

Godden Mackay Logan

Heritage Consultants



Lake Burley Griffin and Adjacent Lands

Heritage Management Plan
Volume 4—Dam and Bridges

Final Report

Report prepared for the National Capital Authority

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Report Register

The following report register documents the development and issue of the report entitled Lake Burley Griffin and Adjacent Lands, Heritage Management Plan, Volume 4—Dam and Bridges, undertaken by Godden Mackay Logan Pty Ltd in accordance with its quality management system. Godden Mackay Logan operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2000.

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1.0 Introduction

1.1 Background

In February 2006 Godden Mackay Logan Pty Ltd (GML) was commissioned by the National Capital Authority (NCA) to prepare a Heritage Assessment and Heritage Management Plan (HMP) for Lake Burley Griffin and adjacent areas of National Land, including Stirling Ridge and the western side of Yarramundi Reach, Canberra (the Study Area). The first stage of work resulted in a Heritage Assessment finalised in June 2007. It provided the heritage values assessment upon which the second stage of work has been based. This report completes the second stage of the project and provides a Heritage Management Plan for the identified Commonwealth and National Heritage values of the Study Area in order to fulfil the obligations of the National Capital Authority under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwth) (EPBC Act). This Act requires Commonwealth agencies to prepare heritage assessments of places in their ownership or control and, should the place be found to possess Commonwealth Heritage values, to prepare a management plan which sets out how the agency will manage the identified Commonwealth Heritage values.

1.2 Study Area

The study area boundary (shown in Figure 1.1) is defined in the study brief by the National Capital Authority as:

the northern boundary of the lake edge from the entrance of the Molonglo River into east basin to Scrivener Dam (including the dam) and return along the southern lake boundary to the entrance of the Molonglo River into east basin. It includes east basin, central basin, all the lake from west basin to Scrivener Dam including the islands and lake floor. It also includes the land between Yarramundi Reach and the Tuggeranong Parkway and Attunga Point, Stirling Ridge and Stirling Park.

1.3 The Structure of the Lake Burley Griffin and Adjacent Lands Heritage Management Plan

The Lake Burley Griffin and Adjacent Lands HMP has been compiled in four volumes:

Volume 1—The Lake;

Volume 2—Stirling Ridge and Attunga Point;

Volume 3—Yarramundi Peninsula; and

Volume 4—The Dam and Bridges.

This structure is to assist with ease of reference to particular locations within the Study Area. The Study Area (shown in Figure 1.1) is a complex cultural landscape that also encompasses areas of important natural values. The cultural landscape of Lake Burley Griffin is the centrepiece of the Griffin plan for Canberra—the essential element in the setting of central Canberra—and therefore its cultural value extends far beyond the boundaries of this HMP. While the HMP has divided the Study Area into its components to assist with specific management issues, the values of the whole are certainly greater than the sum of the parts and thus the policy framework has been developed to encourage a holistic approach to the overall cultural landscape.

1.4 Heritage Values of the Study Area

The comprehensive heritage assessment of the Lake Burley Griffin Study Area is found in the Heritage Assessment Report.¹ The identified heritage values of the Lake Burley Griffin Study Area are summarised below in the Summary Statement of Significance and in the heritage values summary table (Table 1.1).

1.4.1 Summary Statement of Significance

The Lake Burley Griffin Study Area possesses outstanding creative, technical and aesthetic heritage values for the nation as a whole, which meet the threshold for National Heritage listing.

Lake Burley Griffin is an essential part of what defines Canberra. It is an essential component of the Griffin plan for a lake to link and unify the axes and vistas of the plan to the underlying landform of the place. The lake is a unique and creative aspect of Australia's most successful urban plan, which is highly valued by communities for its aesthetic qualities. The lake is an outstandingly successful engineering and technical achievement which underpins the success of its creative and aesthetic qualities.

The Lake Burley Griffin Study Area also possesses highly significant historical, rarity, social, representative and associative values which meet the threshold for Commonwealth Heritage listing.

The Lake Burley Griffin Study Area is important for its association with the creation of the national capital and subsequent phases of national development. It reflects two key periods of urban design: the City Beautiful/Garden City discourses, associated with the design of the lake; and the later discourses of International Modernism, associated with its construction, its edge treatments and features. The Study Area also has links to Canberra's history including the workers of the temporary Westlake settlement and the construction of the first sewer infrastructure for the capital.

The Study Area supports habitats for threatened ecological communities and species such as: yellow box—Blakely's red gum grassy woodland, temperate natural grasslands, the Button wrinklewort, striped legless lizard, Perunga grasshopper and the Murray Cod.

The lake is valued highly by communities for its landmark value, as a symbol of Canberra and as an iconic cultural landscape, which for many is a symbol of local identity.

The lake is associated with important individuals involved in the creative and technical aspects of the design and construction of the lake such as Walter Burley Griffin, Marion Mahony Griffin, Charles Scrivener, John Sulman, Charles Weston, Lindsay Pryor, Sir William Holford, Dame Sylvia Crowe, Richard Clough, Peter Harrison, Trevor Gibson and John Overall. Roman Cypress Hill and the Lindsay Pryor Arboretum are sites within the Study Area which are associated with the work of Griffin and Pryor.

The Study Area supports natural areas valued as remnants of the pre-settlement environment and an aquatic ecosystem which is valued by the community.

The Lake Burley Griffin Study Area possesses significant scientific research value and values as a part of Indigenous tradition, which also meet the threshold for Commonwealth Heritage listing.

The Study Area possesses research potential relating to the study of the history and development of urban design and key practitioners in this area.

The occurrence of threatened ecological communities and species also provide some opportunities for scientific research.

The Indigenous archaeological sites of the study area are valued highly by Indigenous communities as evidence of their traditional occupation of this area. These sites also possess research potential for contributing to an understanding of past Indigenous lifeways in the area.

1.4.2 Heritage Values of the Dam and Bridges Component of the Study Area

This volume of the Lake Burley Griffin and Adjacent Lands HMP deals with the dam and bridges component of the Study Area (shown at Figure 1.1). The bridges have been assessed as possessing heritage values which meet the threshold for Commonwealth Heritage value under criteria A (historic), B (rarity), C (scientific), E (aesthetic), F (creative and technical), G (social), and H (associative) and they also contribute to the identified National Heritage values of the Lake Burley Griffin Study Area under criteria E (aesthetic) and F (creative and technical).

Scrivener Dam has been assessed as possessing heritage values which meet the threshold for Commonwealth Heritage value under criteria A (historic), B (rarity), C (scientific), D (representative), E (aesthetic), F (creative and technical), G (social), H (associative) and it also contributes to the identified National Heritage values of the Lake Burley Griffin Study Area under criteria E (aesthetic) and F (creative and technical).

1.5 Structure of this Volume

All four volumes of the HMP are structured to provide the following information:

Section 2—discusses the opportunities and constraints affecting the dam and bridges component of the Study Area;

Section 3—sets out general policies and actions for the Lake Burley Griffin and Adjacent Lands Study Area as a whole, to provide a framework for the holistic management of the cultural landscape; and

Section 4—sets out specific policies and actions for each of the places of identified heritage value in the dam and bridges component of the Study Area.

1.6 Authorship and Acknowledgements

This report has been prepared by:

- Tracy Ireland, Associate, Godden Mackay Logan Heritage Consultants, Project Manager;
- Geoff Ashley, Senior Associate, Godden Mackay Logan Heritage Consultants;
- Kristy Graham, Research Assistant, Godden Mackay Logan Heritage Consultants; and
- Sheridan Burke, Director, Godden Mackay Logan Heritage Consultants, who provided input, reviewed the project and was the responsible Director.

The following subconsultants also contributed to the Heritage Management Plan:

- Neil Urwin, Director, Griffin Associates Environment;
- Kerry Navin, Director, and Lyn O'Brien, Consultant, Navin Officer Heritage Consultants; and
- Chris Johnston, Director, Bryn Davies, Senior Consultant, Sandy Blair and Christina Vos, Consultants, Context Pty Ltd.

Godden Mackay Logan acknowledges the assistance of the following people in the preparation of this report.

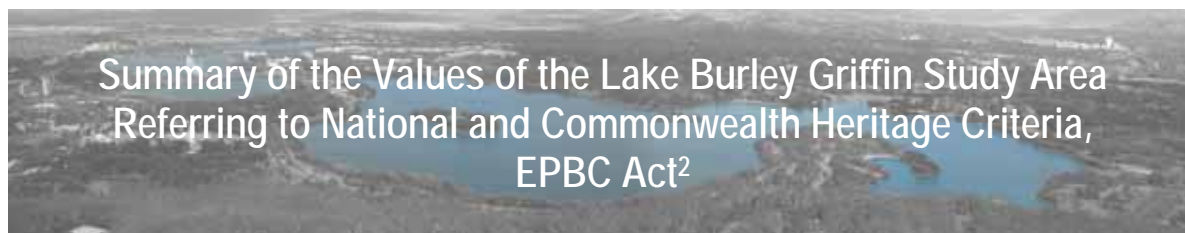
- Rosalind Ransome, Senior Landscape Architect of the National Capital Authority;
- Buru Ngunawal Indigenous Corporation;
- Little Gudgenby River Tribal Council;
- Ngarigu Currawong Clan;
- Consultative Body Indigenous Corporation on Indigenous Land and Artefacts in the Ngunnawal Area;
- Duncan Marshall, Heritage Consultant;
- Anne Gugler;
- Dr Peter Dowling and staff, National Trust (ACT); and
- all those who participated in the Lake Burley Griffin Heritage Management Plan Information Session, 13 August 2007.

