

# PARLIAMENT HOUSE VISTA AREA HERITAGE MANAGEMENT PLAN VOLUME 1



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**for the  
National Capital Authority**

**2010**

‘Canberra – a city conceived in controversy, born in competition, and nurtured in conflict...’

‘...although the Government finally... accepted Griffin’s revised plan as the one to be followed in building the city, a new contest of another sort began immediately. This contest continues to this day as persons and groups seek the support, power, influence, and authority to expand, change, slow, redirect, or halt urban growth in the national capital.’

(Reps 1995, pp. 5, 12)



**Detail of the Griffins’ 1911 Winning Design**  
Source: NCA 2004, p. 15

## EXECUTIVE SUMMARY

This heritage management plan for the Parliament House Vista provides a sound basis for the good management and conservation of this place and its heritage significance. The plan:

- describes the Parliament House Vista;
- provides an overview of the history of the place;
- offers evidence related to aesthetic and social values;
- analyses all of this evidence and provides a statement of significance for the place;
- considers opportunities and constraints affecting the management of the Parliament House Vista; and
- provides a conservation policy and implementation strategies to guide management and conservation.

The Parliament House Vista is entered on the Commonwealth Heritage List under the *Environment Protection and Biodiversity Conservation Act 1999*. The place also includes many individually listed places. These listings protect the heritage values of the place, and impose a number of obligations including the need to prepare a management plan.

The Parliament House Vista area is a large and complex landscape with a range of values related to its history and historical associations, unique evolving design, aesthetic value, creative achievement and social value. Some of these are of outstanding value to the nation (potential National Heritage) while others are of significant heritage value (Commonwealth Heritage). The area contains many places of recognised and individual heritage significance, many of which contribute to the values of the broader area.

The conservation policy and implementation strategies cover a wide range of matters including:

- liaison;
- Indigenous heritage;
- landscape;
- natural heritage;
- built elements;
- setting for the area;
- use of the area;
- new development; and
- interpretation.

Some of the key policy ideas are presented below.

- Successful management of the study area will require integration of the management of components (eg. a building), with their curtilage (the immediate setting of the component), and also with the overall area.
- Amongst the many features to be conserved, key features include the underlying expressed geometry of the area (particularly formed by the axes, roads, landscaping and buildings), the treescape, landscape, waterscape, views and vistas. While many features have a grand or monumental character, others exist at a small scale.
- The sense of a balanced development in the area will be conserved, and there are

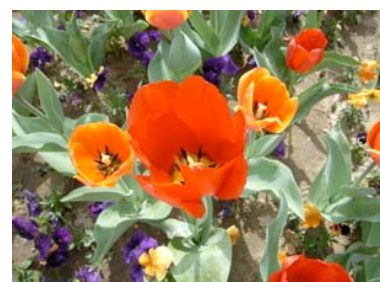
some weaknesses that will be considered (eg. the treescape of the National Library of Australia precinct and the western side of the Australian War Memorial).

- The complexity and layers of history, heritage and development will be respected. The layers pre-date the National Capital phase to include Aboriginal and nineteenth century pastoral elements, and they also extend beyond the Griffins' design to include the contributions of Holford and the NCDC. The complexity includes many individual heritage places as well as the whole area being a heritage place, its symbolic values and uses by people.
- A prioritised water-use regime will be needed given ongoing dry conditions.
- Tree maintenance and replacement will be vital to the future of the area, and a replacement strategy will be required. There are a substantial range of tree issues that will be addressed.
- The setting of the Parliament House Vista is also important to protect, including the forested character of the surrounding hills.
- New permanent development in the area will be part of a planned approach which is in keeping with the heritage values of the area.

Amongst the policies and strategies there are comments noting a large number of possible, proposed or current actions affecting the Vista. Such references should not be read as implicit endorsement of the actions. It is beyond the scope of this plan to review the impact of these many proposals and their consistency with the suite of policies and strategies. Accordingly, and as already happens, a case-by-case decision is taken by the NCA to have impacts assessed, and this separate process will consider the consistency of actions with the plan.

### **Role of the Heritage Management Plan in the case of components managed by other Agencies**

Within the Parliament House Vista are many components, especially buildings, which are managed by other agencies (eg. the Australian War Memorial and Old Parliament House). This heritage management plan is primarily intended to guide the activities of the National Capital Authority. It may also be relevant to the external aspects and broad use of buildings managed by other agencies. Such aspects are already subject to the provisions of the *National Capital Plan*. However, this heritage management plan is not anticipated to have any impact on internal aspects of or activities in buildings.



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# 1. INTRODUCTION

## CHAPTER SUMMARY

- This chapter provides a range of information to introduce the project to prepare a heritage management plan for the Parliament House Vista.
- The area is entered on the Commonwealth Heritage List under the EPBC Act, and there is a statutory obligation on the National Capital Authority to prepare a management plan for the area.
- The method to develop this plan accords with the *Burra Charter*, the national standard for such documents.
- The Parliament House Vista is a large and complex area, and generally this plan deals with stories and issues relating to the whole area or which have an impact at the landscape scale. The plan does not attempt a detailed and specific study, and to provide management guidance for every individual component to the extent that they are distinctive.
- This plan does not seek to replace the many existing or future management plans which relate to the many specific components within the Parliament House Vista.
- An opportunity was provided for the public to comment on a draft of this plan, and the range of comments were considered in revisions to the plan.
- There are a number of limitations with this plan noted, especially regarding research or data gaps (Section 1.4).
- The chapter lists the project consultants and acknowledges a range of individuals and organisations who provided assistance.



## 1.1 BACKGROUND AND PROJECT OBJECTIVES

The Parliament House Vista is an extensive area in central Canberra which has been entered in the Commonwealth Heritage List. In accordance with section 341S of the *Environment Protection and Biodiversity Conservation Act 1999*, the Australian government agency which owns or controls a place which is on the List must prepare a management plan for the place. The National Capital Authority controls and partly owns the Parliament House Vista, and this heritage management plan has been prepared to meet its legislative obligations.

However, this management plan is more than just a legislative obligation. It is intended to help guide the conservation management of the area as a living and working document, especially with regard to changes that are or maybe proposed, or which will inevitably arise.

A copy of the Commonwealth Heritage List citation for the Parliament House Vista is reproduced at Appendix A.

A copy of the project brief is provided at Appendix B.

Two annotated figures are provided at the very end of this report as fold-out references which indicate major components of the study area. Readers unfamiliar with the area may find these useful as they work through this management plan.

Previous advice from the Department of the Environment, Water, Heritage and the Arts has indicated that management plans should not consider National Heritage values. However, in this case such values are considered.

This heritage management plan is the same as a conservation management plan – the term more widely used in the heritage industry.

### Definitions

#### ***Conservation***

In this report, the term conservation is generally used to mean, ‘all the processes of looking after a place so as to retain its cultural significance’ (Australia ICOMOS 2000, Article 1.4). These processes include maintenance, preservation, restoration, reconstruction and adaptation. This definition follows the *Burra Charter*.

In accordance with the EPBC Act 1999, the broad nature of cultural significance also has to be appreciated. It includes not only the physical elements of a place (for example the architecture or landscape) but can also include intangible values such as historical associations, traditional use and community attachment. Conservation has to take all of these values into account. (See for example the Commonwealth Heritage criteria at 10.03A of the *EPBC Regulations 2003 (No. 1)* and the requirements for management plans at 10.03B of the regulations)

One of the principles underpinning the *Burra Charter* is a recognition that heritage places change through time for a variety



of reasons. Good heritage practice manages this change with the objective of retaining cultural significance. It does not necessarily seek to freeze a place in time, nor turn every place into a museum. (See for example Australia ICOMOS 2000, Articles 1.9, 3.2, 15, 21, 22 and 27)

**Land Axis Corridor** The east and west boundaries of the Land Axis corridor is defined by:

- the boundaries of Anzac Park, being the planted linear parks lining either side of Anzac Parade but not including Anzac Park East and West;
- the western alignments of Mall Road West, Parliament Square west, Queen Victoria Terrace between Parliament Square west and Federation Mall west, and Federation Mall west, and an extension of the line of Mall Road West to the western boundary of Anzac Park; and
- the eastern alignments of Parliament Square east, Queen Victoria Terrace between Parliament Square east and Federation Mall east, and Federation Mall east, and an extension of the line of Parliament Square east to the eastern boundary of Anzac Park.

**National Triangle** The land bounded by Constitution Avenue, Kings Avenue and Commonwealth Avenue.

**Parliamentary Triangle** Another term often used to describe part or the whole of the National Triangle. Because of ambiguity, this report tries not to use this term, unless it arises because of an historical reference.

**Parliamentary Zone** Part of the National Triangle, being that part south of the lake.

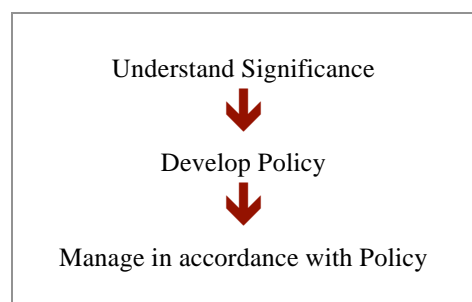
## 1.2 CONDUCT OF PROJECT

### Overview

The methodology adopted for this plan is in accordance with *The Burra Charter - The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance* (Australia ICOMOS 2000). This can be summarised as a series of steps as shown in Figure 1 below.

**Figure 1. Basic Steps of Conservation Management Planning**

Source: Australia ICOMOS 2000



In order to follow these steps and prepare this management plan a range of consultations, research, inspections and analyses were undertaken. Importantly, the assessment of significance relied upon:

- a range of information gathering tasks related to the common descriptors of significance (for example historical value); and
- an analysis of this evidence for possible heritage values, using the Commonwealth and National Heritage Criteria, and including comparisons with other places where relevant.

Of particular note, the research into aesthetics relied upon research into community-based values about the study area. This is because of the requirements of the relevant formal criterion for assessing aesthetics. The criterion refers specifically to aesthetic characteristics ‘valued by a community or cultural group.’ In order to support a claim of aesthetic value, the associated community or cultural group must be identified. More details about the methodology for social and aesthetic value are provided in Sections 4.1 and 4.2 respectively.

This work provided a sound understanding of the place, and led to the preparation of a statement of significance. This work also provided an understanding of the constraints and opportunities related to the current and future management of the place. The statement of significance and the information about constraints and opportunities were used as the basis for developing conservation policies and implementation strategies.

### ***Report Structure***

This heritage management plan:

- describes the Parliament House Vista in Sections 2.1 and 2.2;
- provides an overview of the history of the place in Chapter 3;
- offers evidence related to social and aesthetic values in Sections 4.1 and 4.2;
- analyses all of this evidence in Chapter 5 and provides a statement of significance for the place in Chapter 6;
- considers opportunities and constraints affecting the management of the Parliament House Vista in Chapter 7; and
- provides a conservation policy and implementation strategies to guide management and conservation in Chapter 8.

### ***Management planning for a complex area***

One of the challenges of the project is the complex history of the Parliament House Vista involving many localised as well as broadscale stories of development and change. Related to this is the presence of a large number of individually significant heritage places within the overall area. These are noted in Section 7.2. A challenge for the project has been to find the right balance between dealing with the individual components and providing a management plan for the area.

As a general rule, this plan deals with stories and issues relating to the whole area or which have an impact at the landscape scale, as the first priority at least. The plan does not attempt a detailed and specific study, and to provide management guidance for every individual component to the extent that they are distinctive. Where components are individually significant, this detail should be found in specific plans for the components, where these exist.

In the same vein, this plan does not seek to replace the many existing or future

management plans which relate to components within the Parliament House Vista. Nonetheless, a consistent management approach is intended and sought between this management plan and those for individual components. Some work may be required to harmonise the various plans.

### ***Natural heritage***

In considering the natural heritage values of the study area, a distinction has been made between areas consisting of plants that occurred naturally in their present location and exotic plants whether they be Australian or introduced from overseas.

In assessing the natural heritage values of the study area, extensive use was made of the resources of the NCA Library, the Commonwealth's heritage lists (including the Register of the National Estate) and the knowledge and experience of staff of Environment ACT, local natural heritage experts and staff of CSIRO.

During the course of the project, a decision was made to commission a separate re-assessment of the native vegetation site near West Block. The results of this re-assessment have been included in this report.

### ***Public consultation***

A draft of this plan was advertised for public comment on 22 November 2008 and comments were invited by 23 January 2009. None the less, a number of comments were also provided after this date. In total, 14 sets of comments were made. All of these comments were considered in revising the plan.

In response to the comments, a number of changes were made to the draft heritage management plan. The changes included clarifications, updating information, additional information, and policy changes.

A number of the comments related to issues previously determined by the NCA, and accordingly no changes were made. Comments were also provided which were beyond the scope of the project, and these will be referred back to the NCA for future consideration. In some cases, the consultants disagreed with the suggested changes for expert reasons.

In addition, a public briefing was provided for stakeholders on 10 December 2008.

## **1.3 PURPOSE OF REPORT**

The purpose of this report is to provide a management plan for the Parliament House Vista in accordance with the obligations under the EPBC Act, including an understanding of its heritage values (Chapter 6), and conservation policies and implementation strategies for its future management (Chapter 8).

## **1.4 LIMITATIONS AND NON-CONFORMING ASPECTS**

The following factors limited the work undertaken as part of preparing this report:

- after the research for this project was completed, Ken Taylor's new book on Canberra became available (Taylor 2006). While it has been possible to draw on this book in a limited way, it has not been possible to fully utilise this latest research into Canberra and its landscape;

- the Aboriginal Tent Embassy, located on the lawns in front of Old Parliament House, was not considered in this assessment. There is a current National Heritage nomination for the place, and pending the outcome of this process, a specific management plan may need to be developed;
- possible Aboriginal heritage values may exist within the less disturbed areas within the Parliament House Vista and this requires further research – these areas being:
  - land opposite the Hotel Canberra (Block 1, Section 24, Parkes);
  - land adjacent to West Block (part of Block 2, Section 23, Parkes);
  - the southern and eastern edges of Kings Park (part of Block 6, Section 47, Parkes); and
  - a potential archaeological deposit site in Kings Park (see Figure 14);
- the potential value for the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts, and the related research potential are yet to be formally established;
- the research potential of the study area to contribute to our understanding of the history of landscape design in Australia has not yet been formally established, nor alternative sources explored, and further research is needed to establish the strength of the value (see the discussion of this issue at Chapter 5, Criterion (c));
- there is insufficient data about the Australian community on which to base decisions about aesthetic value for this community;
- there is no readily available data to enable a comparative assessment with other places to see if they embody the social values ascribed to the Parliament House Vista;
- more data is also needed from non-Canberrans to test the social values of the Australian community in relation to the Parliament House Vista, and to test them against the National List threshold of ‘outstanding’ value to the nation;
- the potential social significance of the many commemorative trees has not been researched;
- there is a range of individuals who may have a special association with the study area and be important in Australia’s history, however further research is needed to better understand the associations and/or degree of importance (see Chapter 5, Criterion (h));
- a draft West Block heritage management plan has been completed after substantial completion of this Vista plan, and the final West Block HMP should be consulted in future revisions of the Vista plan;
- the archaeological potential and value of sub-surface deposits related to the Murray’s Bakery site in Commonwealth Park have not been investigated; and
- a general assessment of the potential for sub-surface archaeological evidence of early European features in the study area has not been undertaken.

While not a limitation as such, it is worth stressing again that this plan does not generally consider every possible place of individual significance within the area. The plan focuses on the broader landscape. To the extent there may be components within the area with specific and individual values not related to the broader landscape, then these generally await more detailed study as part of some other conservation process.

This management plan conforms with the *Burra Charter* (Australia ICOMOS 2000) and there are no non-conforming aspects to note.

## 1.5 CONSULTANTS

The consultants for the project are Duncan Marshall, Craig Burton (CAB Consulting Pty Ltd), Alistair Grinbergs, Chris Johnston and Jackie Donkin (Context Pty Ltd), Dr Warren Nicholls and Brendan O’Keefe. In addition, Dr Robert Boden and Associate Professor Robert Freestone undertook expert review roles, and Alison Rowell undertook a re-assessment of the native vegetation site near West Block.

## 1.6 ACKNOWLEDGMENTS

The consultants wish to acknowledge the kind assistance of the following people and organisations. In addition, we are grateful to the many people who participated in either the focus group workshop or the web survey process, and to those who commented during the public consultation phase.

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Ian White	National Capital Authority
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Bruce Chalmers	formerly National Capital Authority
Vickie Hingston-Jones	formerly National Capital Authority
Stuart Mackenzie	formerly National Capital Authority
Graham Scott-Bohanna	formerly National Capital Authority
Don Bell	Buru Ngunawal Aboriginal Corporation
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John Briggs	NSW National Parks Service
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Paul Costigan	Australian Institute of Landscape Architects
Phil Creaser	Geo-heritage expert
Dr Peter Dowling	National Trust of Australia (ACT)
Dr Doug Finlayson	Geological Society of Australia (ACT Division)
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Graeme Trickett  
Christopher Vernon  
Rosemarie Willett

Australian Institute of Architects (ACT Chapter)  
University of WA  
Walter Burley Griffin Society



## 2. LOCATION AND DESCRIPTION

### CHAPTER SUMMARY

- This chapter provides summary information about location of the Parliament House Vista, a description of the area and its general condition, and associated places.
- The Parliament House Vista is a large area located in the central part of Canberra including the Parliamentary Zone, Central Basin of Lake Burley Griffin, Anzac Parade and the Australian War Memorial.
- In addition to the formal boundaries, there are also the contextual boundaries related to the setting of the Vista. The setting includes the surrounding hills, remaining parts of the lake, and in a sense the whole former Molonglo River valley in the vicinity.
- The chapter provides information about natural heritage, Indigenous heritage, the landscape and built components.
- There are a few small areas of known or potential natural heritage value, related to both remnant native vegetation and geological sites.
- The Indigenous heritage sites include a possible archaeological deposit, as well as several sites under Lake Burley Griffin. The presence of the Aboriginal Tent Embassy is also noted.
- The landscape comprises a complex of different precincts which present a history of their evolution from a natural place to a cultural place. They possess individual landscape characteristics but can be categorised broadly into formal or informal compositions, and are influenced by irrigated plants or non-irrigated plants as a major component of the landscape character.
- The Parliament House Vista contains many built elements ranging from large complex buildings down to small elements. They include major and minor buildings, other structures, memorials, commemorative features and artworks, roads, surface carparks, footpaths, paved areas, bridges, walls, ponds and fountains, light posts, seating, flagpoles, signage and other street furniture.
- General comments are provided about the condition of the place – most elements being in fair to good condition.
- Three main associated places, or groups of associated places related to the Parliament House Vista area - Lake Burley Griffin, the wider contextual setting, and the other surviving elements of the Griffins' plan which exist outside the Parliament House Vista.



## 2.1 LOCATION AND BOUNDARIES

The Parliament House Vista is a large area located in the central part of Canberra.

The boundaries for this area are the northern alignment of State Circle, the western alignment of Kings Avenue, the southern alignment of Parkes Way and the eastern alignment of Commonwealth Avenue, excluding the Archbishops Residence and grounds (being Block 1 Section 2 Parkes), the whole of Anzac Parade and Anzac Park, and the whole of Section 39, Campbell (see Figure 2).

The blocks and sections included are:

- Parkes, Sections 2 (not Block 1), 21, 22, 23, 24, 25, 27, 28, 29, 33, 34, 35, 37, 38, 39, 40, 44, 45, 47, 48, 50, 51, 52, 55, 56, 57, 58, 59;
- Campbell, Sections 1, 39, 60 (Block 2); and
- Reid, Sections 39 (Block 4), 41.

In addition, there are a number of road reservations included within the study area.

It is perhaps worth noting that the formal block boundaries differ in at least one area from the perceived boundaries on the ground. The east corner of the Kings Park block is formally much further set back from the current road alignments. However, on the ground, the park effectively runs right up to the road alignments. This difference is noticeable in Figure 3, Central Section, below.

The contextual boundaries or the setting for the area are much larger and include:

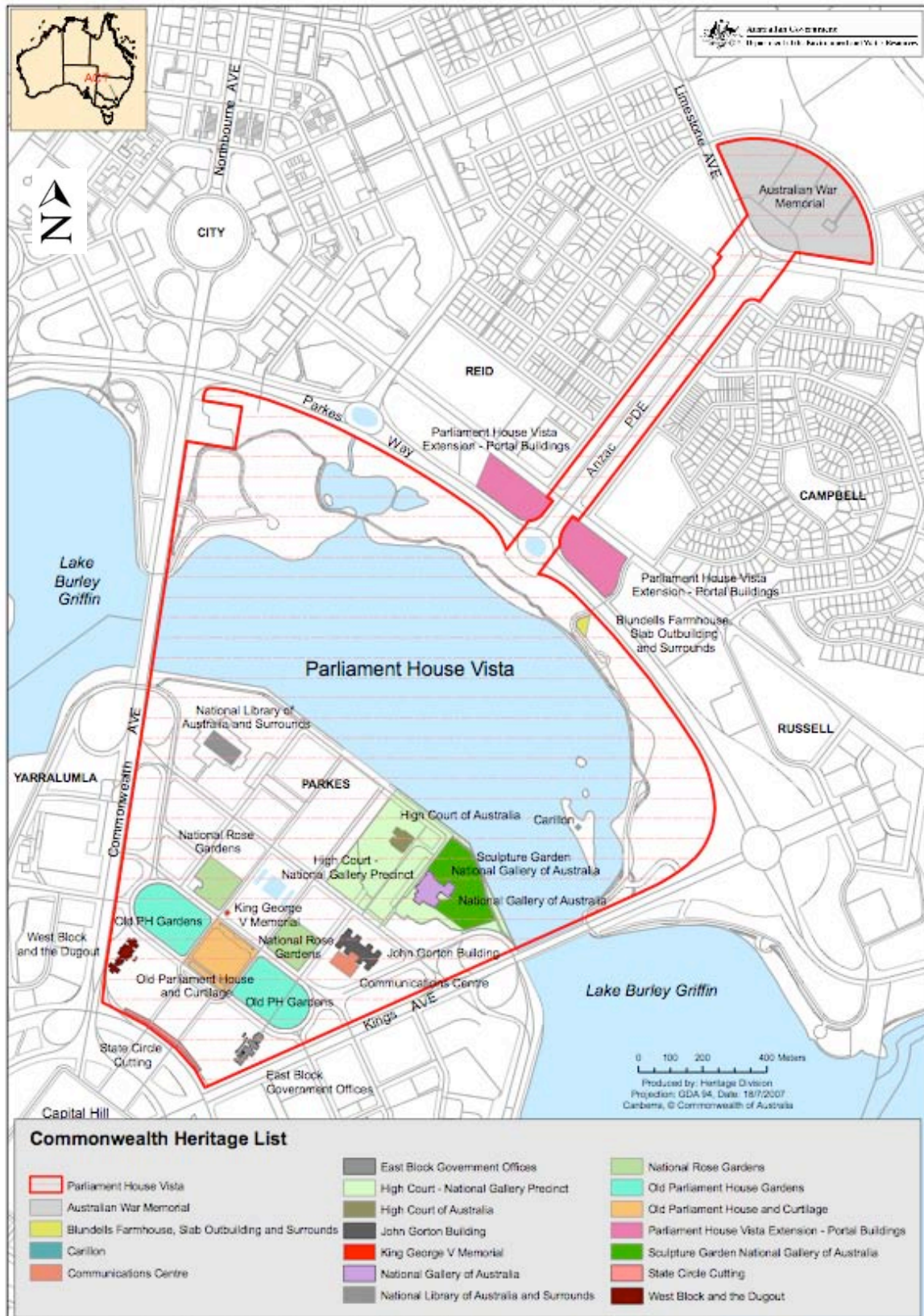
- Mount Ainslie as the forested backdrop to the Australian War Memorial and the northern terminal node of the Land Axis;
- Capitol Hill/new Parliament House, and Red Hill beyond, being the backdrop to the southern view along the Land Axis, and Red Hill as the near southern marker point of the axis (the axis extends much further south to Bimberi Peak); and
- in a general sense the whole former Molonglo River valley in the vicinity including the East and West Basins of the lake, and Black Mountain (being the western terminal node of the Water Axis).

The implications of this setting are discussed later in this report.



**Figure 2. Location Plan for the Parliament House Vista area**

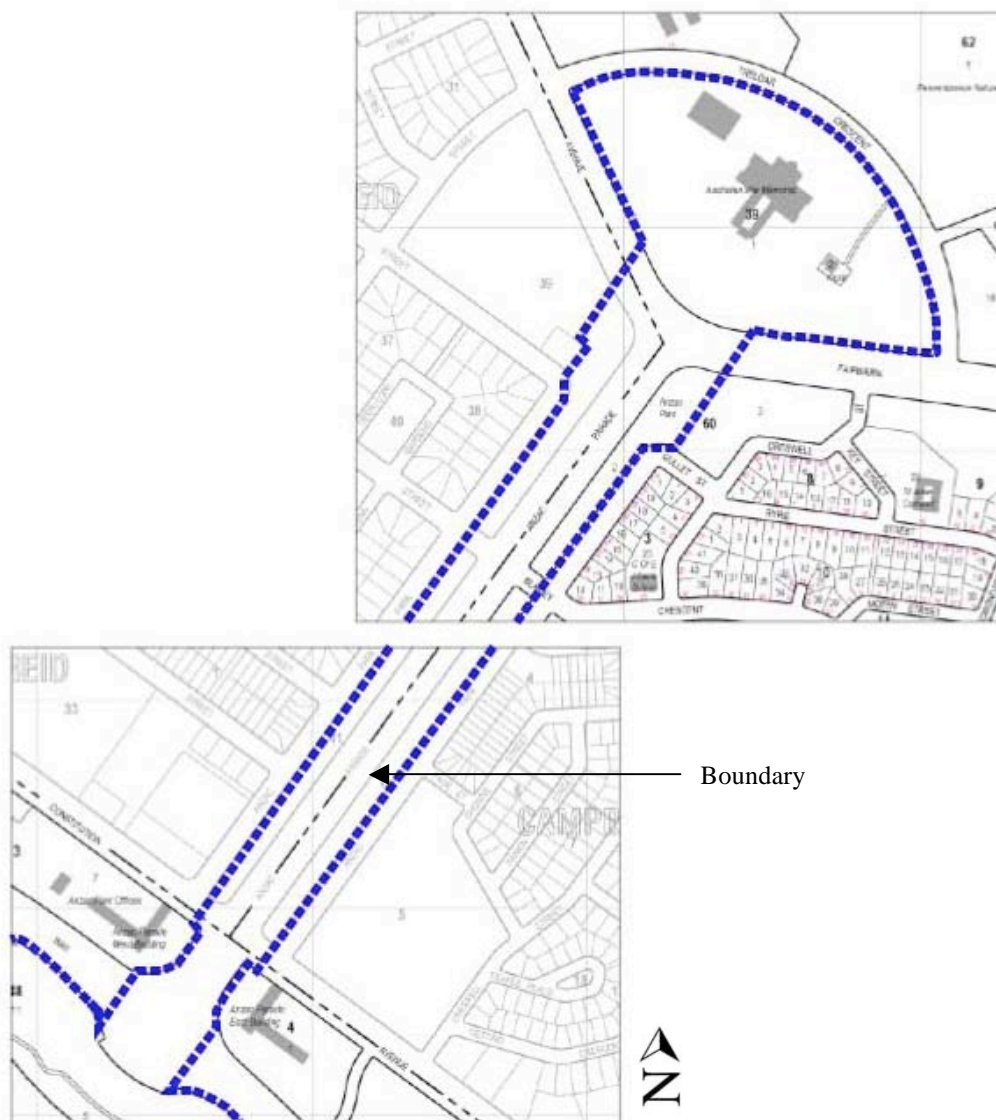
Source: Department of the Environment, Water, Heritage and the Arts



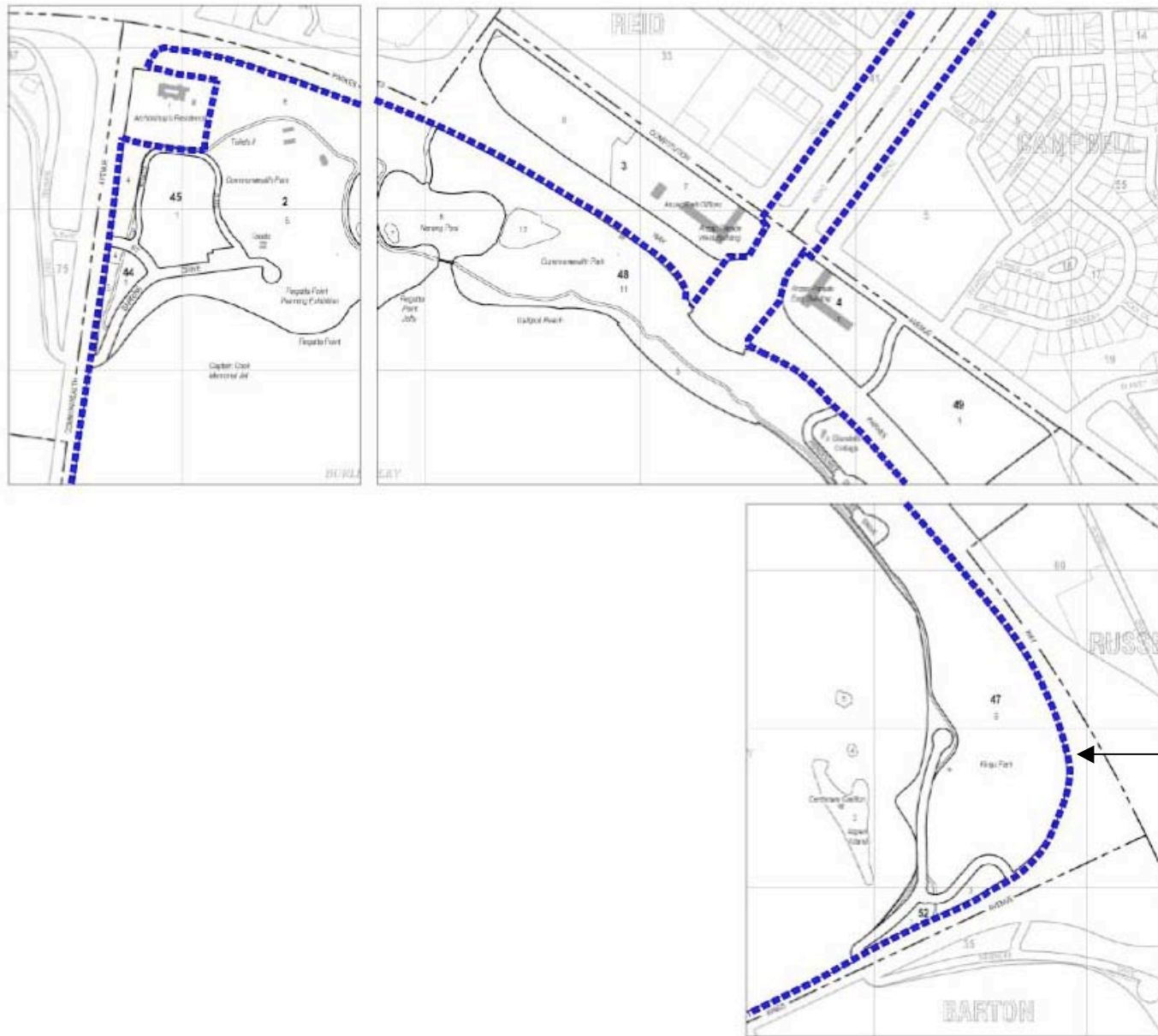
**Figure 3. Block and Section Plan for the Parliament House Vista area**

Source: <http://www.suburbs.canberra.net.au>

**Northern Section – Anzac Parade and the Australian War Memorial**



**Central Section – Commonwealth Park,  
Rond Terraces, Kings Park, Central  
Basin – Lake Burley Griffin**



Boundary



# Southern Section – Parliamentary Zone



Boundary



## 2.2 DESCRIPTION AND CONDITION

This section begins with an overview of the Parliament House Vista and the landscape surrounding the area, and it then provides information about natural heritage, Indigenous heritage, the landscape and built components. It concludes with general comments about the condition of the place.

