

National Library of Australia

Heritage Strategy

Heritage Strategy 2024 - 2027

July 2024

Contents

Introduction.....	3
1. Statement of the National Library's objective for management of its heritage place.....	4
2. How the heritage strategy operates within the National Library's corporate planning framework.....	4
3. Positions within the National Library which are responsible for heritage matters.....	5
4. The process for consultation and liaison with other government agencies on heritage matters	6
5. Consultation and liaison with the community on heritage matters	8
6. Process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values.....	9
7. Processes for monitoring, reviewing and reporting on the implementation of the National Library's Heritage Strategy	10
8. The identification and assessment of Commonwealth Heritage values in the National Library's control and management.....	10
8a. The process for identifying and assessing the Commonwealth Heritage values of the National Library's property	10
8b. Program to identify Commonwealth Heritage values.....	11
9. Management of Commonwealth Heritage values	12
9a. Management of the National Library's Heritage Register	12
9b. Development of management plans for the National Library's Commonwealth Heritage Places	13
9c. National Library use of heritage places.....	13
9d. Current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values	13
9e. Ensuring that Commonwealth Heritage values are considered in the National Library's planning for future development, works, divestment or other proposals.....	13
9f. Planning and budgeting for the maintenance and long-term conservation of Commonwealth Heritage values	15
9g. Monitoring and reviewing the National Library's success in conserving Commonwealth Heritage values.....	15
10. Training and Promotion	16
10a. Program for the training of National Library staff.....	16
10b. Program for promoting community awareness of Commonwealth Heritage values.....	16
11. Other Matters.....	17
11a. Management of the National Library property to complement adjacent heritage places.....	17
Appendix 1 – Commonwealth Heritage Management Principles.....	20
Appendix 2 – Table showing compliance with EPBC Act	21

Appendix 3 – Commonwealth Heritage List entry 26

Appendix 4 – Proposals which may affect Commonwealth Heritage values..... 27

Version History

Date	Reviewed/ Actioned By	Version	Action
March 2024	Duncan Marshall, heritage consultant	1	Revised strategy
May 2024	Marika Behr, Director, Building Futures	1.1	Reviewed strategy
July 2024	Maureen Dupree, Assistant Director-General, Property & Sustainability	1.2	Reviewed strategy and provided feedback
July 2024	Dr Marie-Louise Ayres, Director-General	2	Reviewed draft and provided feedback
July 2024	Marika Behr, Director, Building Futures	2.1	Revised draft strategy
August 2024	Dr Marie-Louise Ayres, Director-General	3	Approved strategy

Introduction

The aim of this Heritage Strategy is to achieve the conservation of the cultural heritage significance of the National Library of Australia consistent with the ongoing operation of the place as the home of Australia's national collections and centre for national bibliographic and other services, and as a key component of the National Zone.

This Heritage Strategy is the third version to be prepared for the National Library. The Strategy has been prepared by the National Library in fulfilment of its obligations under section 341ZA of the Environment Protection & Biodiversity Conservation Act 1999 (EPBC Act). The Strategy has also been prepared in the light of the guidelines issued by the then Department of Sustainability, Environment, Water, Population and Communities (2010) (now the Department of Climate Change, Energy, the Environment and Water), and is structured to address the specific requirements of the EPBC Act.

This Strategy meets both the National Library's specific obligations to prepare a Heritage Strategy in relation to the land it manages and provides a strategy to meet its general obligations under the EPBC Act to take no action that has, will have or is likely to have a significant impact on the environment unless approved by the Minister for the Environment and Water. This includes heritage values on adjacent land.

An important point to note about the nature and structure of this Strategy is that it attempts to provide brief strategic directions dealing with each component required in the EPBC Act and Regulations.

The National Library owns or leases five properties in the Australian Capital Territory (ACT), of which only the National Library building in Parkes is assessed as having heritage values (see p. 12). The National Library building is included in the Commonwealth Heritage List.

1. STATEMENT OF THE NATIONAL LIBRARY'S OBJECTIVE FOR MANAGEMENT OF ITS HERITAGE PLACES

Background

The National Library is committed to the conservation of the Commonwealth Heritage values of its building and will reflect this commitment in its corporate planning documents and processes. This strategy, and the Conservation Management Plan (CMP), sets out the National Library's objectives for identification, protection, conservation, presentation and transmission to all generations of the Commonwealth Heritage values of the place.

The National Library's current corporate strategy is the National Library of Australia Corporate Plan 2023–2024. The implementation of the National Library of Australia Corporate Plan is assessed through a performance management system of key performance indicators.

Strategies

- | | |
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| Strategy 1.1 | In its corporate plan the National Library will maintain a high-level commitment to managing the heritage values of the National Library building. |
| Strategy 1.2 | The National Library will reflect its commitment to the appropriate management of the heritage property under its control in the CMP. |

2. HOW THE HERITAGE STRATEGY OPERATES WITHIN THE NATIONAL LIBRARY'S CORPORATE PLANNING FRAMEWORK

Background

The National Library is committed to manage the Commonwealth Heritage values of its building in a manner consistent with the Commonwealth Heritage Management Principles (see Appendix 1). Its corporate planning framework recognises and reflects the National Library's commitment to respect those values.

Strategies

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| Strategy 2.1 | The National Library's corporate planning and budgetary processes will be monitored and amended as necessary to include sound governance arrangements that reflect the National Library's objective to identify, protect, conserve, present and transmit to all generations the Commonwealth Heritage values of the place, and clearly identify and make transparent the programs and budget components that relate to that objective (see also Strategies 1.1 and 1.2). |
|--------------|--|

- Strategy 2.2 The Heritage Strategy is one of the key strategic documents in the corporate planning framework.
- Strategy 2.3 The National Library's Annual Report will include a summary of projects and funding provided for:
- the maintenance and conservation of Commonwealth Heritage values.
 - heritage studies, management planning and other activities relating to Commonwealth Heritage values.

3. POSITIONS WITHIN THE NATIONAL LIBRARY WHICH ARE RESPONSIBLE FOR HERITAGE MATTERS

Background

The following table identifies the National Library personnel responsible at different levels for identifying and managing heritage values, for works decisions, approvals and actions, and for implementing, reviewing and monitoring the strategy and reporting to the Minister for the Environment and Water.