1.7 Limitations

The community consultation program for the Heritage Management Plan was largely focused on Canberra and the web-based questionnaire was not advertised nationally.



Figure 1.1 The Lake Burley Griffin Study Area is shown shaded (both land and water) with Scrivener Dam, Commonwealth and Kings Avenue bridges component of the Study Area shown hatched in red.



The Lake as a Whole

Lake Burley Griffin and all its components and places, including foreshore plantings, reflective qualities, activities on the lake, lakeside vegetation, natural habitat areas, relationship to views and vistas of surrounding lands, particularly Mount Ainslie, Black Mountain, and the Parliament House Vista, the dam, bridges, islands, relationship to the land axis, the designed foreshore parklands and important foreshore developments, meets the threshold for Commonwealth and National heritage value.

Commonwealth Criteria Met	A, B, C, D, E, F, G, H ³
National Criteria Met	E, F

Table 1.1 Summary of Identified Heritage Values.

The Components of Lake Burley Griffin Study Area ⁴	Nature of the Commonwealth Values Embodied in Each Component
The lake as a whole	A, B, C, D, E, F, G, H ⁵
• Waterbody of the lake as an ecosystem and aquatic habitat (Murray cod)	B, C, D, E, F, G,
• The shape and form of the lake as a designed landscape	A, B, C, D, E, F, G, H,
East Basin	A, B, C, D, E, F, G, H,
Central Basin	A, B, C, D, E, F, G, H,
• Commonwealth Avenue Bridge	A, B, C, E, F, G, H
• Kings Avenue Bridge	A, B, C, E, F, G, H
• Captain Cook Water Jet	A, B, E, F, G, H
• Submerged Indigenous sites	C, I
West Basin	A, B, C, D, E, F, G, H,
Westlake	A, B, C, D, E, F, G, H,
• Springbank Island	A, B, C, E, F, G, H,
• Spinnaker Island	A, B, C, D, E, F, G, H,
• Scrivener Dam	A, B, C, D, E, F, G, H,
• Submerged Indigenous site	C, I
• Warrina Inlet wetland	B, E
• Acacia Inlet wetland	B, E
• Yarramundi Inlet wetland	B, E
Stirling Ridge and Attunga Point	A, B, C, D, E, F, G, H, I
• Sewer Vent No. 1	A, G
• Location of former Westlake village	A, G
• Indigenous Site—scarred tree	C, I

The Components of Lake Burley Griffin Study Area ⁴	Nature of the Commonwealth Values Embodied in Each Component
• Button wrinklewort habitat	B, C
• Yellow box—Red gum grassy woodland	B, D, E
• Remnant grassland, Attunga Point	D, E
Yarramundi Peninsula	A, B, C, D, E, F, G, H, I
• Indigenous sites	C, I
• Lindsay Pryor Arboretum	A, F, H, E
• Roman Cypress Hill	A, F, H, E
• Natural grassland (habitat for striped legless lizard and Perunga grasshopper)	B, C, D, E

1.8 Endnotes

- ¹ Godden Mackay Logan, June 2007, Lake Burley Griffin Heritage Assessment, Report to the National Capital Authority.
- ² Criterion A—Historic, B—Rarity, C—Scientific, D—Representative, E—Aesthetic, F—Creative/Technical, G—Social, H—Associative, I—Indigenous Tradition.
- ³ Although the study area contains places of significance to the Indigenous community representatives consulted, the lake itself was not held to be significant to the Indigenous community representatives consulted.
- ⁴ The lake, as a designed landscape, meets the National Criteria E and F, as set out above. While all of the components listed contribute to the lake's National values to some extent, they do not meet the threshold for National value in their own right.
- ⁵ *ibid.*

2.0 Opportunities and Constraints

2.1 Obligations Arising from the Identified Heritage Values

This component of the Study Area comprises Scrivener Dam, Commonwealth Avenue Bridge and Kings Avenue Bridge. These items possess a broad array of heritage values which meet the threshold for Commonwealth Heritage value under criteria A (historic), B (rarity), C (scientific), D (representative), E (aesthetic), F (creative and technical), G (social), and H (associative). They also contribute to the identified National Heritage values of the Lake Burley Griffin Study Area under criteria E (aesthetic) and F (creative and technical).

This array of heritage values includes the historic heritage values relating to the aesthetic qualities, design and technical accomplishment of the realisation of Scrivener Dam and the two bridges, as well as their successful contribution to the overall aesthetic, creative and design qualities of the Lake Burley Griffin landscape.

2.2 Stakeholder Issues

To identify and analyse stakeholder issues for this Heritage Management Plan (HMP) a web-based questionnaire was undertaken during Stage 1 of the project (development of the Heritage Assessment) and a Stakeholder Information Session was held on 13 August 2007, for Stage 2 of the project (development of the Heritage Management Plan). The Information Session was designed to focus on management issues, while Stage 1 consultation focused on identifying and assessing heritage values. The structure of the August session allowed participants to drop in and record their concerns through written comments and through discussion with the consultant team. A very broad range of issues were raised and they have been summarised into six thematic groups. The six themes and a summary of the main thrust of issues raised are as follows:

- Use/Access—managing uses and users to avoid conflicts;
- Protecting Heritage Values—particularly aesthetic values, views and vistas;
- Vision for the Future—future character and respect for the planned design;
- Management—need for a long-term integrated approach to natural and cultural values management;
- Interpretation/History—telling all the stories of the Study Area; and
- Community Consultation—should be an ongoing process.

The summary of the issues raised is provided in Appendix A.ⁱ A range of consultations with key NCA staff has contributed to the development and refinement of the HMP.

2.2.1 Indigenous Consultation

Assessment and management of Indigenous heritage values should be based on the best practice principles established in the Commonwealth guideline *Ask First: a guide to respecting Indigenous heritage places and values*, in which consultation is a key factor in the process of identifying heritage values.ⁱⁱ

The basis of the assessment of these values is that Indigenous people:

- are the primary source of information on the value of their heritage and how best to conserve it;
- have an active role in any Indigenous heritage planning process; and
- have input into decision making as to how their heritage should be managed so as to best fulfil their obligations towards that heritage.

Consultation with the Indigenous communities was undertaken in compliance with the process outlined in the *Ask First* document. Initial contact with the registered Indigenous stakeholders for the ACT was undertaken by phone and meetings were arranged with each of the groups to discuss the findings of the heritage assessment and management options for each of the identified sites.

Consultation was carried out with the following local Indigenous community groups:

- Buru Ngunawal Indigenous Corporation;
- Little Gudgenby River Tribal Council;
- Ngarigu Currawong Clan; and
- Consultative Body Indigenous Corporation on Indigenous Land and Artefacts in the Ngunnawal Area.

No Indigenous heritage values were recorded for the dam and bridges component of the Study Area, as the lake and its infrastructure have impacted on any evidence of the Indigenous cultural landscape to a large degree.

The individual meetings set out above did, however, allow for discussions on the following issues related to the future management of the other sites and areas of identified Indigenous heritage values in the Study Area: access to sites; protection of sites; mitigation options in the event of any development impacts to any of the sites; and interpretation of the Indigenous cultural values of the Study Area for the non-Indigenous population. The views expressed in these discussions are incorporated into the general policies and actions provided in Section 3.0 and developed further for each of the identified cultural sites set out in the other volumes of the HMP.

2.3 Future Development Proposals

No future development proposals are known to affect Scrivener Dam or Kings Avenue Bridge.

Albert Hall Precinct—Amendment 53 to the National Capital Plan

This amendment proposes to remove Flynn Place, which currently forms an entry and approach to the south side of Commonwealth Avenue Bridge. This will enable a range of new uses of this area of land, which is currently occupied by the large ‘clover leaf’ style bridge approach. As the bridge approach will be altered, this has the potential to impact on the heritage values of the bridge. Issues which will need consideration will be conserving and managing the overall design qualities of the bridge and its relationship to its approaches. Further, the impact of any new development on the important views of the precinct available from Commonwealth Avenue Bridge, especially for south-bound traffic and pedestrians, will need to be rigorously managed to protect the heritage values of the place.