### Overview of the Parliament House Vista

The Parliament House Vista area is a large, eccentrically shaped area. The southern part is the triangular Parliamentary Zone (excluding new Parliament House), the central part is the Central Basin of Lake Burley Griffin and the fringing parks on the northern shore, and the northern part is the long thin strip of land about Anzac Parade which terminates in a roughly triangular area containing the Australian War Memorial. The dominating landscape feature is the Land Axis running through all of these parts, and there is a broad symmetry to the area about the axis.



**Figure 4. Aerial view of the Parliament House Vista and environs, 2004**

Source: NCA



The Parliamentary Zone comprises a complex landscape pattern of roads, mature trees and lawn areas, with major institutional and government office buildings, and gardens located as isolated features within the zone. This part has a number of cross axes.

### Landscape surrounding the Parliament House Vista

The Parliament House Vista sits within a larger landscape area or setting which is an important context for the Vista. This setting includes:

- Mount Ainslie as the forested backdrop to the Australian War Memorial and the northern terminal node of the Land Axis;
- Capitol Hill/new Parliament House, and Red Hill beyond, being the backdrop to the southern view along the Land Axis, and Red Hill as the near and approximate southern terminal node of the axis (the axis extends much further south to Bimberi Peak); and
- in a general sense the whole former Molonglo River valley in the vicinity including the East and West Basins of the lake, and Black Mountain (being the western terminal node of the Water Axis).



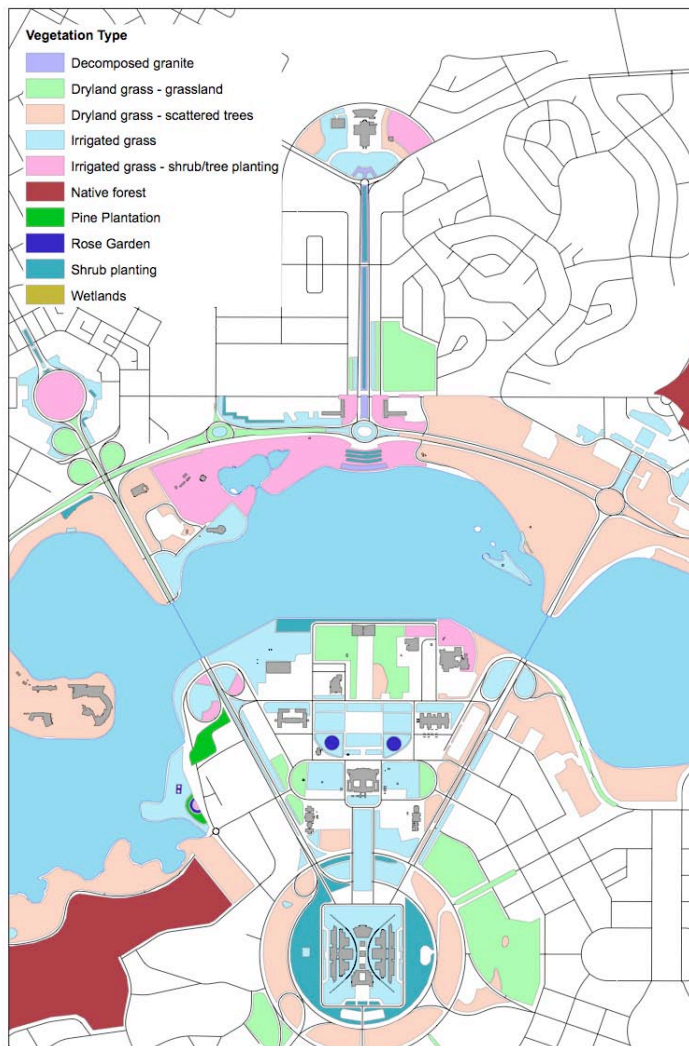
**Figure 5. Aerial view of the Parliament House Vista looking north with Mount Ainslie top right**  
Source: NCA

## Natural Heritage

In assessing the natural heritage values of the study area, sites within the study area having potential heritage values were inspected and evaluated. As the area has been largely developed, the remnant natural areas are few and small in size. Accordingly, the results are presented under the separate, discrete areas evaluated, and the focus is on the botanical and geological values present.

An assessment of the zoological values did not identify any particular species or community as having significant natural heritage values. While there are native birds, fish and other animals using the study area, there is no particular species of heritage significance using its natural habitat in anything like a natural condition. This was confirmed by Environment ACT (Personal communication, Sarah Sharp). While the lake does have populations of Murray Cod and other native fishes (re-introduced from time to time) competing with exotic fish (for example carp), these are primarily seen as a recreational resource and do not have any significant heritage value. There was no evidence of the modified native grasslands within the study area being habitat for such species as the Striped Legless Lizard.

The vegetation types within the study area are portrayed in the following figure.

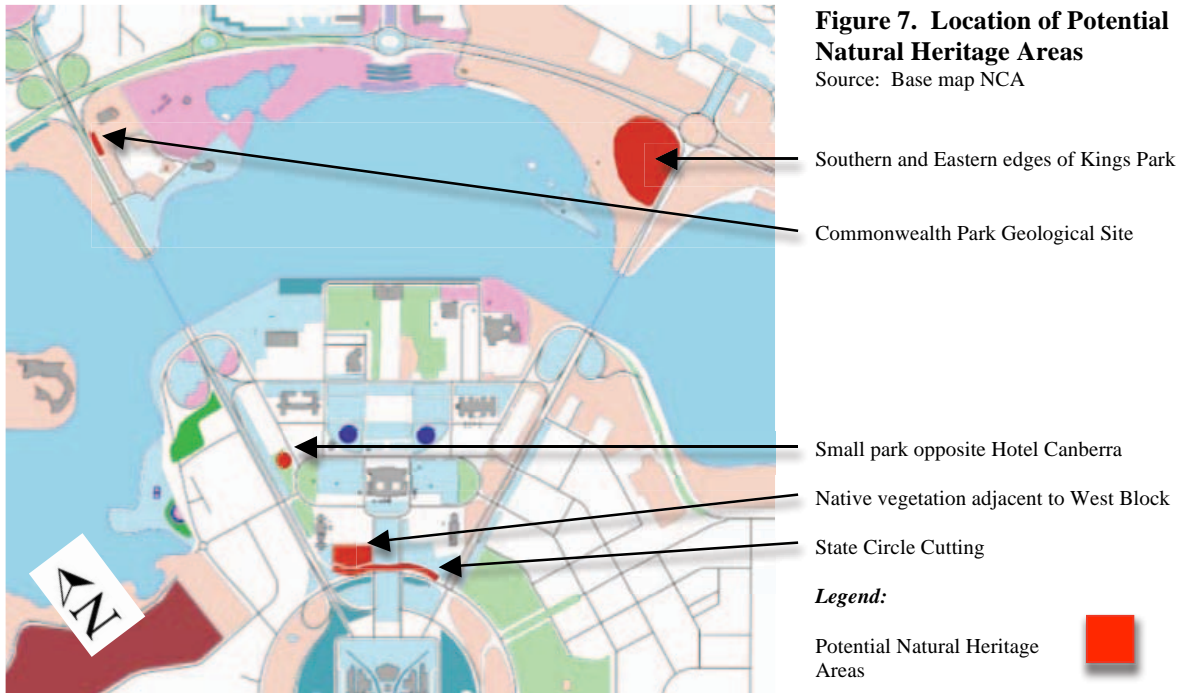


**Figure 6. Vegetation Types in the Parliament House Vista**  
 Source: National Capital Authority



The location of the discrete areas with potential natural heritage values discussed in the remainder of this section are portrayed in the following figure. These discrete areas are:

- a small park opposite the Hotel Canberra (Section 24, Block 1, Parkes);
- the native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes);
- the southern and eastern edges of Kings Park (part of Section 47, Block 6, Parkes);
- the State Circle Cutting (Section 23, Block 2 and Section 51, Block 1, Parkes); and
- Commonwealth Park geological site (Section 2, Block 4, Parkes).



***Small park opposite Hotel Canberra (Section 24, Block 1, Parkes)***

A rarity within the study area is the occurrence of a small, unirrigated grassed area very close to Parliament House. This site is located opposite the Hyatt Hotel Canberra and adjacent to an old walkway that led between the Hotel and Old Parliament House.

The area, while depauperate (imperfectly developed) in native grass species, contains a selection of native grasses and a very limited collection of forbs. The area has been invaded by many exotic grasses.



**Figure 8. Small park opposite Hotel Canberra**

Source: Warren Nicholls 2006

Among the native grasses identified were: *Chloris truncata* (Windmill Grass), *Wahlenbergia* (a forb), *Danthonia* (Wallaby Grass, several species, including *D. eriantha*), *Sporobolus elongatus* (Rat’s Tail Grass), *Bothriochloa macra* (Red Grass or Red Leg





Grass), *Einardia nutans* (Creeping or Nodding Salt Bush), *Oxalis perennis*, *Stipa bigeniculata* (Tall Spear Grass), and *Vittadinia cuneata* (New Holland Daisy). Among the exotics were: *Paspalum*, *Plantago lanceolata*, *Medicago* and *Dacris*?

***Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes)***

This small area of woodland near West Block is protected from vehicular access by a low, treated timber post fence and has considerable heritage and botanical interest as a museum piece, being a relatively undisturbed example of the type of vegetation that existed within the Parliamentary Zone prior to European settlement. It is the only such patch of native vegetation within the study area and is located within a few hundred metres of Parliament House. A detailed description of the patch can be found in Rowell (2007), a copy of which is included at Appendix G.

This plot of native woodland is, overall, in good condition. Originally, it was probably a Red Gum (*E. blakelyi*) and Yellow Box (*E. melliodora*) woodland.



**Figure 9. Native vegetation adjacent to West Block**

Source: Warren Nicholls 2006

***Southern and Eastern edges of Kings Park (part of Section 47, Block 6, Parkes)***

This is an extensive area of native grasses beneath introduced Blue Gums, along with some exotic grasses, that is not irrigated and presents an interesting and valuable contrast to the nearby irrigated and landscaped areas.

The condition of the grasses is fair to good but the coverage is decreasing with present earth works on the western edge of the site.



**Figure 10. Kings Park**

Source: Warren Nicholls 2006

***State Circle Cutting (Section 23, Block 2 and Section 51, Block 1, Parkes)***

The site is an exposed natural rock face of about 320 metres in length now visible because of the road cutting which created State Circle (this text draws on the Commonwealth

Heritage List citation for the place). It is located immediately north of State Circle at Capital Hill between Commonwealth Avenue and Kings Avenue. The exposed rock face clearly shows the unconformable contact between the older State Circle Shale and the younger Camp Hill Sandstone. Both formations belong to the Silurian System deposited about 425 million years ago. In other words, it shows a discontinuity in the geological record.

A number of faults are present in the cutting, and some minor folds can also be seen. The gently folded Camp Hill Sandstone overlies the State Circle Shale. The shale indicates that it was folded, uplifted and eroded before the sandstone was deposited on top. Subsequent earth movements have folded and fractured the beds.

Other features of the site include fossils, large slabs or rafts of sandstone which are now completely enclosed within the finer grained shale, an uppermost pallid zone which is evidence of an ancient land surface exposed to weathering, and preserved sea bed ripple marks.

At the top of the cutting are a series of vegetated benches, the lower bench having a drainage channel to disperse water away from the exposed face. The top edge of the cutting has been stabilised with stone copings set in mortar. Some groundcover plants are overhanging the cutting, some roots are showing through on the face of the cutting, and some plants are colonising the exposed face including a Eucalypt.



**Figure 11. State Circle Cutting**  
Source: Warren Nicholls 2006

### ***Geological site in Commonwealth Park (Section 2, Block 4, Parkes)***

This site lies mostly on the western boundary of the land that contains the Residence for the Catholic Archbishop of Canberra and Goulburn, being land outside the study area. However, a small section of the geological site at its southern extremity is within Commonwealth Park and hence is in the study area.

The entire site consists of two benched cuts that provide exposures of the Canberra Formation. The rocks at this outcrop are fine-grained sandstone and siltstones, with occasional narrow beds of coarser sandstone. The outcrops are a colourful and readily accessible example of the common sedimentary bedrock of City Hill and the central region of Canberra. This sedimentary formation is the main rock type of an area that extends from Gungahlin, through central Canberra to Kingston and Fyshwick.

The best exposure is on the top bench where the outcrop extends for about 100 metres along the strike of the rocks. The beds dip eastward at 30 degrees and are closely jointed, with some joints being infilled with quartz.

Only a very small section of the upper bench appears to be within the study area. A section of about 25 metres of the lower bench is the main part of the geological site within the study area.

The geological site is in fair condition.



**Figure 12. Commonwealth Park Geological Site**

Source: Warren Nicholls 2006

## **Indigenous Heritage**

Discussion of Aboriginal heritage places and values within the Parliament House Vista includes consideration of the:

- environmental context, including the geomorphology and topography of the study area;
- archaeological context of the study area - its relationship with other known or recorded sites in the surrounding area;
- Aboriginal historical context, including known and recorded observations of Aboriginal culture and society relevant to the study area or surrounding region (this material is presented in the following Chapter); and
- the disturbance history of the site, including past and ongoing land uses and activities that may have an impact on whether or not Aboriginal heritage places and values can be identified.

The Aboriginal Tent Embassy was not considered in this assessment.

### ***Environmental Context***

The Parliament House Vista study area is characterised by low to gently graded north and north easterly facing lower-slopes on the southern side of Lake Burley Griffin and south and south westerly facing lower slopes and slope terminations on the northern banks of Lake Burley Griffin and along the axis of Anzac Parade to the Australian War Memorial. The upper portions of these slopes are likely to be associated with colluvial fan deposits derived from the dominant Lower Ordovician quartz sandstone, quartzite and thin shale deposits of the Black Mountain Sandstone Formation (Bureau of Mineral Resources 1964). However it is also likely that Quaternary sand deposits will be present in association with what was the original alignment of the Molonglo River. Native vegetation within the Parliament House Vista study area is restricted to the following small and discrete pockets:

- small park opposite Hotel Canberra (Section 24, Block 1, Parkes);
- native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes); and
- southern and Eastern edges of Kings Park (part of Section 47, Block 6, Parkes).

### ***Archaeological Context***

There are two Aboriginal cultural sites identified in ACT Heritage records as being within the Parliament House Vista study area:

- a camp site on the banks of the Molonglo; and
- Aboriginal artefacts discovered in the Old Parliament House Senate Gardens.

In addition, a recent survey of selected locations within the Central Parklands was undertaken which identified another site in Kings Park.

These sites are discussed below.

### ***Camp Site on the Banks of the Molonglo***

Historical accounts (Bluett 1954 and Binden 1973) mention an Aboriginal camp near the site of the Duntroon sand quarry on the southern banks of the Molonglo River – an area that is now inundated by the waters of Lake Burley Griffin. Records held by ACT Heritage Unit indicate that artefacts may have been salvaged from the site in the late 1950s or early 1960s prior to the flooding of the valley – although there are no records indicating where that collection may now be located.

A recent study of Lake Burley Griffin discusses this site and artefacts found in the vicinity

prior to the flooding of the lake,

‘Historically, artefacts have been recovered from areas adjacent to the Molonglo River which, after the formation of Lake Burley Griffin, have become submerged. Since these artefacts were collected historically, the actual sites consist solely of a marked location on the map. There are two instances, one by Moss and one by Kinsella, of collected artefacts being removed from sites which now are within the lake boundaries. Kinsella marks the location on his map, where Moss just gives a description as a sandy ridge between Parliament House and the Molonglo River. It is possible that Moss’ site was closer to Parliament House and thus not within the lake boundaries; however, it is more probable that it was found in the continuation of the same sandy ridge as Kinsella’s close to the Molonglo River.

There are also two locations described ethnographically which lie within the lake borders which are remembered by the current Indigenous community as important. These are two ceremonial gathering (Corroboree) sites, one at Acton [outside the PHV study area]... and the other at the foot of Mt Pleasant. These two sites are listed at the ACT Heritage Unit but are not registered.’ (GML 2006, p. 50)



**Figure 13. Location of Indigenous sites submerged by the lake**

Source: GML 2006, p. 55

Legend

- Ceremonial Site
- Artefact Site

In addition, a survey of Kings Park identified a possible site.

‘a Potential Archaeological Deposit [PAD] was identified in the north of the study area, approximately 175 metres southwest of Blundells’ Cottage... Field observations, examination of historical documents, maps and mid-nineteenth century aerial photographs of the region, and analysis of a geo-technical investigation of the area undertaken by Coffey Partners International in 1996 indicate the majority of the study area may have comprised a sand mantle. That mantle, probably consisting of aeolian sands, which in some areas now rests immediately below the present ground surface in some areas of Kings Park, appears to have largely eroded or become mixed with other sedimentary material from the Molonglo River and/or its floodplain. As Moss indicated in 1939, there was ‘a considerable amount [of artefacts] recovered from depths ranging from two or three to six feet below the surface’ in the sandpits in the area at that time. The most prominent remaining area of the probable aeolian sand mantle was identified by Coffey in 1996 through geo-technical borehole drilling, and is the location of the PAD.’ (Freeman 2006, vol. 1 pp. 36-7)

This site is shown in the following figure.



**Figure 14. Location of Potential Archaeological Deposit Site (PAD 1) in Kings Park**

Source: Freeman 2006, volume 1, p. 37

### ***Aboriginal Artefacts Discovered in the Old Parliament House Senate Gardens***

A stone axe head and a wooden boomerang were discovered in the Old Parliament House Senate Gardens located approximately 100 metres west of Old Parliament House (Bluett 1954 and Binden 1973). Dr Robert Boden has provided the following information in relation to the boomerang.

‘a man with surname Margules while digging a hole for tree planting at Old Parliament House uncovered a boomerang. Much later one of his sons Ray had the wood identified and it was from a south coast eucalypt. This led to a conclusion that boomerangs may have been traded.

Ray was born beside the Cotter River and later held a senior position in Parks and Gardens until retiring to Byron Bay...’ (Dr Robert Boden, 2006, personal communication)

ACT Heritage Unit records indicated that the stone axe-head may be part of a collection held by Old Parliament House and that the whereabouts of the boomerang was not known. However, Old Parliament House has never held the axe-head and has no records of it.

### ***Recent Kings Park site discovery***

Recent survey work for a more detailed heritage study of the Central Parklands identified an Aboriginal heritage site, in addition to the site noted above. The site, Kings Park 1, is an isolated artefact recorded on what appears to be a remnant aeolian sand deposit at the far eastern edge of Kings Park almost to the south west of the intersection of Kings Avenue and Parkes Way.

‘Given the nature of the sandy deposit it is considered highly likely that the site is in fact larger than recorded, and that the whole sand body should be considered as archaeologically sensitive.’ (Marshall, Blair, Burton, Grinbergs & Russell 2009, p. 20)



**Figure 15. Location of Aboriginal Site – Kings Park 1 (red) and approximate extent of remnant sand body (blue).**

Source: Base map/image supplied by NCA

Note: Site location is approximate and should be verified on the ground.

#### ***Other Known Aboriginal Sites near the Parliament House Vista***

To the north west of the Parliament House Vista study area a number of Aboriginal sites have been recorded in the Black Mountain area. In July of 1916 the *Queanbeyan Age* reported the discovery of human remains, thought to be those of a Ngunnawal Aboriginal. They were found beneath a rock shelf on the slopes of Black Mountain although their exact location is unknown (Gillespie 1984).

An archaeological investigation of an 85 hectare addition to the Australian National Botanic Gardens that neighbour the CSIRO site was undertaken in 1985 (Barz 1985). This resulted in the discovery of four sites – all small flaked stone artefact scatters or isolated flaked stone artefacts.

An archaeological assessment was undertaken for the proposed development of nursery and depot facilities at the Australian National Botanic Gardens by Navin Officer Heritage Consultants (1995). The site is immediately adjacent to the CSIRO Black Mountain site on its south western boundary. The survey area consisted of approximately 2.2 hectares of low to moderate grade slopes on the easterly facing mid slopes of Black Mountain. Two Aboriginal sites were recorded – a scar tree and an isolated artefact, the latter recorded in a highly disturbed context associated with fill material that had been brought to the site from elsewhere within the ANBG precinct. An additional small scatter of flaked stone artefacts was recorded by Grinbergs (2005) near the boundary between the CSIRO site and Black Mountain Nature Reserve.

Aboriginal artefacts were collected from locations near the (Old) Parliament House and Hotel Canberra (now Hyatt Hotel Canberra). A stone axe was collected around 1915 by Charles Kaye behind the Hotel Canberra and another during landscaping works at (Old) Parliament House (Gillespie 1984). Kelvin Officer (GML 2006: 50) notes that in 1925, HP Moss identified numerous Aboriginal stone artefacts on a sandy ridge between Parliament House and the Molonglo River and that W P Kinsella also collected stone artefacts from the sandpits near (Old) Parliament House. Officer (GML 2006, p. 50) states that significant portions of this sandy ridge were removed by during early construction

works within the PHV as the natural feature interfered with the line of sight from (Old) Parliament House to the Australian War Memorial.

An archaeological assessment of Lake Burley Griffin and its foreshores undertaken concurrently with the preparation of this assessment (GML 2006) recorded an area of potential archaeological deposit at Acacia Inlet on the shores of Lake Burley Griffin, however, no other Aboriginal sites were identified.

### ***Disturbance History***

The Parliament House Vista study area has sustained significant modification and disturbance since the European settlement of the Limestone Plains. Clearing of trees for pasture before the declaration of the Capital may have resulted in changed surface water drainage that could have caused increased erosion and deflation of soil deposits in some locations and re-deposition of sediments at others. The subsequent development of the Parliament House Vista study area has also resulted in changes to the natural landform with extensive development of buildings and other structures, roads, carparks, utilities and services.

As a result, the possibility of undisturbed Aboriginal archaeological sites being present within the Parliament House Vista study area is likely to be restricted to the less developed portions of the study area on the northern shores of the lake and in the now submerged slope terminations and terraces above the original course of the Molonglo River.

### ***Implications for Aboriginal Heritage Values within the Parliament House Vista***

The overall picture of Aboriginal site location in the Parliament House Vista study area is one of larger, possibly more permanent camp sites occurring in association with the level to gently sloping sandy terraces and spur terminations above the banks of the Molonglo River. Officer (1985, p. 6) suggests that on the basis of observations made during the early development of the Capital and prior to the damming of the Molonglo River (Robinson 1927, Binns 1938, Moss 1939, Bluett 1954, Schumack 1967 and Bindon 1973 in Navin Officer Heritage Consultants 1995) the larger Aboriginal camp sites in the central Canberra area were associated with sand bodies situated within and adjacent to the fluvial corridor of the Molonglo River.

Investigations recently undertaken by Officer conclude that,

‘The wider regional pattern of Aboriginal occupation site occurrence within the ACT is one of higher site size and frequency in areas proximate to major permanent water bodies, with a reduction in site size and frequency around less permanent water sources. While sites have been found to occur throughout topographic and vegetation zones, there is a tendency for more of the larger sites to be located in proximity to creeks, wetlands and proximate parts of valley floors.’ (GML 2006)

In the contemporary context, many of the landforms likely to have been used by Aboriginal people in or near the study area have been inundated by the damming of the Molonglo River to form Lake Burley Griffin. The discovery of small scatters of flaked stone artefacts on the lower slopes of Black Mountain introduces the possibility that there may be similar sites on the southern banks of the Molonglo within what is now the Parliament House Vista. Given the past history of land use and the degree of disturbance associated with the development of this landscape, if such sites are present it is likely that they will be found in the least disturbed contexts possibly associated with the areas identified as possessing remnant native vegetation.



As a result of a recent archaeological assessment, one Aboriginal site was discovered within Kings Park in a context that appears to have sustained little or no major disturbance. The nature of the area where this site was recorded – a deep (possibly aeolian) sandy deposit suggests that there is potential for further sub-surface deposits of Aboriginal cultural material to be present within this sand body. It is also possible that other remnants of similar sand bodies may still be present within the study area, and that these too may be archaeologically sensitive.

## **Landscape**

The Parliament House Vista study area covers most of the National Triangle, including the Central Basin of Lake Burley Griffin, and in addition includes Anzac Parade and the Australian War Memorial.

It is a landscape shaped by both underlying natural forms and evolving cultural processes.

The term 'vista' is more related to the view from Old Parliament House (from 1927) along the Land Axis and within selected portions of the National Triangle area. Here the structure of the made landscape provides deliberate framed views, usually along existing or former road alignments and entrances which have been reinforced spatially by plantings.

The view from the new Parliament House (1988) is more of a panoramic one, both from the entry forecourt and the uppermost levels. These views take in the wider landscape setting of developed broad valleys, hills and mountains.

The study area comprises a complex of different precincts which present a history of their evolution from a natural place to a cultural place by many persons and influences. They possess individual landscape characteristics but can be categorised broadly into formal or informal compositions, and are influenced by irrigated plants or non-irrigated plants as a major component of the landscape character.

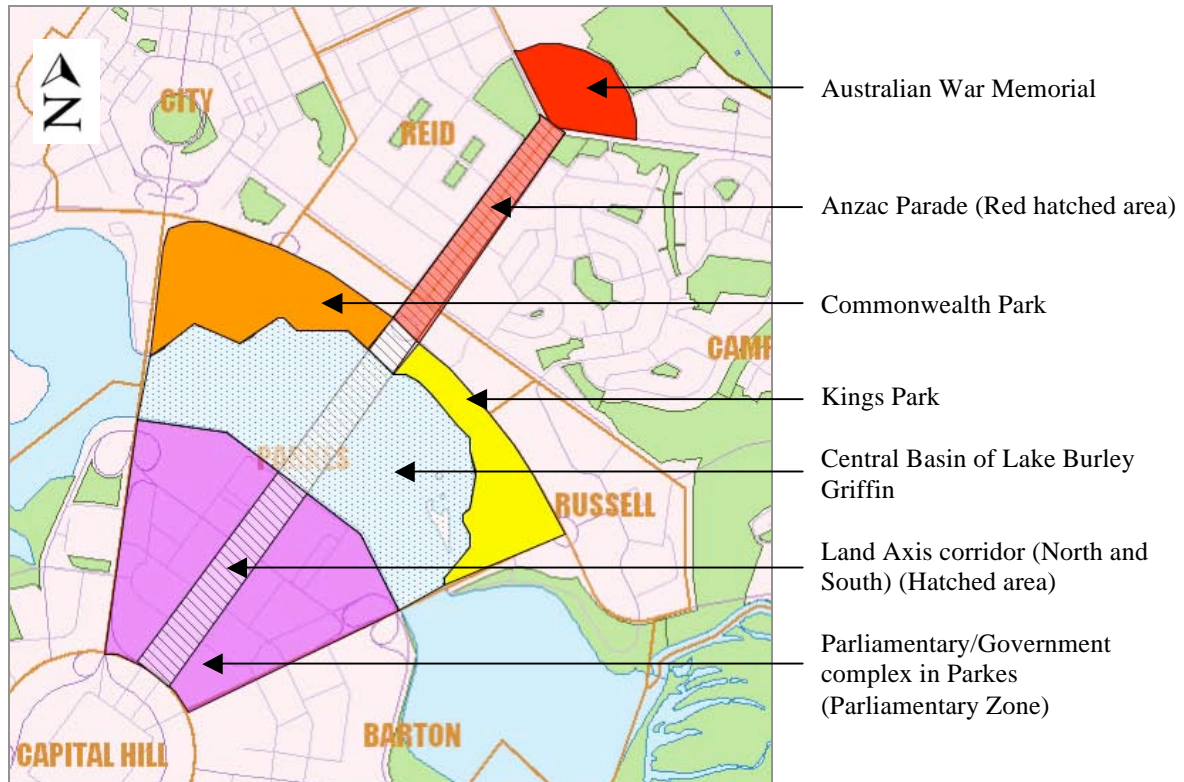
Within the study area, the precincts are:

- Land Axis corridor (North and South);
- Parliamentary/Government complex in Parkes (also known as the Parliamentary Zone);
- Central Basin of Lake Burley Griffin;
- Commonwealth Park;
- Kings Park;
- Anzac Parade; and
- the Australian War Memorial.

These precincts are briefly discussed below.

**Figure 16. Landscape Precincts**

Source: Base plan ACTMapi



### ***Land Axis Corridor***

The concept of the axial planning devices such as the National Triangle connecting natural mounts, the Water Axis and the Land Axis arise from the Griffins' original vision for the Australian capital.

The Land Axis is defined by tree plantations on either side of the land corridor and a central space with several different land surface treatments and changes of level to conceptually link Capitol Hill with Mount Ainslie.

The surface treatment of the Land Axis has been integrated into the different precinct areas, mostly grass or water with the exception of the northern and southern foreshores of Lake Burley Griffin, and Anzac Parade.