Table 1: Positions within the National Library with heritage-related responsibilities

Position	Function in relation to the Heritage Strategy
Library Council	<ul style="list-style-type: none"> Provides policy direction and overview as set out in the <i>National Library Act 1960</i>.
Director General	<ul style="list-style-type: none"> Executive responsibility for approving planning, works and program budgets. Responsible for mediating conflicts arising between managing for heritage values and management for other purposes (Strategy 6.3).
Executive Group (Director General; Assistant Directors General (x 4) for: Collection; Engagement; Collaboration; Property and Sustainability; the Chief Information Officer; and the Chief Operating Officer).	<ul style="list-style-type: none"> Provides strategic and operational leadership, responsible for budget overview, development and monitoring of policies and objectives, coordinates activities across organisation, and has a key role in management decisions covered by the Heritage Strategy.
Assistant Director General, Property and Sustainability	<ul style="list-style-type: none"> Responsible for approving the budget for Facilities and Security, Collection Storage and Capital Works. Responsible for approving heritage-related input in the Annual Report. Responsible for maintenance and building infrastructure works budgeting and overview. Responsible for managing the implementation, monitoring and review of the

Position	Function in relation to the Heritage Strategy
	<p>Heritage Strategy.</p> <ul style="list-style-type: none"> Responsible for managing the implementation, monitoring and review of the CMP.
Assistant Director General, Engagement	<ul style="list-style-type: none"> Responsible for public programs presenting and transmitting Commonwealth Heritage values to all generations. Responsible for reading room and stack services, and their use by readers.
Chief Operating Officer	<ul style="list-style-type: none"> Responsible for preparing the Annual Report and corporate plan.
Assistant Director General, Collection	<ul style="list-style-type: none"> Responsible for collections of national heritage significance, reading room and stack services and their use by readers.
Director, Facilities and Security	<ul style="list-style-type: none"> Responsible for monitoring the condition of the building and the maintenance budget program. Responsible for developing procedures to comply with EPBC Act. Responsible for commissioning expert heritage advice. Responsible for ensuring community consultation is implemented as needed. Responsible for ensuring appropriate liaison with Commonwealth and Territory agencies on heritage matters occurs. Responsible for management of the Heritage Register. Responsible for day-to-day heritage management support including advice to other National Library staff, liaison with the Department of Climate Change, Energy, the Environment and Water, and the National Capital Authority. Contact point for heritage issues.
Building Manager	<ul style="list-style-type: none"> Responsible for day-to-day management of National Library assets. Responsible for detailed maintenance works decisions. Responsible for planning and execution of minor building works.

Strategies

Strategy 3.1

The National Library will ensure that those occupying all positions with responsibility for heritage matters identified in Table 1 are made aware of those responsibilities.

- Strategy 3.2 The Director, Facilities and Security will be identified within the National Library as the single initial point of contact for heritage matters.

4. THE PROCESS FOR CONSULTATION AND LIAISON WITH OTHER GOVERNMENT AGENCIES ON HERITAGE MATTERS

Background

The National Library building is owned by the Commonwealth and is in a Designated Area on National Land within the Central National Area, and its planning (at least for external fabric and changes) is controlled by the National Capital Authority. The ACT Government has no planning authority over the place, and its *Heritage Act 2005* does not apply.

Hence the only legislation that applies to the National Library is that of the Commonwealth. In relation to the heritage values of the places, the relevant legislation is:

- *Environment Protection & Biodiversity Conservation Act 1999.*
- *Aboriginal and Torres Strait Islander Heritage Protection Act 1984.*

Both Acts are administered by the Department of Climate Change, Energy, the Environment and Water.

The land vested in the National Library with heritage values (Block 4 Section 27 Parkes) is limited to the footprint of its building and its podium, a small sealed service area at the LG2 level, an unnamed access road off King Edward Terrace, and small extensions to contain landscaping features and services venting to the west and north. It does not include any undisturbed land.

The National Capital Authority is both the planning and development control agency for external works affecting the National Library building, and the manager of the immediately adjacent land surrounding the building, including the forecourt, fountain and landscape as part of the address court for the building, the major carpark to the south, and other landscape areas surrounding the building.

The National Library ensures it undertakes appropriate consultation with the Department of Climate Change, Energy, the Environment and Water in relation to any operations involving heritage and environmental issues.

The National Library will include the ACT Heritage Council in its list of government stakeholders, as a matter of courtesy.

Strategies

- Strategy 4.1 The National Library will consult with the Minister for the Environment and Water or their delegate as required under the EPBC Act, in particular:
- with regard to the CMP (s341S).

- with regard to actions that have, will have or are likely to have a significant impact on the National Library building as a Commonwealth Heritage place (s341ZC).

Strategy 4.2 The National Library will consult with the Australian Heritage Council regarding its Heritage Strategy, if it is substantially revised, before submitting it to the Minister for the Environment and Water as required under s341ZA of the EPBC Act.

Strategy 4.3 The National Library may consult informally with the Department of Climate Change, Energy, the Environment and Water regarding its Heritage Strategy, CMP and actions that it considers have, will have or are likely to have a significant impact on the building as a Commonwealth Heritage place, noting that such consultation is not formally required under the EPBC Act.

Strategy 4.4 The National Library will consult with the National Capital Authority as the manager of immediately adjacent land having heritage values (as part of the Parliament House Vista listing and as the setting for the building). The purpose of this consultation will be to achieve sympathetic conservation management which is, where operationally feasible, consistent with the high standards established by the EPBC Act.

5. CONSULTATION AND LIAISON WITH THE COMMUNITY ON HERITAGE MATTERS

Background

Consultation with the community, including First Nations stakeholders, is required where changes to the place potentially impact on community interests. Consultation was undertaken in the preparation of the 2012 version of the CMP. The strategies identify the ongoing process for consultation and liaison with the community on heritage matters. The people, groups and organisations consulted during the preparation of the CMP are identified in the CMP.

The Built Infrastructure Program Board (BIPB) plays a key role regarding consultation as it includes representatives from all major internal stakeholder groups. The BIPB reviews all major works. A Minor Works Proposal template has been prepared and endorsed by the BIPB for all works which will impact building fabric. This form triggers internal consultation about impacts on heritage values.