2.4 Statutory Obligations, Policy and Planning Framework

2.4.1 Environment Protection and Biodiversity Conservation Act 1999 (Cwlth)

The Lake Burley Griffin Study Area is Commonwealth owned and controlled land. It is therefore subject to the provisions of the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act). The dam and bridges component of the Lake Burley Griffin Study Area has been assessed as possessing a broad array of heritage values which meet the criteria for Commonwealth Heritage listing and which also contribute to the National Heritage values of the Lake Burley Griffin Study Area. The EPBC Act requires places with Commonwealth and National Heritage values to be managed according to established conservation principles. Schedules 5B and 7B of the *Environment Protection and Biodiversity Conservation Regulations 2000* (Cwlth) set out seven heritage management principles. They encourage the identification of a place's heritage values and their conservation and presentation through the application of the best available skills and knowledge. They also encourage community (including Indigenous community) involvement and co-operation between the various levels of government.

The EPBC Act also requires Commonwealth agencies which own places of Commonwealth or National Heritage values to prepare a written plan (management plan) to protect and manage the heritage values of those places, and this document has been prepared in response to this requirement. The Heritage Management Plan prepared for a Commonwealth Heritage place must be consistent with the Commonwealth Heritage management principles and may be endorsed by the Minister for Environment, Heritage and the Arts. An endorsed management plan for a place does not exempt the Agency from making a referral under the Act if any action proposed in the management plan is likely to have a significant impact on the environment and the identified heritage values.

Where an action has the potential to significantly impact the environment—which is broadly defined in the EPBC Act to include heritage places—the action must be referred to the Minister for Environment, Heritage and the Arts for consideration. Three outcomes of this referral are possible:

1. Action is determined not to have a significant impact and can go ahead.
2. Action can go ahead subject to conditions (which must be included in the referral) and a 'Specified/Particular Manner' finding is made.
3. Action is 'controlled', which means that further assessment is required before a decision can be made on whether it can go ahead. The Minister determines the level of assessment, which ranges from the provision of Preliminary Information through to a full Public Inquiry (refer to Part 7 of the Act for further information on assessment methods).

The Minister for Environment, Heritage and the Arts considers the information provided through the selected assessment level and determines if the action can go ahead and under what circumstances. The Minister can refuse an action at the end of this process if the environmental impacts cannot be appropriately managed.

2.4.2 Listings

Statutory Listings Commonwealth

The EPBC Act recognises a range of Protected Matters which are of National Environmental Significance under the Act's assessment and approval provisions. A person must not take an action that

has, will have, or is likely to have, a significant impact on a protected matter of national environmental significance, without approval from the Minister for Environment, Heritage and the Arts. Those which are relevant to the dam and bridges component of the Study Area are summarised in Table 2.1.

Table 2.1 Identification of Protected Matters under the EPBC Act 1999 within the dam and bridges component of the Lake Burley Griffin Study Area.

Protected Matters

Commonwealth Heritage List

The Commonwealth Heritage List was created under the EPBC Act. This statutory list recognises places of Commonwealth Heritage value which are owned by the Commonwealth Government. The following sites located in the Lake Burley Griffin Study Area are listed as Indicative Places on the Commonwealth Heritage List. An Indicative Place is one for which data has been received by the Heritage Division but no formal nomination has been made.

Place	Location	Class	Status	Place number
Lake Burley Griffin Conservation Area	Lady Denman Drive, Yarralumla, ACT	Historic	Indicative Place	105230

Register of the National Estate

Developed in 1975, the Register of the National Estate (RNE) is a statutory listing. The RNE is used as a database of identified heritage places and must be taken into consideration if the information in the RNE is relevant to a matter under consideration. The RNE will cease to be a statutory list in February 2012. The following sites located within the Lake Burley Griffin Study Area are listed on the Register of the National Estate.

Place	Location	Class	Status	Place number
Lake Burley Griffin Conservation Area	Lady Denman Drive, Yarralumla, ACT	Historic	Indicative place	101595

Statutory Listings ACT

ACT Heritage Register

The ACT Heritage Register legally recognises and protects significant heritage places within the Australian Capital Territory. The following places located within the dam and bridges component of the Lake Burley Griffin Study Area are on the ACT Heritage Register or have been nominated and accepted under the previous ACT heritage legislation. As these places are all located on National Land, under the control of the Commonwealth, the ACT Heritage Register does not legally apply to this land.

- Scrivener Dam; nominated to the Heritage Register.

2.4.3 Non-statutory Listings

National Trust of Australia (ACT)

The National Trust of Australia (ACT) maintains a Register of Significant Heritage Places. National Trust listing is not a statutory listing and has no legal effect, but is a good indication of community concern for a place or item. The following sites located within the Lake Burley Griffin Study Area are classified on the Register of the National Trust (ACT):

- Lake Burley Griffin and Foreshores.

Engineering Heritage

Engineering Heritage Australia is a special interest group of Engineers Australia. Lake Burley Griffin including Scrivener Dam, Commonwealth Avenue and Kings Avenue Bridges, was assessed by this organisation which awarded the group a National Engineering Landmark Plaque in 2001. The inclusion

of Lake Burley Griffin in the National Engineering Landmark program does not have any legislative effect.

2.4.4 Memorandum of Understanding (Threatened Species and Ecological Communities)

In September 1998 the National Capital Authority, Environment Australia (now the Department of the Environment, Water, Heritage and the Arts) and Environment ACT (now the ACT Department of Territory and Municipal Services) entered into a Memorandum of Understanding relating to the roles and responsibilities of each agency in the protection of threatened species and ecological communities in the ACT. As a signatory to the MOU, the NCA acknowledges that it is bound by the *Nature Conservation Act 1980* (ACT). The NCA is obliged to recognise matters protected in ACT legislation and to facilitate the management of these values through scientific research and the development of integrated management strategies.ⁱⁱⁱ

2.4.5 Australian Capital Territory (Planning and Land Management) Act 1988 (Cwth)

The National Capital Plan

The National Capital Plan forms the strategic planning framework for Canberra and the ACT. In accordance with section 10 of the *Australian Capital Territory (Planning and Land Management) Act 1988*, the National Capital Plan sets out detailed conditions for planning design and development for Designated Areas. The National Capital Authority is responsible for planning and development approval within Designated Areas. The Lake Burley Griffin Study Area falls within two of the Central National Area Designated Areas of the National Capital Plan (Lake Burley Griffin and Foreshores and Yarralumla, shown in Figures 6 and 17 of the National Capital Plan).

The National Capital Plan has specific policies and principles affecting Lake Burley Griffin and Foreshores. The plan recognises Lake Burley Griffin and Foreshores as an integral part of the design of Canberra and an important recreational resource. The National Capital Authority supports the development of recreational, tourist and National Capital Uses of the lake and foreshores. Relevant policies include the following:

- (a) Lake Burley Griffin and Foreshores should remain predominantly as open space parklands while providing for existing and additional National Capital and community uses in a manner consistent with the area's national symbolism and role as the city's key visual and landscape element.*
- (b) Lake Burley Griffin and Foreshores are intended to provide a range of recreational, educational and symbolic experiences of the National Capital in both formal and informal parkland settings with particular landscape characters or themes. These should be maintained and further developed to create a diversity of landscape and use zones which are integrated in to the landscape form of the city and reflect the urban design principles for the National Capital.*
- (d) The water quality and hydraulic operation of the lake should be maintained in a manner designed to protect Lake Burley Griffin and Foreshore's visual and symbolic role and its water uses.*

2.4.6 Lakes Act 1976 and National Land Ordinance 1989 (ACT)

The *National Land Ordinance 1989* (ACT) provides that the Minister responsible for this Ordinance shall manage National Land, on behalf of the Commonwealth, in accordance with the provision of the *Lakes Act 1976* (ACT). The Lakes Act provides for the administration, control and use of Lake Burley Griffin where it is National Land.^{iv} This includes guidance for use of the lake by watercraft, rules for watercraft and powers of inspectors and administrators.

2.4.7 The Griffin Legacy

The Griffin Legacy is a forward planning strategy that establishes eight propositions for the future growth and development of central Canberra, building on the legacy of the Griffin plan. The propositions are supported by strategic initiatives; those most relevant to the future planning of the Study Area are highlighted below:

1. Protect the Griffin legacy—this proposition encourages respect, recognition and future development of Griffin's plan. It notes that some elements of Canberra are a re-interpretation of the plan.
2. Build on the Griffin legacy—this proposition notes in particular the importance of retaining the Garden City and City Beautiful values and the geometry of the Griffin plan. This Heritage Assessment and HMP also recognises the values of the later phases of the lake's development, such as the modernist elements, particularly those relating to the form of the lake and foreshores as constructed in the 1960s.
3. Revitalise the Vision with Growth in the Central National Area—this proposition encourages a stronger connection of the Civic Centre to the lake.
4. Link the City to the Central National Area—seeks to foster more connections between local and national activities and precincts.
5. Extend the City to the Lake—this proposition deals most centrally with the Study Area. It involves:
 - developing a variety of waterfront activities on Lake Burley Griffin;
 - enhancing lake-based tourist facilities and experiences;
 - maintaining the ecological integrity of the lake shore; and
 - developing natural drainage lines as linear parks and cycle corridors.
6. Reinforce the Main Avenues—concerning streetscape character, transport and a higher density of mixed use development.
7. Link National Attractions—includes the need to better link national attractions and enhancing the provision of lake-based and land-based recreational and tourism opportunities.
8. Promote the Griffin legacy—includes programs of research, exhibitions and archives to develop the understanding of the work of the Griffins.