On the northern shore, south of Parkes Way, the corridor is expressed as a series of curving grassed terraces stepping down to a gravel skirt at the lake edge, and the corridor spatially defined by mass plantings of *Eucalyptus cinerea* either side of the axis, and with hedges screening a central car park adjacent to Parkes Way.

On the southern foreshore, the subtle and broad terraced landform of the Parliamentary/Government Group in Parkes has been interrupted by the development of Commonwealth Place and Reconciliation Place on the site originally intended by the Griffins as a Watergate, and by Lord Holford as the location of a lakeside permanent Parliament House and National Place.

The Land Axis corridor is most strongly defined by Anzac Parade.



**Figure 17. Land Axis from south above new Parliament House**

Source: NCA

### ***Parliamentary/Government Complex in Parkes***

This complex makes up a large proportion of the landed area of the study area, within the National Triangle.

It has become a subtle terraced landform with the exception of parts of the former Camp Hill, Commonwealth and Reconciliation Places, and the landforms created by the abutments to both the Commonwealth Avenue bridge and Kings Avenue bridge.

The street pattern associated with the building of the Old Parliament House and other Government buildings within Parkes Place is reinforced through formal plantings and garden areas set in large grassed squares in a symmetrical composition. The initial plant selection and planting during the inter war period (1920–1939), apart from the rose gardens, were of a mixture of Australian tree species (Eucalypt and Acacia species) and exotic. Exotic coniferous plants appear to have dominated the mixture generally and with exotic deciduous trees (Poplars) providing accents of contrast within the evergreen walls of foliage. What remains are the survivors of change, yet the symmetry around the Land Axis corridor still influences the overall composition. The scale of the planting matches the scale of the built elements.

Much of the original structural design intent remains to provide a formal landscape nucleus despite many design changes and influences, the invasion of the motor vehicle (in the form of carparks) and the extension of the original concept ultimately through to the lakeside setting. This is reinforced by the use of hedges enclosing carparking areas as vast outdoor rooms with a grid of deciduous tree planting within these spaces.



**Figure 18. Aerial view of the Parliamentary/Government Complex in Parkes, 2004**

Source: NCA

The zone between King Edward Terrace and the lake has undergone several different landscape treatments however the dominance of coniferous tree plantings has been replaced by Eucalyptus species, with deciduous and spring flowering species along the lakeshore and extending upslope to selected areas around the National Library of Australia, Questacon (National Science and Technology Centre), and the margins of the High Court of Australia and National Gallery of Australia. The informal plantings surrounding the National Gallery of Australia and High Court of Australia are a departure from the formalised rows of evergreen, deciduous and spring flowering trees defining the landscape character of the inter war period development of Parkes.

The scale of the built elements in the zone between King Edward Terrace and the lake tends to dominate the scale of the tree planting, and the prominent buildings are more visually conspicuous possibly partly due to the open character of Lake Burley Griffin.



**Figure 19. Part of the Central Basin and northern lake shore with Mount Ainslie to the right**

Source: Duncan Marshall 2006

### ***Lake Burley Griffin – Central Basin***

The Central Basin of Lake Burley Griffin is the largest waterform within the study area and is largely defined by formal built edges except for the entrance to Nerang Pool and the Aspen Island group. It contains the Captain Cook Memorial Water Jet placed to the west of the Land Axis, and the Carillon on Aspen Island to the east, to complete a balanced yet

asymmetrical composition.

### ***Commonwealth Park***

Commonwealth Park is located on the northern side of Lake Burley Griffin and nestled between the Land Axis corridor, Commonwealth Avenue and Parkes Way. Excluded from the study area is that land associated with the Catholic Presbytery and cathedral site on the high ground adjacent to Commonwealth Avenue.

It forms part of the intended Metropolitan Parks System (refer to the overview history in Chapter 3) and is a major recreational facility within the National Triangle.

It is formed between two ridges (east and west) with a central drainage line now partly flooded creating the Nerang Pool, together with different waterforms such as the Marsh Garden, Mirror Pond, Children's Wading Pool, Lily Pond and Stream Valley.

Despite its more formal beginning, the landscape character has evolved to an informal parkland containing specialised areas in the form of open grassed areas, indigenous and exotic detail garden areas, indigenous and exotic woodland, commemorative trees, waterforms, playground (the fort), amphitheatre, flagpole, memorials, sculptures and facilities. Facilities include the Regatta Point pavilion, Stage 88, access roads, carparking and park depot.

The use of indigenous woodland landscape character on the east and west ridges is an attempt to visually link with the surrounding hills and slopes, to appear as integral elements from the hills to the lakeshore. The lakeshore comprises contrasting extents of formal retaining walls and walkways with stretches of shingle beach. The foreshore is an informal curving line with the shingle beach areas intermittently planted with Willows either side of the entrance to the Nerang Pool. These foreshore plantings are a reference to the landscape character of the former Molonglo River.



**Figure 20. Commonwealth Park (upper right) and Kings Park (lower left)**

Source: NCA

### ***Kings Park***

Kings Park is located to the east of the Land Axis and is in practical terms bounded by Lake Burley Griffin, Kings Avenue and Parkes Way. The formal boundary of Kings Park is much further away from the current road alignments in the east corner.

Like Commonwealth Park it is part of the Metropolitan Parks System within the National Triangle.

It comprises one major ridgeline, now acting as a peninsula around the Kings Avenue

alignment, and a series of spur landforms with corresponding drainage lines running down to the lake.

The park is a large area with dryland grasses and woodland of Australian tree species of an informal character, a zone of exotic trees closer to the lakeside, an access road, Blundells' Cottage precinct, memorials, carparking and a bridge to Aspen Island and the Carillon.

As in Commonwealth Park, the tree planting reflects various former policies to:

- give a sense of carrying the indigenous vegetation structure from the surrounding hill slopes down to the lake edge;
- provide a skirt of exotic trees within the plains/valley landform; and
- to integrate with the perceived character of historic places such as Blundells' Cottage.

The rural farmhouse and nearby St John's Church were all associated with exotic vegetation in contrast to the open nature of the former Limestone Plains.

### ***Anzac Parade***

This northern part of the Land Axis, where it intersects with the upper slopes of the Molonglo River Valley, has been physically expressed through planting and pavement patterns since the early 1920s as Prospect Parkway and Place and subsequently Anzac Parade in association with the siting of the Australian War Memorial.

Anzac Parade consists of a central paved avenue of red gravel (crushed brick) with symmetrically located raised massed planting areas comprising *Hebe* species, and a row of flagpoles close to the intersection with Parkes Way.

On either side of the central avenue are three lane bitumen surfaced roads. These are in turn flanked by a zone of irrigated grass defined by kerbing on the roadside and a parallel concrete path and retaining walls upslope. The latter define the outermost zone of Eucalyptus tree plantation (five rows) with an understorey of dryland grass species.



**Figure 21. Anzac Parade from south**

Source: Craig Burton 2006

Cross roads cut through at right angles as do rectangular areas of red gravel to mark an existing memorial or the site for a future memorial.

The treed plantation on either edge of the Land Axis creates a strong vista in both directions: to the north that of the Australian War Memorial set against Mount Ainslie; and to the south a reflective sliver of Lake Burley Griffin, the Parliamentary/Government

complex set against Red Hill.

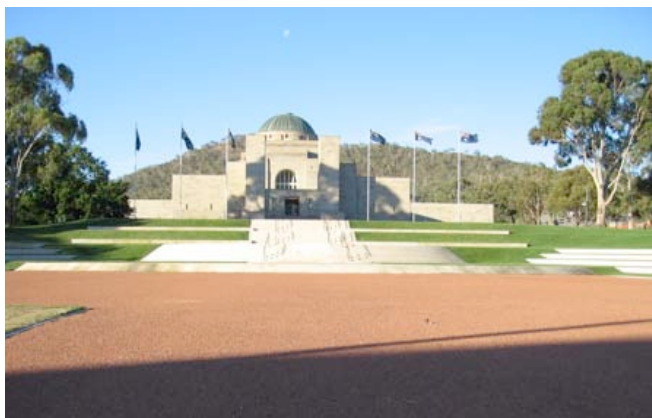
The strong formality of the landscape composition contrasts with the areas of Commonwealth Park, Kings Park and the National Gallery of Australia-High Court of Australia precinct, yet it reflects an early approach to the Parliamentary/Government complex within the study area.

### ***Australian War Memorial***

The Australian War Memorial, when viewed on plan is a fan shaped area with the central buildings acting as a visual termination to the Land Axis corridor. The area occupies the lower slopes of Mount Ainslie which have been modified to accommodate the evolving memorial complex of buildings, central forecourt gathering space, access roads, car parking, expansive grassed areas together with copse and row plantations, gardens, commemorative structures and installations.

The major buildings are located on a spur formation adapted to a plateau to dominate the landscape composition, yet contrasted with the naturalness of Mount Ainslie in the background.

The red crushed brick paving associated with Anzac Parade is terminated in a paved/gravelled forecourt and parade ground between the main Australian War Memorial building and Anzac Parade, and is defined by stepped irrigated grass terraces, Wondabyne sandstone seating walls and steps. A row of Eucalyptus species trees surmounting the top of the grass terraces attempts to further enclose the ceremonial space of the forecourt.



**Figure 22. Australian War Memorial**

Source: Craig Burton 2006

The whole fan shaped plan has its northern edge inscribed by a road with a further row of mixed Eucalyptus trees which ultimately merges with an informal Eucalypt woodland to the east as part of the vegetated lower slopes of Mount Ainslie.

Along Limestone Avenue Kurrajongs have been planted at well spaced intervals behind a row of both young and old Eucalypts, whilst copses of English Oak trees are sited either side of the main memorial building yet arranged in an asymmetrical composition.

To the west is a detailed garden area and grass slopes falling towards Limestone Avenue. Within this western flank are located several commemorative installations including the conspicuous Lone Pine tree, planted by the Duke of Gloucester on 24 October 1934.

A limited selection of plantings of Birch, Oak, Elm, Poplar and Ash occurs on the western margin of the site.



## Built Elements

The Parliament House Vista contains a range of built elements ranging from large complex buildings down to footpaths, lightposts and park seating. The categories of built elements are briefly summarised in the following table along with key examples.

<b>Table 1. Built Elements</b>	
<b>Category</b>	<b>Key Examples</b>
Major Buildings	<ul style="list-style-type: none"> <li>• Australian War Memorial including Anzac Hall, sculpture garden, Administration Building (West Building), C E W Bean Building (East Building) and cafe</li> <li>• East Block</li> <li>• High Court of Australia</li> <li>• John Gorton Building and the former Communications Centre</li> <li>• National Gallery of Australia including the Sculpture Garden and minor structures</li> <li>• National Library of Australia</li> <li>• National Portrait Gallery</li> <li>• Old Parliament House</li> <li>• Questacon (National Science &amp; Technology Centre)</li> <li>• Treasury Building</li> <li>• West Block</li> </ul>
Minor Buildings	<ul style="list-style-type: none"> <li>• Aboriginal Tent Embassy</li> <li>• Blundells' Farmhouse</li> <li>• Bus shelters</li> <li>• Carillon (it could also be classed as a structure)</li> <li>• Information kiosk, Aspen Island</li> <li>• Lobby Restaurant and public toilets</li> <li>• Minor buildings in the Old Parliament House Gardens</li> <li>• Other public toilets - Regatta Point, Commonwealth Park, Kings Park)</li> <li>• Regatta Point pavilion</li> </ul>
Other structures	<ul style="list-style-type: none"> <li>• Commonwealth Place including a restaurant and offices</li> <li>• Fort play sculpture in Commonwealth Park</li> <li>• Stage 88</li> <li>• Timber decked jetties at the Commonwealth Place forecourt</li> </ul>
Memorials, Commemorative Features & Artworks	<ul style="list-style-type: none"> <li>• Anzac Parade memorials</li> <li>• Australians of the Year Walk</li> <li>• Captain Cook Memorial Water Jet and Globe</li> <li>• Centenary of Women's Suffrage fountain</li> <li>• Henry Moore sculpture near the National Library of Australia</li> <li>• Ken Cato sculptures near Questacon (National Science &amp; Technology Centre)</li> <li>• Tim Wetherall sculpture near Questacon (National Science &amp; Technology Centre)</li> <li>• Anonymous sculptures near Questacon (National Science &amp; Technology Centre)</li> <li>• King George V Memorial</li> <li>• Magna Carta Monument</li> <li>• Norma Redpath sculpture/fountain at the Treasury Building</li> <li>• Peace Park/Memorial</li> <li>• Speakers Square at Commonwealth Place</li> <li>• Reconciliation Place</li> <li>• Various memorials in Commonwealth and Kings Parks</li> <li>• Various artworks in Commonwealth Park</li> </ul>
Roads	<ul style="list-style-type: none"> <li>• There are a series of major and minor roads throughout the study area, including multi and single lane roads</li> <li>• The roads are all bitumen paved</li> <li>• The area includes one major roundabout, at the junction of Parkes Way and Anzac Parade</li> </ul>

<b>Table 1. Built Elements</b>	
<b>Category</b>	<b>Key Examples</b>
	<ul style="list-style-type: none"> <li>• There are also a series of access roads, some of which are gravel paved (eg. within Commonwealth Park)</li> </ul>
Surface carparks	<ul style="list-style-type: none"> <li>• Mostly bitumen paved but some gravel paved, and many with landscaping/tree plantings</li> </ul> <p>At:</p> <ul style="list-style-type: none"> <li>• Australian War Memorial</li> <li>• Commonwealth Park, various</li> <li>• East and West Blocks</li> <li>• John Gorton Building</li> <li>• Kings Park, various</li> <li>• National Gallery of Australia</li> <li>• National Library of Australia</li> <li>• Old Parliament House</li> <li>• Questacon</li> <li>• Rond Terraces</li> <li>• Treasury Building</li> </ul>
Footpaths	<ul style="list-style-type: none"> <li>• These are a variety of gravel, bitumen and concrete</li> <li>• In some cases the concrete has decorative effects (eg. Aspen Island main access path)</li> </ul>
Paved areas	<ul style="list-style-type: none"> <li>• Anzac Parade central strip and memorial niches</li> <li>• Australian War Memorial forecourt</li> <li>• Commonwealth Place forecourt</li> <li>• Parkes Place</li> </ul>
Bridges	<ul style="list-style-type: none"> <li>• Aspen Island bridge</li> <li>• Foot bridges in Commonwealth Park</li> <li>• On the edge and formally outside the study area are the Commonwealth and Kings Avenue bridges</li> </ul>
Walls	<ul style="list-style-type: none"> <li>• Concrete and rock lake edge walls</li> <li>• Exposed aggregate retaining walls at Old Parliament House and the National Library of Australia</li> <li>• Concrete wall at Rond terraces</li> <li>• Low concrete walls along Anzac Parade</li> </ul>
Ponds and fountains	<ul style="list-style-type: none"> <li>• Captain Cook Memorial Water Jet</li> <li>• Centenary of Women's Suffrage fountain, Old Parliament House Gardens</li> <li>• High Court of Australia cascade</li> <li>• John Gorton Building water feature</li> <li>• National Gallery of Australia marsh pond</li> <li>• National Library of Australia forecourt pond and fountains</li> <li>• Parkes Place ponds and fountains</li> <li>• Rond Pond and fountains</li> <li>• Treasury Building courtyard pond and sculpture/fountain</li> </ul>
Lightposts	<ul style="list-style-type: none"> <li>• Major modern decorative street lighting along Anzac Parade</li> <li>• Modern decorative path/street lighting, for example along the southern lakeshore and in Federation Mall</li> <li>• Various types of other concrete and metal street and path lighting (eg. post top, integral projection arm, side entry), of various ages</li> </ul>
Seating	<ul style="list-style-type: none"> <li>• Integrated concrete and timber seats in Anzac Parade</li> <li>• Various other seats including timber historic reproductions, painted timber and metal, stainless steel, of various ages</li> </ul>
Flagpoles	<ul style="list-style-type: none"> <li>• Canadian Flagpole, Regatta Point</li> <li>• International Flag Display, southern lakeshore</li> <li>• Other massed flagpoles (eg. Old Parliament House and Federation Mall)</li> <li>• Other flagpoles associated with most/all major buildings</li> </ul>
Signage	<ul style="list-style-type: none"> <li>• Street name, traffic and tourism direction signage</li> <li>• Free standing building/institutional signs (eg. High Court of Australia)</li> </ul>
Other street furniture	<ul style="list-style-type: none"> <li>• Various types of fixed and mobile rubbish bins, of various ages</li> </ul>

Table 1. Built Elements	
Category	Key Examples
	<ul style="list-style-type: none"> <li>• Metal drink fountains</li> <li>• Various types of salt treated pine traffic/parking barriers</li> </ul>

In addition, it is worth making special mention of the National Carillon as a musical instrument. The Carillon is enjoyed, as an instrument, in a wide area around the building, especially in Kings Park and the National Gallery Sculpture Garden. An important intangible quality to note is the acoustic environment of the instrument.



**Figure 23. Old Parliament House**  
Source: Duncan Marshall



**Figure 24. Blundells' Cottage**  
Source: Duncan Marshall



**Figure 25. Henry Moore sculpture *Two Piece Reclining Figure Number 9* near the National Library of Australia**  
Source: Duncan Marshall



**Figure 26. Carpark south of House of Representatives Gardens**  
Source: Duncan Marshall



**Figure 27. Typical concrete and timber seat on Anzac Parade with the RAAF Memorial in the background**  
Source: Duncan Marshall

## Condition of the Parliament House Vista

This section provides information about the condition of the area, prior to consideration of the heritage significance of the place in the following chapters. It provides a general overview impression about condition. Section 7.5 provides an analysis of condition and integrity related to the actual significance of the place.

It is important to note that the summarised comments provided in the following table may not give an accurate assessment of individual elements, whose condition may vary considerably. For example, while many of the public landscape and garden areas are in good condition, the area around the State Circle Cutting displays only poor to fair condition.

<b>Table 2. Condition of the Study Area</b>	
<b>Component</b>	<b>General Comment about Condition</b>
Overall	Fair to Good
Natural heritage	Fair to Good
Indigenous heritage	No comment (No identified sites)
<b>Landscape</b>	
Land Axis corridor (North and South)	Good, although the condition of individual elements may vary.
Parliamentary/Government complex in Parkes	Good, although the condition of individual elements may vary.
Central Basin of Lake Burley Griffin	Good, although the condition of individual elements may vary.
Commonwealth Park	Good, although the condition of individual elements may vary.
Kings Park	Good, although the condition of individual elements may vary.
Anzac Parade	Good, although the condition of individual elements may vary.
Australian War Memorial	Good, although the condition of individual elements may vary.
<b>Built elements</b>	
Major Buildings	Fair to Good
Minor Buildings	Poor to Good – The prototype building at the High Court of Australia is an example of poor condition.
Other structures	Good
Memorials & Sculptures	Fair to Good
Roads	Fair to Good
Surface carparks	Poor to Good – The carpark south of the House of representatives garden is an example of poor condition.
Footpaths	Fair to Good
Paved areas	Poor to Good – The paving southwest of the High Court of Australia is an example of poor condition.
Bridges	Good
Walls	Fair to Good
Ponds and fountains	Fair to Good
Lightposts	Fair to Good
Seating	Good
Flagpoles	Good
Signage	Good
Other street furniture	Fair to Good

## **2.3 ASSOCIATED PLACES**

There are three main associated places, or groups of associated places related to the Parliament House Vista area. To some extent these groups overlap.

The area overlaps with the area of Lake Burley Griffin, the common component being the Central Basin.

In addition, as noted in Section 2.1, there is a wider contextual setting for the Parliament House Vista which includes Mount Ainslie, Capitol Hill/new Parliament House, and Red Hill beyond, and in a general sense the whole former Molonglo River valley in the vicinity including the East and West Basins of the lake, and Black Mountain. There is a strong visual aspect to this association.

Finally, there is an association with the other surviving elements of the Griffins' plan which exist outside the Parliament House Vista. In particular, this includes the other corners of the National Triangle at City Hill and Russell, and Constitution Avenue. There is a strong conceptual/planning aspect to this association, rather than a visual aspect, at least from within the Parliament House Vista.

One minor association arises with regard to the Commonwealth Park Geological Site. While a small section is within the study area, the major part of the site extends into the adjoining land which is outside the Parliament House Vista.

### 3. OVERVIEW HISTORY

#### CHAPTER SUMMARY

- This chapter tells the story of the Parliament House Vista and is divided into consideration of the: Aboriginal historical context; the social, planning and political history after colonisation; and the landscape history.
- The study area is part of the traditional lands of the Ngunnawal people and their descendants continue to live in Canberra and the surrounding region. The historical record gives some indication of the activities of Aboriginal people in the general area, including ceremonies and camps. The Aboriginal Tent Embassy protest site, originally dating from 1972, is one focus for continuing and broader Indigenous association within the Parliament House Vista. The Reconciliation Place commemorative site, dedicated in 2002, is another.
- European colonisation of the area that became Canberra commenced in the 1820s with farming and grazing properties. Evidence of this early period remains, including the Blundells' Cottage site within the study area.
- Following the federation of the Australian colonies in 1901, a long process began to establish a national capital for the new country. In 1911 the land for the capital was formally acquired in the vicinity of Canberra - now known as the Australian Capital Territory.
- An international competition for the design of the new city was finalised in 1912 with the winner being Walter Burley Griffin (actually Walter and Marion Griffin) from America. There followed a long and complex story about: efforts to replace, undermine and support the Griffins' design; Walter Burley Griffin's formal role and eventual departure in 1920; the evolution of the design; as well as the initial development of the city.
- The development of the city has been the responsibility of a succession of government agencies following Griffin. This has included the Federal Capital Advisory Committee and Federal Capital Commission which achieved initial development, the National Capital Development Commission which was responsible for major development from the 1960s to the late 1980s, and currently the National Capital Authority.
- Key development points have included: completion of the Old Parliament House in 1927, including major initial development of the Parliamentary Zone landscape by T C G Weston; initial construction of the Australian War Memorial by 1941; completion of Lake Burley Griffin in 1964, development of the Central Parklands, Anzac Park and Parkes Way in the 1960s, notably reflecting the influence of William Holford and the NCDC; and ongoing construction of major buildings in the Parliamentary Zone from the late 1960s, such as the National Library of Australia, High Court of Australia and National Gallery of Australia.
- In the wider setting, Canberra has also developed substantially both as the national capital and as a metropolis. In particular, a major development has been the

completion of the permanent Parliament House on Capital Hill.

- Through these phases, the pace of development of the Parliament House Vista has been dramatically influenced by major historical events including World War 1 from 1914, the Great Depression at the end of the 1920s, World War 2 from 1939, and post-war reconstruction.
- The story of the Parliament House Vista is complex, and reflects layers of designs beginning with the Griffins, and moving through a range of influences, notably that of Holford and the NCDC. Some of these designs and influences have had major and ongoing impact, while others have in a sense been abortive – the imperative for some elements having changed.





### **3.1 INTRODUCTION TO HISTORY**

The story of the place that has become the Parliament House Vista is a long and complex one. It has and to some extent continues to be a contested story partly because of the struggle to understand the past but partly because of the use of the past to inform or indeed support some view of the present and future. No doubt this history will be viewed in the light of this contest.

It is possible to tell the story of the Parliament House Vista in a number of different ways depending on the purpose and framework of the author. For example, several recent histories/historical analyses reflect such different approaches (eg. Reid 2002, Headon 2003, National Capital Authority 2004 and Taylor 2006). This history is divided into three main parts which deal with the:

- Aboriginal historical context;
- social, planning and political history after colonisation; and
- the landscape history of the Parliament House Vista.

The first two sections offer a narrative framework which deals with the major social, planning and political elements of the story, and the landscape history section then summarises the landscape dimension of that story.

While the social/planning/political history and the landscape history each have a different emphasis, there is a small measure of overlap between these sections. This has been minimised but some remains in order to create linkages between these two aspects of the same overall story.

### **3.2 ABORIGINAL HISTORICAL CONTEXT**

Indigenous people have occupied the Canberra region, including the Parliament House Vista study area, for over 20,000 years (Flood and others 1987). Descendants of these people continue to live in Canberra and the surrounding region.

There are few historical references to traditional Aboriginal people in the Black Mountain area. This may be associated with what has been interpreted to be a rapid Aboriginal depopulation of the Limestone Plains following European settlement possibly associated with a smallpox epidemic in 1830, influenza and a measles epidemic in the 1860s (Officer 2002, p. 17, Flood 1980 and Butlin 1983). Gillespie (1984, p. 12) provides an account of Aboriginal people gathering for corroborees at the foot of Black Mountain – along the banks of Sullivan’s Creek and at what is now Black Mountain Peninsula, to the north west of the Parliament House Vista study area.

Bluett (1954) states that early European settlers on the Limestone Plains referred to the Aboriginal people who camped at Pialligo as the ‘Pialligo Blacks’, and that a larger group that were often seen near Black Mountain were referred to as the ‘Canburry or Nganbra Blacks’.

Aboriginal people were also known to camp at the site of what is now the new Parliament House, and the use of this site continued into the recent past (Don Bell, Ngunnawal Elder, personal communication, 2006).

The Aboriginal Tent Embassy, a protest site dating originally from 1972 and re-established

in the 1990s, is one focus for continuing and broader Indigenous association within the Parliament House Vista. Reconciliation Place, dedicated in 2002, is another focus.

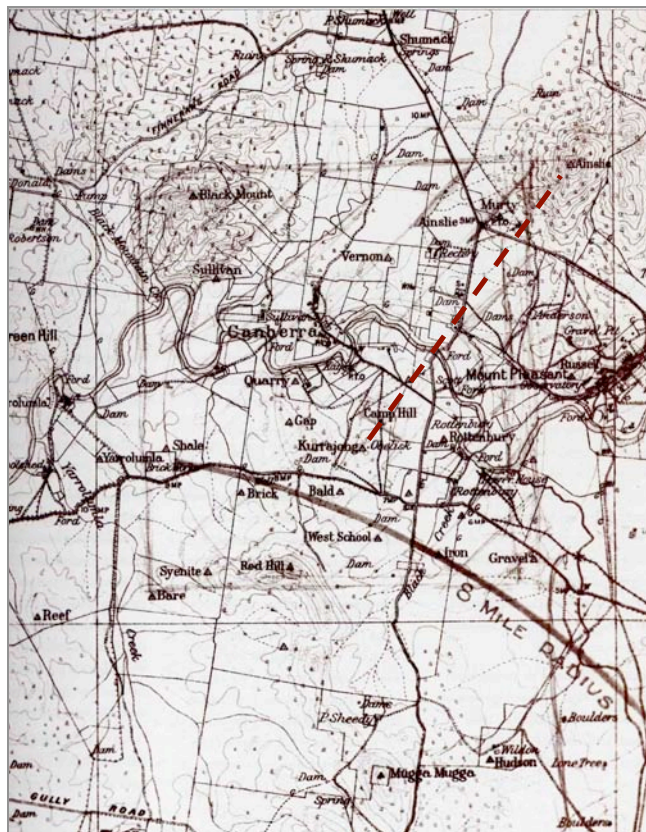
Indigenous associations with the study area continue in a variety of ways for both Ngunnawal people and other Australian Indigenous peoples.

### 3.3 SOCIAL, PLANNING AND POLITICAL HISTORY AFTER COLONISATION

#### Canberra before the National Capital

European colonisation of the area that became Canberra commenced in the 1820s. Farming and grazing properties were established from this time, and this activity characterised the area until the early part of the 20<sup>th</sup> century. There were both small properties and large estates, the latter including Duntroon owned by the Campbell family.

Apart from the rural properties, there were few other developments – some churches, stores and hotels. Nearby was the township of Queanbeyan.



**Figure 28. Map of Canberra region, 1916**  
Source: NAA, CP277/1, part, reproduced in Reid 2002, p. 19

Land Axis shown dotted — — — — —

The area that is now the Parliament House Vista was farming/grazing land. The larger early land holdings in the vicinity were those occupied by Robert Campbell and Joshua Moore, with most of the study area falling within Campbell's Duntroon estate straddling both sides of the Molonglo River, and a relatively small portion being the south east corner of Moore's 'Canberry' land, in the vicinity of what is now Regatta Point.

These properties were both part of the earliest European farming/grazing in the locality and the area continued to be a centre of pastoral development and activity right up to the development of Canberra as the national capital. In the latter years of farming before

Canberra, the area was part of a thriving dairy industry which grew up along the banks and flats of the Molonglo River.

In that time it is likely there would have been structures erected such as dwellings, rural outbuildings, roads and tracks, fence lines, sheep and cattle pens, and river crossings.

The story of some of the early European structures is discussed in more detail below, in the context of later development of the study area. Only a few such sites are known to remain.

### **Creating a New Capital for Australia 1901-13**

At the Federation of the Australian colonies in January 1901, the Constitution stipulated that a site for the new nation's capital would be selected in NSW outside a radius of 100 miles from Sydney. For some years, numerous communities in NSW had promoted their own localities as a suitable site for the proposed federal capital. In November 1899 the NSW government had appointed a Royal Commission to examine suggested sites. The search for a site continued for much of the first decade after Federation. Eventually, in December 1908, the Commonwealth government settled on the general Yass-Canberra area as the location for the federal capital. A week later, Hugh Mahon, the Minister for Home Affairs, charged the surveyor, Charles Robert Scrivener, with the task of reporting on sites within this area and recommending the most suitable. Scrivener's work was to prove crucial in fixing the specific site for the city.

In appointing Scrivener, Mahon gave him a number of instructions for making a selection. These included as one of the primary requirements for the site that it should have 'the necessary topographical characteristics for the Federal Capital.' By this, he probably meant that it should have eminences on which Parliament and other major government edifices could stand, as well as a site for an ornamental lake. Mahon further advised Scrivener that 'the Federal Capital should be a beautiful city, occupying a commanding position, with extensive views and embracing distinctive features which will lend themselves to a design worthy of the object, not only for the present but for all time.' These embodied the sort of planning ideas that had been widely canvassed in professional circles since the congress of architects, surveyors and engineers considered the Federal Capital project in Melbourne in 1901. (Gillespie 1991, p. 246; Hugh Mahon, quoted in Parliament of the Commonwealth of Australia, Senate 1955, p. 7)

Scrivener came down in favour of the locality of Canberra. Among his reasons for doing so were that a city built here would be visible for many miles on approach and that its 'prominent hills of moderate altitude' presented as ideal locations for the main public buildings. The site would also permit the construction of streets with easy gradients and, though he was concerned about the mile-width of the floodplain, he recognised that it represented a most convenient location for the creation of an ornamental lake at reasonable expense. As the setting for his recommended site, Scrivener reported that the city 'would probably lie in an amphitheatre of hills with an outlook towards the north and north-east well sheltered from both southerly and westerly winds.' (C R Scrivener, quoted in Parliament of the Commonwealth of Australia, Senate 1955, p. 7) In his feeling for the place and its potentialities, Scrivener foreshadowed the Griffins' vision.