Strategies

- Strategy 5.1 Where changes are proposed involving the National Library building or the land surrounding it (including if the lease area is extended), consultation will be guided by current national standards, namely:
- Commonwealth Heritage Management Principles.
 - The provisions in Ask First, a guide to respecting Indigenous heritage places and values (Australian Heritage Commission 2002) for Indigenous heritage places.
 - Article 26.3 of the Burra Charter (Australia ICOMOS 2013) for cultural heritage places including both Indigenous and historic places.
- Strategy 5.2 The National Library will continue to implement a procedure for triggering and facilitating consultation.

6. PROCESS FOR RESOLUTION OF CONFLICT ARISING FROM THE ASSESSMENT AND MANAGEMENT OF COMMONWEALTH HERITAGE VALUES

Background

There are at least two categories of conflict that may arise regarding heritage values and management within the National Library. These are:

- determining whether a heritage value exists or not.
- between managing heritage values and managing for other purposes.

It is noted that some conflicts may be irreconcilable.

In finding solutions to conflicts, it is important to bear in mind the obligation under s.341ZC of the EPBC Act not to take an action that has an adverse impact on the Commonwealth Heritage values unless there is no feasible and prudent alternative, and all reasonable measures are taken to limit the impact. Depending on the possible impact involved, the issue may also be an action that is subject to approval (by virtue of s.26 or s.28) under the EPBC Act.

Strategies

- Strategy 6.1 To help avoid or resolve potential conflict, where an issue requires clarification of heritage values or policies, the National Library will ensure that it seeks relevant expert opinion.
- Strategy 6.2 Any conflict arising from the assessment or management of the place should be resolved through the CMP, or where the management plan does not deal with the issue, by seeking advice from relevant heritage

experts, the Department of Climate Change, Energy, the Environment and Water or Australian Heritage Council (under s.5(h) of the Australian Heritage Council Act 2003) and referring to the Burra Charter.

Strategy 6.3

If a conflict arises between managing heritage values and managing for other purposes, the process for resolving this will involve:

- reference to the obligations imposed on the National Library by its Act.
- reference to the obligations imposed on the National Library by the EPBC Act.
- reference to the relevant standard heritage industry guidelines such as the Burra Charter.
- seeking advice from relevant heritage experts, the Department of Climate Change, Energy, the Environment and Water or Australian Heritage Council (under s.5(h) of the Australian Heritage Council Act 2003).

If this does not resolve the conflict, a mediation process will be initiated involving relevant heritage conservation experts and the manager/decision-maker(s) proposing the conflicting management actions. The mediator will be the Director-General or their nominee.

7. PROCESSES FOR MONITORING, REVIEWING AND REPORTING ON THE IMPLEMENTATION OF THE NATIONAL LIBRARY'S HERITAGE STRATEGY

Background

This is the third Strategy for the National Library. The Strategy must be reviewed every three years, and the review must consider the range of matters specified in s10.03F of the EPBC Amendment Regulations 2003. A checklist indicating compliance with the EPBC requirements is included in Appendix 2.

Strategies

Strategy 7.1

The implementation of the National Library's Heritage Strategy will be monitored in the three-yearly review of the Strategy in accordance with ss341ZA (5) and (6) of the EPBC Act, which will monitor and evaluate the National Library's performance on all elements of the Strategy. The review will be initiated and directed by the Chief Operating Officer. A report on the review will be provided to the Minister for the Environment and Water in accordance with the EPBC Act.

Strategy 7.2 This strategy will be subject to its next review in 2027, in accordance with ss341ZA(5) of the EPBC Act.

8. THE IDENTIFICATION AND ASSESSMENT OF COMMONWEALTH HERITAGE VALUES IN THE NATIONAL LIBRARY'S CONTROL AND MANAGEMENT

8a. The process for identifying and assessing the Commonwealth heritage values of the National Library's property

Background

The National Library has identified and assessed the places under its current (2024) control to determine any heritage values they may have.

Land and buildings owned by the National Library:

- Block 4 of Section 27, Parkes, and the building upon it (the National Library building).
- An off-site storage facility at the corner of Tralee Street and Monaro Highway in Hume (Block 21 Section 1) completed in 2006. The site has no identified heritage values.

Land and buildings leased by the National Library:

- Hume Annexe - off-site collection storage facility at 64 Shepard Street, Hume. The site has no identified heritage values.
- National Archives of Australia – a portion of the building is leased for offsite storage until June 2026.
- Off-site office accommodation at 6 National Circuit, Barton, ACT – 3-year lease during ongoing building works at the main building.

Of these, only the National Library building at Block 4 of Section 27, Parkes is assessed as having heritage values. The remaining buildings are functional warehouse structures or office buildings of relatively recent design and are not assessed by the National Library's heritage advisors as having any heritage values in relation to their history, design or associations.

The heritage values of the National Library building were assessed by analysing its history, the physical and associational attributes of the place, its design and aesthetic values, and its social and scientific values. The assessment is summarised in the Statement of Significance in the CMP.

A report was submitted to the then Minister for the Environment in compliance with Schedule 7C2(b)(iii) of the EPBC Regulations at the time the CMP was submitted in 2012.

Although the National Library's property holdings have increased since the 2012 assessment, none of the new properties are assessed as having Commonwealth Heritage values. However, the assessment of the heritage values of the National Library's main building will be reviewed as part of the update of the CMP, which will also be used to update the Heritage Register.

8b. Program to identify Commonwealth heritage values Background

The National Library completed its program for the identification of Commonwealth Heritage values of its existing buildings in 2012, resulting in the development of a CMP for the building. The CMP also incorporates policies relating to collections which make up part of the significance of the place.

The National Library will continue to re-assess the Commonwealth Heritage values of the building as part of the monitoring and review process for the CMP (see strategies 7.1 and 7.2). The National Library building is included in the Commonwealth Heritage List (see Appendix 3).

Strategies

Strategy 8b.1 The National Library will review the heritage values, including the Commonwealth Heritage values, of the building when the Heritage Strategy and CMP are reviewed; or where annual monitoring or an unforeseen discovery demonstrates that values are inadequately identified.