In general terms, *The Griffin Legacy* promotes some significant changes to the character of foreshore areas in the Albert Hall precinct, West Basin and Yarralumla Bay. These will need to be carefully managed in order to conserve the range of identified heritage values of the Study Area.

2.4.8 Plans of Management

Previous Plans of Management for Lake Burley Griffin include:

- The *Lake Burley Griffin Canberra Policy Plan*, prepared by the National Capital Development Commission in preparation for the introduction of self government to the ACT in 1988. The Policy Plan set out a broad framework for the use and management of the lake and its foreshores and the protection of its natural and cultural values.
- The *Lake Burley Griffin Management Plan*, published by the National Capital Planning Authority in 1994, established more detailed policies for the range of management requirements of the lake and the foreshores, including water quality management, ecological management, recreation management, landscape management and community information and consultation. The current Heritage Management Plan focuses on the requirements of Schedules 5B and 7B of the *Environment Protection and Biodiversity Conservation Regulations 2000* (Cwlth) for places of Commonwealth and National Heritage value. The Heritage Management Plan therefore does not replace the previous Plan of Management for Lake Burley Griffin, which had a broader focus, but builds upon it and updates it in matters of heritage management.

2.5 Conclusions

The range of identified heritage values of Scrivener Dam and the two bridges, discussed briefly here and in greater detail in the Heritage Assessment, include their important technical, design, aesthetic and engineering values. The conservation of Scrivener Dam is, of course, fundamental to the conservation of the designed landscape of Lake Burley Griffin. The design characteristics of the bridges exemplify the modernist ethos associated with the construction of the lake, using modern technology to achieve simple, yet elegant, designs to achieve outstanding results, which are highly valued for their creative and aesthetic qualities. These values give rise to significant obligations for conservation, management and interpretation, and compliance with the relevant legislation, as identified above.

Through the consultation process for this HMP, the community has clearly articulated views about the heritage significance of these items, in the context of the broader cultural landscape of Lake Burley Griffin. This highlights the need for the preparation of specific management plans, effective stakeholder involvement in decision making regarding the future management of these items. In particular, there is a need to acknowledge the role of individuals involved in the design and construction of the dam and bridges, through consultation and through an oral history program to collect and record their memories.

2.6 Endnotes

- ⁱ Each issue has been assigned to one heading only.
- ⁱⁱ Australian Heritage Commission 2002, *Ask First: a guide to respecting Indigenous Heritage Values and Places*, Australian Heritage Commission, Canberra, p 6.
- ⁱⁱⁱ National Capital Authority, Environment Australia, Environment ACT 1998, Memorandum of Understanding between the National Capital Authority and Environment Australia, Department of the Environment and Environment ACT, Department of Urban Services relating to The Roles and Responsibilities of each partner in consistent and co-ordinated conservation management of threatened species and ecological communities in the ACT, unpublished report, p 3.
- ^{iv} This Act defines Lake Burley Griffin as 'the waters of the Molonglo River between Scrivener Dam and dairy bridge (sic)'. It should be noted that this extends further than the boundary of the present study which only extends from Scrivener Dam to the entrance of the Molonglo River into East Basin.

3.0 General Conservation Policy for the Study Area

3.1 Introduction

The following tables identify general heritage conservation policies and actions for the Lake Burley Griffin Study Area. Section 4.0 presents specific policies and actions for each component of the Study Area that has identified heritage values. The effective implementation of the general and specific policies and actions will ensure that the NCA meets its obligations under the EPBC Act to conserve the identified heritage values of the Lake Burley Griffin Study Area. The priorities for action are listed in four categories, each responding to a different level of risk to the heritage values:

- *High:* Actions that should be undertaken immediately (within 12 months) to mitigate key risks to the heritage values. These actions are an essential component of the Heritage Management Plan and without them the heritage values of the Study Area may suffer adverse impacts.
- *Medium:* Actions that should be planned for in order to conserve the heritage values of the Study Area. Resources should be forward planned to enable implementation of these actions to ensure conservation of the heritage values.
- *Low:* These actions are important to the future conservation of the heritage values but respond to less imminent risks. Resources should be forward planned to enable these actions to be undertaken.

Timing

Timing parameters have been established for the implementation of policies and actions in line with their priority. Implementation should be completed:

- immediately upon adoption of the plan (within 12 months);
- annually;
- as required;
- by 2011 (within 2 years);
- by 2014 (within 5 years); or
- by 2019 (within 10 years).

3.2 Key Objective of the General Conservation Policy

The key objective of this policy framework is to ensure the conservation of the heritage values of the Lake Burley Griffin Study Area in the context of its future use and enhancement as an essential component of the designed, symbolic landscape of the National Capital. This conservation policy recognises the diversity of character of the Lake Burley Griffin Study Area and the many individually significant places to be found within it, but also promotes a holistic approach to the future management of the Study Area as a cultural landscape.

The Conservation Policy is made up of six key policy areas:

1. Heritage Conservation;
2. Interpretation;
3. Use and Access;
4. Decision Making Procedures, Expertise and Training;
5. Documentation, Monitoring and Review; and
6. Stakeholder Consultation and Involvement.



Policies	Actions	Priority	Timing
1 Heritage Conservation			
1.1 Conserve the identified heritage values of the Lake Burley Griffin Study Area in compliance with the requirements of the EPBC Act, the <i>Australian Capital Territory (Planning and Land Management) Act 1988</i> and the <i>Nature Conservation Act 1980 (ACT)</i> (in accordance with the 1998 MOU).	1.1.1 The NCA should formally adopt this HMP as the basis for future management of the heritage values of the Study Area.	High	By 2011
	1.1.2 The identified heritage values of the Study Area (shown in Table 1.1) will be the principal basis for all future planning, management and impact assessment of activities or actions.	High	Immediately
	1.1.3 Any proposal or action that will or is likely to have a significant impact on the environment including the identified Commonwealth and National heritage values of the Study Area (Table 1.1) will require a referral to the Minister for Environment, Heritage and the Arts.	High	As required
1.2 Conserve the identified heritage values of the Lake Burley Griffin Study Area in line with this Heritage Management Plan (HMP).	1.2.1 All the components of the Study Area (identified in Table 1.1) should be added to the NCA's register of places of Commonwealth heritage value, in accordance with s341ZB (1) of the EPBC Act.	High	By 2011
	1.2.2 The NCA should consider the nomination to the Commonwealth Heritage list of all the components of the Study Area, identified in Table 1.1, preferably as a group making up a significant cultural landscape.	Medium	By 2014
	1.2.3 The NCA should consider the nomination of the Lake Burley Griffin Study Area to the National Heritage list. This consideration should involve a review of an appropriate curtilage for a National list nomination, taking into account the need for the integrated management of central Canberra's significant cultural landscape.	Low	By 2019
1.3 Implement the policies and actions set out in this HMP, in line with the identified priority and timing guidelines.	1.3.1 Implementation actions are set out below in Section 5 Documentation, Monitoring and Review.	High	Immediately
1.4 All planning or strategic documents or proposals with the potential to affect the Study Area should refer to this HMP for primary guidance on the management of its heritage values.	1.4.1 Promote a holistic management approach to the Study Area by ensuring that proposals are assessed in terms of their potential to impact on the heritage values of the Study Area as a whole. The aim of this policy is to promote a co-ordinated rather than a piecemeal approach to management.	Medium	As required
	1.4.2 Ensure all proposals for development or activities around the foreshore of the lake are assessed in terms of their potential to impact upon (positively or negatively) the identified heritage values of the Study Area.	High	As required
	1.4.3 Ensure new developments contribute to the qualities and heritage values of the Study Area as a designed, symbolic landscape of national significance.	High	As required