Scrivener's recommendation was endorsed by an advisory board set up by Mahon and comprising Scrivener himself, Walter Liberty Vernon, Percy Owen and the Secretary of the Department of Home Affairs, David Miller. The Commonwealth government promptly accepted the board's advice. In October 1909, the Commonwealth and NSW

governments reached agreement on the precise boundaries of the federal territory that would embrace Canberra as the seat of the national government. The Commonwealth formally acquired the federal territory on 1 January 1911.

The Commonwealth government in April 1911 launched an international competition to find the best design for the federal capital. In preparation for the competition, a survey team under Scrivener had carried out a detailed contour survey of the Canberra site. Scrivener's contour survey map of May 1909 paid particular attention to the contour line 1,825 feet above sea level, commending this as the appropriate level for the proposed lake. The Griffins' relied upon this level as the basis for their formalised system of lake basins in their plan for the city. In advance of the design competition, Scrivener, Owen, Vernon and Miller had already, apparently, settled upon Camp Hill as the best site for Parliament House, with departmental buildings to be located on the flat north and northeast of this eminence, on the southern side of the river. The Griffins appear to have been entirely unaware of these proposals when they drafted what turned out to be the winning entry for the design competition. (See Charles Robert Scrivener, 'Canberra Contour Survey', 22 May 1909, in Gillespie 1991, facing page 270; Gray 1967, p. 2; Reid 2002, pp. 14-18)

The competition closed on 28 February 1912 and entries were judged by a panel of three experts appointed by the new Minister for Home Affairs, King O'Malley. Unable to achieve a unanimous verdict on the 126 eligible designs submitted, the panel produced a shortlist of six. O'Malley sided with the majority, awarding first prize to Walter Burley Griffin's design (actually Walter and Marion Griffin's design) and second and third prizes respectively to designs by Eliel Saarinen and Dr Alfred Agache. The entry that was the first preference of the dissenting member of the panel, a design by W Scott Griffiths, Robert Coulter and Charles Caswell of Sydney, received a special commendation. The decision was announced in May 1912. The Commonwealth purchased the three winning designs, as well as that of Griffiths, Coulter and Caswell.



**Figure 29. Detail of the Griffins' 1911 Winning Design**

Source: NCA 2004, p. 15



The design of Canberra happened at a time when modern town planning thought had appeared and was developing (City Futures Research Centre 2007, vol. 1, p. 19). In particular,



‘By the 1910s, the new science of town planning in parallel with overseas developments was established in professional and popular parlance as a means for the salvation of urban health, efficiency and beauty.’ (City Futures Research Centre 2007, vol. 1, p. 24)

In the case of the Canberra competition,

‘[The] entries brilliantly captured the state of early 20<sup>th</sup> century planning styles and produced a remarkable winning landscape composition by Chicago [based] designers Walter Burley and Marion Mahony Griffin.’ (City Futures Research Centre 2007, vol. 1, p. 25)

### **Walter Burley Griffin and Marion Mahony Griffin**

Walter Burley Griffin was a Chicago architect and landscape architect who had worked for the great and influential architect, Frank Lloyd Wright. Griffin ran his own practice from 1906. Marion Mahony Griffin was also an architect and also worked for Wright until 1909. Walter and Marion met in Wright’s office and married a few months after the design competition for Canberra was announced in 1911. (Reid 2002, p. 354; Curl 1999, p. 290; Harrison 1983, pp. 107-110)

Walter decided to enter the competition and a team of people assisted with the entry. Notably, Marion was responsible for the elegant set of drawings of the design. Interestingly, in 1913 Griffin is reported as saying,

‘that he has always contended that the ideas of his plan for the building of the new city at Canberra are much more than half due to his wife, and that she ought to have much more than half the credit for winning the competition.’ (*The Book Lover*, September 1913, p. 99)

None the less, the design is historically and commonly ascribed to Walter alone, there has been some recent reconsideration of the extent to which Marion also contributed. Reid makes this assessment,

‘Walter Burley Griffin was an organiser who loved putting things in categories; his approach has been described as Cartesian. He worked with the mind. In this project he created an Order of the Site and an Order of Functions. But he was not a natural designer. Marion Mahony Griffin was the geometer. She worked with the eye, creating a geometry that integrated the two orders. From its two authors the design receives intelligence and beauty.’ (Reid 2002, p. 48)

The *Griffin Legacy* supports the contention that the design was a collaborative, shared effort by Walter and Marion (National Capital Authority 2004, see also Vernon 2005). This is not necessarily to downplay the central design role played by Walter but, rather, to recognise the substantial design contribution of Marion.

Accordingly, this report adopts the convention of attributing authorship for the city design to both Walter and Marion Griffin. As Walter was the prominent and public advocate for the design, at a number of points in the following text, it is the views of Walter which are recorded. In other cases, Walter’s specific role is interpolated based on available evidence and previous analyses.

### **Reaction to the Griffins’ Plan**

The Griffins’ design soon attracted much criticism. The plan was attacked as being too extravagant and too expensive to implement. In the face of the criticism, O’Malley referred the plan and the other three purchased designs to a departmental board for its consideration. In November 1912, the board, chaired by departmental secretary Miller,

reported that it could not recommend any of the four designs and produced instead a plan of its own. The departmental plan was an amalgam of the four purchased designs, though it owed much to the design of Griffiths, Coulter and Caswell. In attempting to combine what they regarded as the best features of the four purchased entries, the board members not surprisingly came up with a hodge-podge that conspicuously lacked the symmetry, logic and elegance of the Griffins' design.



**Figure 30. Detail of the Griffins' 1911 Plan overlaid on a Contour Plan**

Source: Reid 2002, p. 86

Despite trenchant objections that he was abandoning the Griffins' plan, O'Malley accepted the departmental plan and pressed ahead with the development of Canberra on that basis. At the naming ceremony for the federal capital on 12 March 1913, the foundation stones were laid for a never-completed Commencement Column for the capital. Originally placed 82 feet (26 metres) east of the Griffins' Land Axis on Kurrajong Hill, the foundation stones actually commemorate the commencement of work on the city in accordance with the departmental plan. The stones were removed from their original location during the building of the new Parliament House, and all but the base courses were re-laid in 1988 in the ceremonial Federation Mall in front of the building, in line with the Land Axis. (Reid 2002, pp. 89-93, 101-4; Gillespie 1991, pp. 278, 280)

### **Griffins' Plans**

After the government of which O'Malley was a part lost office in May 1913, his successor as minister responsible for the development of the national capital, William Kelly, invited Walter Burley Griffin to Australia in the hope that he could reach a compromise agreement with the departmental board on a development plan. Their respective plans were too dissimilar, however, to permit compromise. But while Griffin steadfastly refused to cooperate in implementing the board's plan, to placate the board he made some significant alterations to his own plan. The most important as regards what became the Parliament House Vista was his moving of the northern bank of the central lake basin further northward and his re-drawing of this bank with a more accentuated arc. One consequence of this was to eliminate the middle of three curving avenues that followed the northern

lakeshore. At the same time, a large island appeared in the area of what is now Regatta Point. Apart from marring the symmetry of the Griffins' original plan, the presence of the island represented the first step in the transformation of the Griffins' formal geometric treatment of the northern shoreline into a more naturalistic form. In Reid's view, as well, the Griffins' doubling of the width of the Central Basin in the 1913 plan precluded the buildings on each shore from ever being read as a single composition. (Reid 2002, pp. 107-110)

**Figure 31. Perspective view from Mount Ainslie of the Griffins' Design**

Source: Reid 2002



As Griffin and the departmental board were unable to reach agreement, Minister Kelly disbanded the board in October 1913 and appointed Griffin to the new position of Federal Capital Director of Design and Construction. At the same time, Kelly revoked the approval of the board's plan for Canberra and, in December, he gave official sanction to the Griffins' revised plan. This plan now became the basic planning document, informing all of the Griffins' later revisions, including the final version of the design prepared in 1918. This final version served, in turn, as the model for the official gazetted plan of 1925 which was to have a longlasting effect.

At the time the first revised plan of 1913 was produced, Walter Burley Griffin accompanied it with a detailed textual explanation of the design. This 'Report Explanatory' is vital for understanding the design intentions for the city, including particularly the Parliament House Vista. Like Scrivener before him, Griffin was struck by the natural features that surrounded and formed the area selected for the national capital, and he made ingenious use of them for the design.

The landforms in question were Mount Ainslie, Black Mountain, Mount Pleasant, Camp Hill, Capital Hill (formerly Kurrajong Hill), City Hill (formerly Mount Vernon), Russell Hill, the river flats lying between these various eminences, and the more distant mountain peaks. Griffin himself likened the whole site to,

'an irregular amphitheatre – with Ainslie at the north-east in the rear, flanked on either side by Black Mountain and Pleasant Hill, all forming the top galleries; with the slopes to the water, the auditorium; with the waterway and flood basin, the arena; with the southern slopes reflected in basin, the terraced

stage and setting of monumental Government structures sharply defined rising tier on tier to the culminating highest internal forested hill of the Capitol; and with Mugga Mugga, Red Hill, and the blue distant mountain ranges, sun reflecting, forming the back scene of the forested whole.’ (Griffin 1913, p. 3)

Griffin used the eminences within and surrounding what is now the Parliament House Vista to project axial lines that provided the fundamental form for the centre of the city. Foremost among these axes, and the one of most importance to the vista, was the Land Axis running from Mount Ainslie through Camp Hill to Capital Hill, and then nearly fifty kilometres further on to Mount Bimberi. Griffin regarded the alignment of these peaks as a fortuitous circumstance that determined the city’s prime axis virtually without the need for any artifice in the form of human intervention. (Griffin 1955, pp. 95-7)

Contributing to the shape of the vista were two further axes that Griffin laid out across the Land Axis at right angles, the Water Axis and the Municipal Axis. Both axes run in a northwest-southeast direction parallel to one another. The Water Axis takes as its starting point Black Mountain and runs in a southeasterly direction from that landmark. The three basins of Lake Burley Griffin are orientated in a northwest-southeast direction along this axis, although this orientation is as much a function of the former course of the Molonglo River as of the axial line that Griffin drew. Within the Parliament House Vista, the Water Axis determines the orientation of the main section of the southern shoreline of the Central Basin. Lying parallel to the Water Axis is the Municipal Axis which runs from City Hill to a hollow between Mount Pleasant and Russell Hill. Constitution Avenue follows the line of this axis. (King 1954a, pp. 209-10)

The Municipal Axis also delineates the northern arm of what became the National Triangle. The western arm of the Triangle is formed by a secondary axis running from Capital Hill to City Hill, and its eastern arm by another secondary axis running from Capital Hill towards Mount Pleasant where it intersects the Municipal Axis. Commonwealth Avenue and its bridge now follow the western arm, while Kings Avenue and bridge follow the eastern arm. All of the Griffins’ axial lines are important in defining the Parliament House Vista.

It is most important to note that Walter Burley Griffin did not intend that the principal axes should primarily be thoroughfares or roadways. Rather, they were to form ‘a connected park or garden frontage for all the important structures.’ (Griffin 1913, p. 5) In other words, the axes were meant to be landscape vistas which, as Richard Gray pointed out in 1967, were ‘not even continuous on the ground but are dependent for their definition on buildings placed parallel to them.’ Gray described this as ‘Griffin’s most startling innovation in civic design.’ (Gray 1967, p. 3) In that section of the Land Axis that lay on the southern side of the Molonglo River, there was no central roadway to mark the axis at all. Griffin arrayed the Government Group of buildings about the axis in this area. Radiating out from a parliament house that sat astride the axis as it ran through Camp Hill, these buildings formed symmetrical halves either side of the axial line, thus defining the Land Axis from the hill down to the southern shoreline of the future lake. The axial line itself was only marked physically by three terrace courts at different levels. Griffin believed it essential that the ‘open axial view through the extent’ of the Government Group of buildings be maintained. (Commonwealth of Australia 1914, p. 5)

On the northern side of the future lake, Griffin envisaged that the Land Axis would be ‘marked by a broad formal parkway to be maintained open in the centre and banked with foliage on the sides, setting off the residences.’ (Griffin 1955, p. 98) Again, it was the landscape element rather than any thoroughfare that defined the Land Axis from the



northern lakeshore to Mount Ainslie. The Land Axis both north and south of the lake thus depended on correctly-orientated buildings and plantings to give it definition.

### **Orientation and Height of Buildings in the Griffins' Design**

Although Griffin based his principal axis on the coincidental alignment of Mount Ainslie, Camp Hill, Capital Hill and Mount Bimberi, he also articulated another reason or perhaps rationalisation for the orientation of the Land Axis. Referring to both the Land Axis and the Water Axis, he drew attention to the fact that he had not aligned them with either the cardinal points of the compass or with the diagonal points. Rather, the orientation of the axes lay midway between these extremes. His reason for doing this, he said, was to ensure that no part of the frontage of buildings was left without exposure to 'beneficial sunlight' for some part of the day, while simultaneously guaranteeing that building frontages also received relieving shade at some point (Griffin 1955, p. 97). Given the power of Canberra's sun in summer and the region's chill in winter, these were sensible aims.

Walter Burley Griffin in fact was concerned about the healthful as well as the aesthetic aspects of the planned city. Deprecating the congestion of American cities, he proposed for Canberra 'a horizontal distribution of the large masses for more and better air, sunlight, verdure [lush green vegetation] and beauty.' (Griffin 1955, p. 96) Although this did not apply specifically to what is now known as the Parliament House Vista, it is an indication that he envisaged the city, including the vista, as occupied by horizontal rather than tall structures, with these structures standing in an uncluttered landscape.

The reference to horizontal structures is relevant to another more speculative feature of the Griffins' design for the national capital. In his Walter Burley Griffin Memorial Lecture in 1976, National Capital Development Commission architect Peter Muller expounded on what he called the esoteric nature of the Griffins' design. Muller's argument in part was that Griffin did not intend that his three main axes – the Land, Water and Municipal Axes – should be seen as existing in a simple two-dimensional plane. Rather, Muller argued that Griffin conceived the axes as occupying three dimensions. At base, he said, the Water Axis ran 'naturally' at the contour level of 1,825 feet, representing the surface level of the lake to be formed by a dam erected further west along the Molonglo River. In the Griffins' 1913 Preliminary Plan, Muller noticed 'two peculiar circular parks', one in line with the Land Axis south beyond Capital Hill and the other in line with the Municipal Axis west beyond City Hill. When he plotted the centre of these parks on the 1910 contour survey, he discovered that they fixed the horizontal levels of these two axes. The level of the Land Axis was set at 1,985 feet and the level of the Municipal Axis precisely halfway between the Water and Land Axes at 1,905 feet. From these measurements, Muller concluded that in 'one grand sweep' Griffin 'had set the basis for an overall building height design intention for the whole of the central area.' (Muller 1976)

Although Muller's ideas have been warmly received by such authorities as George Seddon and Paul Reid, there is little else in the Griffins' plans and writings to support the contention that they specifically intended the axes to be seen in three dimensions (Seddon 1977; Reid 2002, pp. 303-5). Nevertheless, if Muller is right, the implications of axes in three dimensions for building heights in the Parliament House Vista are of major importance. Even if Muller is wrong, Walter Burley Griffin did provide some guidance for the heights of buildings and terraces in the government triangle south of the lake. For the different groups of buildings leading up to the focal eminences, including Capital Hill, in the design for the city, the aim was a 'stepped pinnacle treatment'. Of all the eminences within the central city area, Griffin fastened upon Capital Hill as 'the dominating building

site with possibilities in a sky line' and 'an ideal setting' for a single isolated structure that would become 'the dominating architectural feature.' He preferred the hill as the site for a Capitol building that embodied the spirit and achievements of the nation rather than as the site of the national parliament (Griffin 1955, pp. 96, 98; Griffin 1913, p. 5). It has of course become the site of the permanent Parliament House. But as a single dominating structure in the skyline, the building has in that sense fulfilled the Griffins' vision for the treatment of Capital Hill.

Below the hill, Griffin placed at successive levels the Parliament House on Camp Hill, a terrace court 50 feet lower flanked by departmental buildings, and another terrace 35 feet lower still. This lowest terrace was just above the level of the lake. Judicial buildings stood on the banks of the lake with, at the centre marking the Land Axis, a 'Water-gate' or launch entrance. The roof of this central building carried the terrace court on it. Griffin observed that from the terrace court the Parliament building on Camp Hill had 'a lofty setting... crowned by the lofty Capitol behind, and supported on the flanks by the lower Departmental buildings.' The whole ensemble, he enthused, presented an 'excellent opportunity for cumulative massing.' (Griffin 1913, p. 6) Clearly, he had in mind a series of height restrictions for the buildings such that, on the one hand, they did not impede the vista from the structure on the summit of Capital Hill or from the parliament house lower down, while on the other hand the heights of the buildings contributed to the envisioned stepped pinnacle treatment of the hill.

### **Functionally-distinct Centres**

There is another distinctive feature of the Griffins' design for Canberra that has significant implications for the Parliament House Vista. This is what the geographer H W King referred to as the polynucleated character of the design for the city (King 1954b, p. 105). Many older cities had just one centre in which administrative, commercial and other major community functions co-exist. The Griffins', however, deliberately planned Canberra so that separate urban functions or activities were conducted in different centres. Thus, they placed the functions of the federal government in the triangular area south of the Molonglo River. As Canberra was to be the home of the federal government, the national area and its buildings naturally took precedence over all other functional centres. Walter Burley Griffin thought that the operations of the national government had to be 'properly quartered... in an accessible but still quiet area.' (Griffin 1955, pp. 95, 97; Griffin 1913, pp. 4-5)

In contrast to the federal government activities, Griffin located local government functions in the municipal or civic centre around City Hill, at the junction of the Municipal Axis with the western arm of the triangle. At the other end of the Municipal Axis where it met the eastern arm of the triangle, he placed the city's market or commercial centre. West of the civic centre, Griffin reserved an area for institutes of higher education, while east of the market centre he designated an area for military establishments. Between the civic and market centres, Griffin set aside an area for cultural and recreational pursuits on the northern bank of the future lake and south of what is now Constitution Avenue. A 'broad plaisance' called Prospect Parkway led north towards Mount Ainslie where on its southern slope Griffin placed another recreational facility, a casino (Griffin 1913, pp. 4-10). At first sight, this seems a singularly inappropriate choice of institution to place at the opposite end of the land axis to the Capitol building and Parliament House, but Griffin probably had in mind something like the grand 19<sup>th</sup> century casino at Monte Carlo, used for opera, ballet and concerts as well as having gaming rooms, rather than an establishment of the ilk of Bugsy Siegel's later and garish Flamingo Club in Las Vegas.

Many of these functional divisions did not of course materialise in the Canberra that came to be. The Griffins' market centre failed to develop as such and, instead, the commercial, civic and some of the cultural/recreational functions clustered together in Civic. The market centre, which was always the weakest point in the Griffins' triangular plan, now serves as the *de facto* military centre. The south-facing slope of Mount Ainslie at the northern terminus of the Land Axis did not come to host a casino. It is instead the site of the Australian War Memorial. The centre whose function has least changed from the Griffins' intentions is that for the location of the national government, south of the lake.

There is a further point to be made about the Griffins' design for Canberra and the Parliament House Vista. As Richard Gray pointed out in a slightly different context, 'No Griffin buildings have ever existed in Canberra.' (Gray 1967, p. 2) In other words, none of the buildings that the Griffins envisioned for Canberra have ever been erected either in the exact place or to serve the exact function that they intended for them. The significance of this for the vista is that it is in fact the orientation and general form and landscape features of the vista that capture the Griffins' creation rather than the actual buildings erected.

### **Pre-Griffins Structures**

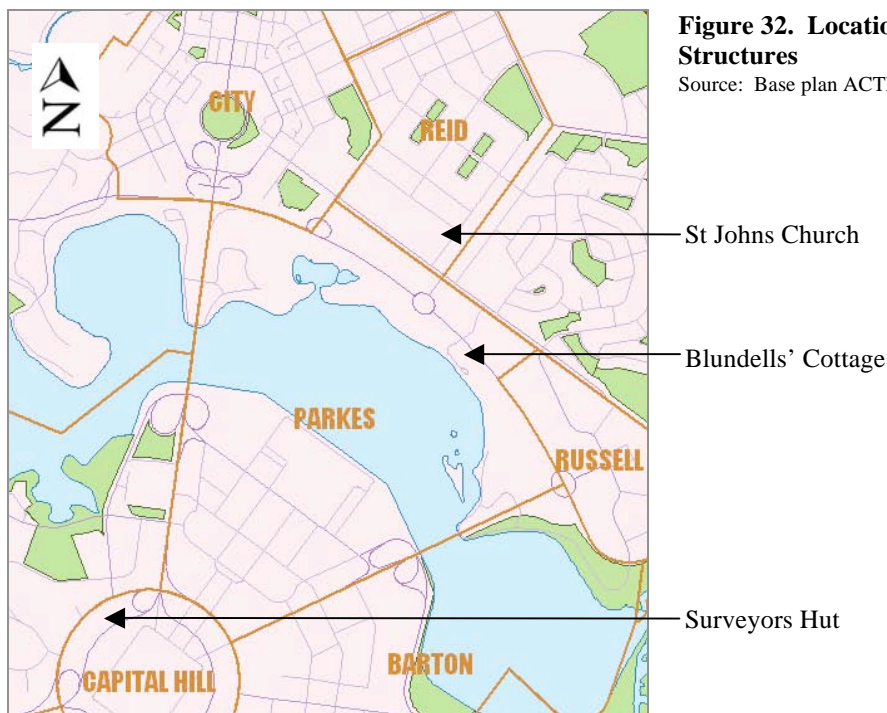
In drafting the design for the national capital, the Griffins envisaged a clean slate on which the new city could be built. This included the area that eventually became the Parliament House Vista. Standing in or just outside the vista, however, were several pre-existing structures that had no place in the design and were in effect impediments to its full realisation. These places included Blundells' farmhouse and its slab outbuilding, St John's Church, graveyard and schoolhouse, the old cottage of blacksmith John Williams between the church and the river, and John Scott's cottage on the banks of the river near the crossing that bore his name. A more recent set of structures that intruded on the Griffins' plan was the remnants of Scrivener's surveyor's camp on Capital Hill. In 1925, a further set of temporary structures was erected on Capital Hill to house workers employed on such Commonwealth projects as the building of the provisional Parliament House. (For Williams' and Scott's cottages, see Gillespie 1991, pp. 48, 267)

Of the pre-Griffin structures that stood in or near the Parliament House Vista, Blundells' farmhouse and outbuilding, St John's Church, graveyard and schoolhouse, and a concrete surveyor's hut from Scrivener's camp have survived to the present day. Blundells' and St John's are survivals from the Campbell period of ownership and use of the land. The church and schoolhouse were erected in the early 1840s, and the farmhouse in 1859. The farmhouse was first occupied shortly after August 1859 when William and Mary Ginn and family took up residence. Ginn was reputedly the head ploughman on George Campbell's Duntroon estate. (Freeman Collett & Partners 1994-95, vol. 2, p. 13; Gillespie 1991, p. 78)

There is no doubt that Walter Burley Griffin assumed that as a condition of the implementation of the design for the city any pre-existing structures would be cleared away. Soon after his arrival in Canberra in 1913, for example, he insisted on the removal of St John's schoolhouse because it stood right across a proposed roadway in his plan. He clearly expected, too, that the church would be demolished and no doubt thought that the farmhouse and its outbuilding would similarly be removed. In April 1914, however, the government acquiesced in the face of church pressure and dedicated for the church's use the land on which the church and graveyard stood, as well as another block to the south for a new rectory. The government's change of heart guaranteed the survival of the church,

graveyard and schoolhouse, though some human remains had to be exhumed and re-interred in 1926 so that they would lie within the re-orientated boundaries of the church property (Body 1986, pp. 119-21, 123-4). The reprieve given to the church was one of the earliest changes to the Griffins' plans and, while it stands just outside the vista, its prominent spire and the fact of its survival introduced into the area an element foreign in appearance and function to the Griffins' intentions.

In the case of Blundells' Cottage and its outbuilding, their survival probably occurred by default as an incidental effect of Canberra's slow development. After the Commonwealth resumed the Duntroon estate in April 1913, the cottage was occupied for nearly two decades by a series of people employed in the building of Canberra. In the early 1930s, Harry and Alice Oldfield took up residence and ran the property as a small farm. Harry Oldfield died in 1942 and Alice in 1958. Only eight days after her death, the Canberra & District Historical Society commenced moves to have the cottage retained. The National Capital Development Commission (NCDC), responsible for the development of Canberra, was interested in the possibility of the building being conserved and turned into a small museum. The Department of the Interior was more inclined to demolish the cottage and erect a commemorative plaque in its place. (Knowles 1990, pp. 42-9, 51)



Eventually, in February 1961, the eminent consultant planner for Canberra, Sir William Holford, gave his opinion that,

‘Oldfield’s cottage is a valuable relic of Canberra’s early days. Encircled by trees it could well remain as an object of interest to visitors, without appearing incongruous in its new surroundings. Restored to something like its original state it would make a symbolic foil for the majesty of the Parliament House opposite.’ (William Holford & Partners 1961, p. 10)

Holford’s pronouncement, which was probably influenced by the NCDC, amounted to an acknowledgment that the cottage’s survival would not interfere with the Parliament House Vista. The statement, however, may have been a rationalisation of a situation that Holford knew would not be reversed. Two months later, the NCDC informed the Department of the Interior that the cottage was to be retained and conserved. Conservation works were carried out in 1963, following which the Canberra & District Historical Society was

granted occupancy of the building at a peppercorn rental. (Knowles 1990, pp. 51, 53, 56)

The conservation of the building ensured that the cottage would remain a permanent fixture in the Parliament House Vista. Fortunately for the integrity of the vista, it is rather an unobtrusive structure that does not detract from the overall planned landscape. The cottage now does not act as 'a symbolic foil for the majesty of the Parliament House', though Holford was of course advocating at the time that the new permanent Parliament House should be built right on the southern shore of the proposed lake, directly opposite the cottage. Nonetheless, it introduces a modest, nineteenth century, domestic and rural element into an otherwise planned modern landscape.

In a fashion similar to Blundells' Cottage, the concrete Surveyors Hut (actually used as a storage building) remaining from Scrivener's survey camp on Capital Hill seems to have survived simply by being overlooked. The other structures surviving from the survey camp and 1920s construction workers camp were removed in 1966, but the hut was left intact. As an even more unobtrusive structure than Blundells' cottage, the hut does not interfere with the vista, and in fact it is located just outside the study area. Dating from the period 1909-1913, the hut is reputedly the oldest standing Commonwealth structure in the ACT.

### **Federal Capital Advisory Committee 1921-24**

Griffin's appointment as Federal Capital Director of Design and Construction ended in 1920. In his place, the government established the Federal Capital Advisory Committee (FCAC) to inquire into and give recommendations on the plans for and the building of the city. Although Griffin was invited to sit on the committee, he declined the invitation and severed his ties with the Commonwealth Government. The new committee consisted of five members under the chairmanship of the prominent architect, John Sulman, and included Commonwealth Director-General of Works, Colonel Percy Owen. Eight years before, Owen had been a member of the departmental board that had produced its own plan for the development of Canberra.

Soon after taking office, the FCAC through Sulman sought to make amendments to the Griffins' plan. The government, however, firmly rejected the proposal, thus ensuring once and for all that the Griffins' plan remained the blueprint for the development of Canberra. The FCAC's powers were limited to making recommendations on amendments to the Griffins' plan and then not for any amendments that would have resulted in large or radical departures from that plan.

Despite the limitations on the FCAC's role, the committee still had sufficient latitude to initiate alterations that, among other things, exerted significant effects on the yet-to-be Parliament House Vista. Among these was the decision to co-locate the city's commercial centre with its municipal centre at City Hill. The reason for this was that the committee feared that the Griffins' plan would lead to a ribbon commercial development along Constitution Avenue. While such development may indeed have occurred as a consequence of the Griffins' plan, the FCAC's decision nonetheless undermined the function that the Griffins' had defined for the intersection on Russell Hill of the axial lines represented by Constitution Avenue and Kings Avenue. This was to be the location of the Market Centre. The Market Centre's fate as the commercial heart of the city was sealed when the government effectively abandoned plans in 1924 for a rail line from Queanbeyan that was intended to run through and service the area, on the way to Yass. This also meant it would not be the location for the main railway station. (Wigmore 1963, p. 88; Linge

1975, p. 28; Reid 2002, p. 159; Parliament of the Commonwealth of Australia, Senate 1955, pp. 49, 50)

Nevertheless, the failure to proceed with the rail connection through to Yass did remove what would have been a disruptive element in the northern half of the vista. In the Griffins' plans, the railway line from the Market Centre to Civic ran north of Constitution Avenue and parallel to it, cutting across what is now Anzac Parade. Despite the fact that the Griffins' tried to hide the line from view by placing it in a cutting with roads passing over it, the introduction of a major rail route jarred with what was supposed to be a quiet and pleasant residential area. It is difficult to imagine, moreover, that Anzac Parade could ever have come to assume its current function and form with a rail line passing through it. A temporary line was in fact constructed along the route in 1920 to convey building materials to Civic. But in January 1922, the trestle bridge that carried the line over the Molonglo River to Queanbeyan was washed away in a flood. It was never re-built. Running about 12.25 metres south of Amaroo Street, the disused line was still in place at the outbreak of World War 2. (Body 1986, p. 123)

One of the most important effects of the FCAC on the Griffins' plans for the centre of Canberra and for the Parliament House Vista was the committee's designation of the northern slope of Camp Hill as the site for a provisional parliament house. The Griffins had reserved the summit of the hill as the site for the parliamentary building. The committee members recommended the expedient of a provisional structure because they felt that the building of a complete permanent home for the federal parliament at that time would be too costly. Sulman and his colleagues on the Advisory Committee envisaged that the temporary building would serve its purpose for about half a century and would then be demolished. But Walter Burley Griffin and others vehemently opposed the erection of a temporary structure on the northern slope of Camp Hill. Griffin claimed that the building would never be demolished and that in standing on the hill's forward slope it would completely destroy his concept of a Government Group of buildings.