Strategy 8b.2 If the National Library acquires new property, it will specify a practicable period (ideally six months) within which it will undertake an assessment of the possible heritage values of the property (in accordance with s. 341ZB (3) and 341Z of the EPBC Act).

An experienced heritage practitioner will assess possible heritage values of the place.

If heritage values are identified, a new record will be created in the National Library's Heritage Register, and the results of an assessment will be reported in the Heritage Strategy and Annual Report.

If the assessment identifies Commonwealth Heritage values, the values will be included in the Heritage Register and the Minister for the Environment and Water notified.

The Director, Facilities and Security, is responsible for implementing this strategy.

9. MANAGEMENT OF COMMONWEALTH HERITAGE VALUES

9a. Management of the National Library's Heritage Register Background

The National Library manages one property with heritage values, the main building in Parkes, ACT. The Heritage Register information for that property is consistent with the EPBC Regulations (10.03G(2)).

Strategies

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| Strategy 9a.1 | The Heritage Register will be published on its website. |
| Strategy 9a.2 | The Heritage Register is managed by the Director, Facilities and Security. |
| Strategy 9a.3 | When the CMP is reviewed (in accordance with the EPBC Act s.341X), the Heritage Register data will also be reviewed and updated as necessary. |

9b. Development of management plans for the National Library's Commonwealth Heritage places

Background

A management plan was completed in 2012 and a revised version prepared in 2017.

Strategies

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| Strategy 9b.1 | The CMP will be reviewed every 5 years and updated if required, in accordance with s.341X of the EPBC Act. The review will include an assessment of the effectiveness of the plan in protecting and conserving values (EPBC Amendment Regulations, Schedule 7A, clause (k)). |
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9c. National Library use of heritage places Background

The National Library building is actively used for the development, curation and preservation of the National Library's collections, and the provision of National Library services.

Strategies

- Strategy 9c.1 The CMP and its revisions will consider the existing and any proposed use of the place and its policies and strategies used to resolve any conflict with heritage values.

9d. Current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values

Background

The National Library has identified a range of new building projects that may affect Commonwealth Heritage values (see Appendix 4). These will be considered when reviewing and/or revising the CMP, consistent with the Strategy below.

Strategies

- Strategy 9d.1 Current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values will be considered when reviewing and/or revising the CMP.

9e. Ensuring that Commonwealth heritage values are considered in the National Library's planning for future development, works, divestment or other proposals

Background

The CMP is the key vehicle for ensuring the values of Commonwealth Heritage places are considered when planning for future development, works, divestment or other proposals.

Should the National Library ever dispose of heritage places it owns, s.341ZE of the EPBC Act applies, and the National Library will ensure that a covenant in any sale or lease contract is included to protect the heritage values, or by other means.

These provisions are in addition to the formal advice and approvals which may be required under the EPBC Act.

Strategies

- Strategy 9e.1 The Built Infrastructure Program Board reviews project proposals which might impact on heritage values of the building and applies policies and strategies from the CMP. Or the Director, Facilities and Security will trigger strategies 9e.3 and 9e.4 to ensure that Commonwealth Heritage values are given due weight in the National Library's planning activities.

- Strategy 9e.2 The CMP and any revisions will consider Commonwealth Heritage values in planning for future development, works, divestment or other proposals.
- Strategy 9e.3 If future development, works, divestment or other proposals arise and the CMP provides insufficient guidance, the existing plan will be reviewed and updated to guide the proposal. Where the timeframe for action precludes preparation/revision of the plan (as in the case of emergency stabilisation works), a process paralleling Strategy 6.3 will be followed.
- Strategy 9e.4 If the National Library disposes of a Commonwealth Heritage place it owns by sale or lease, it will take action to ensure future conservation of the heritage values of the place by covenant or other means, as required in s.341ZE of the EPBC Act.
- Strategy 9e.5 The National Library will take no action that has an adverse impact on the place's heritage values unless there is no feasible and prudent alternative, and all reasonable steps are taken to minimise the adverse impact in accordance with s.341ZC of the EPBC Act.
- Strategy 9e.6 All major projects will be subject to heritage impact assessments by relevant heritage experts. Minor works will be assessed to identify any potential impacts to heritage values.

9f. Planning and budgeting for the maintenance and long-term conservation of Commonwealth Heritage values

Background

At a detailed level, annual capital and maintenance planning will be guided by the CMP, the BCSMP and the Strategic Asset Management Plan. The National Library's BIPB governance process will factor in any conservation objectives for works (as identified in Strategies 9e.1-4) that require funding and planning over and above standard operational needs. Clear identification of heritage conservation-related work in building infrastructure projects will assist in the monitoring and reporting of the implementation of the Heritage Strategy.

The annual reporting of funding for maintenance work is dealt with at Strategy 2.3. Monitoring and review of budgets is dealt with in Strategy 7.1

Strategies

- Strategy 9f.1 The CMP will be referenced when programming maintenance and building infrastructure works.
- Strategy 9f.2 Building infrastructure works are included in the 10-year BCSMP, and maintenance or conservation of Commonwealth Heritage values will be identified in relevant project proposals. The works will be costed and prioritised with regard to operational and conservation requirements. The Heritage Register will be updated as required to include reference to relevant project documentation.

9g. Monitoring and reviewing the National Library's success in conserving Commonwealth Heritage values

Background

The primary vehicle for monitoring the success in conserving Commonwealth Heritage values will be through reviews of the Heritage Strategy and the CMP, in particular:

- the requirement for monitoring and reporting on the condition of values in the management plan (EPBC Amendment Regulations, Schedule 7A, clause (h)(ix)).
- the review of the CMP every 5 years which includes an assessment of the effectiveness of the plan in protecting and conserving values (EPBC Amendment Regulations, Schedule 7A, clause (k)).

Strategies

- Strategy 9g.1 The results of Heritage Strategy and CMP reviews will be provided to the Minister for the Environment and Water as required by the EPBC Act. This will include information about the effectiveness of documents and processes they promote in protecting and conserving heritage values.

10. TRAINING AND PROMOTION

10a. Program for the training of National Library staff Background

The National Library will provide its staff with appropriate training in heritage awareness and responsibilities.