Policies	Actions	Priority	Timing
<p>1.5 Co-ordinate the heritage management of the Study Area with the heritage management plans for places and landscapes which have an integral relationship with the heritage values of the Study Area.</p>	<p>1.5.1 Co-ordinate this HMP with the heritage management plans for: Blundells' Cottage, High Court and National Gallery Precinct, Carillon and Aspen Island, Central Parklands, the National Library, Parliament House Vista, Australian War Memorial and Old Parliament House. Also ensure co-ordinated management with other places with heritage values strongly linked to the Study Area including Lennox Gardens, Government House, Westbourne Woods, Weston Park, Yarralumla Nursery, Black Mountain, Acton Peninsula, Commonwealth Place, Bowen Park, Kingston foreshore, Jerrabombera wetlands, Grevillea Park and Molonglo Reach.</p>	<p>Medium</p>	<p>As required</p>
<p>1.6 Conserve and manage the integrity of the formal design elements of the Study Area deriving from Griffin plan and the later design and construction of the lake and its foreshores.</p>	<p>1.6.1 Conserve the integrity of the axes, vistas and visual links with the surrounding landscape (including Black Mountain, Mount Ainslie and Red Hill) and conserve the visibility of the lake from public open spaces and public institutions. This will support the continued appreciation of the lake as a unifying and linking element for the close and distant topography in the landscape and as the setting of the surrounding buildings and open space areas.</p>	<p>High</p>	<p>Immediately</p>
	<p>1.6.2 Conserve the visibility of the waters of the lake in views from within Canberra, including the retention of open views to the water from roads and other public use areas (Commonwealth Avenue, Parkes Way, the cycle paths) as well as local secluded vistas from near the lake shore.</p>	<p>High</p>	<p>Immediately</p>
	<p>1.6.3 Maintain the water level and water quality of the lake in line with the benchmark for 'Protection of freshwater aquatic systems' in the LBG Water Quality Management Plan, 2006.</p>	<p>High</p>	<p>In accordance with the Plan</p>
	<p>1.6.4 Conserve the informal, river-like form of Westlake as a contrast to the more formal basins.</p>	<p>High</p>	<p>Immediately</p>
	<p>1.6.5 Respect the relationship between the vertical and horizontal design elements, including the bridges, Carillon and Captain Cook Water Jet.</p>	<p>High</p>	<p>Immediately</p>
	<p>1.6.6 Conserve the historic plantings of deciduous trees around the foreshores, planted to reflect spring and autumn colour in the waters of the lake.</p>	<p>High</p>	<p>Immediately</p>
	<p>1.6.7 Conserve the relationship between the lake and the National Library, High Court of Australia, National Gallery of Australia and the National Museum of Australia, where the buildings contribute to the lake's setting and, in turn, the lake provides the setting for the buildings.</p>	<p>High</p>	<p>Immediately</p>



Policies	Actions	Priority	Timing
1.7 Recognise the Lake Burley Griffin Study Area as a layered cultural landscape, the heritage values of which reflect Indigenous use and cultural values; early European use and development; the Griffin plan; subsequent phases of design and construction; and the remnant natural environment.	1.7.1 Conserve the diverse landscape character of the Study Area, including the contrasts between the formal and informal landscapes, and native and exotic vegetation.	High	Immediately
	1.7.2 Conserve the overall of form and shape of the lake which strongly reflects the Griffin plan.	High	Immediately
	1.7.3 Conserve the islands and areas of hard and soft edge treatments reflecting the period of design and construction of the lake.	High	Immediately
	1.7.4 Conserve the evidence (including archaeological) of past historic and Indigenous use of the landscape including the identified Indigenous sites, the remains of the former Westlake settlement site, and Sewer Vent No. 1.	Medium	As required
	1.7.5 Rigorously manage new development on Stirling Ridge and Attunga Point in order to conserve the aesthetic and natural values of the landscape, topography and vegetation and its importance in significant views.	High	As required
	1.7.6 Conserve and actively manage the historical and aesthetic values of Lindsay Pryor Arboretum and Roman Cypress Hill.	High	By 2011
	1.7.7 Rigorously manage new development on the Yarramundi Peninsula in order to conserve the historical, aesthetic and natural values of the landscape, topography and vegetation and its importance in significant views. In particular manage the Peninsula to maintain the 'natural' river-like qualities of Westlake.	Medium	As required
1.8 Conserve and manage the aesthetic values of the Study Area which are particularly valued by the community.	1.8.1 Conserve and manage the 'quiet and still' qualities of the Study Area, particularly in areas such as Central Basin, Tarcoola Reach and Yarramundi Reach.	High	Immediately
	1.8.2 Conserve the role of the lake as the setting for significant national institutions, particularly the nature of its reflective qualities.	High	Immediately
	1.8.3 Conserve and manage the high quality parkland setting of the lake to a high standard.	High	Immediately
	1.8.4 Manage the setting of the lake to retain seasonal colour, natural qualities and diversity of character.	High	Immediately
	1.8.5 Retain views to the surrounding hillsides as well as their vegetated, natural character.	High	Immediately
1.9 Conserve and manage the creative and technical heritage values of the Study Area.	1.9.1 Conserve the evidence of engineering and technical excellence in the Study Area including the Commonwealth Avenue and Kings Avenue Bridges and the Scrivener Dam.	Medium	As required



Policies	Actions	Priority	Timing
	1.9.2 Continue to maintain to a high standard the structural and design integrity of the bridges and dam and their settings, to ensure their long-term conservation as an integral aspect of the designed landscape of the Study Area.	Medium	Annually
1.10 Conserve and manage the Indigenous heritage values of the Study Area.	1.10.1 Recognise Indigenous heritage values which arise from sites, places and the interrelation between sites, places and landscapes.	High	By 2011
	1.10.2 Add the identified Indigenous heritage places of Stirling Ridge, Yarramundi Peninsula and the submerged Indigenous sites to the NCA's register of places of Commonwealth Heritage value, in accordance with s341ZB (1) of the EPBC Act.	Medium	As required
	1.10.3 Works in areas of Indigenous archaeological significance may require archaeological assessment and management in consultation with appropriate Indigenous communities and relevant authorities.	Medium	As required
	1.10.4 Recognise the potential for works or activities to impact upon previously undetected places of Indigenous heritage value and follow the notification and assessment procedures of the <i>Heritage Act 2004 (ACT)</i> .	Medium	As required
	1.10.5 Prepare documentation to be included with Service Contracts which notifies contractors of Indigenous heritage values and potential values of relevant areas and ensures effective implementation of these policies by all contractors and relevant authorities.	High	By 2011
	1.10.6 Note the location of Indigenous heritage places on fire control plans as assets requiring protection and management.	Medium	By 2011
1.11 Conserve and manage the natural heritage values of the Study Area.	1.11.1 Conserve the natural heritage values of Stirling Ridge and Attunga Point. The Button wrinklewort is a listed threatened species under section 18 of the EPBC Act; and Yellow box—Red gum grassy woodland and natural temperate grassland are both listed as threatened ecological communities under section 18A of the Act.	High	Immediately
	1.11.2 Conserve the natural heritage values of the Yarramundi Peninsula: the natural temperate grassland and grassland habitat for the Striped legless lizard (declared threatened species under the <i>Nature Conservation Act 1980 (ACT)</i> and threatened species under the EPBC Act) and the Perunga grasshopper (declared threatened species under the <i>Nature Conservation Act 1980</i>).	High	Immediately
	1.11.3 Conserve and manage the lake as an aquatic habitat comprising the waterbody, aquatic fauna, vegetation and lake bed.	Medium	Immediately



Policies	Actions	Priority	Timing
	1.11.4 Conserve and manage the wetland habitat for threatened and migratory bird species provided by Warrina Inlet, Accacia Inlet and Yarramundi Inlet wetlands.	Medium	Immediately
	1.11.5 Conserve and manage the habitat values provided by the lake waterbody draw-down zone (foreshore areas).	Medium	Immediately
	1.11.6 Prepare documentation to be included with Service Contracts which notifies contractors of the natural heritage values of relevant areas and ensures effective implementation of these policies by all contractors.	High	By 2011
1.12 Removal or damage to significant aspects of the place.	1.12.1 Removal or works which would adversely impact on places of identified heritage value should only be permitted where: <ul style="list-style-type: none"> the work makes possible the recovery of aspects of greater heritage value; the work helps to ensure the security and viability of the place; there is no feasible alternative (eg to meet safety or legal requirements); full assessment of alternative options has been undertaken to minimise adverse impacts. 	High	As required
1.13 Authenticity of the place.	1.13.1 Ensure that the integrity of fabric of heritage value from different phases and periods of the cultural landscape is maintained, managed and interpreted.	High	As required
2 Interpretation			
2.1 An Interpretation Plan should be prepared for the Study Area.	2.1.1 Interpret the historic, Indigenous and natural heritage values of the Lake Burley Griffin Study Area to local, national and international audiences—using a range of media including published material, online material and signage.	Medium	By 2011
	2.1.2 Consult and involve stakeholders in the development of the Interpretation plan and specific interpretation initiatives.	Medium	By 2011 and as required
	2.1.3 The specific policies identify nodes, themes and locations for on-site interpretation.	NA	NA
2.2 Develop an Indigenous heritage interpretation plan in partnership with appropriate community representatives.	2.2.1 In partnership with the local Indigenous community, investigate how the Indigenous cultural values of the Molonglo River Valley (prior to construction of the lake) could be recognised and incorporated into the public environment of the city (examples may be the erection of signage, public art, and use of Aboriginal place names).	Medium	By 2011



