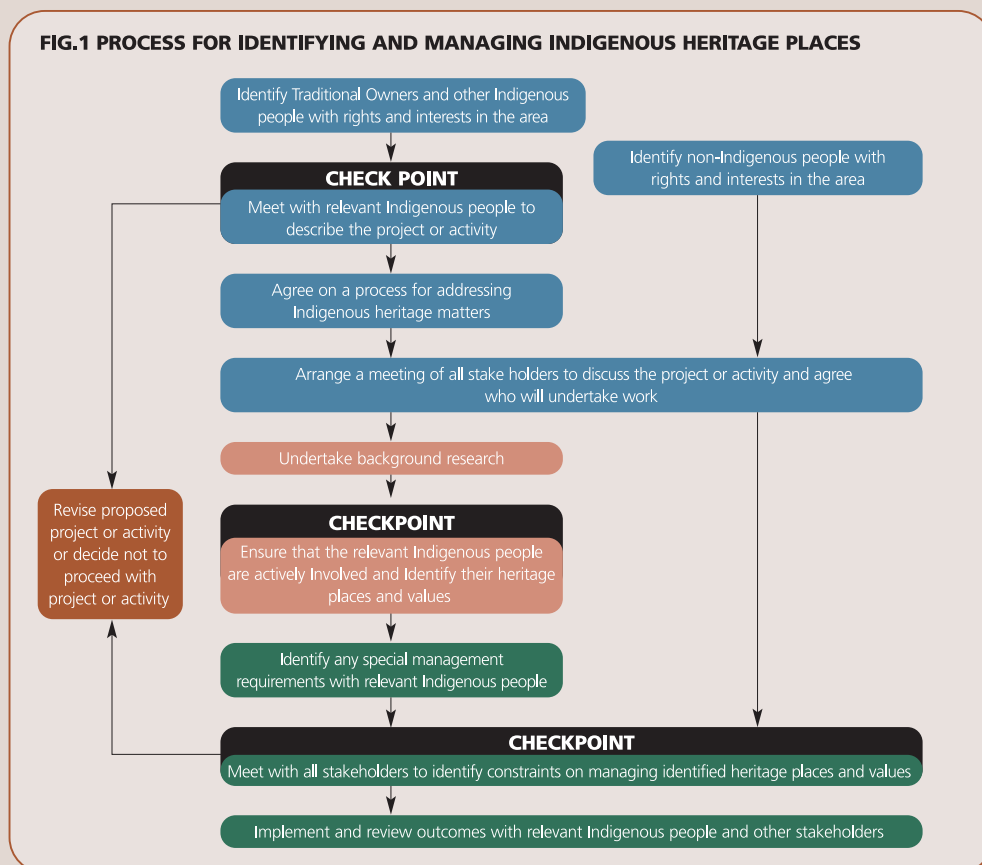
At each checkpoint do the following:

Actions

- Establish if Indigenous people agree to the project or activity.
- Accept that Indigenous people may not articulate the reasons for opposing a project or activity, particularly where it may impact on an important heritage place.

Hints

- Consider applying the precautionary approach where Indigenous people do not support the project or activity, recognising that Indigenous people may use State/Territory legislation to protect their heritage.
- Revise the project and return to the checkpoint at phase two.



At each checkpoint do the following:

ACTIONS

- Establish if Indigenous people agree to the project or activity.
- Accept that Indigenous people may not articulate the reasons for opposing a project or activity particularly where it may impact on an important heritage place.

HINTS

- Consider applying the precautionary approach where Indigenous people do not support the project or activity, recognising that Indigenous people may use State/Territory legislation to protect their heritage.
- Revise the project and return to the checkpoint at phase two.

Defence gratefully acknowledges the permission of the Department of the Environment and Heritage to reproduce this information in *Ask First*.

DEFENCE
Heritage



Australian Government
Department of Defence