Strategies

- Strategy 10a.1 The National Library will introduce a heritage awareness and information training program for key staff. Personnel occupying the

positions directly responsible for heritage matters will receive, as necessary, awareness training at least every three years, providing an overview of Commonwealth heritage obligations and best practice heritage management.

Strategy 10a.2 Other staff generally responsible for heritage matters (including those listed in Table 1, p. 6) will receive presentations about the National Library's heritage values and responsibilities, and Commonwealth heritage obligations. This process will be repeated at least every three years. Relevant heritage obligations will be summarised as part of any presentation to the Executive Group seeking decisions impacting on heritage values of the place.

Strategy 10a.3 A heritage awareness component will be included in the general induction training for all staff joining the National Library.

10b. Program for promoting community awareness of Commonwealth Heritage values

Background

The CMP gives direction for the interpretation of the significance of the National Library building.

Strategies

Strategy 10b.1 The National Library will continue to include information about the building's heritage values in its public programs. The content of this information will be developed and/or updated on an ongoing basis and will be reviewed formally with the Heritage Strategy every three years.

11. OTHER MATTERS

11a. Management of National Library Property to compliment adjacent heritage places

Background

The National Library building is located within the heritage listed 'Parliament House Vista', which incorporates the National Zone, and has a planning and landscape relationship with the High Court of Australia and the National Gallery of Australia, as well as the significant Lake Burley Griffin landscape.

The policies in the CMP ensure that the building and immediate surrounds under the control of the National Library maintain their integrity and condition as built elements sympathetic to adjacent heritage areas (i.e. presenting the National Library in a way that reflects the heritage setting), and also sympathetic to the wider heritage values of the National Zone by contributing to its historical, symbolic and landscape values. A similar

obligation lies with the National Capital Authority to ensure that the management of the adjacent areas respects the heritage values of the larger area and those of the National Library building's own setting.

Strategies

- Strategy 11a.1 The National Library will consider the impact of decisions about its building on the heritage values of adjacent areas. The impact of external works, maintenance, ancillary activities and support structures will be assessed with values of adjacent areas in mind.
- Strategy 11a.2 The National Library will liaise with the National Capital Authority to encourage appropriate sympathetic management of the surrounds and setting of the building to conserve the heritage values of both the National Library building and the National Zone as a whole.

Appendix 1 – Commonwealth Heritage Management Principles

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

Appendix 2 – Table showing compliance with EPBC Act

HERITAGE STRATEGIES

Environment Protection and Biodiversity Conservation Act 1999

Section 341ZA Heritage Strategies	
Legislation	Comment
(1) If a Commonwealth agency owns or controls one or more places, the agency must:	See 8a in Heritage Strategy
(a) prepare a written heritage strategy for managing the places to protect and conserve their Commonwealth Heritage values; and	processes satisfied by the submission process for this Heritage Strategy
(b) give a copy of the strategy to the Minister;	as above
as soon as practicable and in any event within 2 years after the later of:	as above
(c) the time the agency first owns or controls a place; and	as above
(d) the commencement of this section.	as above
Note: the heritage strategy will apply to every place the agency owns to controls.	as above
(1A) Before making a heritage strategy, the Commonwealth agency must consult the Australian Heritage Council and take into account any advice the agency receives from the Council.	as above
(2) The Commonwealth agency may, in writing, amend the heritage strategy or revoke and replace the heritage strategy. The Commonwealth agency must give the Minister a copy of the amended or replacement strategy within 20 business days of the amendment or replacement.	as above
(3) A heritage strategy must:	
(a) mention the period within which the Commonwealth agency must make a plan under section 341S; and	see 9b in Heritage Strategy
(b) mention the period within which the Commonwealth agency must do the things mentioned in subsection 341ZB(1); and	see 8a, 9a, 9b in Heritage Strategy
(c) address the matters prescribed by the regulations (if any); and	
(d) not be inconsistent with the Commonwealth Heritage management principles.	Minister's judgment pending submission
(4) The Minister must advise the Commonwealth agency whether or not the agency's heritage strategy (whether original, amended or replacement) is inconsistent with the Commonwealth Heritage management principles.	Minister's judgment pending submission
(5) At least once in every 3-year period after a heritage strategy is made, the Commonwealth agency concerned must cause a review of the strategy to be carried out.	see 7.1, 7.2 and 9g in Heritage Strategy
(6) The agency must give the Minister a written report of the review. The report must address the matters prescribed by the regulations (if any).	A review report was provided to the Minister in 2024. The next report will be due in 2027.

Regulation 10.03F - Report about review of heritage strategy (Act s.341ZA)	
Legislation	Comment
For subsection 341ZA (6) of the Act, a report about the review of a Commonwealth Agency heritage strategy must include the following:	The review report in 2024 addressed all of the matters prescribed.
(a) an outline of consultation undertaken with relevant stakeholders in the review process;	as above
(b) a summary of the agency's achievements against its objectives for management of its heritage places;	as above
(c) an evaluation of the success of each of the matters included in a Commonwealth agency heritage strategy in achieving the identification, protection, conservation and presentation of Commonwealth Heritage values;	as above
(d) an update on the extent to which the identification and assessment of Commonwealth Heritage values of all agency property has been achieved, and the values included in an agency's heritage places register;	as above
(e) an update on the progress and timeliness of the preparation of management plans for Commonwealth Heritage places;	as above
(f) an outline of any physical and management changes that have occurred to the agency's Commonwealth Heritage places since the last strategy was prepared, and of any expected changes;	as above
(g) an update on progress with Commonwealth Heritage training programs;	as above
(h) a specification of the timeframe for updating the Heritage Strategy following the review;	as above
(i) an update on other heritage issues relevant to the agency's management of Commonwealth Heritage places in accordance with the Commonwealth Heritage Management Principles.	as above

Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1) - Schedule 7C Heritage Strategies	
Legislation	Comment
1. A strategy must include general matters, including the following:	
(a) a statement of the agency's objective for management of its heritage places;	see 1 in Heritage Strategy
(b) a description of how the heritage strategy operates within the agency's corporate planning framework;	see 2 in Heritage Strategy
(c) a list of key positions within the agency, the holders of which are responsible for heritage matters;	see 3 in Heritage Strategy
(d) an outline of a process for consultation and liaison with other government agencies on heritage matters;	see 4 in Heritage Strategy