Policies	Actions	Priority	Timing
	2.2.2 Interpret the following aspects of the Indigenous cultural landscape on signage at the edge of the lake, or incorporated into the exhibition at Regatta Point: <ul style="list-style-type: none"> • the original course of the Molonglo in relation to Lake Burley Griffin; • the role of the Molonglo corridor to Indigenous people; and • the current role of Indigenous people in protecting ACT heritage sites. Involve the Indigenous community in the design of all signage and in approving the cultural information displayed for viewing by the wider community.	Medium	By 2014
2.3 A variety of methods should be used to interpret the major aspects of the heritage values of the Study Area.	2.3.1 Develop themed 'heritage trails' around Lake Burley Griffin, utilising brochures, online or downloadable information, as well as signage, focusing on significant themes of the Study Area such as: <ul style="list-style-type: none"> • the Griffin plan; • modernist design; • engineering heritage; • Indigenous cultural values; • the historical cultural landscape; and • the natural values of the landscape. 	Medium	By 2014
	2.3.2 On-site interpretation around Lake Burley Griffin should feature a consistent and distinctive graphic style to form a recognisable interpretive trail around the lake.	Medium	As required.
3 Use and Access			
3.1 Provide the public with free and open access to the lake and foreshores.	3.1.1 Encourage public access to the lake for a variety of non-motorised, water-based recreational uses which do not impact on other heritage values.	High	Immediately
	3.1.2 Continue to use the lake as a stage or setting for large public events (which are temporary and do not impact on other heritage values).	Low	As required
	3.1.3 Provide opportunities for organised and informal community and family gatherings around the lake.	Medium	Immediately
	3.1.4 Control recreational activities on the lake to minimise noise and disruption to the water surface, avoid impacts on the shore and shore users and minimise conflicts with other lake users.	High	Immediately
3.2 Ensure the lake is available and accessible for a range of uses at all times.	3.2.1 Manage water quality to enable recreational uses including swimming and boating.	High	Annually
	3.2.2 Retain current existing points of access to lake for recreation (boat ramps and swimming area).	Low	Annually



Policies	Actions	Priority	Timing
	3.2.3 Avoid the introduction of new uses that require closure of the lake and foreshores (or parts thereof) to public access, ie for private or corporate events.	High	As required
3.3 Provide and facilitate access to significant places for appropriate Indigenous community members for the conduct of traditional or culturally significant activities.	3.3.1 Provide a point of contact to Indigenous stakeholders requesting access and establish access protocols.	High	Immediately
3.4 Manage use of and access to Stirling Ridge and Attunga Point and the Yarramundi Peninsula to minimise impacts on the identified natural heritage values.	3.4.1 Control access to Stirling Ridge and Attunga Point and the Yarramundi Peninsula, through the use of fencing, signage and control/closure of paths, to consolidate and promote the ecological sustainability of the natural communities in those areas.	High	By 2011
3.5 Review and update the Lake Burley Griffin Recreation Policy, 2005, in line with this HMP.	3.5.1 Continue to monitor recreational use of the lake to assess current use patterns and determine future recreational needs.	Medium	Annually
	3.5.2 As part of the review and update of the Lake Burley Griffin Recreation Policy, 2005, develop objectives and evaluation criteria for events and uses to promote, conserve and manage the identified heritage values of the Study Area in line with this HMP.	Medium	By 2011

4 Decision Making Procedures, Expertise and Training

4.1 Develop a decision making process, supported by assessment documentation and checklists, in order to make consistent and effective decisions on the potential impacts of works, activities or proposals on the heritage values of a place.	4.1.1 The decision making process should include consultation with internal and external stakeholders.	High	As required
	4.1.2 Decision making relating to places of Indigenous heritage value must include consultation with appropriate Indigenous community members.	High	As required
	4.1.3 Decision making will be documented and the records kept for future reference.	High	Immediately
	4.1.4 Decision-making relating to actions and impacts affecting the Lake Burley Griffin study area should be based upon the identification and assessment process set out in the NCA Heritage Strategy and the NSW Heritage Branch Statement of Heritage Impacts.	High	As required
	4.1.5 Recognise ongoing management needs through the preparation of specific precinct/area conservation management plans and masterplans. These will form the basis for any further assessment of heritage impacts. In particular, prepare detailed conservation management plans/masterplans for Westlake (rowing course site), Yarralumla Bay, West Basin, Attunga Point/Stirling Ridge and Kingston foreshore as part of the detailed design development for these precincts. These will form the basis for the assessment of any proposed impacts upon the	High	As required



Policies	Actions	Priority	Timing
	heritage values.		
4.2 Engage appropriate experts to advise on potential impacts on heritage values, decisions or designs affecting the heritage values of the Study Area, and to assist in the resolution of heritage conservation issues.	4.2.1 Maintain a list of experienced heritage advisors who can assist the NCA with specific heritage advice or research relating to the Study Area.	Medium	By 2011
4.3 Develop the capacity of NCA staff and contractors to manage the heritage values of the Study Area.	4.3.1 Develop the capacity of NCA staff to appropriately manage Indigenous heritage values, in consultation with stakeholder communities. Explore opportunities for the provision of appropriate Indigenous heritage and cross-cultural awareness training for relevant personnel.	Medium	By 2014
	4.3.2 Provide training opportunities for relevant staff to build capacity in heritage management, particularly in the philosophy and practice of cultural landscape management, heritage significance assessment, and heritage impact assessment.	Medium	By 2014
	4.3.3 Develop heritage management guidelines to assist contractors and Service Contract administrators, in the areas suggested in the specific policies.	High	By 2011
	4.3.4 Continue to undertake and foster research into the heritage values of the Study Area, as a basis for refining future understanding and management for the benefit of the national community.	Low	By 2019
4.4 Should new research or physical evidence be discovered which has implications for the heritage values of the Study Area, the implementation of the HMP may need to be reviewed or re-assessed (as set out in 5 below).	4.4.1 The heritage value of newly discovered physical evidence within the Study Area, such as an unforeseen archaeological site, must be assessed prior to making decisions about its future management.	High	As required
5 Documentation, Monitoring and Review			
5.1 Review and update the Lake Burley Griffin and Adjacent Lands HMP every five years, in compliance with s341X of the EPBC Act.	5.1.1 Review and update the HMP every five years or following any major change in circumstance, including changes to the management structure, impacts from natural disaster or to take account of significant new information or research.	Medium	By 2014
5.2 Collate all monitoring data annually, as required by this HMP, as a basis for reporting on the implementation of the HMP and monitoring the condition of the values, in compliance with the EPBC Act.	5.2.1 Use annual reporting on the implementation of the HMP to review the guidelines set out in this HMP for priority and timing of actions. Priorities should be re- assessed in any review following the definitions set out in this HMP—that is highest priority should be attributed to actions which alleviate or mitigate key risks to the heritage values (as set out in the definitions at the beginning of this section).	High	Annually
5.3 The condition of the identified	5.3.1 Use the annual collation of monitoring data to	Medium	By 2014



Policies	Actions	Priority	Timing
heritage values of the Study Area should be monitored and re-evaluated as part of the five-yearly review of the HMP.	identify trends against the condition of values described in this HMP.		
	5.3.2 Ensure that any review of the HMP responds to and addresses trends revealed in monitoring data by refining management techniques accordingly.	Medium	By 2014
5.4 Manage sensitive information and documentation about Indigenous heritage values and places appropriately.	5.4.1 Do not make sensitive or confidential information about Indigenous heritage values or places public without the consent of appropriate stakeholders.	High	Immediately
5.5 Maintain records of works, intervention and maintenance in the Study Area.	5.5.1 As a minimum, record the nature and outcomes of works, interventions and maintenance on the NCA register of places of Commonwealth value, as required by the EPBC Act.	Medium	As required
	5.5.2 Existing elements of heritage value should be recorded to appropriate archival standard prior to any intervention or major works that will alter the place.	Medium	As required
6 Stakeholder Consultation and Involvement			
6.1 Develop and follow a formal consultation plan or protocol for liaison with appropriate Indigenous stakeholders regarding the management of Indigenous sites and heritage values.	6.1.1 Identify relevant Indigenous stakeholders, develop a consultation plan or protocol and meet with them on a regular basis.	High	By 2011
	6.1.2 Encourage appropriate participation of Indigenous stakeholders in management of Indigenous cultural heritage values.	Medium	As required
6.2 Continue to convene the Lake Burley Griffin Users Group.	6.2.1 Continue to consult regularly with lake users to promote equitable and appropriate recreation opportunities for the community.	High	Immediately
6.3 Recognise the strong community attachment to the heritage values of the Study Area through regular liaison on proposals affecting the future uses and development of the place.	6.3.1 Recognise and consult with stakeholders with an interest in the former Westlake settlement site, on any proposals which may affect the future of the place.	High	As required
	6.3.2 Recognise and consult with individuals who have had a significant role in creating and caring for the lake in the past, on proposals affecting future developments, interpretation and management of the heritage values of the place.	High	Annually
	6.3.3 Consult the local Canberra community regularly on the management of the Study Area. Consider holding an annual stakeholder forum to update the community on proposals affecting the Study Area.	High	As required
	6.3.4 Consult more broadly on proposals with the potential to impact on the National heritage values and national cultural and symbolic significance of the Study Area.	High	As required



Policies	Actions	Priority	Timing
<p>6.4 Maintain regular liaison with the ACT government on the management of the heritage values of the Study Area: in particular seek to develop a collaborative approach to the management of natural values of the Study Area.</p>	<p>6.4.1 Convene an annual forum of ACT government and NCA officials to develop a formal agenda for the development of collaborative management of natural values.</p>	<p>High</p>	<p>Annually</p>
<p>6.5 Maintain regular liaison with the Department of the Environment, Water, Heritage and the Arts regarding the management of Commonwealth and National Heritage values of the Study Area.</p>	<p>6.5.1 Seek informal comment from the Department of the Environment, Water, Heritage and the Arts on any proposals which have the potential to impact on the heritage values of the Study Area, as part of the decision making process to assess the significance of impacts.</p>	<p>High</p>	<p>As required</p>

4.0 Specific Policies for the Dam and Bridges

The following tables identify key heritage management policies and actions for the dam and bridges component of the Lake Burley Griffin Study Area. These specific policies and actions provide detailed management frameworks for the range of places identified in the Study Area. The effective implementation of both the general and specific policies will ensure that the NCA meets its obligations under the EPBC Act to conserve the heritage values of the Lake Burley Griffin Study Area. Priorities and timing are defined at the beginning of Section 3.0.