Sulman and his colleagues on the Advisory Committee disagreed. They believed that the erection of the temporary structure on the forward slope of the hill would maintain the relationship between the parliament house and the departmental and judicial buildings that the Griffins' intended for the Parliamentary Zone. Further, they considered that the temporary structure would stand in much the same relationship to, and benefit from, the landscaping and garden development that were intended for its permanent successor. The building would also stand astride the Land Axis and, they believed, would not hinder the later construction of the permanent building. Sulman, who was the most ardent advocate of the scheme and in all likelihood its author, claimed overall that the erection of a provisional parliament house on Camp Hill's northern slope would have no adverse impact on the Griffins' city plan. (Owen, Ross and Sulman in evidence to PSCPW, Parliamentary Standing Committee on Public Works 1923, pp. 5, 47-8, 73-4, 120)

Construction of the Provisional Parliament House (now Old Parliament House) commenced in August 1923 and was completed in time for the official opening of the building by the Duke of York on 9 May 1927. It is difficult to see that the erection of the building bears out Griffin's fear that it would ruin his Government Group. Although this group of course failed to materialise in anything like the form the Griffins' planned, the placement of the Provisional Parliament House on the slope of the hill affirmed the paramountcy of parliament relative to the other arms of government, as represented by the buildings laid out in the triangle spreading out below it. In other words, it stands in much the same relationship to the subordinate buildings as would a permanent parliament house

on the summit of Camp Hill, had it been built there. The location of the provisional structure, moreover, was not the reason for the rest of the Griffins' Government Group failing to develop according to his scheme.

Of greater moment for the vista was the fact that the erection of the Provisional Parliament House on the slope of Camp Hill all but precluded any possibility of the permanent building being erected on the hill's summit. Just as Griffin predicted, the provisional building was not demolished, and its survival later became an important factor in the eventual siting of the permanent Parliament House on Capital Hill. The possibility that the summit of Camp Hill would ever host the permanent building was weakened by a further recommendation of the FCAC to build temporary secretariat buildings – East and West Blocks – on the hill behind and to each side of the Provisional Parliament House. The committee's decision, approved by the Parliamentary Standing Committee on Public Works (the Public Works Committee), was based on the realistic assessment that resources made it impractical to shift the Public Service lock, stock and barrel to Canberra in time for the opening of federal Parliament there in 1927. Instead, the FCAC opted for two modest temporary structures to house a functional segment of the Public Service.

In the meantime, a separate recommendation of the FCAC had led to work commencing on the construction of the first permanent building in the Parliamentary Zone, the Administration Building (also known as the Administrative Building, now known as the John Gorton Building). In response to the FCAC's proposal for two temporary secretariat buildings, the Public Works Committee had originally proposed instead that two permanent Public Service office buildings be built in the Triangle. The government endorsed both projects in August 1923, but subsequently decided to proceed with only one of the permanent buildings after Sulman's committee persuaded it that one building would meet its office requirements for ten to fifteen years. On the FCAC's recommendation, too, the site for the building was moved slightly northeast of its original location where a deep gully necessitated considerable filling with material excavated from the Provisional Parliament House site. The foundations of the building were completed by April 1928, but the government then decided to defer the project for financial reasons. Work on the building did not resume until after World War 2, and it was only completed to a much modified design in 1956.

### **Australian War Memorial**

During its period of its existence, the FCAC was also responsible for perhaps the most significant development of all for the Parliament House Vista. This was its suggestion that the site the Griffins had reserved for a casino at the foot of Mount Ainslie should instead be occupied by the proposed Australian War Memorial. The government accepted the committee's idea in January 1923. Following a design competition, work commenced on the building in 1928, but was delayed for financial reasons. After work was resumed in 1934, the building was officially opened on Remembrance Day, 11 November 1941.

The building of the Australian War Memorial at the northern end of the Land Axis represented arguably the most fundamental change to the Griffins' vision for what has become the Parliament House Vista. In the Griffins' scheme, the southern end of the axis was the site where the most important and serious business of the nation was conducted. By contrast, the northern end of the axis was a place of relaxation and recreation. The siting of the Australian War Memorial at the foot of Mount Ainslie changed the dynamic completely. The northern end of the axis now became home to a matter of the utmost gravity and seriousness, the commemoration of the more than 60,000 Australians who lost

their lives in the First World War. At the same time, the placing of the Australian War Memorial at the opposite end of the Land Axis to Parliament House elevated the commemoration of the war dead to a status rivalling that of the business of governing the nation. The Griffins' conception of the axis, with the levity of the northern end acting as a counterpoise to the seriousness of the other, was thus transformed.

Through its presence on the slopes of Mount Ainslie, the Australian War Memorial has exerted a major influence on the development of that part of the Parliament House Vista north of the lake and, in particular, on the way it is regarded. Contrary to Griffin's view of it as a pleasant parkway in a general recreational and residential area, Anzac Parade has become a place of much greater solemnity, a site for ceremony and in some eyes a sacred precinct. While Walter Burley Griffin intended that the avenue would be lined by memorials, the presence of the War Memorial at the head of the avenue has led to the erection along it of memorials of a specific type – ones that commemorate men and women who served in wars. These memorials, in turn, have reinforced the serious, sacral character of this part of the vista.

In its location at the northern end of the Land Axis, the Australian War Memorial has also come to assume or even usurp the role that the Griffins' envisaged for the putative Capitol building on Capital Hill at the other end of the axis. Instead of a Capitol building standing as a repository of national spirit and sentiment, it is the Australian War Memorial that has come to represent these beliefs. After the building of the Australian War Memorial, it is scarcely imaginable that a building embodying sentiments of similar power could ever have occupied the summit of Capital Hill.

### **Federal Capital Commission 1925-30**

After several years of development under the FCAC, the government clearly decided that a more concerted effort was needed, and that an advisory committee mechanism was not adequate to the task at hand. Accordingly, the FCAC was replaced on 1 January 1925 by the Federal Capital Commission (FCC) under the chairmanship of (Sir) John Butters. The Commission was given a mandate backed by wide-ranging powers to press forward with the development of Canberra and, in the six years of its existence, it produced more on the ground than had been achieved hitherto or would be achieved for almost three decades afterwards.

One of the earliest and most important developments during the FCC's period, though the Commission itself was not responsible for it, was the gazettal in November 1925 of a plan, based on the Griffins' last plan for Canberra, including modifications that had been approved to that point. Under the *Seat of Government (Administration) Act* of the previous year, any proposal to vary the plan would henceforth require approval by both houses of Parliament. The most distinctive feature of the plan was that it consisted of a road pattern for Canberra, but included almost no buildings and indicated no functions or zonings for any part of the city. It thus allowed, at least in theory, the construction of buildings of any type and purpose anywhere in the Parliament House Vista or, for that matter, anywhere else in Canberra.

The gazetted plan also continued the trend towards a more naturalistic shape for the northern shore of the proposed lake. The island that had appeared in the Griffins' 1913 plan was transformed into a peninsula, now Regatta Point, and near it the gazetted plan depicted a large lagoon. Labelled an aquarium in the FCAC's final plan of 1926, the lagoon became what is now Nerang Pool in Commonwealth Park. The rationale for



creating the lagoon appears to have had little or nothing to do with aesthetics. It apparently derived from the fact that the area was an extensive depression that would have required much effort and expense to fill with anything but water.

Key projects completed in the study area during this period included:

- Provisional Parliament House (Old Parliament House);
- East and West Blocks;
- road layout and tree planting in the Governmental Group (that part of the National Triangle south of the proposed lake); and
- layout and plantings associated with Anzac Park (Anzac Parade).



**Figure 33. Detail of the Griffins' 1918 Plan as Gazetted in 1925**

Source: Reid 2002, p. 179



The FCC was abolished in 1930 for several reasons. Firstly, it had completed its core objectives of establishing the Parliament and supporting facilities in Canberra, and enough of the city to create a real sense of the national capital. The second reason was the economic difficulties facing Australia with the onset of the Great Depression.



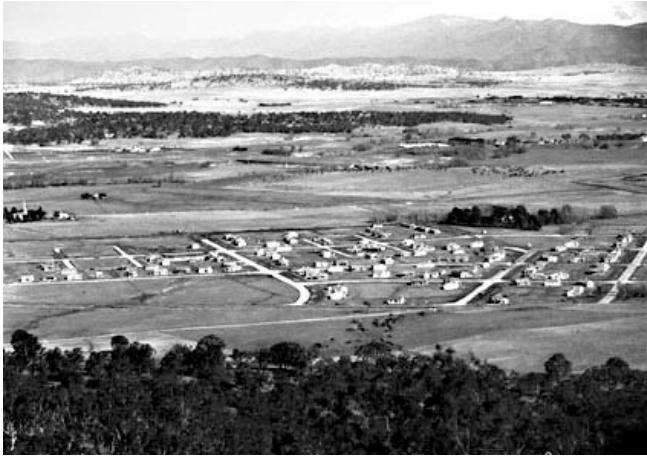
**Figure 34. Eastern part of Vista looking South from Mount Ainslie in 1925**

Source: National Archives of Australia, A3560, 908



In a broader sense, the focus of town planning in Australia also changed around this time,

‘The emphasis on metropolitan expansion in the 1920s changed with the Great Depression... In the 1930s social concerns of affordable housing and slum clearance came to the fore... [and] through the 1930s planning struggled for public recognition and the ear of key decision-makers.’ (City Futures Research Centre 2007, vol. 1, pp. 27-8)



**Figure 35. Western part of Vista looking South from Mount Ainslie in 1925**

Source: National Archives of Australia, A3560, 910



**Figure 36. Detail of 1933 Plan of Canberra showing extent of development**

Source: Detail of 1933 Map of Canberra prepared by the Property & Survey Branch of the Department of the Interior, National Library of Australia

### Quiescence 1930-55

With the demise of the FCC, design and development of the national capital reverted to departmental control. There was, however, little progress. The departments lacked the authority, will and expertise of the FCC to guide development and, above all, the onset of the Great Depression in 1929 severely restricted the government’s spending power. Money could not be spared to press on with Canberra’s development. In 1938, following controversy over Canberra’s high school (which became Canberra High School and is now part of the ANU School of Art) and the area for the university, the government established the National Capital Planning and Development Committee (NCPDC) to ‘consider and

advise' on the planning and development of the city. Whatever new impetus the new committee and a return to more prosperous times may have given to the city's development, it was thwarted a year later when World War 2 broke out. Work on the capital again languished and did not really pick up until the second half of the 1950s. (Daley 1954, pp. 42, 50-2)

The impact of the war was far wider than just Canberra of course, and for town planning in Australia it blocked the re-emergence of planning as an instrument for securing goals in the built environment. (City Futures Research Centre 2007, vol. 1, p. 28)

Within the Parliament House Vista, the construction of the Australian War Memorial in the 1930s was the major project that was undertaken in the quarter-century from 1930 to 1955. A smaller project in the vista was the establishment of the National Rose Gardens adjacent to the Provisional Parliament House.

Another development in the vista in the 1940s and 1950s was the construction of the King George V Memorial. The foundations and base for the monument were prepared in 1940-41, but the war saw the casting and erection of the bronze figures delayed until the early 1950s. The casting of the statue was expedited when planning began for the Royal Visit at this time. When officially unveiled in 1953, the memorial stood on the Land Axis fifty metres in front of the Provisional Parliament House. The site had allegedly been chosen to accord with the Griffins' plans. It is difficult to see, however, how a memorial which on its original base stood 7.5 metres high could not have constituted a dominating intrusive element into the vista. The memorial was in fact removed to its current site west of the Land Axis and mounted on a lower base in 1968. The relocation was the result of the first serious planning for the axis. (Department of the Environment, Water, Heritage and the Arts 2008, King George V Memorial)



**Figure 37. Parliamentary Zone south of the lake (not yet constructed) in c1938, viewed from East over Barton**

Source: National Library of Australia, PIC6132/14

Patent Office



**Figure 38. Vista looking North in c1939 from above Capital Hill**

Source: National Library of Australia PIC/6132/10



**Figure 39. Western part of Vista looking South from Mount Ainslie in 1950**

Source: ACT Heritage Library, 001349



**Figure 40. Eastern part of Vista looking South from Mount Ainslie in 1950**

Source: ACT Heritage Library, 001351

The vista was affected by a further and rather extraordinary eventuality in 1950. At that time, Trevor Gibson, the first town planner appointed in Canberra (initially with the Department of Works and then the Department of the Interior), selected for the location of the proposed Australian-American Memorial a position on the line of Kings Avenue 200 metres south of its point of intersection with Constitution Avenue. The erection of the memorial in this position immediately made it the end-point of the eastern arm of the Griffins' great triangle rather than the intersection itself. In fatally weakening the true intersection point of the Municipal Axis with the eastern arm of the triangle, Gibson irrevocably compromised the formal geometrical arrangement that the Griffins' had planned for the central part of Canberra. Moreover, in preventing a direct road connection

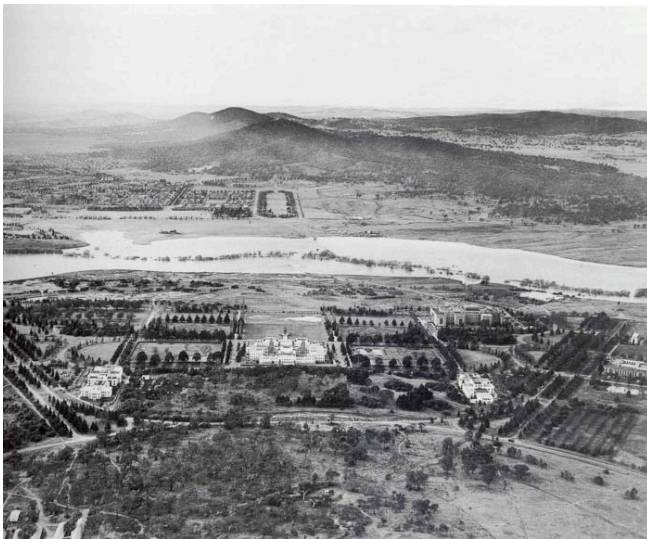
between Kings Avenue and Constitution Avenue, Gibson opened the way for the emergence of Parkes Way. Indeed, although the suggestion for this traffic route in the parklands south of Constitution Avenue is usually attributed to Holford, it in fact arose before Holford's time in Gibson's own department, if not with Gibson himself. (Reid 2002, pp. 217, 221, 244)

A minor development to note in this period were the sheds between the Administration Building and the Molonglo River which housed the National Library of Australia Annexe (now the site of the National Gallery of Australia). The sheds were erected in 1953 and demolished in about 1973 (Gibbney 1988, p. 271; see Figure 46).



**Figure 41. Parliamentary Zone South of the lake (not yet constructed) in 1953**

Source: ACT Heritage Library, 001672



**Figure 42. Aerial view of the Vista looking North in 1956 during a flood**

Source: National Capital Authority

### **Senate Select Committee of 1955**

In January 1954, Canberra hosted the 30<sup>th</sup> meeting of the Australian and New Zealand Association for the Advancement of Science. In the foreword to a book on Canberra published to coincide with the meeting, Sir Robert Garran wrote that,

'largely because of two world wars and an economic depression in between, the City Beautiful of splendid architecture is for the most part not even on the drawing board. The ground plan has been laid out, but the domes and spires must be imagined.' (Garran 1954, p. v)

The lack of progress in the building of Canberra led to the appointment of a select committee of the Senate in 1955 to inquire into and report on the city's development.

After taking evidence from a mass of interested parties, the committee produced a scathing report in which it found that the city ‘had failed to develop as the administrative centre of the Commonwealth’ and that little had been done ‘to develop the main features of the Griffin plan.’ In a now famous summing-up of the condition at which the city had arrived to that point, the committee declared that,

‘After 40 years of city development, the important planned areas stand out, not as monumental regions symbolizing the character of a national capital, but more as graveyards where departed spirits await a resurrection of national pride.’ (Parliament of the Commonwealth of Australia, Senate 1955, pp. 23, 54)

The committee specified the important planned areas that resembled ‘graveyards’ as the Parliamentary Triangle, Capital Hill and the area of the proposed lake. It bemoaned the fact that little thought had been or was being given as to how these areas would be developed. The committee referred to the creation of a lake as ‘the most important single aspect of the Griffin plan’ and it urged the government to appoint a panel of engineers as soon as possible to investigate and report on the matter. In regard to the Parliamentary Triangle, the lack of thought as to what buildings were to be sited within it led nervous officials, for fear of making a mistake, to place the Patent Office (now part of the Robert Garran Offices) outside the Triangle on Kings Avenue (see Figure 37). The Senate committee believed on the contrary that it should have been built inside it. (Parliament of the Commonwealth of Australia, Senate 1955, pp. 53, 54, 55)

Capital Hill was another site for which no plans had been formulated, and the committee felt that it was time for the Griffins’ proposals for the hill to be reviewed. Noting that the Griffins’ had earmarked the summit as the location for a Capitol building or pantheon, the committee described this idea as nebulous and recommended that it be set aside. Instead, the committee expressed its sympathy with a view put forward more than thirty years before by the late former Prime Minister, W M Hughes. As Capital Hill was the dominating site in the city, Hughes firmly believed that it should be the site for the permanent Parliament House.

The Griffins’ grand vistas also remained undeveloped. The committee thought that with little effort and expense the vistas could be made much more discernible so that locals and visitors alike could more readily see and appreciate the scale and elegance of the Griffins’ design. The most important of the vistas, in the committee’s view, was the central one following the Griffins’ Land Axis – that is, the Parliament House Vista. The committee criticised the landscape development of the vista at that time as doing little justice to it, and stated that the vista ‘could be made more effective immediately by a more distinctive landscape treatment of the Anzac Park area.’ (Parliament of the Commonwealth of Australia, Senate 1955, pp. 56-7)

### **The Holford Report - 1957**

In its report, the Senate committee described the Griffins’ scheme for Canberra as ‘a splendidly conceived plan’ and one that did not require ‘any drastic revision’. Nevertheless, the committee felt that the plan needed to be modified from time to time to take account of modern trends and developments in town planning, trends it said that Walter Burley Griffin could never have foreseen. While the committee in making this judgement was not advocating a major review of the Griffins’ plan, it opened the way for the leading British architect and town planner, Sir William Holford, to be invited to Canberra to undertake just such a review and to put forward his own plan for the future development of the city. (Parliament of the Commonwealth of Australia, Senate 1955, pp.

Holford arrived in Canberra in mid-1957, having previously visited the city in 1951 for a town planning conference. In carrying out his 1957 review, Holford set forth what he saw as the ‘main choice’ confronting authorities in the future development of the city. The question was whether Canberra would remain as ‘a divided city’, its two halves separated by the floodplain of the Molonglo, or whether it would become a unified metropolitan entity. Holford strongly favoured the latter alternative. As the factor that would most of all act to unify the two halves of the city, he urged the construction of the Griffins’ lake and basins (Holford 1957, pp. 6-7, 10-11). That Holford, the government’s appointee and a town planner of pre-eminent status, so strongly advocated the lakes scheme ensured that the government would seriously consider his view, and it was in no small measure as a result of his advocacy that work commenced on the scheme soon afterwards.

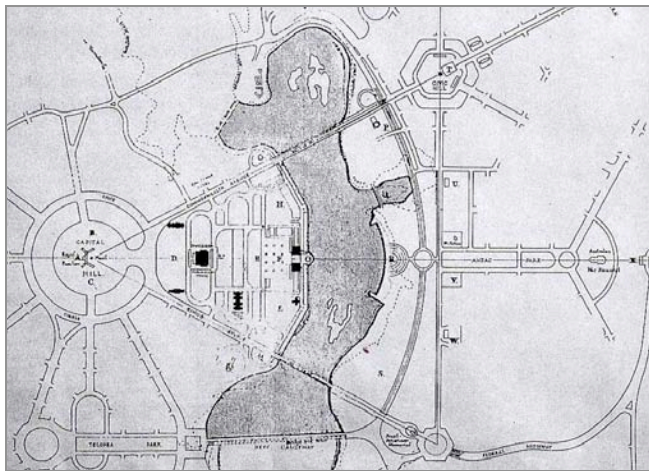
In his review, Holford also came to fasten on to what he called ‘necessary amendments’ to the Griffins’ plan arising from defects that he saw with the plan or its realisation to that point. All of his proposed amendments impacted to some degree on the future development of Canberra. The problems for which he believed amendments were needed fell into four categories:

- The Griffins’ road system was not designed to cope with the speed and volume of modern traffic, especially at peak-hour. He implied, too, that the scale of the Griffins’ plan and the spread-out nature of the city made automobiles indispensable for intra-city travel.
- The Land Axis was so large and lacking in definition that it was only ‘visually effective’ from a few vantage points. While Holford described the openness as ‘exhilarating’, he found that the visual impact of the vista was weaker than more famous but much less extensive vistas in other cities.
- On the northern side of the Land Axis, the building of the Australian War Memorial and residences mostly of small size had pre-empted the development of the public and recreational buildings that the Griffins’ had intended for the area. Holford recognised that the Australian War Memorial in particular had set a precedent for the kind and scale of development that would occur along the northern half of the Axis.
- The weakness of the Griffins’ proposed Market Centre *vis-à-vis* City Hill, the secondary nature of Kings Avenue as a traffic artery in comparison to Commonwealth Avenue, and the long straight bank of the southern shore of the Central Basin of the lake made the ‘absolute symmetry’ of the Parliamentary Triangle, in Holford’s view, ‘no longer feasible.’ He believed it was necessary to ‘amend’ – in plain terms, abandon – the formal symmetry of the Griffins’ plan. In its place, he advocated a balanced treatment on either side of the Land Axis and on either side of the proposed lake, or, in effect, the Water Axis. (Holford 1957, pp. 5-6)

The amendments that Holford felt were needed had several implications for the Parliament House Vista. At an overarching level, his rejection of a strict symmetrical design for the central area in favour of a balanced development led to the replacement of the Griffins’ original planning principle with one that was much freer or looser in character. Holford’s recommendation thus marked the definitive point of departure from the Griffins’ strict formal geometry. In so doing, it also gave legitimacy to such earlier deviations from it as

Gibson's site for the Australian-American Memorial. And as Reid pointed out, the siting of the parliament house on the lakeshore, coupled with the discarding of the Griffins' formal geometry, led on to the loss of the hierarchy of government buildings that Walter Burley Griffin had intended for the Parliamentary Triangle. (Reid 2002, pp. 252, 265, 284)

In accordance with his explicit abandonment of the formal geometry of the Griffins' plan, Holford took the minor naturalistic changes that had hitherto been made to the northern shore of the lake and converted it into a wholly informal shoreline. Within the Central Basin, he used the top of the low rise that had been known as Cork Hill as the basis for an island to be planted with trees – now Aspen Island. These trees, he maintained, would have greater reflective value in the water than any of the buildings that the Griffins' planned. They would, moreover, 'carry the eye across to the north bank', thus helping to unify the two halves of the city. (Holford 1957, pp. 10-11, and attached plan)



**Figure 43. Holford's Plan of 1957**

Source: Reid 2002, p. 240

Holford's criticism of the Griffins' road system as unsuitable for modern traffic led to his recommending a parkway or freeway for through-traffic that cut through the Parliament House Vista on the northern side of the lake. This has become Parkes Way. Although authorities like Reid have decried this thoroughfare as destructive of the Griffins' parkland recreational zone along the lakeshore, some such solution to traffic movement problems now seems inevitable in the age of mass car use. Constitution Avenue could never have comfortably carried the volume of traffic between the Civic Centre and what became the Defence centre at Russell Hill.

The issue of the capacity of Constitution Avenue to handle large volumes of traffic is raised repeatedly in reports from about the mid-1950s onward, especially by Holford. Apart from the narrowness of the road, Holford and others drew attention to the large number of intersections along it which would have made it unsuitable for easy cross-city traffic flow. This problem would not have been solved by widening it, and it is also why Parkes Way was conceived as an efficient traffic route between Civic Centre and Russell, with only the Anzac Parade intersection and with special arrangements made for the Coranderrk Street intersection.

In any case, Walter Burley Griffin himself had once planned a curved boulevard on or near the line of Parkes Way, though he did not envisage it as a high-speed route for through-traffic. (Holford 1957, pp. 11-12, and attached plan; Reid 2002, pp. 244-5)

The problem that Holford had with the scale and lack of definition of the Land Axis was one of the reasons behind the most important change he recommended for the Parliament



House Vista. This was his proposal that the permanent parliament house should be erected right on the lakeshore on the southern side of the lake. He believed that a parliament house built in this location would overcome the problem, as he saw it, of the Land Axis being ‘too long and too uneventful to register any marked impression on the beholder’. In his view, a lakeshore parliament house would make the centre of the Land Axis its climax rather than one end or the other. As for the site then favoured for the permanent parliament house – the summit of Capital Hill – Holford felt that here, at one end of the Land Axis, it would be both ‘symbolically and actually out of place.’ He believed that Parliament, as a democratic institution, should not be placed on top of a hill, but should be located down in the forum among the people. Capital Hill, in his vision, was more properly reserved as a site for a Royal Pavilion. (Holford 1957, p. 13, and attached plan)



**Figure 44. Parliamentary Zone South of the lake (not yet constructed) in 1958**

Source: National Archives of Australia, A1200, L25022

### **Holford and the NCDC**

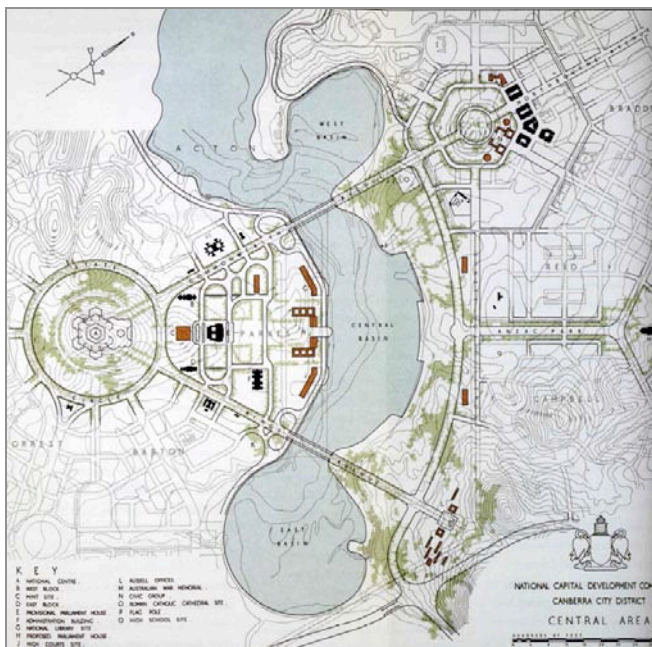
Under its chairman John Overall, the newly-established National Capital Development Commission (NCDC) warmly embraced the bulk of Holford’s recommendations. It was particularly keen for the government to move ahead with the lakes scheme and strongly endorsed the proposed lakeside siting of the permanent parliament house. In fact, the Commission took the lakeside plan a step further and proposed the flanking of the parliament house by two mirror-image government buildings with lengthy lakeside frontages.

The main point of difference between the NCDC and Holford, in so far as it affected the Parliament House Vista, was the Commission’s insistence on developing the Russell area as a Defence complex. To make the area accessible to traffic, it urged the construction of the Kings Avenue Bridge as a priority. Holford had said that the early construction of the bridge was not warranted, especially as he had indicated a causeway across the East Basin which connected the eastern end of Parkes Way at Russell with the southeastern suburbs. The causeway was eliminated in the NCDC plans, effectively restoring the status of Kings Avenue as a major traffic artery. (NCDC 1958; NCDC 1959, pp. 2, 7-9, and map of Central Area)

Federal Cabinet swiftly approved the development of a Defence complex at Russell and planning was underway by early 1959. By this time, too, the NCDC had identified uses for the two government buildings that it had proposed on the flanks of the lakeshore parliament house. The building on the western side was to be the National Library of Australia and that on the eastern side, more provisionally, the High Court of Australia. They were of course eventually erected in approximately these locations, though not according to the mirror-image designs that the NCDC first envisaged. The buildings were

meant to be an accompaniment to the never-built lakeshore parliament house and, in the sites they came to occupy, they are a remnant of Holford’s plan for the Parliamentary Triangle, as elaborated early on by the NCDC. (NCDC 1959, pp. 5, 11, and map of Central Area)

In May 1959, Federal Cabinet gave approval for the lake scheme to proceed. The design of Kings Avenue Bridge was reviewed in the light of this approval and tenders were called in June for its construction. Contracts for the work and for the construction of Scrivener Dam were let soon afterwards. Meanwhile, design work was well in hand for Commonwealth Avenue Bridge. Like its Kings Avenue counterpart, it was a pre-stressed concrete structure and was specifically designed to harmonise with the other bridge though, reflecting Holford’s influence, it was to play ‘a somewhat more dominant part in the landscape of the central area.’ With an eye to the future recreational use of the lake, the NCDC ensured that there was sufficient clearance under both bridges for small yachts to pass. Holford himself laid out a rowing course through the Central and East Basins, passing under Kings Avenue Bridge. (NCDC, *Annual Report* 1959, pp. 13, 14; NCDC *Annual Report* 1960, p. 12; William Holford & Partners 1961, p. 8, and map ‘The Central Basin and its surroundings: proposed landscape treatment’)



**Figure 45. NCDC Plan of 1959**

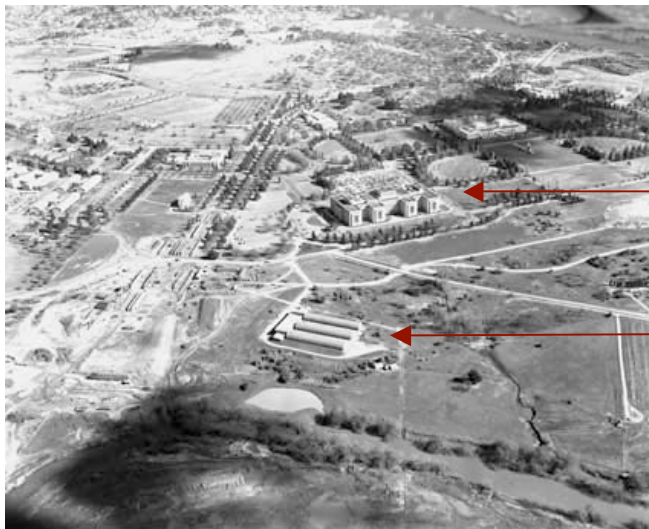
Source: Reid 2002, p. 264

In Holford’s scheme, Kings Avenue Bridge and Commonwealth Avenue Bridge were to constitute ‘decorative screens’ at each end of the Central Basin, marking the transition to the East and West Basins respectively. As Holford considered that the view through to the East Basin and the wide plain of the Molonglo River beyond would be of little interest, Kings Avenue Bridge was designed as ‘an enclosing screen.’ The bridge piers when viewed ‘in echelon’ (presumably this meant viewed obliquely from the southern lakeshore) would form a wall that would allow ‘only narrow glimpses of the basin beyond.’ To emphasise its role as a terminating screen at night, the deck was to be lit by a line of fluorescent tubes set in the handrails. This would have the additional effect of linking the north and south banks of the lake by a curving ribbon of light. (William Holford & Partners 1961, p. 18; NCDC *Annual Report* 1962, pp. 13-14)

In contrast to Kings Avenue Bridge, Holford regarded Commonwealth Avenue Bridge as a gateway to the interesting West Basin and its mountainous backdrop. It would thus not be a terminating point, but a frame for views above and below. Accordingly, its spans would

be longer and its piers narrower than the Kings Avenue Bridge. At night, instead of the latter's 'solid barrier of light', it would display an open array of globe-shaped lights, with 'vertical pencils of light at each end.' For reasons that are not clear, the bridge when completed featured the same kind of fluorescent tube lighting as its Kings Avenue counterpart. (William Holford & Partners 1961, p. 19; NCDC *Annual Report* 1965, p. 7)

On the northern side of the future lake, the NCDC, recognising the significance of the siting of the Australian War Memorial at the northern end of the vista, drew up plans to make Anzac Parade a 'processional way' leading up to the Memorial. At the Memorial itself, the Commission completed reconstruction of the forecourt in the first half of 1960. Meanwhile, construction of the first four buildings of the Defence complex at Russell was well under way in 1960, with one building in occupation before the end of the year. On the southern side of the lake, the NCDC had now conceived of a building, called at various times the new Secretariat Building or the Commonwealth Avenue Offices, to be built in the Parliamentary Triangle to balance the Administration Building. Intended at the outset to house Treasury's Bureau of Census and Statistics, it was eventually erected as the Treasury Building. (NCDC *Annual Report* 1959, p. 7; NCDC *Annual Report* 1960, p. 20; NCDC 1961, p. 15)



**Figure 46. Parliamentary Zone South of the lake (not yet constructed) in 1960, looking towards Capital Hill**

Source: National Archives of Australia, A1200, L36013

Administration Building

National Library of Australia Annex

In early 1961, at the NCDC's behest, Holford produced a further 'advisory' report on Canberra which dealt with the landscape of the lake surroundings. It focused on the landscape around the Central Basin, particularly on its northern side. In the report, Holford returned to his theme of the vast scale of the Griffins' conception and the challenge it presented to the achievement of a unified landscape composition. Referring to a north-facing panoramic view painted by artist Lawrence Daws, Holford drew attention to 'the great lateral spread of the landscape and the emphatically horizontal lines in which the design has to be composed.' 'The divergence between Commonwealth Avenue and Kings Avenue,' he continued, was 'so great that there [was] no point on the ground from which the three formal groups' – Russell offices at the top of Kings Avenue, the vista up Anzac Parade to the Australian War Memorial and Mount Ainslie, and City Hill – could be seen together 'in an elevational view.' Complicating the problem was the 'broken and undulating' foreground to the three groups.