(e) an outline of a process for consultation and liaison with the community on heritage matters, including, in particular, a process for consultation and liaison with indigenous stakeholders on indigenous heritage matters;	see 5 in Heritage Strategy
(f) an outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values;	see 6 in Heritage Strategy
(g) an outline of processes for monitoring, reviewing and reporting on the implementation of an agency's heritage strategy.	see 7 in Heritage Strategy
2. A strategy must include matters relating to the identification and assessment of Commonwealth Heritage values, including the following:	see 8 in Heritage Strategy
(a) an outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property;	see 8a in Heritage Strategy
(b) a statement of the timeframes for the completion of:	
(i) the agency's heritage identification and assessment program; and	see 8b in Heritage Strategy
(ii) the agency's register of places and their Commonwealth Heritage values; and	see 9a in Heritage Strategy
(iii) the agency's report to the Minister, that includes details of the program and a copy of the register.	submitted separately to Minister
3. A strategy must include matters relating to the management of Commonwealth Heritage values, including the following:	section 9 in Heritage Strategy
(a) a description of how the agency's heritage places register will be maintained, updated and made accessible to the public;	see 9a in Heritage Strategy
(b) a statement of the time frame for the preparation of management plans for the agency's Commonwealth Heritage places;	see 9b in Heritage Strategy
(c) an outline of the existing use, by the agency, of places with Commonwealth Heritage values;	see 9c in Heritage Strategy
(d) an outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values;	see 9d in Heritage Strategy
(e) an outline of the process to ensure that Commonwealth Heritage values are considered in the agency's planning for future development, works, divestment or other proposals;	see 9e in Heritage Strategy
(f) a plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values;	see 9f in Heritage Strategy
(g) an outline of the process by which the success of the agency in conserving Commonwealth Heritage values will be monitored and reviewed.	see 9g in Heritage Strategy
4. A strategy must include matters relating to Commonwealth Heritage training and promotion, including the following:	
(a) a program for the training of agency staff about Commonwealth heritage obligations and best practice heritage management;	see 9h in Heritage Strategy
(b) a program for promoting community awareness of Commonwealth Heritage values, as appropriate.	see 9i in Heritage Strategy

Section 341ZB Heritage assessments and registers	
Legislation	Comment
(1) A Commonwealth agency must do all of the following within the period mentioned in its heritage strategy:	
(a) conduct a program to identify Commonwealth Heritage values for each place it owns or controls;	see 8a, 8b in Heritage Strategy
(b) produce a register that sets out, for each place it owns or controls, the Commonwealth Heritage values (if any) of that place;	see 9a in Heritage Strategy
(c) give the Minister a written report that includes:	
(i) details of the program; and	submitted separately to Minister
(ii) a copy of the register.	submitted separately to Minister
(2) The regulations may prescribe all or any of the following:	
(a) how Commonwealth heritage values may be identified of a place;	see below
(b) matters a register must address;	see below
(c) matters a report to the Minister must address.	see below
(3) A Commonwealth agency must keep its register up to date.	
(4) A register may be kept electronically.	see 8a in Heritage Strategy
(5) If a report under paragraph (1)(c) indicates that a place owned or controlled by a Commonwealth agency may have one or more Commonwealth Heritage values, information from the report may be used or referred to in a nomination of the place for inclusion in the Commonwealth Heritage List.	see 8a, 8b in Heritage Strategy

Regulation 10.03G Heritage assessments and registers (Act 341ZB)	
Legislation	Comment
(1) For paragraph 341ZB (2) (a) of the Act, Commonwealth heritage values for a place may be identified by:	
(a) considering all natural and cultural heritage values, recognizing indigenous people as the primary source of information on the significance of their heritage and their participation as necessary to identify and assess indigenous heritage values; and	in Report and CMP submitted separately to Minister
(b) identifying values against the Commonwealth heritage criteria; and	in Report and CMP submitted separately to Minister
(c) using expert heritage advice to ensure that levels of documentary and field research are appropriate to best practice assessment and management of heritage values; and	as above
(d) using a comparative and thematic approach; and	as above
(e) consulting widely, as appropriate, with government agencies, stakeholders and the community.	as above

(2) For paragraph 341ZB (2) (b) of the Act, matters a register must include are the following:	The Heritage Register for the single Library heritage place is a summary of the assessment and management policy material in the Library's CMP.
(a) a comprehensive description, and a clear plan showing the name and location, of each place that has Commonwealth Heritage values;	see Heritage Register
(b) a discrete heritage place identification number for each place;	see Heritage Register
(c) details of ownership, leases, licences, rental or other tenure arrangements, as applicable;	see Heritage Register
(d) a summary description of the significant physical characteristics and elements of the place;	see Heritage Register
(e) a sequential summary of the use of the place;	see Heritage Register
(f) a statement of significance for the place, identifying its heritage values and specifying any that are Commonwealth Heritage values;	see Heritage Register
(g) a record of any other heritage listings, providing relevant register numbers;	see Heritage Register
(h) a record of the date and nature of any works, maintenance or other activity at the place that is relevant to conservation of its heritage values;	see Heritage Register
(i) a specification of any property or information access restrictions or requirements;	see Heritage Register
(j) an outline of any consultation requirements relating to the place;	see Heritage Register
(k) a list of relevant conservation documents or references;	see Heritage Register
(l) a record of when information has been updated;	see Heritage Register
(m) cross references to:	
(i) agency place records of any objects that are significant by association with the place, indicating their current location; and	see Heritage Register
(ii) archived records of particular importance to the heritage values of the place.	see Heritage Register
(3) For paragraph 341ZB (2) (c) of the Act, a report to the Minister must include the following:	
(a) an outline of the identification program;	in Report submitted separately to Minister
(b) details of any surveys conducted, or expert advice obtained by, the agency to identify the Commonwealth Heritage values;	in Report submitted separately to Minister
(c) a summary of the work undertaken with respect to each of the matters included in these Regulations for the identification and assessment of Commonwealth Heritage values.	in Report submitted separately to Minister

Appendix 3 – Commonwealth Heritage List entry

COMMONWEALTH HERITAGE LIST PLACE RECORD

National Library of Australia and Surrounds, Parkes Pl, Parkes, ACT, Australia

List	Commonwealth Heritage List
Class	Historic
Legal Status	Listed place (22/06/2004)
Place ID	105470
Place File No	8/01/000/0073

Summary Statement of Significance

The National Library is part of the significant cultural landscape of the Parliamentary Triangle. It occupies a prominent and strategic location on the western side of the Triangle, making it one of Canberra's landmark features. Its harmonious proportions are accentuated by its reflection in the surface of the lake. Along with several later buildings that front the southern shore of Lake Burley Griffin, the National Library contributes to the planned aesthetic qualities of the Parliamentary Triangle (Criteria F.1 and E.1, Australian Historic Theme 8.10.4: Designing and Building Fine Buildings).