Component 1 Kings Avenue Bridge



Heritage Values	Commonwealth Heritage Values—A, B, C, E, F, G, H
Attributes	The distinctive 'slim line', designed form of the bridge and its approaches, including its railings with strip lighting, the spacing of its piers, the colour of the precast concrete.
Management Issues, Condition and Integrity	<p>Metal reflectors are corroded, pitted and dull, and have suffered from some vandalism (see photograph below).</p> <p>The vegetation on the approach to the bridge, close to Bowen Drive (see photograph below), needs to be managed to prevent erosion caused by pedestrian disturbance. Pedestrian access to the approaches requires improvement through improved species selection, fencing and a paved pedestrian route.</p> <p>As the bridge receives a good deal of pedestrian traffic, this provides an ideal opportunity to provide interpretation of the heritage values of the bridge and the Study Area.</p>



Metal reflectors on Kings Avenue Bridge (note pitting due to thrown rocks)



Kings Avenue Bridge piers



Approach to the bridge viewed from Bowen Drive, showing erosion



Component 1

Kings Avenue Bridge

Policies	Actions	Priority	Timing
Heritage Conservation			
C1-1 Maintain the structural and design integrity of the bridge and its approaches, to ensure its long-term conservation as an integral aspect of the heritage values of the designed landscape of the Lake Burley Griffin Study Area.	C1-1.1 Clean metal reflectors annually—seek expert advice on appropriate cleaning methods/products for anodized aluminium to ensure cleaning does not inadvertently promote corrosion.	Medium	Annually
	C1-1.2 Maintain strip lighting in the bridge railings in good working order.	Medium	Annually
	C1-1.3 Maintain the white colour of the concrete of the bridge, which is important because of its reflective qualities. Seek expert advice on appropriate cleaning methods/products for the concrete if required.	Medium	Annually
	C1-1.4 Maintain railings in good order to prevent cumulative degradation through corrosion—seek expert advice on appropriate cleaning methods/products for anodized aluminium to ensure cleaning does not inadvertently promote corrosion.	Medium	By 2011
	C1-1.5 Undertake regular monitoring of the structural integrity of the bridge and the conservation of its component materials to identify areas where corrective or preventative action may be required to delay degradation of materials.	Medium	Annually
	C1-1.6 Remove weeds such as brambles from the Bowen Drive approach to the bridge. Replant with appropriate erosion controlling species.	High	Immediately
	C1-1.7 Determine whether fencing or a pedestrian pathway is required to resolve the issue of adverse impacts on the vegetation and appearance of the approaches on both sides of the bridge, but particularly the Bowen Drive approach. Improve pedestrian access to the eastern side of the bridge.	Medium	By 2014
C1-2 Conserve important views from the Commonwealth Avenue Bridge.	C1-2.1 Ensure that the important views from the bridge are conserved. Ensure that any development proposed in the viewshed of the bridge, including the areas of Albert Hall, Stirling Ridge/Attunga Point and West Basin is assessed in terms of its potential to impact on the views from the bridge.	High	As required
Interpretation			
C1-3 Interpret the heritage values of the bridge in the context of the Lake Burley Griffin	C1-3.1 Determine appropriate locations on or near the bridge to install interpretive media. Use the bridge as a node for the location of low-key interpretive media.	Low	By 2014



Component 1 Kings Avenue Bridge

Policies	Actions	Priority	Timing
Study Area.	C1-3.2 Deliver key messages about the heritage values of the bridge and its setting on Lake Burley Griffin, including the engineering values of the bridges and the lake and the history of their design and construction.	Low	By 2014
	C1-3.3 Interpretation around Lake Burley Griffin should feature a consistent and distinctive graphic style to be integrated into an interpretive trail around the lake.	Medium	As required

Stakeholder Consultation and Involvement

C1-4 Consult with stakeholder communities when change is proposed which might affect the heritage values of the bridge.	C1-4.1 Seek the input of those involved in the design and construction of the dam and bridges in major decisions about their future management	Medium	As required
	C1-4.2 Undertake an oral history program to record the memories of those individuals involved in the design and construction of the dam and bridges.	High	By 2014

LAKE BURLEY GRIFFIN

Component 2 Commonwealth Avenue Bridge



Attributes The elegant, designed form of the bridge, including its slim octagonal piers, spaced to provide views to West Basin, aluminium railings with strip lighting, the white colour of the precast concrete and the Waterloo Bridge stones.

Heritage Values Commonwealth Heritage Values—A, B, C, E, F, G, H

Management Issues, Condition and Integrity This bridge appears well maintained. This bridge provides some of the most important views of Lake Burley Griffin, including surrounding near and distant topography, to both pedestrians and motorists.¹ Enhanced pedestrian access, interpretation and viewing areas could take better advantage of these qualities.

The view corridors need to be managed and conserved.

The bridge provides an ideal opportunity to provide interpretation of the heritage values of the bridge and its setting on Lake Burley Griffin.



Commonwealth Avenue Bridge in the Parliamentary Triangle



The National Museum behind Commonwealth Avenue Bridge



National Library and Commonwealth Avenue Bridge



Component 2 Commonwealth Avenue Bridge

Policies	Actions	Priority	Timing
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Heritage Conservation

<p>C2-1 Maintain the structural and design integrity of the bridge and its approaches, to ensure its long-term conservation as an integral aspect of the heritage values of the designed landscape of the Lake Burley Griffin study Area.</p>	<p>C2-1.1 Maintain the white colour of the concrete of the bridge—seek expert advice on appropriate cleaning methods/products for the concrete if required.</p>	Medium	Annually
	<p>C2-1.2 Maintain strip lighting in the bridge railings in good working order.</p>	Medium	Annually
	<p>C2-1.3 Maintain railings in good order to prevent cumulative degradation through corrosion—seek expert advice on appropriate cleaning methods/products for anodized aluminium to ensure cleaning does not inadvertently promote corrosion.</p>	Medium	By 2011
	<p>C2-1.4 Undertake regular monitoring of the structural integrity of the bridge and the state of conservation of its component materials to identify areas where corrective or preventative action can be taken to delay degradation of materials.</p>	Medium	Annually
	<p>C2-1.5 Maintain good pedestrian and cycling access to the bridge, including good directional signage and links to pedestrian/cycling routes</p>	Medium	By 2014
<p>C2-2 Conserve and manage the significant views and vistas from the bridge to the surrounding landscape (see Figure 8.15 in the Heritage Assessment).</p>	<p>C2-2.1 Ensure that any new development within the visual catchment (defined in Figure 8.15 in the Heritage Assessment) of the bridge is assessed in terms of its potential for adverse impacts on the significant views from Commonwealth Avenue Bridge.</p>	High	As required

Interpretation

<p>C2-3 Interpret the heritage values of the bridge in the context of the Lake Burley Griffin Study Area.</p>	<p>C2-3.1 Determine appropriate locations on or near the bridge to install interpretive media. Use the bridge as a node for the location of low-key interpretive media.</p>	Low	By 2014
	<p>C2-3.2 Deliver key messages about the heritage values of the bridge and its setting on Lake Burley Griffin, including the engineering values of the bridges and the lake and the history of their design and construction</p>	Low	By 2014
	<p>C2-3.3 Interpretation around Lake Burley Griffin should feature a consistent and distinctive graphic style to be integrated into an interpretive trail around the lake.</p>	Medium	As required

Stakeholder Consultation and Involvement

<p>C2-4 Consult with stakeholder communities when change is proposed which might affect the heritage values.</p>	<p>C2-4.1 Seek the input of those involved in the design and construction of the dam and bridges in major decisions about their future management</p>	Medium	As required
	<p>C2-4.2 Undertake an oral history program to record the memories of those individuals involved in the design and construction of the dam and bridges.</p>	High	By 2014

LAKE BURLEY GRIFFIN

Component 3

Scrivener Dam



Heritage Values

Commonwealth Heritage Values—A, B, C, F, G, H

Attributes

The fish belly, flap gated spillway, which maintains the water level of the dam crucial to the aesthetic values of the lake, and Lady Denman Drive.