The solution to the problem was twofold. Holford saw the band of parklands along the northern side of the lake as one of the features that tied the three formal groups together. In the spaces between these groups were two other architectural groups, Campbell and the Technical College, which Holford believed either had to be integrated into the landscape

scheme or screened out of it. He favoured the screening option. This was to be done by planting belts of trees along Constitution Avenue and erecting 'buildings in terraces with long, regular roof lines' along its southern side. The latter suggestion eventually led to the construction of the portal buildings – Anzac Park East and West – that later framed Anzac Parade with the Australian War Memorial at its head. Holford and Dame Sylvia Crowe subsequently prepared a report and master plan for the western parkland, Commonwealth Park, from 1964 and this was the basis for the current park.

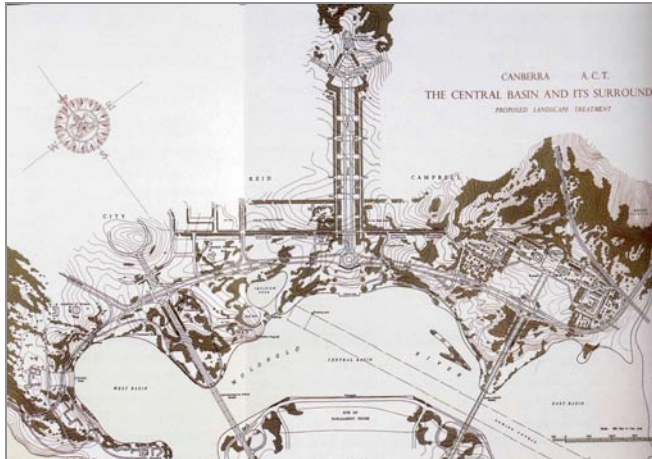
The second feature that Holford alighted upon as a unifying element was Parkes Way. Constitution Avenue, he said, was no longer capable of forming the required spatial relationship between the wide divergence of Commonwealth and Kings Avenues. This was because at its eastern end it did not intersect with Kings Avenue and because it was now out of line with the main east-west traffic flow. Despite these drawbacks, Holford thought that Constitution Avenue still had important functions to perform as the base of the Griffins' central triangle and as the northern boundary of the lakeside park. The belts of trees and the buildings in terraces that he had already recommended for the avenue were to have the additional purpose of accentuating these functions.

In regard to Parkes Way, Holford admitted that it was not originally meant to serve as a formal element in the landscape, but was simply intended as the main east-west traffic route through the city, the 'backbone of the [traffic] scheme.' Now, however, almost by default, it would become a defining element in the landscape, although Holford maintained that it was 'not a formal avenue' itself. The road, he said, should divide the lakeside park 'as little as possible'. He advised, therefore, that the landscaping of the park should not comprise separate strips north and south of the roadway, but should be designed as a series of zones from the lakeshore to Constitution Avenue. He favoured a generous median strip between the two carriage-ways of Parkes Way so that it could be planted with trees and shrubs to screen one carriage-way off from the other, and to link with similar plantings either side of the road such as to form a continuous parkland belt. (William Holford & Partners 1961, pp. 2-4, 11, 12)

There was one section of Parkes Way where a formal treatment could not be avoided. This was its intersection with the 'ceremonial way' of Anzac Parade. At this point, Holford proposed a rondpoint or roundabout to cater for the high volume of turning traffic. As the roundabout also formed part of 'the monumental axial composition extending from Capital Hill to Mount Ainslie', Holford thought that it should have 'a regular geometric shape' that could be incorporated into 'an architectural setting.' His recommendation was that the roundabout should be circular or elliptical in shape, with a slight slope to the north so that it would not obstruct the view up to the Australian War Memorial. He envisaged that the roundabout would be occupied by a pool surrounded by grassy sloping banks with, at its centre, a fountain consisting of a single tall jet. This would operate on state occasions. (William Holford & Partners 1961, pp. 12-13, 19)

The roundabout also comprised part of an architectural composition that included a series of terraces that descended southward from it to a central quay on the northern shore of the lake. Holford had first put forward the idea of the terraces, to form an open air arena, in his 1958 report. By the time of his 1961 landscape report, he imagined the terraces as providing a grandstand for boat races on the lake or for ceremonies across the water at the (lakeside) parliament house. Below the terraces, there was to be a quay not less than 1,000 feet long, its wide flat surface paved and its boundary with the lake formed by a vertical river wall like that along the southern bank of the Central Basin. From the centre of the quay, Holford advocated the construction at a later date of a landing stage that projected

out into the water. This, he thought, would allow an approach to be made by water to the Anzac Day ceremonies, and a ferry service to operate to Parliament House and the Watergate on the opposite shore. Withal, Holford avowed that the roundabout, terraces and quay constituted ‘the most important architectural feature of the lake scheme after the two bridges, and a vital link in the formal composition that extends along the Land Axis from Capital Hill to Mount Ainslie.’ (Holford 1957, p. 14, and attached plan; William Holford & Partners 1961, pp. 7, 10, 19)



**Figure 47. NCDC Landscaping Plan of 1961**

Source: Reid 2002, p. 272

### Development under the NCDC

The lakes scheme came to fruition in the early 1960s. On 10 March 1962, the Prime Minister officially opened Kings Avenue Bridge and, on 20 September the following year, the valves of the just-finished Scrivener Dam were closed to enable the lake to fill. Two months later, in November 1963, Commonwealth Avenue Bridge was completed. Lake Burley Griffin filled to its maximum extent on 29 April 1964 and, highlighting its value as a new recreational venue for Canberra, the Australian National Rowing Regatta was held on the lake the very next day. The completion of the lake was officially commemorated by Prime Minister Menzies in a ceremony held on 17 October 1964. (NCDC *Annual Report* 1962, p. 19; Linge 1975, p. 30; NCDC *Annual Report* 1964, pp. 19, 21; NCDC *Annual Report* 1965, p. 21)



**Figure 48. View South over Molonglo floodplain during construction works for lake, 1963**

Source: NCA

Integral to the development of the lake were the parks along the northern shore which Holford also advised on. Commonwealth Park and Kings Park were mainly developed in the 1960s, and this included a number of structures including the original part of the Regatta Point exhibition building from 1962 (much altered and extended in 1984 and

2000) and the parks depot from 1967.

A further important development on the lake arose from an offer by the British government in March 1963. Made in honour of the 50<sup>th</sup> anniversary of the founding of Canberra as the national capital, the offer was for a memorial to mark the common parliamentary heritage of Britain and Australia, as well as the close links between the two countries. This was the genesis of the National Carillon which was eventually built in 1969-70. It was sited on what came to be called Aspen Island, the remnant of Cork Hill that had not been removed to provide fill for the embankments for the two bridges and southern bank of the Central Basin. In this location, it was meant to enhance a future parliament house on the shore of the lake. The Carillon is thus another legacy of the Holford plan for the central area, with the lakeshore parliament house at its heart. (NCDC *Annual Report* 1961, p. 9; NCDC *Annual Report* 1965, p. 12; Department of the Environment, Water, Heritage and the Arts 2008, Carillon)



**Figure 49. Vista from South in c1964**

Source: ACT Heritage Library, 000729



**Figure 50. Aerial view of Anzac Parade looking North, under construction, c1965**

Source: National Library of Australia, PIC P2214/1-432

← Anzac Park East

Anzac Parade's conversion into a processional way to the Australian War Memorial was completed and officially opened on 25 April 1965, the 50<sup>th</sup> anniversary of the landings at Gallipoli. The ceremonial and almost sanctified nature of the parade was soon entrenched by a further somewhat unexpected development. During the Suez Crisis of 1956, an Egyptian mob in Port Said had badly damaged a memorial to those members of the Australian Light Horse Brigade, the New Zealand Mounted Rifles, the Imperial Camel Corps and the Australian Flying Corps who had lost their lives in the Middle East in World War 1. Almost all of the Desert Mounted Corps veterans associations wanted the memorial repaired and re-erected in Canberra. After repair, however, it was re-erected in 1964 in Albany, WA. The veterans associations continued to press their case and, in March 1966, the government agreed to install a replica of the original memorial in Anzac

Parade. Cast in bronze from the original moulds held in Italy, the memorial was officially unveiled by Prime Minister John Gorton on 19 August 1968. It was the first of the war memorials to be erected along Anzac Parade and, as such, set the precedent for the lining of the parade by similar memorials. (NCDC *Annual Report* 1966, p. 9; [www.skp.com.au/memorials/pages/00006.htm](http://www.skp.com.au/memorials/pages/00006.htm))

The Anzac Parade vista was accentuated in this period by the construction of the two portal buildings in Constitution Avenue. Anzac Park East was completed in 1965 and Anzac Park West in 1967-68. The portal buildings, first proposed by the Griffins and in essence endorsed by Holford, framed the processional way to the Australian War Memorial, and gave a much greater measure of definition to the Land Axis.

Much development was also taking place on the other side of the lake, within the Parliamentary Zone. After work commenced on the Treasury Building in April 1963, the first and second stages were completed by 1967 and the third and final stage by June 1970. In its location, style, colour and mass, the building was intended to balance the Administration Building on the other side of the Zone. The Stripped Classical style of the structure was also meant to harmonise with a projected National Library of Australia. A contract for this building was let in April 1964 and it was eventually opened in 1968, the first of the buildings that was supposed to accompany Holford's lakeshore parliament house. (NCDC *Annual Report* 1962, p. 19; NCDC *Annual Report* 1964, p. 23; NCDC *Annual* 1965, p. 25; NCDC *Annual Report* 1967, p. 11; Department of the Environment, Water, Heritage and the Arts 2008, *Parliament House Vista Extension – Portal Buildings, and National Library of Australia and Surrounds*)



**Figure 51. Australian War Memorial and Anzac Parade looking North in 1968**

Source: National Archives of Australia, A7973, INT1015/42

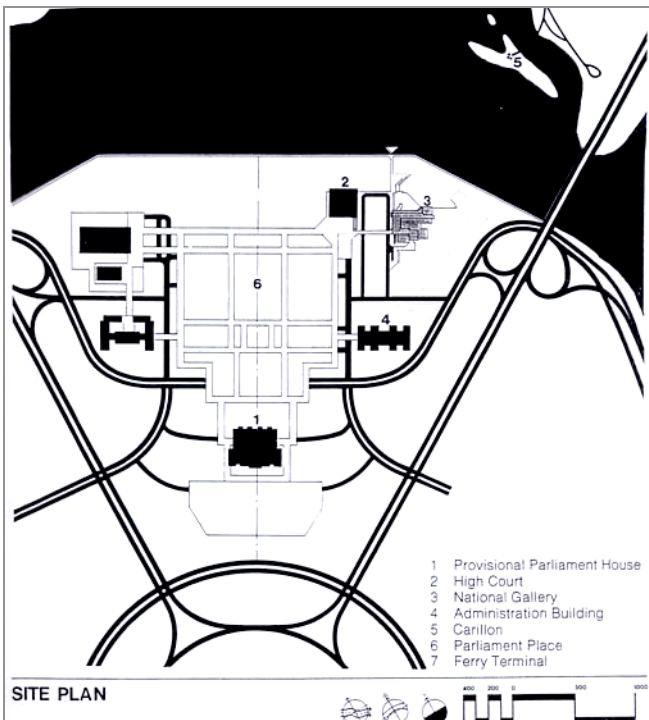
The site of the permanent parliament house was, however, under review. In a free vote in October 1968, federal Parliament rejected the proposed lakeside location. Seven months later, the House of Representatives voted in favour of erecting the permanent building on Camp Hill, as Walter Burley Griffin had originally intended. Despite the Senate's preference for Capital Hill, Prime Minister Gorton directed that Camp Hill was to be the site of the building. With the abandonment of the lakeside site, the planning basis for the National Triangle on which the NCDC had operated for the previous decade was removed.



**Figure 52. Anzac Parade looking South in 1968**

Source: National Archives of Australia, A7973, INT1015/22

A new plan was needed. Now presented with a large gap where the lakeside parliament house was to be erected, the Chief Architect of the NCDC, Roger Johnson, drew up plans for a vast plaza to be called 'National Place' stretching from the permanent Parliament House on Camp Hill to the southern shore of the lake. In Johnson's scheme, the plaza was to be flanked by a series of national buildings, including the just-completed National Library of Australia and such other edifices as the High Court of Australia, National Archives of Australia, National Gallery of Australia and various museums. It was proposed that the National Library of Australia would form a strong axial link with the High Court of Australia and National Gallery of Australia to the east. There was of course no place for the Provisional (Old) Parliament House in this scheme. It would be demolished. (Reid 2002, pp. 290-3; Department of the Environment, Water, Heritage and the Arts 2008, National Gallery of Australia)



**Figure 53. Parliamentary Zone plan showing proposed National Place, 1971**

Source: National Capital Development Commission and others 1971

Federal Cabinet rejected Johnson's plan for a series of buildings flanking the National Place, preferring a more open vista less cluttered with buildings. In response, Johnson reduced the number of structures to just two, the National Gallery of Australia and the



High Court of Australia. By this time, proposals for the National Gallery of Australia to be erected in the Parliamentary Triangle had been under consideration for seven years. After Holford in his 1957 review reserved Camp Hill between East and West Block as the site for archives, libraries and office buildings, the NCDC decided in 1963-64 that it would instead be the site for the National Gallery of Australia. A design competition for the Gallery to be built in this location was held in 1968 but, after the rejection of the lakeside site for Parliament House, the uncertainty over the development of the Parliamentary Zone prevented any start being made on the building. Once the lakeshore site for the Gallery was confirmed in 1970, work commenced in 1973 and the building was officially opened in October 1982. In its irregular, asymmetric Late 20<sup>th</sup> Century Brutalist style, the building represented – along with the High Court of Australia – a radical new element in the Parliamentary Zone. (NCDC *Annual Report* 1964, p. 8; Reid 2002, pp. 294-7; Department of the Environment, Water, Heritage and the Arts 2008, National Gallery of Australia)

As early as 1959, the NCDC had proposed that the building to flank the lakeside parliament house on its eastern side would be the High Court of Australia. In this position, it bore some resemblance to the Griffins' original plans for the 'Courts of Justice' to occupy a lakeside position on the Land Axis, though in the NCDC's proposal it stood in a completely different relationship to the parliament house. By the late 1960s, it was thought that the High Court of Australia would be a relatively small structure, and it was for this reason that the National Gallery of Australia had been sited next to it. The larger mass of the Gallery was intended to support the modest court building. Designed by the same architects as the National Gallery of Australia and opened in May 1980, the High Court of Australia complimented the National Gallery of Australia in its irregular Brutalist style, though the style did not really accord with other buildings in the Parliamentary Zone. The buildings in the zone up till this time displayed a conservative style. The High Court of Australia and National Gallery of Australia were a marked stylistic departure. The High Court of Australia was also a much larger structure than originally envisaged and, in conjunction with the National Gallery of Australia, contributed to a less balanced effect with the National Library of Australia on the other side of the Land Axis. (NCDC 1959, map of Central Area; Reid 2002, pp. 294-9; Department of the Environment, Water, Heritage and the Arts 2008, High Court of Australia)

In the meantime, a more deliberately and uncompromisingly discordant element was introduced into the area in 1972. This was the Aboriginal Tent Embassy, a protest site located in front of Old Parliament House. While the Embassy could in some sense be regarded like Blundells' Cottage and St John's Church as an unofficial intrusion on the vista, it contrasts sharply with them and with everything else in or near the vista by refusing to be absorbed into the planned landscape. It was meant to be a political and physical statement in the area, contrasting with the character of the rest of the area.

### **Searching for Balance and Harmony**

The design assumptions on which Johnson and the NCDC had proceeded in the Parliamentary Triangle unravelled in the mid-1970s. First, in August 1974, a joint sitting of federal Parliament voted in favour of Capital Hill as the site for the permanent Parliament House in preference to Camp Hill. The decision left Johnson's great National plaza in limbo and, in the following year, the NCDC abandoned the whole scheme. One of the consequences of this policy reversal was that the NCDC now had a vast open space on the southern side of the lake's Central Basin that could never have as close a relationship with the Parliament House as was intended for the National Place. The NCDC already had

under construction two of the buildings – the National Gallery of Australia and High Court of Australia – that were supposed to flank the now-defunct plaza, and their relationship with the plaza was now lost. The diagonal relationship, moreover, that the High Court of Australia was meant to demonstrate with the permanent Parliament House atop Camp Hill was now unrealisable. (O’Keefe 2004; Reid 2002, pp. 299, 302-3; Department of the Environment, Water, Heritage and the Arts 2008, High Court of Australia)

In an attempt to fill the void left by the decision to build new Parliament House on Capital Hill, the NCDC tried to persuade the government to erect a building for the National Archives of Australia in the Parliamentary Triangle. The NCDC’s intention was that the building, in occupying a lakeshore site near the National Library of Australia, would help to restore the balance with the High Court of Australia and National Gallery of Australia on the opposite side of the Land Axis. Owing to a lack of funds, it was never built and, in 1998, the National Archives of Australia moved into much more modest accommodation in East Block. In addition, a major repository was constructed in Mitchell in the ACT.



**Figure 54. Part of Vista looking North in 1971**

Source: National Archives of Australia, A8746, KN19/10/71/2



**Figure 55. Vista looking North in c1971**

Source: National Capital Authority

One further major building, however, was erected in the Parliamentary Zone. This was Questacon, or the National Science & Technology Centre, a hands-on interactive museum

of science primarily for children (see Figure 3, Southern Section). Part funded by the Japanese government as a Bicentennial gift to Australia, the building was to be sited on the western side of the Land Axis. Work on the Centre commenced in 1986 and it was officially opened in November 1988. Although it was dignified with the name of a national institution, the Centre as a museum for children was a far cry from the government departments that the Griffins' had intended for the Parliamentary Zone, as well as from the visions that Holford and the NCDC had entertained for the area in the preceding decades. The building owed its existence to the NCDC's latest concern to try to enliven the Parliamentary Zone. (Reid 2002, pp. 316, 318; National Science and Technology Centre 2006)

As it had developed over the years, the Parliament House Vista exhibited many changes of plan and many changes of taste. From the early 1980s onward, the NCDC and its successors made efforts to try to harmonise and draw together into a whole the diverse elements that had grown up in the area. At the same time, there was a renewed interest in trying to put in place as yet unrealised features of the Griffins' original design intentions. Dotted as the area was with various buildings of widely divergent styles, the only factor that could unify it was a landscape treatment that gave strong definition to the Land Axis. On the northern side of the lake, the Axis was well defined by the roadway and gravel beds of Anzac Parade with its lining of trees and memorials. The southern side was a different matter. Here, the NCDC wanted to give greater definition to the Axis and enhance its connection with the Axis on the northern side by landscaping and planting the area between Old Parliament House and the lakeshore. In the event, it did not occur. Instead, in the period 2002-05, a Watergate reinterpreting the Griffins' original conception was established on the southern shore of the lake. This comprised the creation of Commonwealth Place with its grassed bowl, integrated buildings and forecourt/jetties. Commonwealth Place goes some way towards accentuating the Land Axis on the southern side and its connection with the Axis to the north across the lake. (Reid 2002, pp. 304-6, 316, 332)

In another effort at instituting a part of the Griffins' design for the central area that had never been realised, the re-development of the Russell Hill area from the mid-1990s onward included the extension of Constitution Avenue to intersect with a line extended from Kings Avenue to a roundabout behind Blamey Square. Thus, for the first time, the eastern end of the Griffins' Municipal Axis – and the base of what became the National Triangle – intersected with the Triangle's eastern arm. Although it marked the completion of a neglected aspect of the Griffins' design, the achievement represented more of a symbolic gesture rather than the establishment of the point as a cardinal physical element, like City Hill in Canberra's central area. There were several reasons for this: the prominence of the Russell buildings in front of the intersection point, the dominance of Parkes Way as the main traffic route in the area, the existence of the Australian-American Memorial near Parkes Way's intersection with King's Avenue and, not least, the inherent physical weakness of the point itself.

### **Other activities in and uses of the Parliament House Vista**

The story presented above focuses on the development of the Parliament House Vista with its many buildings, extensive plantings, road network and the like. Mention is made of some of the activities which have accompanied this development, such as commemorative events related to memorials. In contrast to official activities, the creation of the Aboriginal Tent Embassy is noted as a major protest site within the area.

In addition to these activities, there are at least two other categories of longstanding activity which deserve mention – tourism/recreation and protests generally.

The Parliament House Vista has been the venue for tourism and recreation activities over a long period of time. Initially this focussed on Old Parliament House after 1927 when the Parliament first moved to Canberra, and as other institutions were created these too became attractions. This included the Australian War Memorial from 1941, the National Library of Australia from 1968, the High Court of Australia from 1980, the Nation Gallery from 1982 and so on. The maturing gardens and treescape of the area also became attractions in their own right following initial plantings in the 1920s. It is not clear when they became attractions but it is suggested that this was the case at least by the 1950s. Similarly, it is not known when recreational uses of the area began, although it seems likely this happened at much the same time as tourism uses evolved. The gardens and trees of the Parliament House Vista continue to be tourism attractions and the area also continues to be used for recreational purposes.

While Old Parliament House was the home for Parliament until 1988 it was periodically the focus of large scale political protests. These protests spilled out into the landscape around Parliament House, especially into Parkes Place. The Aboriginal Tent Embassy initially from 1972 is a particular and enduring example. Other notable protests included those related to the 1974 dismissal of the Whitlam Government, the Ride against Uranium protest in 1976, and the Farmers' protest in 1985.

With the relocation of Parliament to its new building on Capital Hill, so protests have followed the Parliament and these now tend to take place in Federation Mall. None the less, parts of the Parliament House Vista may also be used as gathering points or as part of a processional route on the way to the mall.

### 3.4 LANDSCAPE HISTORY

This part of the history is intended to identify a chronological series of significant phases or periods in the evolution of the cultural landscape of the study area, together with a brief description of the landscape character of each period. The periods nominated simplify the underlying complexity of interaction between social and political struggles to establish the 'Bush Capital' of Australia with its many, often competing, visions.

These periods represent the particular influence of individuals regarding vision, planning, design, implementation and maintenance. The periods considered are:

- Aboriginal Occupation - ongoing Ngunnawal association;
- Colonial Occupation 1825-1900;
- Federal Capital of Australia 1901-1921;
- Establishment: Committees & Commissions 1921-1956;
- National Capital Development Commission (NCDC) 1957-1989;
- National Capital Planning Authority (NCPA) 1989-1997; and
- National Capital Authority (NCA) 1997–present day.

Throughout this part of the history there are brief references to the social and political history as context for the landscape history. However, the intention is not to repeat in detail the social and political history provided above.

#### **Aboriginal Occupation**

The landscape character in this period may have changed through different climate changes over millennia with cycles of dry and wet periods. The predominance of sclerophyllous vegetation such as Eucalyptus open woodland and grassland at the time of European colonisation may have been associated with a dry cycle as well as the impact of the use of fire by Indigenous peoples. Vast stretches of open grassland existed on the plains with limited areas of treed vegetation except above the winter frost line.

#### **Colonial Occupation 1825–1900**

This period represents the beginning of European occupation of the study area in the 1820s with the use of sheep grazing on the natural grassland of the Limestone Plains. The rural landscape character of this period gives emphasis to the concept of the later selection of Canberra (formerly Canberry Station and others) in the Federation period as the 'Bush Capital' reflecting national sentiment with rural Australia and colonial conquest of the land.

In terms of scientific description, the Limestone Plains are associated with a sedimentary geology of sand, gravel and clay overlying the Canberra Group of bedrock (shale, siltstone, limestone, sandstone, tuff and rhyolite).

The pastoral nature of the landscape of the area during the nineteenth century built upon the open woodland character and further clearing to establish grazing land. In contrast to the open character of the valley floor and indigenous tree cover on the hills was the use of exotic vegetation to mark permanent human settlements and an attempt to create comfortable microclimates for shade and shelter from westerly winds, as well as reference to the familiar forms associated with northern hemisphere environments.

The rural landscape in this period consisted of a patch work of introduced and indigenous

grasses, fenced paddocks in different states of cultivation according to the seasons (wheat fields), dirt roads, homestead complexes with both indigenous trees and largely exotic plantations, and individual buildings such as shepherd's huts and the conspicuous St John's Church. The Church grounds and surrounds contained contrasting vegetation and particularly conifers.

In the rural Limestone Plains of 1900, before the development of the national capital, a number of exotic plant species were established. The tree species included the following – English Elm, False acacia, Tree of Heaven, Lombardy Poplar, Silver Poplar, Weeping Willow, Basket Willow, Aleppo Pine, Stone Pine, Monterey Pine and Hawthorn. The willows were conspicuously located along watercourses and the Molonglo River banks. Pines were used as windbreaks and/or specimen planting, as were the deciduous trees. These species were found to be successful due to their adaption to the climate and particularly the limiting factor of frost and cold temperatures.

The tree planting that was carried out in the early years of the national capital built upon the existing successful species tried by the early settlers, as well as experimenting with a range of exotic and indigenous species.

Two developed sites relating to this period remain within the study area although the original fabric has been adapted to accommodate dramatic changes in use. The sites are Blundells' Cottage in Kings Park and Murray's Bakery Store and Residence in Commonwealth Park.

Blundells' Cottage dates from the 1850s and was handed over to the Canberra & District Historical Society in 1964. The extant trees surrounding the Cottage are a 1960s interpretation of an historic setting. Murray's Bakery Store and Residence remains as a site within Commonwealth Park, possibly with some archaeological remains.

### **Federal Capital of Australia 1901—1921**

This period includes the:

- federation of the six colonies of Australia into one nation;
- search and selection of a design for the new national capital on the Limestone Plains within a designated area of New South Wales created as the Federal Capital Territory (later the Australian Capital Territory);
- further planning, design and initial implementation of the scheme; and
- loss of the first Design Director of the Federal Capital.

The Yass/Canberra district was considered as a candidate for the capital at the 1901 meeting of the Congress of Engineers, Architects, Surveyors and Others Interested in the Building of the Federal Capital of Australia. The image of the future capital addressing a large water body was promoted by architect Robert Coulter's visionary painting depicting a proposed capital beside Lake George. This image was reproduced in the conference proceedings.

Another contributor to the 1901 Congress was Charles Bogue-Luffman, the first Director of Burnley College of Horticulture, Melbourne. He put forward a paper describing the future capital city as one which could be integral with its ecological setting and that 'the adaptation of streets and architecture to the natural contour and position of the landscape' should be promoted such that the landscape be Australian in character as opposed to a romantic/nostalgic interpretation of the northern hemisphere.

The site was selected by the Commonwealth Government and used in an international competition for the design of the capital which was won by Walter Burley Griffin in 1912. Griffin accepted the position of Federal Capital Director of Design & Construction to realise the design, and he set up offices in both Melbourne and Sydney in 1914.

With the establishment of Canberra as the site for the nation's capital, arboriculture became a means of implementing planning and design concepts in a tangible way.

Thomas Charles Weston was appointed as Officer-in-Charge, Afforestation Branch, Federal Capital Territory and began service on 1 May 1913. His previous appointments were as Gardener-in-Charge at Admiralty House, Sydney, Head Gardener at the Federal Government House, Sydney and the Superintendent of the Campbelltown State Nursery under the control of the Sydney Botanic Gardens. Whilst at the Federal Government House he made several visits to the Federal Capital site in 1911 and 1912 to assist in the establishment of a nursery at Acton.