The library has a richness of cultural features and is important for housing Australia's valuable book collections, manuscripts, printed materials, films, tape recordings, paintings and other treasures. Fine craftsmanship is evident in the internal and exterior details. Built into the building are major artworks by Tom Bass and Leonard French (Criteria A3 and F1, Australian Historic Theme 8.10.3: Creating literature).

The National Library, constructed during the period 1961-1968, the first of the permanent purpose built buildings in the Parliamentary Triangle, fulfils a Federation goal that commenced in 1901, to house a major national institution (Criterion A4, Australian Historic Theme 4.3: Developing Institutions, 7.4: Federating Australia)

The National Library of Australia is a good example of the Late Twentieth Century Stripped Classical style and one of the few relatively intact Canberra examples. Key features of this style displayed by the building include the symmetrical facade treatment, horizontal skyline, regular bays of vertical proportion, colonnade, use of columns without bases or capitals and the use of a broad horizontal member at the roof line echoing classical entablature (Criterion D.2).

The National Library is highly valued by the community for its cultural use as a library, for its national collections and for its exhibitions (Criterion G1).

The building is regarded as one of the finest works of the Australian architect Walter Bunning (Criterion H1)

Official Values

Criterion A Processes

The library has a richness of cultural features and is important for housing Australia's valuable book collections, manuscripts, printed materials, films, tape recordings, paintings and other treasures.

The National Library, constructed during the period 1961-1968, the first of the permanent purpose built buildings in the Parliamentary Triangle, fulfils a Federation goal that commenced in 1901, to house a major national institution.

Attributes

The whole building for being the repository of many of Australia's valuable books, its rich collection of cultural features, plus its setting and location within the Parliamentary Triangle.

Criterion D Characteristic values

The National Library of Australia is a good example of the Late Twentieth Century Stripped Classical style and one of the few relatively intact Canberra examples. Key features of this style displayed by the

building include the symmetrical facade treatment, horizontal skyline, regular bays of vertical proportion, colonnade, use of columns without bases or capitals and the use of a broad horizontal member at the roof line echoing classical entablature.

Attributes

Its Late Twentieth Century Stripped Classical style evidenced in the features outlined above.

Criterion E Aesthetic characteristics

The National Library is part of the significant cultural landscape of the Parliamentary Triangle. It occupies a prominent and strategic location on the western side of the Triangle, making it one of Canberra's landmark features. Its harmonious proportions are accentuated by its reflection in the surface of the lake. Along with several later buildings that front the southern shore of Lake Burley Griffin, the National Library contributes to the planned aesthetic qualities of the Parliamentary Triangle.

Attributes

Its prominence, location and proportions in the context of the other southern foreshore buildings and in its planned setting within the Parliamentary Triangle adjacent the lake, and as a Canberra landmark.

Criterion F Technical achievement

The National Library is part of the significant cultural landscape of the Parliamentary Triangle. It occupies a prominent and strategic location on the western side of the Triangle, making it one of Canberra's landmark features. Its harmonious proportions are accentuated by its reflection in the surface of the lake. Along with several later buildings that front the southern shore of Lake Burley Griffin, the National Library contributes to the planned aesthetic qualities of the Parliamentary Triangle.

Fine craftsmanship is evident in the internal and exterior details. Built into the building are major artworks by Tom Bass and Leonard French.

Attributes

Its fine craftsmanship plus its prominence, location and proportions in the context of the other southern foreshore buildings and in its planned setting within the Parliamentary Triangle adjacent the lake, and as a Canberra landmark.

Criterion G Social value

The National Library is highly valued by the community for its cultural use as a library, for its national collections and for its exhibitions

Attributes

Its use as a public library with the particular attributes being the publicly accessible parts of the building.

Criterion H Significant people

The building is regarded as one of the finest works of the Australian architect Walter Bunning.

Attributes

The building's architectural design.

Description

History

The National Library began after the creation of the Commonwealth in 1901 as part of the Commonwealth Parliamentary Library. In 1960 it was created as a statutory body separate from the Parliamentary Library. The National Library of Australia building was designed by Walter Bunning of Bunning and Madden, in association with T E O'Mahoney in 1964-68. The building was opened in 1968 by Sir John Gorton. It cost \$8 million to build and a further \$600,000 to furnish and equip. It was the first of the permanent national buildings within the Parliamentary Triangle and set a high design standard.

The stained glass windows in the lobby are the work of the Melbourne born artist Leonard French. They were commissioned by the National Capital Development Commission (NCDC) and installed in 1967. The inspiration for the work was the planets, to fit in with the overall theme of the foyer which represents the classical elements of water, earth and sky. The Library is the largest in Australia and is an important National cultural institution.

Physical description

The National Library is a prominent feature of the Parliamentary Triangle. This large rectangular building sits on a podium on the western side of the Triangle near the edge of Lake Burley Griffin. It features in views of the Triangle from the Commonwealth Avenue approach and generally in views from the northern shore of the Lake. The approach to the entry of the Library is marked by a paved area with a pond and fountain, all of which is flanked by poplars. The building is marble clad, colonnaded, rectangular in plan and has similarities to the design of the Parthenon in Greece. The podium is clad in rock faced grey trachyte in contrast to the light marble of the building above. The podium contains two basements and the building above has five storeys. The building has a low pitched metal roof. There are forty tonnes of copper in the Library's roof, and the building's exterior is clad with marble, granite, bronze, slate and copper, while its interior has fine Australian timber finishes.