Management Issues, Condition and Integrity

Ongoing maintenance of the dam, particularly the fish belly flap gates to ensure their longevity.

A specific management plan for Scrivener Dam is needed for a comparative analysis with international examples, to assess the rarity of the fish belly flap gates and provide conservation management policies for the dam.

Currently there is no interpretation about the dam and its history at either of the two off-road lookouts, close to the dam.



Scrivener Dam



Boom gate upstream of the dam wall



Bridge crossing above dam wall



Component 3 Scrivener Dam

Policies	Actions	Priority	Timing
Heritage Conservation			
C3-1 Maintain the structural and design integrity of the dam, to ensure its long-term conservation as an integral aspect of the heritage values of the Lake Burley Griffin Study Area.	C3-1.1 Undertake a management plan for Scrivener Dam which provides specific guidance on the long-term management of the dam.	High	By 2011
	C3-1.2 Continue to maintain the dam infrastructure to a high standard.	Medium	Annually
	C3-1.3 Conserve and maintain the fish belly flap gates as an important means to control the water level to the 1825 ft contour.	High	Annually
	C3-1.4 Should the flap gates require replacement or works, ensure alternative means of maintaining water levels are in place.	High	As required
	C3-1.5 Undertake regular monitoring of the structural integrity of the dam and the state of conservation of its component materials to identify areas where corrective or preventative action may be required to delay degradation of materials.	Medium	Annually
Interpretation			
C3-2 Interpret the heritage values of the dam and Lake Burley Griffin.	C3-2.1 Install interpretive media at the two lookouts related to the dam.	Medium	By 2014
	C3-2.2 Deliver key messages about the heritage values of the bridge and its setting on Lake Burley Griffin, including the engineering values of the dam and the lake, and the history of their design and construction.	Medium	By 2014
	C3-2.3 Interpretation around Lake Burley Griffin should feature a consistent and distinctive graphic style to be integrated into an interpretive trail around the lake.	Medium	As required
Stakeholder Consultation and Involvement			
C3-3 Consult with stakeholder communities when change is proposed which might affect the heritage values.	C3-3.1 Seek the input of those involved in the design and construction of the dam and bridges in major decisions about their future management.	Medium	As required
	C3-3.2 Undertake an oral history program to record the memories of those individuals involved in the design and construction of the dam and bridges.	High	By 2014

4.1 Endnotes

¹ The views from Commonwealth Bridge are mapped in Figure 8.15 in the Godden Mackay Logan, June 2007, Lake Burley Griffin Heritage Assessment, report to the National Capital Authority.

5.0 References

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- National Capital Planning Authority, 1995, *Lake Burley Griffin Management Plan*, published by NCPA, Commonwealth of Australia.

6.0 Appendices

Appendix A

Summary of Stakeholder Issues

Appendix A: Summary of Stakeholder Issues¹

To identify stakeholder issues for this Heritage Management Plan (HMP) a web-based questionnaire was undertaken during Stage 1 of the project (development of the Heritage Assessment); and a Stakeholder Information Session was held on 13 August 2007, for Stage 2 of the project (development of the Heritage Management Plan).

The issues from the Stage 1 Questionnaire and the Stakeholders Information Session have been summarised under six thematic headings.

1. Use/Access
2. Protecting Values
3. Vision for Future
4. Management
5. Interpretation/History
6. Consultation

1 Use/Access

- Managing uses and users to reduce conflicts
- Safe public access
- Limit motorised water craft
- Limit development—in location, height, impact
- Don't over commercialise—but provide more lake-side cafes and snack spots
- Create a more dynamic social environment around parts of the lake to encourage others to use the area
- Allow overnight mooring in the lake
- Lengthen the rowing course
- Make the lake safe for swimming again
- Limit or reduce noise and noisy activities
- Provide an off-leash dog area
- Maintain and extend public cycle and foot paths around the whole of the lake
- Keep sailing, rowing and canoeing
- Infrastructure to support existing users needs review/consultation and flexibility
- Canberra people walk in the Stirling Ridge area

- Support sports—triathlon, rowing, canoeing, sailing but no motor sports
- Maintain quiet, safe environment for passive water sports, ie sailing, canoeing. No motorised craft—waterskiers, jetskis preclude other lake users
- Possible extension of rowing course and impact on existing two peninsulas – especially Yarramundi Reach and Pryor’s Arboretum
- Support small-scale restaurant/kiosks/shelter at West Basin
- Ferry service would be good and carry bikes
- Make sure the lake is accessible for everyone

2 Protecting Values

- Protect the views of the lake from development impacts
- Retain the open vistas along and across the lake
- Retain the parkland feel
- Attract more people to use the lake and its shores
- Keep it just how it is now
- Limit the height of buildings so they don’t intrude
- Protect foreshore trees, bushland areas and other plantings
- Look after the wetland areas
- Protect remaining bush areas like Stirling Ridge
- Protect birdlife and habitat values
- Preservation and enhancement of woodland landscape as setting for Capital Hill
- Conservation of Yellow Box/Red Gum vegetation association
- Appropriate recognition of investment in scientific and cultural values of Pryor’s arboretum
- Maintain the landscape and outlook of the bridges and the dam area
- Importance of Dairy Flat Hill as it terminates lower part of lake—west lake, especially when seen from Lennox Park, plus precinct of Hotel Canberra and Albert Hall, and other important views as you move down southern and northern side of lake, e.g. visual issues are identified in NCDC LBG Policy Plan, 1987
- Need to conserve view looking out and moving around the lake to the peaks of the mountains—not close in the view
- Need to keep view from Regatta Point to top of Stirling Ridge—so the PM Lodge on top of ridge is inappropriate as interrupts views to northern part of lake

- A small wetland area in Orana Bay should be identified as a wetland habitat housing birds, water animals and fish
- Keep the 'natural' areas natural
- Assess heritage value of swimming holes, jetty and pontoons at Yarralumla Bay
- Maintaining the open space of the foreshores is critical to maintaining heritage values
- Retain the serenity and beauty of the lake
- Keep the landscape diversity of the lake and its shoreline
- Protect the water quality of the lake—for users and wildlife

3 Vision for Future

- Maintain a balance of natural, parkland and institutional areas
- Maintain the character of the lake
- Retain some areas as 'undeveloped'
- Keep the entire foreshore open and freely accessible
- More vantage spots to stop and enjoy the ambience and views
- Keep the large open park areas
- Retain the beauty of the lake
- Should have a more central role like the Yarra River in Melbourne and Sydney Harbour
- Need to restore Griffin's vision for Lake foreshores and vistas as symbolising Australia's constitution and democracy
- Awareness of genius of Griffin's plan in providing the whole landscape setting—Central Basin and West Basin especially important
- Ensure the Parliament triangle, including the Lake, is retained as a public landscape and a highly recognisable feature of Canberra
- Need for long term planning/vision—20 years

4 Management

- Need overarching management to replace piecemeal 'bits and pieces' approach
- Impact of Amendments 53, 60, 61, 66 on the whole landscape—short term planning
- Encourage people to get out onto the lake
- Make sure community groups have equitable, shared access
- Reduce weeds and feral fish
- Erosion of the lake shore
- Look after it
- Retain and improve/extend public access
- Keep it clean and well cared for
- Clean up after events
- Protect the lake from pollution and litter
- Manage/reduce water weeds in some areas
- In Central Basin, find ways that people can engage with the lake
- Minimise urban and residential development near the lake shore
- Keep development back from the lake shore
- Link the city to the lake
- Threats include:
 - The proposal to build a pedestrian bridge from the museum to near Lennox Gardens which potentially diminishes the vista across the lake and will have a negative impact on the sailing course
 - Immigration Bridge proposed Acton Peninsula to Albert Hall precinct and impact on Lake landscape
 - The privatising of public space near the lake shore that will lead to loss of open space and access
 - Don't need big monuments to fill up spaces on foreshores
 - Lake 'vibrancy' bad idea—will destroy existing qualities
 - Don't urbanise the Lake foreshores

5 Interpretation/History

- Make sure the history is able to be appreciated
- Further documentation of Ngunnawal/Indigenous burial/ceremonial grounds/sites on Stirling Ridge
- Survey of tracks—past and present on Stirling ridge
- Survey of mining sites including dumps on Stirling Ridge
- Interpretation of elements such as Captain Cook Water Jet etc, Acton Peninsula
- Interpret opening of lake—Australian Rowing Championships April/May 1964
- Need to tell stories about shape of landscape that is Acton Peninsula as it curves around Liversidge Street and shape of West Basin itself—stories of Canberra's first 50 years lost if Western Basin transformed
- Appreciate the historic features such as the Commonwealth Park and its integration with the Lake
- The new interpretation signs are fine but don't overdo interpretation

6 Consultation

- Consult Canberra people before making decisions about the Study Area.
- Take account of the views of the key users of the lake
- Very important for people to talk to each other and compare views
- Consultation—public, open to all

7 Endnotes

- ¹ Derived from Context September 2007, Lake Burley Griffin HMP, Issues from Stakeholders, report to Godden Mackay Logan.