Unlike the Griffins, Weston lived in Canberra, adjacent to the Acton Nursery, for most of his appointment and promoted the possibility of using a mixture of Australian trees and exotic trees for reasons including frost tolerance. His preference was for more coniferous species and particularly Cedrus species to, 'form the chief arboreal feature of Canberra', although this approach was modified somewhat in the later plantings around the Parliament House. His former employer, the Director of the Sydney Botanic Gardens, Joseph Henry Maiden, expressed the desire for the predominance of Australian trees, particularly Eucalypts and the use of native grasses for the Federal Capital but could also see the attraction of using the Canberra climate to advantage by utilising autumn foliage plants as well as distinctively coloured fruiting plants.

The Griffins also favoured the use of Australian plants, particularly Eucalypts, and a mix of exotic trees and shrubs. Maiden disapproved of the Griffins' selected plant species except for a small number, at least on one occasion, and advised them to consult with Weston as, 'the land in question is largely treeless with unknown silvicultural conditions.'

By 1921 Weston had planted 17,327 trees and shrubs in the Federal City Area and many hundreds of thousand *Pinus radiata* (Monterey Pine) trees at Mount Stromlo and the hills to the west of the city. To aid in the supply of plants, the Yarralumla Nursery was established, along with a demonstration arboretum, Westbourne Woods, in 1914 and 1915.

Walter Burley Griffin's position was abolished in 1920 and his contract as Director of Design and Construction ended on 31 December, following a series of changes to the original competition design over the years. This started with the Departmental Board's Plan in 1912, followed by Griffin's response to both the site and the Board in an amended plan of 1913, and further plans in 1915 and 1918.

The 1912 Board's Plan had an associated perspective from Mount Russell indicating the retention of the Griffins' concept of the axial structure and, interestingly, the predominance of the use of fastigate planting (ie. branches sloping upward more or less parallel to the main stem), possibly Lombardy Poplars or Roman Cypress planted at regular intervals and reinforcing the geometry of the road layout. The Griffins' amended plans contained no such similar detail of landscape character but concentrated on the planning principles to achieve Government acceptance over the influence of the Board. Changes of Government and World War 1 hindered physical progress.

## **Establishment: Committees & Commissions 1921—1956**

This period is concerned with the post Griffins period, the establishment of the Federal Capital Advisory Committee (1921-1925), Federal Capital Commission (1925-1930) and the National Capital Planning and Development Committee (1938-1957).

After the departure of Griffin, Weston was made Director of City Planting and the focus of planting was the National Triangle, with planting of the alignment of Commonwealth Avenue and the projected foreshore planting of the future lake at the centre of the Water Axis. Also an area adjacent to Commonwealth Avenue was conceived at this time as Central Park and this was to become Commonwealth Park in 1922. In the following year further planting was carried out to define Capital Terrace (now Constitution Avenue) and Prospect Parkway and Place (now Anzac Parade). This was an attempt to mark out the axial elements of the Griffins' concept and it relied on closely spaced planting of lines of alternating species of predominantly advanced coniferous trees (11-13 years old) supplemented with Acacia species and roses.

During 1925 the Parliamentary Zone gardens were initiated and in the following year the plantings associated with the building of the Provisional Parliament House were initiated. These included the Senate Garden Court, House of Representatives Garden Court and Federal Avenue plantings (now Kings Avenue). In the development of proposals for Parliament House in the early 1920s, both the FCAC and the Government wanted the building set in ornamental grounds or gardens (Gray 1997, p. 4).

In November 1926 Weston retired. His planting within the National Triangle was concerned with symmetrical compositions, mostly using coniferous tree species with some contrasting deciduous species and Eucalyptus, shrubbery, lawns and flower gardens. He employed row plantations often with alternating species and a pattern of circles for formal statements for flower gardens, usually roses or tulips. The density of planting was related to the sense of immediate effect and the perceived need for creating windbreaks in an otherwise open and exposed landscape.

The layout of the Parliamentary/Government Group in the Griffins' vision was for a series of terraced courts set out along and around the Land Axis in a progression from the heights of the Capitol on Capital Hill, Parliament House on Camp Hill, a long terrace with reservoir and fountain in the middle ground containing a complex of departmental buildings, to the Watergate element on the southern shore of the Central Basin of the lake. Within the proposed complex the whole composition addressed the Central Basin, the northern shore of public gardens and a 'plaisance' focussing on Mount Ainslie.

The Federal Capital Commission decided on a Provisional Parliament House at the foot of Camp Hill and the Griffins' reservoir was replaced by ornamental grounds, the Parliamentary gardens, and much later (1969) three ponds with fountains. The formal layout emerged in 1925 and was influenced by the architect John Murdoch. It contained the Provisional Parliament House, temporary administrative offices, hostel, roads, paths and ornamental grounds. The scheme was an adaptation of part of the Griffins' road layout with substantial changes to the Land Axis and siting of built elements. Murdoch had been part of the earlier Departmental Board plan indicating the use of fastigiate tree forms as formal statements in the landscape. These appeared in the 1925 plantings of Lombardy Poplars at strategic corner locations within the layout of the Parliament House gardens. They were used as sentinel elements at road junctions and to mark out the Land

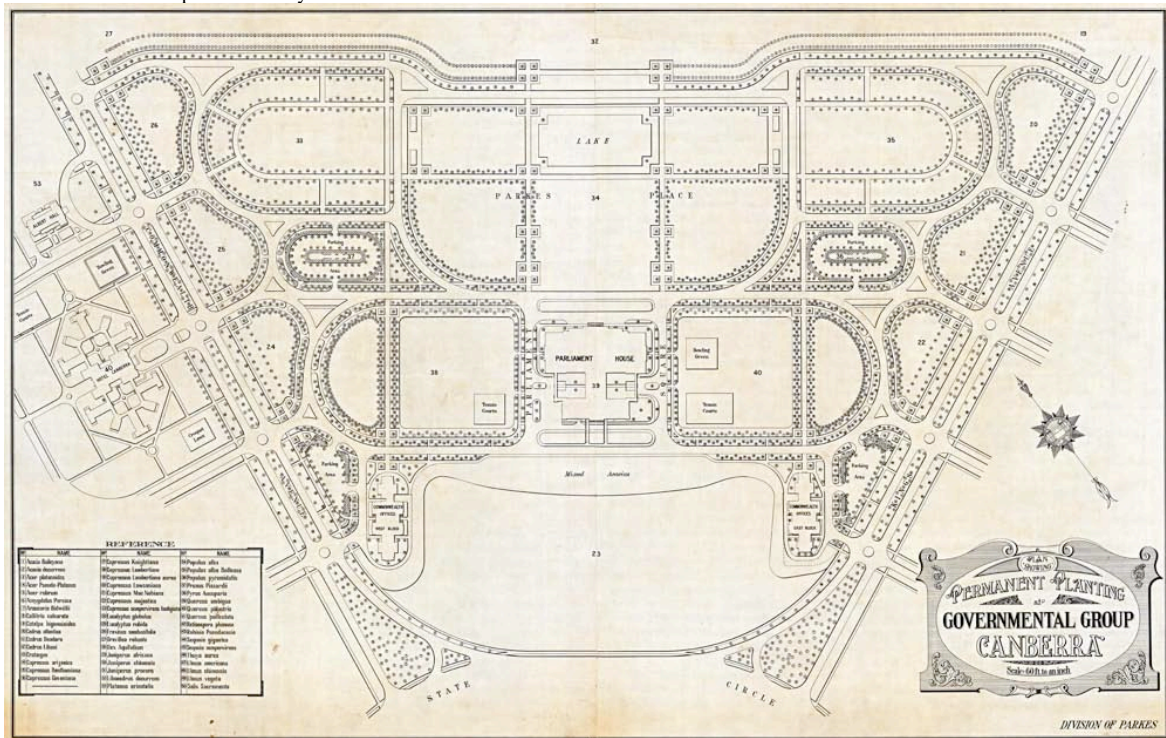


Axis corridor relative to Parliament House, as well as future administrative buildings.

These were possibly the first trees planted in the Parliamentary complex and according to Weston, these plantings made it difficult to give an ‘Australian atmosphere’ to the gardens (Gray 1997, p. 6). Weston had in 1924 proposed a central rose garden within the Land Axis, which was rejected by the Federal Capital Commission and put forward the idea of using a balance of Australian trees and mainly deciduous trees. Weston prepared a tree planting plan indicating the use of fifty different species with an emphasis on evergreen coniferous and deciduous plants generally, following paths and roadways to create suitable seasonal microclimatic outdoor rooms. Not all have survived due to both deaths and removal, as well as local changes to the layout.

Some of the early plantings during 1926 and 1927 were commemorative utilising Roman Cypress (*Cupressus sempervirens*) located on the western side of the Land Axis corridor to the north of Provisional Parliament House. Lombardy Poplars were planted within the courtyards of the Provisional Parliament House, some of which commemorated the visit of the Empire Parliamentary Association to the nearly completed building in 1926.

**Figure 56. Weston’s Planting Plan for the Parliamentary Zone south of the lake (Drawing of 1928)**  
Source: National Capital Authority



Weston was replaced as Director of Parks and Gardens by Alexander Bruce (1926-1938), then John Hobday (1938-1944) and Lindsay Pryor (1944-1958).

Bruce continued to implement Weston’s planting yet added seasonal flowering plants such as Prunus trees and roses. However Pryor altered the Weston tradition by the creation of parkland spaces for people and the integration of Eucalyptus species into the city garden that Canberra had become.

The central place in front of the Provisional Parliament House was named Parkes Place in 1928 and the spaces to the east and west were developed as the National Rose Gardens in 1933 to a plan by Alexander Bruce. Originating as an idea of the National Rose Society of

New South Wales in 1926, the gardens were opened as a national project in 1933. Although they formed no part of the Griffins' original plan, their development enhanced the aesthetic qualities of the vista, as well as contributing their own meaning to it. Specifically, as the gardens were made up of roses presented by each of the Australian states, they were intended to be representative of co-operation between the Commonwealth and states, and of the states' interest in developing and beautifying the national capital. In the years after their establishment, the physical presence of the extensive rose gardens and of the meaning that attached to them undoubtedly gave the provisional building a more established air and may eventually have contributed to its permanence. (Wigmore 1963, pp. 140-1; Department of the Environment, Water, Heritage and the Arts 2008, National Rose Gardens)

Rose gardens had also been incorporated into areas set aside to the east and west of Provisional Parliament House within the Senate Garden area and the House of Representatives Garden area. These areas contained facilities such as tennis and lawn bowls in the House of Representatives Garden and tennis and cricket in the Senate Garden. The Senate Garden rose garden was designed by Rex Hazelwood in 1931.

In the late 1930s further flower gardens were added to Parkes Place in the form of four rows of staggered rectilinear planting beds with rounded ends. These were used for tulip display. The bulbs were a gift of Queen Wilhelmina of the Netherlands. (Gray 1997, p. 14)

Further planting beds were made in the late 1930s to the land north of the present King Edward Terrace. These were made in a symmetrical pattern of undulating linear beds defining the periphery, and circular beds clustered along the centre running in an east-west orientation. Parts of Camp Hill were also planted as isolated shrubberies in circular planting beds. This appears to have been carried out by Bruce in the spirit of Weston. Weston died in 1935 and his ashes were spread in the Parliamentary gardens.

By 1956 the Administration Building (now the John Gorton Building) was completed on the Kings Avenue side of the Parliamentary/Government Group, and closer to the Molonglo River were sheds housing the National Library of Australia Annexe (now the site of the National Gallery of Australia).

Prospect Parkway was renamed Anzac Park in 1933 in anticipation of the construction of the Australian War Memorial on the site of the Griffins' proposed casino on the lower slopes of Mount Ainslie.

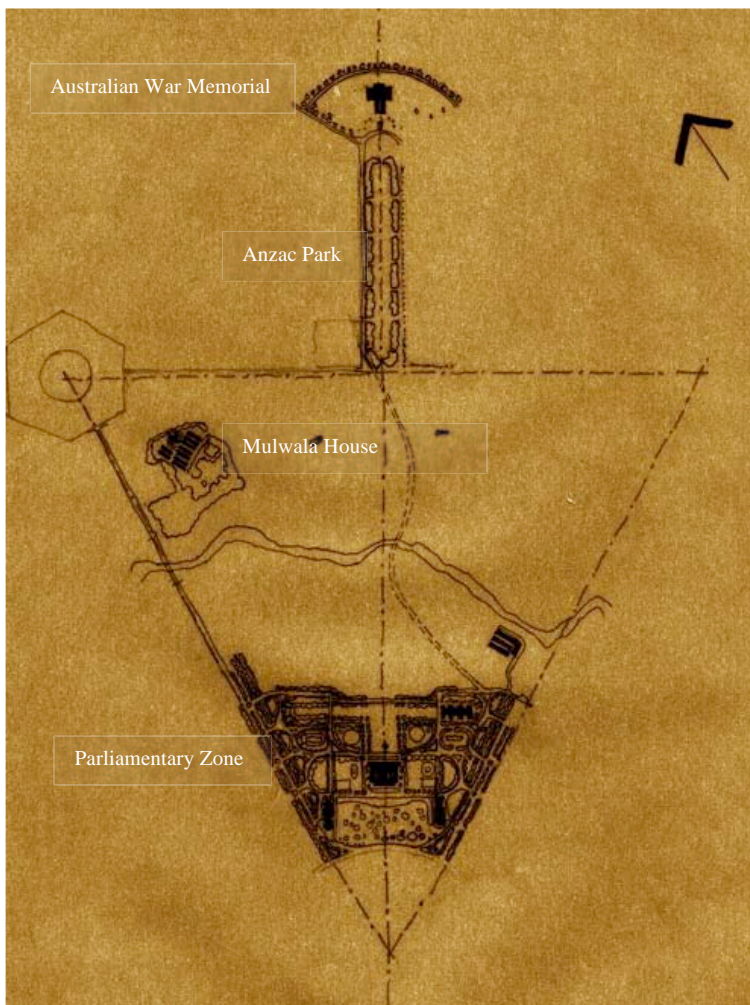
In 1941 the architectural work on a memorial to King George V was completed on a site on the Land Axis and to the north of Provisional Parliament House. It was not opened until 1953 due to the intervention of World War 2. Also in November 1941 the Australian War Memorial was completed following a long design process. The King George V Memorial successfully blocked the vista of the new Australian War Memorial and parts of Mount Ainslie from the steps of Parliament House and it was eventually relocated to its current site off the axis in 1968. Prior to the 1960s, Cork Hill, a small hill between the Parliament House and Molonglo River, also impeded the view.

Lindsay Pryor, as Director of Parks & Gardens represented a departure from the Weston lineage in that he shifted the emphasis from exotic to indigenous species (though this shift is little represented in the study area, and was more a feature of later NCDC plantings), and he tended to build on existing plantings.

Within the Parliamentary gardens zone he removed some of Weston's former planting as a process of thinning out during 1946 and further balanced the planting along King George Terrace by adding Arizona Cypress to match the existing.

Pryor was also instrumental in removing some of Weston's former planting on the site of Central Park (later Commonwealth Park) in 1949 to create two large grassed areas on the western ridge and created a more informal setting by adding Eucalyptus tree plantings. The additional plantings also integrated the park and helped screen the visual impact of Mulwala House hostel complex which was established in 1947 between what is now Commonwealth Park and City Hill.

By 1950 the former intricate bedding within Anzac Park (now Anzac Parade and the adjacent plantations) was eliminated.



**Figure 57. Parliament House Vista area 1910-1956**

Source: Craig Burton

Notes: Major component plantings from this period include:

- boundary plantings behind the Australian War Memorial;
- formal planting beds in Anzac Park;
- plantings in the vicinity of Mulwala House; and
- extensive plantings in the Parliamentary Zone south of the Molonglo River.

### **National Capital Development Commission (NCDC) 1957—1989**

This period was one of great physical change in Canberra through the latter half of the twentieth century. It was marked by the creation and activities of the powerful National Capital Development Commission. Amongst its many achievements was the realisation of Lake Burley Griffin in 1963.

In 1957 the Commission appointed William Holford, a British planner associated with University College London, to report on the future development of Canberra. His report

recommended that Canberra retain its Garden City concept, the city should be a cultural centre as well as a political one, and that the lake scheme implementation would unify the city.

The Commission endorsed Holford's recommendations adding a proposal for landscape development and the provision of parks and other recreational facilities. The Commission also had built up a staff of planners, landscape architects, engineers and architects to liaise with consultants and evolve designs.

Richard Clough was appointed as an architect in the Town Planning section in 1958. He had been a landscape student at University College, London and knew of both William Holford and Dame Sylvia Crowe. He worked on an NCDC committee which coordinated landscape, architectural and engineering issues.

Early in 1959 the Commission received an endorsement from the Government to proceed with the Lakes Scheme, though without the East Lake. William Holford & Partners were engaged to make recommendations for the landscape treatment of the Central Basin of the lake, and this report was published by the NCDC in February 1961. The report indicated the desired form of planting, treatment of lake margins, roadways and architectural features. A panoramic painting by Lawrence Daws illustrated the recommendations of the report.

The report proposed that the length of the north bank between the two new bridge promontories (Commonwealth and Kings Bridges) should be informal except for the central section around the Land Axis. Recommendations for planting included the use of the existing landscape colour on the higher ground, with Eucalypt planting being brought down from the surrounding hills through the built up areas into the parklands with light green used for the lake margins and darker conifers for boundaries and background. Autumn colour foliage plants were to be employed for formal and dramatic use. Flowering trees and shrubs were to be massed in small enclosures so as to allow the character of the natural landscape to predominate.

By contrast the southern shore of the Central Basin was recommended as a formal margin with a site for the permanent Parliament House to be located on the lakeside composed symmetrically around the Land Axis with informal planting either side between the bridge promontories and the proposed Parliament House complex. The lakeside site for Parliament House was also recommended in the earlier 1958 report by Holford. Also included in the report were proposals for an informal grouping of islands to the eastern side of the Central Basin and a new curving road system (Parkes Way) which effectively would reduce the northern extent of National Triangle parklands and create a major roundabout at the junction with the Land Axis (Rond Point Pool).

Richard Clough coordinated the landscape works and plantings for the north bank of the Central Basin.

By 1962 all documentation for the northern sections of the lake foreshore was complete. However, some plantings had taken place in 1958, 1959 and 1961, and as well the proposals conserved some of the much earlier plantings by Pryor and Weston, and remnant plantings associated with Blundells' Cottage and Murray's Bakery.

The dominant trees selected were in sections according to use, landform and soil conditions, and were as follows:

- the north shore and islands: informal planting of willows, poplars and elms;
- surrounds of the Nerang Pool: drifts of *Liriodendron tulipifera*, *Taxodium distichum* and *Betula pendula*;
- higher levels of Commonwealth and Kings Parks: informal groups of Eucalypts with pine accents and extensive under planting of wattles;
- Kings and Commonwealth Avenues: formal avenue planting of English Elm; and
- Land Axis: formal planting of various Eucalyptus species.

The Rond Point Pool and water jets were built in 1963 at the intersection of Anzac Parade and Parkes Way. Weston's tree planting of the former Prospect Parkway was removed at this time and replaced with *Eucalyptus bicostata* on both sides of the Land Axis, with the central area planted with Hebe sp. in regularly spaced raised planters formally located in a central band of red gravel. The choice of plants was apparently symbolic to both New Zealand and Australia in an attempt to represent the Anzac spirit in a formal manner.

In 1963 the Landscape Division of the NCDC was established with Harry Oakman as Director. He was followed by Richard Clough in 1972 and John Gray in 1980.

An impending Royal visit to Canberra in 1963 gave rise to the construction of a building at Regatta Point in Commonwealth Park, and Blundells' Cottage was conserved and incorporated into Kings Park. Names of the areas around the lake were gazetted and the largest island named Aspen Island. The island was planted at the time of its creation. To mark the fiftieth anniversary of the founding of the city the United Kingdom announced the gift of a Carillon, the site for which was decided at a later date.

On the 29 April 1964 the lake reached the top water level. At the same time Sir William Holford and Dame Sylvia Crowe accepted an offer to prepare an advisory report on the landscape treatment of Commonwealth Park together with a master plan for its development.

Dame Sylvia Crowe suggested emphasising the topography by continuing the Eucalypts down the ridges and strengthening the green margins with Salix and Poplars. The landscape concept was to maintain the unity of composition of the lakeshore and total Canberra landscape, to provide the maximum horticultural interest, and to provide opportunities for quiet enjoyment. The basis of the design was a series of gardens, each with a distinct character, and to create areas of spatial interest whilst the planting out of Parkes Way. A range of built facilities were proposed for Commonwealth Park but only the following were implemented: pavilion at Regatta Point, Maintenance Depot, Children's Shore, Lily Pond and Shrub Glades.

Sylvia Crowe's design was progressively implemented over a number of years. The scheme had as its main design principle the creation of a unified natural landscape composition when viewed from the lake, the southern shore and from within the National Triangle, with increasing areas of horticultural interest and specialist interest away from the lake edge. The major design and implementation was supervised by Richard Clough with interpretations of the Shrub Glades and Marsh Garden made by Alan Wilson and Margaret Hendry. By 1977 much of Commonwealth Park was established and in September Sylvia Crowe visited to review the gardens. Her comments generally reflected the desire for less hard lines by strengthening planting and increasing density yet maintaining vistas and views out.

Within the National Triangle south of the lake, major earthworks were undertaken in the

early 1960s including the removal of Cork Hill. The excavated material was used in the construction of Aspen Island and its associated islets (Gray 1997, p. 17).

Also in this general area, the first stage of the National Library of Australia was completed in 1967. This was designed in 1964, following earthworks in the previous year, and sited as a composition of three buildings to fit in with the scale and character intended for the permanent parliament house sited on the Land Axis on the southern lakeshore. However, only the main National Library of Australia building was realised, and the two flanking pavilions have not been built.

The NCDC policy to use native trees along the Land Axis was implemented in the Parliamentary Zone at this time by edge plantings of *Eucalyptus melliodora* using a cover planting of *Casuarina*.

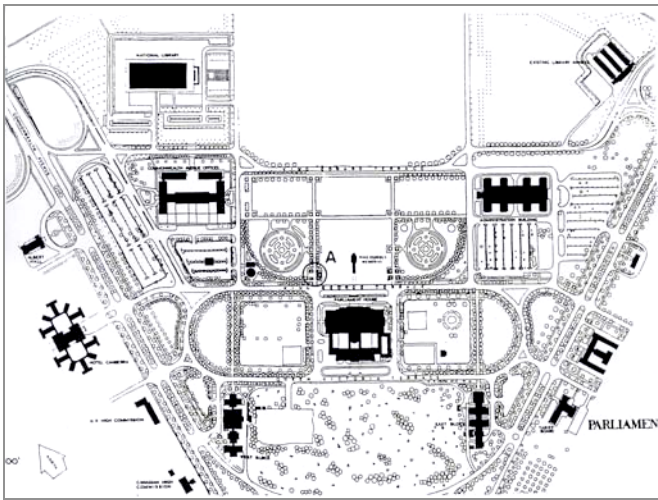


**Figure 58. Commonwealth Park looking West in 1968**

Source: National Archives of Australia, A7973, INT1015/19

Two floating ferry wharves/shelters were symmetrically located on the southern lakeshore, either side of the Land Axis near the National Library of Australia on one side and in the vicinity of what was to become the High Court of Australia and National Gallery of Australia precinct.

In 1967 a competition for the (then) Australian National Gallery of Australia design was held based on a site at Camp Hill. In 1968 a Parliamentary Zone planting plan was prepared with the completion of further administrative buildings and the invasion of carparks occupying several of Weston's former open areas bounded by trees, or outdoor rooms. The carpark areas were planted with either deciduous trees (mostly Plane or Oak trees) or Eucalypts and included hedge plantings on the periphery. The planting character generally continued the formal character in complete contrast to the north bank of the Central Basin and the recommendations of Holford. Eucalyptus species were used around the Land Axis and on the lakeside site for the permanent parliament house. Along both Commonwealth and Kings Avenues some of Weston's conifers were removed as part of a thinning process, and English Elm trees were added to increase the deciduous mix of planting.



**Figure 59. Plan of Parliamentary Zone in 1965, showing proposed relocation of King George V Memorial**

Source: Reproduced as Figure 15 in Freeman Collett & Partners 1994a

The King George V Memorial was moved to the western edge of the Land Axis corridor and a paved terrace constructed on the north side of King George Terrace in front of the Provisional Parliament House. The landscape setting for the National Library of Australia was completed in 1969 as were the central pools and fountains in each of the outside pools, on the Land Axis and opposite the Treasury Building. The works for these water bodies were implemented in the 1930s yet the final completed form was not realised until 1969. All were fitted with ornamental fountains in the form of water jets.



**Figure 60. Vista looking Northeast in 1967**

Source: National Archives of Australia, A1200, L65053



**Figure 61. Parliamentary Zone South of the lake in 1967**

Source: National Archives of Australia, A1200, L65055

At a broader scale, a Metropolitan Parks System was developed by the NCDC from about

1969-70 to connect an integrated open space system, principally associated with the natural drainage system, and extending beyond the then limits of both urban and suburban Canberra (Altenburg 1993, pp. 155-6). Its area included, on the northern shore of Lake Burley Griffin, the present area of Commonwealth Park and Kings Park, Anzac Parade and the Australian War Memorial. On the southern shore it included a foreshore zone running around the lakeshore edge. It was intended that the parks system should be of a distinctly Australian character.

On Australia Day 1972 an Aboriginal Tent Embassy was set up in front of the Provisional Parliament House within the Land Axis corridor as a protest regarding Aboriginal claims of a legal right to land.

The permanent parliament house site was relocated to Capital Hill (formerly Kurrajong Hill) and the Australian National Gallery (now the National Gallery of Australia) was relocated to the Library Annex site at the lakeside, leaving the former permanent parliament house site to become part of the proposed vast National Place – an area that remained essentially just a large empty grassed site until the development of Reconciliation Place and Commonwealth Place.

In 1979 King Edward Terrace was straightened as part of works to facilitate the access and approach roads to the High Court of Australia and National Gallery of Australia.

The National Gallery of Australia and High Court of Australia developments were influenced by the concept of the National Place and presented an opportunity to integrate the somewhat abandoned National Library of Australia with a formal forecourt linking across the Land Axis to both of these developments. The levels of each entry forecourt for the National Gallery of Australia and High Court of Australia were designed in anticipation of the National Place forecourt with its proposed underground car park feeding the different facilities located in the extended Parkes Place. The tree planting around the National Library of Australia appears to define the position of buildings planned but not yet realised.

The High Court of Australia and National Gallery of Australia were implemented together and have benefited from an integrated approach to architecture and landscape. The distinctiveness of the partially completed Sculpture Garden with its informal structure of vegetation interpreting the indigenous ecology of the Canberra Region also encompasses the High Court of Australia so as to provide a setting for both developments. It remains one of the most highly regarded and respected works of landscape architecture carried out in Australia. (See <http://www.aila.org.au/significance/sites/nga.html>; Richard Clough, personal communication, 2002; and Hobbs 2006, p. 51)

Issues of entry, location of the surface car park, and incompleteness are also related to the abandonment of the intended National Place. This left both the High Court of Australia and National Gallery of Australia, completed in 1980 and 1982 respectively, hovering and shrouded in informality. The informal approach picks up on Holford's earlier recommendations for the lakeside landscape character either side of the Land Axis, although the designers were responding more to the nature of the architectural expression and the influences of the time than Holford's 1961 report. The NCDC had a more formal landscape setting in mind however the approach of the consultant designers, Harry Howard and Associates, was eventually supported. (Pearson, Burton & Marshall 2006; Richard Clough, personal communication, 2002)



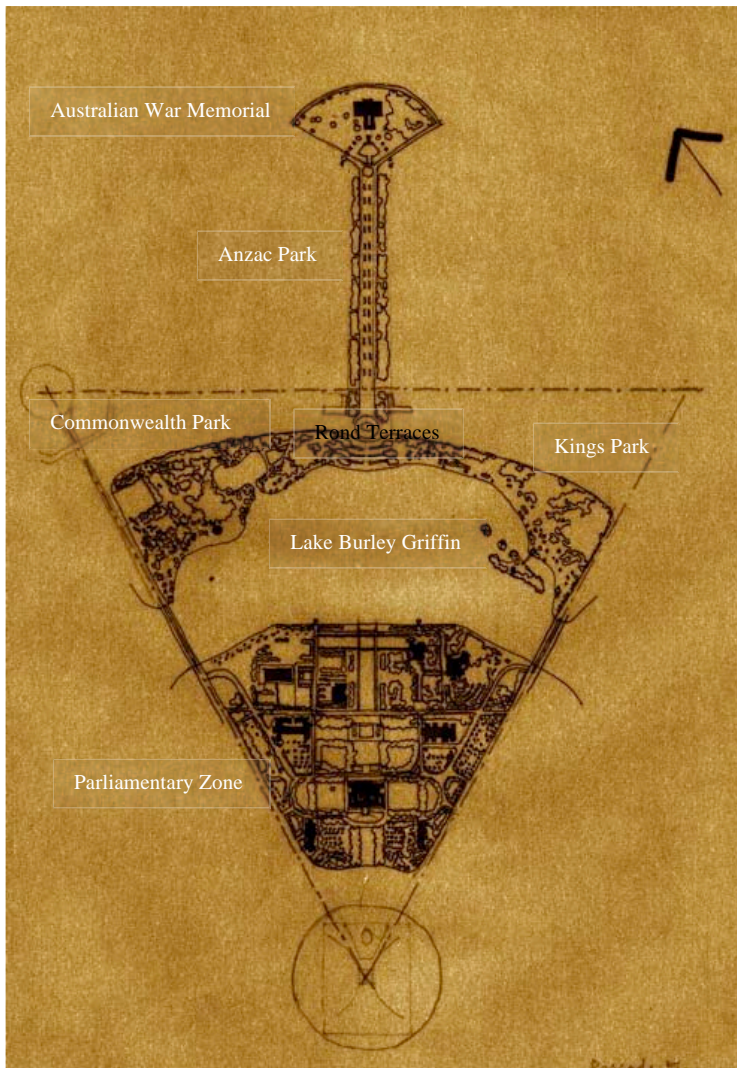
The relocation of the permanent parliament house and its anticipated completion by 1988 was the impetus for the NCDC's planning and design study of 1980 for the Parliamentary Zone. This study revisited the principles of the Griffins' Plan for the Parliamentary Zone and for the Land Axis to be treated as a more active space, framed by a symmetrical composition of buildings.