The building is in the Late Twentieth Century Stripped Classical style. Key features of this style displayed by the building include the symmetrical facade treatment, horizontal skyline, regular bays of vertical proportion, colonnade, use of columns without bases or capitals, and the use of a broad horizontal member at the roofline echoing classical entablature.

The National Library building provides a range of facilities including storage areas and reading rooms for a wide range of materials which comprise the Library's collection, a visitor centre, catalogue areas, exhibition spaces, a theatre, offices, a shop and eating facilities.

The building features a large horizontal copper sculpture by Tom Bass over the public entrance to the Library. The beaten copper bas-relief entrance sculpture represents in cuneiform the words 'ark', 'sun' and 'tree'. In the grounds of the Library is the Henry Moore sculpture Two Piece Reclining Figure Number 9. The stained glass windows are decorative features within the entrance lobby of the Library. There are sixteen windows in total, six pairs of windows and four single windows made from Saint Gobain dalle de verre glass. These 50mm thick glass pieces are each cut to maximise light refraction. Every panel comprises four sections with the dominant images of crosses, stars and mandalas. The panels range through the colours of the spectrum, with blue representing the planet Venus and red the planet Mars. Each window has four 330cm high sections and is 125cm wide. The lobby also features three Aubusson tapestries designed by the French artist, Mathieu Mategot, with woven images of Australian flora and fauna and man made landmarks.

Discussion of significance:

Style

The National Library is an example of the Late Twentieth Century Stripped Classical style. Other notable Canberra examples of this style include the following buildings: Canberra Centre (Monaro Mall) (1963) Law Courts of the ACT (1961) Reserve Bank (1961) ACT Police Headquarters (1961) Blocks F and G, Russell Offices (1966) Hinkler Building (1962) The Law Courts building is a good example of this style displaying many of the same features as the National Library. However, the lightweight columns of the Law Courts building suggests a measure of playfulness in the application of the style. The Law Courts building is relatively intact but the Canberra Centre has been changed externally by a development to one side and internal modifications. In this context the National Library is a good Canberra example of the Late Twentieth Century Stripped Classical style and one of few relatively intact buildings in the style in the national capital. The National Library is part of the significant cultural landscape of the Parliamentary Triangle. It occupies a prominent and strategic location marking the western corner of the Triangle.

The building is of historic and cultural interest as the home of the National Library of Australia. It is a storehouse, a vault and repository for some of the nation's most valuable book collections, manuscripts, printed materials, tape recordings, paintings and other treasures. It is a public building and open to the public 361 days a year. It is valued by the community as a library, for its collections and for its exhibitions.

The two major artworks incorporated in the building, the stained glass windows by Leonard French and the entrance sculpture by Tom Bass, are also of some interest. In particular the windows are the smaller of two monumental installations by French, the larger being at the National Gallery of Victoria. French is regarded as one of the world's leading early post war glass designers (Zimmer 1984).

Aesthetic Quality

The building is recognised for its harmonious proportions and monumental colonnade. The lakeside location allows reflection of the building on the lake surface, enhancing its grace. Its prominent setting on the lake edge makes it a visual landmark of the city. Along with several later buildings which front the southern shore of Lake Burley Griffin, the National Library contributes to the planned aesthetic qualities of the Parliamentary Triangle.

The Parliamentary Triangle has been separately registered and a full description of its values is contained in the Register citation for that place

History Not Available

Condition and Integrity

The Library is in generally good condition and the exterior is largely intact. The podium has been extended and modified although these changes are subdued. There have been a number of internal alterations to the building. These have improved access to Library services and enhanced the role as well as significance of the place to clients. They include construction of a restaurant and bookshop, upgraded exhibition gallery and refurbished reading rooms.

(March 2002)

The library is in sound condition.

Location

Parkes Place and King Edward Terrace, Parkes.

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Garnett, Rodney and Hyndes, Danielle, The Heritage of the Australian Capital Territory, National Trust of Australia (ACT) et al, Canberra 1992.

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Appendix 4 – Proposals which may affect Commonwealth Heritage values

Year	Task name (and potential impact)
2020-26	External Window Upgrade (potential impact on external facade, and any internal heritage spaces involved). Potential impact to original window frames – heritage impact assessment and design process completed. Ongoing monitoring by heritage expert and architect have reduced the risk of significant impact.
2024	Upgrade of Main Switchboard and Store in service yard – waterproofing roof of the store, and installation of new main switchboard. Potential impact to original service buildings – research into the original specifications has limited the risk of significant impact.
2024	Service yard minor works – replacing failing grates over drain. Potential impact – nil.
2024-26	Base Building Services Package 2 (formerly HVAC Upgrade Stages 4 and 5) – replacement of critical end of life equipment, old ducts, etc. Potential impact to original ceiling tiles, walls and rooms. Advice to be provided by heritage expert.
2024-25	Construction of new art store – building works in former IT Server Room, and installation of hanging art racks. Potential impact – nil.
2024-25	Marble Facade monitoring - survey of condition of marble fascia, columns and balcony and replacement or repair as required. Potential impact to original building fabric.
2024-25	Installing a temporary lift onto the podium, near the main entry, to improve accessibility while a new accessible entry is constructed. Potential impact to original building fabric – heritage advice will be sought prior to designing and installing any equipment.
2024-25	Upgrade of internal fire stairs, including handrails, to meet Building Code of Australia requirements. Potential impact to original building fabric – advice provided by heritage expert to mitigate impact.
2024-25	Upgrading the main stairs at the front of the building to meet Building Code of Australia requirements – replacing the non-slip treads. Potential impact to original building fabric – advice provided by heritage expert to mitigate impact.
Ongoing	Lighting upgrade for energy efficiency (to reduce greenhouse gas emissions and meet APS Net Zero by 2030 emissions targets) – upgrades to internal building lighting to install energy efficient fittings and sensor lighting where appropriate. Potential impact to original light fittings and fixtures.
Ongoing	Fixing leaks in the podium. Potential impact to original building fabric – heritage advice will be sought prior to carrying out works.
Ongoing	Addressing safety and accessibility issues throughout the building. Potential impact to original building fabric, fixtures and fittings – heritage advice will be sought prior to carrying out any works.

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