Development plans were produced in 1980, 1983 and 1986. The last identified sites for two future buildings – Questacon (National Science & Technology Centre) and the National Archive Building. It also identified the possibility of creating roads associated with Eucalyptus row plantings to further define the Land Axis corridor at its edges as well as give access to the future buildings. Part of these proposals were carried out in 1988. Questacon (National Science & Technology Centre) was implemented and a road access from King Edward Terrace was completed along with two rows of *Eucalyptus elata* planted incorporating the existing Casuarina trees. Oriental Planes and Pin oak tree planting was carried out adjacent to the National Rose Gardens in anticipation of a future road.

In 1985 the lakeside edge linking Commonwealth Park with Kings Park from the Nerang Pool to the Aspen Island bridge, and including the more formally treated width of the Land Axis corridor, was named Gallipoli Reach with the whole adjacent walkway called Menzies Walk.

In 1988 the Commonwealth Park gained another facility in the form of a public music venue, Canberra Theatre Centre's Stage 88. Also the original Regatta Point Pavilion, designed by Richard Clough in 1962 as a public viewing platform was extended to an exhibition and kiosk facility. It was later expanded to house a display and educational centre for interpreting Canberra's history and development. This facility is now integrated with a café and observation deck which overviews the Central Basin. It is in relatively close proximity to the Canadian Flagstaff (1957) and the Captain Cook Memorial Water Jet (1970). The siting of the water jet in the vicinity of the Canadian Flagstaff was an attempt to balance the landscape composition, in an asymmetrical way, with the Carillon and Aspen Island to the east of the Land Axis.

In 1989 the National Capital Development Commission ceased operation and the National Capital Planning Authority established.



**Figure 62. Parliament House Vista area 1957-1989**

Source: Craig Burton

Notes: Major component plantings and landscape developments from this period include:

- informal plantings east of the Australian War Memorial;
- development of the AWM forecourt;
- redevelopment of Anzac Park;
- development of Commonwealth and Kings Parks and the Rond Terraces;
- completion of the lake and islands;
- development of the southern lakeshore;
- strengthening of the Land Axis in the Parliamentary Zone;
- landscape development around the National Library of Australia, High Court of Australia and National Gallery of Australia;
- development of the landscape south of Old Parliament House including Federation Mall and carparks; and
- redevelopment in other parts of the Parliamentary Zone including road changes and carparks.



## **National Capital Planning Authority (NCPA) 1989—1997**

This period represents a change in responsibility for areas within the National Capital. The provision of self-government for the Australian Capital Territory independent from the Commonwealth Government led to a division of the ACT into national and territory areas. As a result, the National Capital Planning Authority was established in early 1989 to focus on the national areas of the capital. The significant core was the defined Central National Area cultural landscape and the aim was to enhance the character of Canberra as the national capital.

As such, the planning process was a continuation of the NCDC approach. Projects to enhance Canberra's character fell within the Parliamentary Zone, as opposed to any attempt to redefine the former Griffins' Municipal Axis from Mount Vernon (Civic) to Mount Pleasant (Russell), or to establish links from Constitution Avenue to the parkland edge of the lake. However, new visions for Anzac Parade were also explored.

Implemented projects were:

- 1990 Peace Park. This is a series of landscape spaces enclosed with plantings between the National Library of Australia and Lake Burley Griffin, with integrated artworks as focal points;
- 1991 landscape management and maintenance study for the Parliamentary Zone;
- 1992 adaptation of Old Parliament House; and
- 1994 masterplan for the Old Parliament House Gardens.

## **National Capital Authority (NCA) 1997—present day**

This period is represented by a name change with the dropping of 'planning' from the NCA's title, a greater focus on the Parliamentary Zone, and a determination to make it a place for people relative to the theme of national identity.

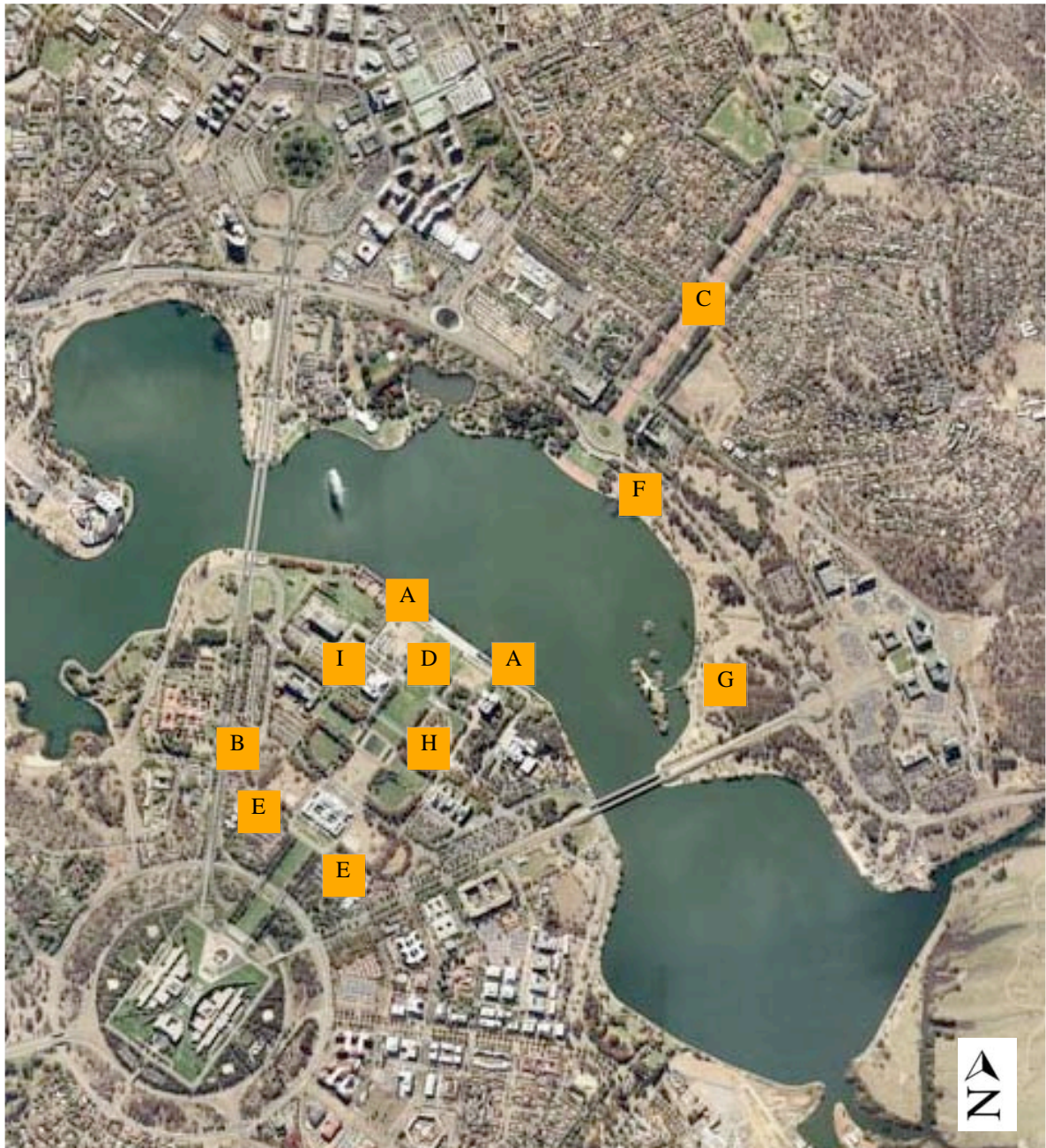
The NCA has undertaken a series of studies, conservation management plans, publications and works, including:

- 1999 International Flag display, next to and parallel with the southern lakeshore either side of the Land Axis;
- 2000 Parliamentary Zone Review;
- 2001 Magna Carta Place, west of the Senate Gardens;
- 2001 Anzac Parade upgrade;
- 2002 Commonwealth Place, near the southern lakeshore on the Land Axis;
- 2002 Reconciliation Place, further away from the lake behind Commonwealth Place, also on the Land Axis;
- 2004 *The Griffin Legacy*;
- 2004 Old Parliament House Gardens works, either side of Old Parliament House;
- 2005 Emergency Services Memorial, in Kings Park near the Rond Terraces;
- 2005 Commonwealth Place forecourt works, between Commonwealth Place and the lake;
- 2006 National Police Memorial, in Kings Park near Kings Avenue; and
- 2006 Humanities & Science Campus design, in the vicinity of the National Library of Australia and Questacon (National Science & Technology Centre).

The site specific projects in this list are located on the following figure.

**Figure 63. Aerial photo of Vista in 2004 indicating locations of major projects since 1997**

Source: National Capital Authority



**Legend**

- |   |   |
|---|---|
| A 1999 International Flag display         | E 2004 Old Parliament House Gardens works |
| B 2001 Magna Carta Place                  | F 2005 Emergency Services Memorial        |
| C 2001 Anzac Parade upgrade               | G 2006 National Police Memorial           |
| D 2002 Commonwealth Place                 | H 2006 National Portrait Gallery          |
| D 2002 Reconciliation Place               | I 2006 Humanities & Science Campus design |
| D 2005 Commonwealth Place forecourt works |   |





**Figure 64. Vista looking North in 2000s**  
Source: National Capital Authority



**Figure 65. Northern lakeshore looking West in 2000s**  
Source: National Capital Authority

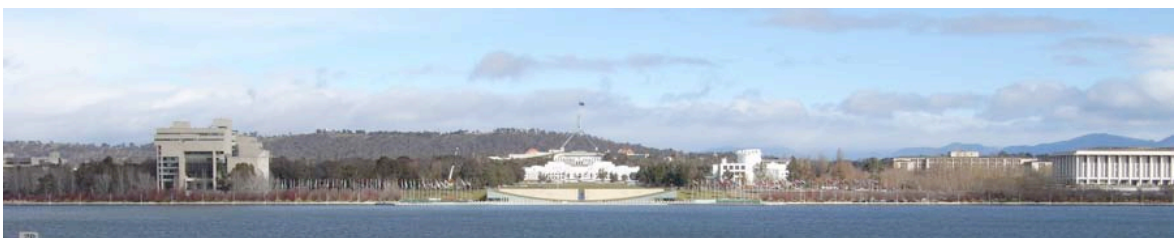


**Figure 66. Comparison of the Griffins' 1918 plan (red linework) with layout at 2004 (grey linework)**  
Source: National Capital Authority 2004, p. 111

## 4. EVIDENCE OF OTHER VALUES

### CHAPTER SUMMARY

- This chapter presents evidence regarding social value, aesthetics, creative achievement and scientific value.
- A variety of methods were used to research the social value of the area. The Canberra community recognises the Parliament House Vista as a special place which they see as at the heart of Australian national identity and what it is to be an Australian. It is also the central focus for Canberra, the beginning of the capital as well as an iconic landmark, a place of beauty and dramatic views, and it is a place for the people. Investigations provided limited data of value to help understand the values of the wider Australian community.
- Identifying evidence of aesthetic value for the Canberra and Australian communities relied on a range of methods, especially researching community attitudes/values.
- Substantial evidence from a range of sources indicates aesthetic value, including that the Parliament House Vista is a dramatic and powerful landscape, and that Lake Burley Griffin is a beautiful area. The value relates to the design and setting of the Parliament House Vista, the integration of the architectural elements, the formal and informal use of space, and the interplay of these within the natural setting of Lake Burley Griffin and 'bush' remnants.
- There is also substantial evidence of creative achievement in the Parliament House Vista, as an area dominated by landscape with both underlying natural forms and an evolving cultural form. The study area displays characteristics of the City Beautiful approach to urban planning with its objectives of beauty and monumental grandeur through the use of such features as axes, vistas, wide boulevards, spacious parks and large graceful public buildings. In addition, there are Garden City influences such as the landscaped, low density development with tree-lined streets, parkways, parks and gardens.
- The study area comprises a complex of different precincts possessing individual landscape characteristics but can be categorised broadly into formal or informal compositions, and influenced by irrigated plants or non-irrigated plants as a major component of the landscape character.
- The only evidence of scientific value relates to some of the remnant natural areas within the Parliament House Vista area.



## 4.1 SOCIAL VALUE

### Concept and Approach

Social value, or significance, refers to the associations between people and a place.

The regulations to the EPBC Act defines social significance for the Commonwealth Heritage List under Criterion (g) as,

‘the place’s strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons.’

For the National Heritage List, social significance is defined as,

‘the place has outstanding heritage value to the nation because of the place’s strong or special association with a particular community or social group for social, cultural or spiritual reasons.’

Current Australian heritage practice considers that these associations should be contemporary (not just historic), that the community (or cultural group) should be identifiable, and that there should be continuity of association over a period of some years. A community or cultural group may be any group of people whose members share a locality, common interest, experience or tradition.

The criteria refer to ‘community or cultural group’. In this report we use ‘community’ as short hand to include ‘cultural group’. We have adopted a broad definition of communities and cultural groups as those that can be defined by shared culture, beliefs, ethnicity, activity or experience. The community or cultural group needs to have a recognised identity.

To establish National Heritage value, it is considered that the community or cultural group itself needs to be recognised at the national level, and that this community or cultural group needs to form part of national identity, or be significantly associated with a national story or theme which forms part of national identity.

For example, the Australian War Memorial is acknowledged as having national social significance for Australians, especially veterans and their families. War veterans, as a cultural group, form a significant part of how Australians have constructed our national identity and the major wars Australia has participated in are also part of national themes and storylines. Moreover, the Australian War Memorial is the national focus for annual memorial ceremonies, and the importance of these ceremonies is reinforced through the many local ceremonies that occur across Australia on these memorial days.

These considerations are also directly relevant to consideration of aesthetic value.

### Assessing Social Significance

Methods designed to identify and assess social significance need to:

- identify and confirm community and/or cultural group;
- identify and confirm potential associations, including the nature and extent of these associations;
- assess whether any significance arises from those associations;
- clarify which aspects of the place contribute to social significance (‘aspects’ may refer to fabric-based elements of the place such as structures, plantings etc; or to

- uses, activities, events, traditions and practices etc); and
- assess the relative importance of that place compared to any others valued for similar reasons by that community or cultural group.

The information gathered is then analysed and tested against the criterion, and a statement of social significance is prepared, along with a summary of the evidence and any significance indicators associated with the criteria supporting that statement.

Places with strong and special associations with a community or cultural group will be those where important meanings arise from those associations. Places that are important to a community or cultural group could include those that:

- represent a locality and its meanings;
- act as a reference point for the identity of the group or community, including providing connections between the past and present and representing collective meanings; and
- represent a strong or special attachment developed from long use and/or association.

A framework to assist in applying Criterion (g) was developed for the Regional Forest Agreement process (Australian Heritage Commission and Conservation & Natural Resources (Victoria) 1994) and is included in Appendix C.1.

## **Methods and Results**

Assessing social significance involves understanding associations and meanings, and the values attributed to the place through direct consultation with associated people.

A range of methods was used to:

- identify and understand the communities with potential associations with the Parliament House Vista;
- discover the nature of the associations; and
- understand whether the associations gave rise to social value.

### ***Associated Communities***

Potential associations and meanings arise primarily from direct experience of a place, in this case, the Parliament House Vista.

The first step taken was to identify those communities most likely to have associations with the Parliament House Vista (see Appendix C.2).

The second step was to group those communities thematically according to the nature of their particular relationship with the Parliament House Vista, resulting in seven groupings:

- Political and Public Life - a group which includes people involved in political life, and, for example the parliamentary press gallery;
- Workers and Volunteers - a group which includes public servants and those associated with the machinery of government; people providing services/associated with keeping things running, for example gardeners, catering staff, volunteers working at places within the study area, and people working in cultural institutions within the area, for example the National Gallery of Australia;
- Users of spaces - local people who use spaces in the study area for recreation, relaxation and attending events or visiting cultural institutions;
- Tourists - including people who visit Canberra and the Parliament House Vista and tour operators who take them there;



- Professional interest - this group comprises architects/designers, planners and engineers;
- Australians - a broad and general group accessed through the views of selected writers and commentators who write about Australian identity and what Canberra means in that context; and
- Veterans and veterans' families - a discreet group of people generally associated with the Australian War Memorial and ceremonial spaces of Anzac Parade.

### ***Assessing Social Significance of the Parliament House Vista***

For this project, the approach to assessing social significance was based on the following targeted actions which were matched with the potential associated communities described above and summarised in Table 3. The detailed methodology is attached as Appendix C.3.

<b>Table 3. Potentially associated communities and methods of contact</b>	
<b>Group</b>	<b>Method</b>
Political and Public Life	Web survey
Workers and Volunteers	Web survey
Users of spaces (local)	Web survey
Tourists (domestic and overseas)	Assessment of tourism promotional literature including tour planning websites
Professional interest	Focus group and web survey
Australians	Focus group
Veterans and veterans' families	Contact with the Australian War Memorial about existing relevant research.  Web survey via contacting returned service organisations.

In addition, as part of the process of researching potential Indigenous heritage values, some evidence was obtained related to potential social values. This is provided below, followed by a summary of the other methods used.

### **Indigenous heritage values**

Consultations with a representative of the Buru Ngunawal Aboriginal Corporation provided the following information:

- Black Mountain and Mount Ainslie were part of a Ngunnawal cultural landscape and the two peaks represented a woman's breasts; and
- Black Mountain was an important place for both male and female secular and spiritual activities for traditional Ngunnawal people (Don Bell, Ngunnawal Elder, personal communication, 2006).

### **Method 1. Web-based questionnaire**

An on-line survey of 10 questions was hosted on the National Capital Authority website for four weeks from 12 May to 9 June 2006. A copy of the survey is included as Appendix C.4. The web survey was designed to capture a broad geographic spread of people with potential associations with the Parliament House Vista.

The questionnaire comprised a series of questions designed to identify and understand the nature of the respondents' associations and the frequency and length of their associations. A series of statements about the Parliament House Vista, along with open questions, gave respondents the opportunity to express their views on the values of the place and why it is (or is not) important to them personally.

Promoting the web survey was a key action for its success in terms of generating visits to the web site and completion of the questionnaire. The web survey was promoted by the NCA (see Appendix C.5 for details of publicity undertaken). Contact was made by telephone and e-mail with the key organisations/groups listed below to invite them to participate in the web survey. These organisations/groups were thought likely to be associated communities, representatives of or access points to such communities:

- Federal Parliament Press Gallery – president and then some 20 individuals picked at random from the list of members;
- Canberra Region Tourism Operators Association - for tour operators in the Parliament House Vista;
- ACT Tourism - for tour operators in the Parliament House Vista;
- Australia/Britain Society;
- National Capital Education Tourism Project - for school groups in ACT and interstate;
- National Capital Attractions Association - for tour operators in the Parliament House Vista;
- Australian War Memorial - volunteers and staff;
- National Gallery of Australia - volunteers and staff;
- National Library of Australia - volunteers and staff;
- Blundells Cottage – volunteers;
- Canberra Horticulture - gardeners working in the Parliament House Vista;
- Lobby Restaurant - catering staff working in the Parliament House Vista;
- High Court of Australia - staff working in Parliament House Vista;
- Naval Association - veterans;
- Army - veterans;
- Vietnam Veterans Association ACT -veterans;
- RSL -veterans;
- RAAF Association ACT -veterans; and
- Returned Sisters, RSL -veteran nurses.

### ***Results from the Web-based questionnaire***

A total of 115 responses were received. All respondents were drawn from Canberra with the exception of four visitors from outside Canberra (three from Australia – Inaloo, Geelong, and Melbourne, and the fourth from Canada). All respondents had first hand experience of the Parliament House Vista. This is, perhaps, due to publicity centring on Canberra rather than achieving national exposure. A copy of the web survey questionnaire analysis is included as Appendix C.4.

### ***Who responded?***

The majority of respondents, 86%, described themselves as current Canberra residents with a further 6% describing themselves as previous Canberra residents.

Visitors to Canberra, who also visited the Parliament House Vista, totalled 3% of the respondents. They were from Inaloo, Geelong, Melbourne and Canada.

The primary reason for visiting the Parliament House Vista was work: 31%;

leisure/recreation; 21%; and showing visitors around: 8%.

In terms of how often respondents visited the Parliament House Vista 40% visited daily; 28% rarely; 19% weekly; and 10.5% monthly.

Twenty-eight percent of respondents identified themselves as veterans/family of veteran as well as being Canberra residents.

<b>Table 4. Associated Communities</b>		
<b>Associated Community</b>	<b>Number of responses</b>	<b>Percentage of total respondents</b>
Current Canberra residents	99	86%
Used to be a Canberra resident	7	6%
Visited Canberra and PHV	4	3%
No response	5	5%
Total respondents	115	100%

<b>Table 5. Main Reason for Visiting</b>		
<b>Main Reason for visiting</b>	<b>Number of responses</b>	<b>Percentage</b>
Attend events	4	3%
Holiday/visiting friends and relatives	1	1%
Leisure/recreation	30	21%
Showing visitors around	12	8%
Sightseeing	4	3%
Volunteer	7	5%
Work	44	31%
Veteran/family of veteran	40	28%
TOTAL	143	100%

Following analysis of data from the web questionnaire, the description of the associated communities was revised to the following:

- Canberra residents;
- Australians; and
- Veterans.

We did anticipate that veterans/families of veterans would be a national/Australian community but the questionnaire attracted responses only from those living in Canberra. An analysis of the data revealed that the views of Canberra residents and the views of veterans and families of veterans matched. For this reason, veterans and families of veterans are included within the associated community of Canberra residents. This produces two associated communities and data is analysed in this report with reference to the two associated communities:

- Canberra community; and the
- Australian community.

No smaller or other communities recognised by Australians as a community forming part of our national identity were identified.

The sample of Australians living outside Canberra is relatively small. Other evidence was therefore compiled in relation to the values of Australians as a community (see below).

### ***The importance of the Parliament House Vista***

Questions 7 and 8 asked respondents to consider a range of statements about the Parliament House Vista and then to explain why the place is important to them personally.

Analysis of these questions reveals that, without exception, respondents regard the Parliament House Vista as an important place to the Canberra community, to Australians generally and to them personally.

When asked if they thought Parliament House Vista is known to, and valued by, people other than themselves, 32% of respondents indicated that Australians would be likely to value it.

### ***Value statements***

Question 7 posed a series of statements about the Parliament House Vista and respondents were offered five possible responses: strongly agree; agree; neither agree nor disagree; disagree; strongly disagree.

The overwhelming majority of respondents either strongly agreed or agreed with all statements. There is no significant difference between the identified associated communities in terms of the responses given. A minor exception is in terms of agreement with the statement '*The Parliament House Vista is a place of protest*' which, although still substantially supported, achieved a marginally lower level of agreement to the consistently strong agreement with all other statements. Even so, existing references to social value within the register listings and management plans do mention the Parliament House Vista as a place for people to protest against government decisions.

**Table 6. Strength of Agreement with value statements (Q7 with highest first)**

<b>Statement</b>	<b>Strongly Agree or Agree (%)</b>
The Parliament House Vista is an important Canberra landmark	98
The Parliament House Vista is a place used for ceremonies, festivals and events	96
The Parliament House Vista is important to Canberra people	93
The Parliament House Vista is a beautiful area	92
The Parliament House Vista connects Australia's political history from past to present	89
The Parliament House Vista evokes important national memories	88
The Parliament House Vista is a place to learn and find out	88
The Parliament House Vista is a dramatic and powerful landscape	86
The Parliament House Vista is a place where people can participate in important national events	84
The Parliament House Vista is an important symbol of Australian national identity	82
The Parliament House Vista is important to Australians in general	79
The Parliament House Vista is a place of commemoration	75
The Parliament House Vista is an important symbol of Australian	75

**Table 6. Strength of Agreement with value statements (Q7 with highest first)**

Statement	Strongly Agree or Agree (%)
democracy	
The Parliament House Vista is a place of protest	60

Another area of difference worth noting is the response of the 31% of respondents who indicated that work is their primary reason for visiting the Parliament House Vista. Of these workers, the majority (84%) showed no major differentiation to the overall sample in their response to the statements in Q7. However, 16% disagree/strongly disagree with a number of the statements and one of these respondents commented that Parliament House was, ‘overall not important’. The value statements in Q7 with which the 16% disagreed/strongly disagreed are:

- The Parliament House Vista is a place of commemoration
- The Parliament House Vista connects Australia’s political history from past to present
- The Parliament House Vista is an important symbol of Australian national identity
- The Parliament House Vista evokes important national memories
- The Parliament House Vista is an important symbol of Australian national identity
- The Parliament House Vista is a place where people can participate in important national events
- The Parliament House Vista is a place to learn and find out
- The Parliament House Vista is important to Australians in general.

***Why is the Parliament House Vista important to you personally?***

Question 8 asked respondents to describe why the Parliament House Vista is an important place to them personally. An analysis of the reasons given clustered around the main themes listed below. These are discussed at the end of this section in more detail as they relate to each associated community.

- **Symbolism** – the Parliament House Vista as the heart of Canberra and a place which embodies, for many people, a connection to Australia’s heritage and engenders in them a sense of pride.
- **An iconic representation of Australian nationhood** – linked to symbolism. People have a pride in the Parliament House Vista and in what it represents to them. Tourism materials focus on views along the Land Axis – such as aerial views of Canberra in which the Parliament House Vista is a distinctive and clearly recognisable element. In terms of its representation to tourists and visitors, Canberra is the Parliament House Vista.
- **A place available to the people** – the area is accessible to people from all walks of life for commemoration, festivals, events and family gatherings and is valued for this accessibility.
- **Beauty, design and views** – expressed in terms of the appreciation of the views along the axes, and in recognition of the Parliament House Vista’s place in the overall design by Walter Burley Griffin.
- **A place in which local knowledge is held** – Canberra people represent the repository of that local knowledge, stories and its interpretation to wider communities.
- **A place of order and monuments** – a controlled environment which has to be experienced in order to be fully appreciated and understood.



### ***Length of Association***

Fifty-three percent of respondents have an association with the Parliament House Vista which goes back at least 11 years; 38% have an association of 0-10 years; 27% an association of 11-24 years; and 26% an association of 25 years or more.

### ***Are the views expressed linked to length of association?***

Answers given in Q7 were tested against the length of association to see if length of association with the Parliament House Vista has any relationship to the way in which people responded. The results are discussed below.

#### ***0-10 years***

Seventy-six percent of respondents with an association of between 0 - 10 years strongly agree/agreed with all statements. The lowest level of agreement (50%) was with the statement that the Parliament House Vista is a beautiful area.

#### ***11-24 years***

Eighty-seven percent of respondents with an association of between 11 - 24 years strongly agree/agreed with all statements. The statement 'The Parliament House Vista is a place of commemoration' attracted an agreement response which was significantly lower in this group than in the other two, ie. 52% as against 70% (0-10 years) and 77% (25 years and over).

#### ***25 years plus***

Eighty-eight percent of respondents with an association of 25 years and over strongly agree/agreed with all statements. This group was more likely than the other two groups to recognise the Parliament House Vista as a place of protest and also more likely to see it as a beautiful area.

### ***Conclusion***

In conclusion, all statements have been validated as true by an overwhelming majority of respondents to the survey which indicates that the strength of attachment is not firmly linked to the length of time a particular community has been associated with the Parliament House Vista. The attachment is strong in all cases although it rises at a length of association of 10 years and over.

### **Method 2. Focus group**

A focus group was held on 23 May 2006 at the NCA offices in Canberra. It was designed to capture an impression of how the Australian community views the Parliament House Vista, and it involved commentators, writers and representatives of organisations with an interest in Australian identity and what Canberra means in these contexts. The focus group was well attended with 13 people representing:

- the National Trust,
- Walter Burley Griffin Society,
- Planning Institute of Australia (ACT Branch),
- Canberra and District Historical Society,
- National Capital Authority,
- University of Canberra,
- ACT Heritage,
- Engineering Heritage Australia, and
- individuals – architect, engineer, historian, academic, landscape architect.

Discussion at the focus group was structured around the following topics/questions.

- What the Parliament House Vista means to the participants as individuals.
- What the Parliament House Vista means to the wider community of Australians.
- The symbolic meanings of the Parliament House Vista.

As a last contribution, and reflecting on all that had come up in the focus group, participants were asked to write a short statement about why they believe the Parliament House Vista is of social significance and to whom.

### ***What does the Vista mean to Australians?***

It was recognised that the Parliament House Vista is a significant place in terms of its design, its symbolism and its role in Australian national memory and identity-building.

Participants believed that Parliament House Vista is, or should be, a place for the people, and a place of meaning and value for Australians. They also believe that, at this time, Australians do not necessarily recognise the Parliament House Vista's value to them. This is seen as being due, in part, to the lack of awareness of Canberra. As one participant put it:

‘The PHV could (and should) be of social value to all Australians. I do not think it is to many because they do not know its story.’

Participants felt very strongly that the story of the Parliament House Vista (and Canberra) has multiple layers which should include all elements of the place's history, Aboriginal and non-Aboriginal. Participants also believed that, in order to appreciate what the Vista is about, it has to be experienced.

There was also a view that the Parliament House Vista's iconic values dominate at the moment and that the balance is not in favour of ‘the people’. The military in particular was felt to be too dominant at the expense of other values.

In conclusion, the focus group discussion suggested that it is not Australians in general who have a special attachment to the Parliament House Vista, at least not at the moment. It is the people of Canberra who have strong attachment to, and appreciation of, the Parliament House Vista. It is the Canberra community which holds the key to interpreting the Parliament House Vista to Australians through their local knowledge and stories which go beyond the history of the national capital.

### **Method 3. Interviews**

Gardeners and catering staff were identified as two groups of people working in the Vista. Interviews were held with 13 gardeners at their place of work in Canberra and talked around the following questions.

- How long have you had a connection with Parliament House Vista?
- Does the Parliament House Vista have particular associations or meanings for you, personally?
- Is the Parliament House Vista important to you?

In summary, the older gardeners have an association with the Parliament House Vista which extends for 8-10 years. They have an excellent sense of the history of the environment in which they work, understand the need to keep it looking good and value it as a unique part of Australia.

It is worth noting here that the gardeners' views are more in keeping with the web survey questionnaire respondents as a whole rather than the 16% of workers who felt less attachment to the place.

Efforts were made to interview the operators of some restaurants in the study area. However, for various reasons these produced no results.

#### **Method 4. Review of Canberra tourism material**

Tourism materials were sampled to see how the Parliament House Vista is represented. Tourism images provide an 'expert' opinion of places that will have a strong appeal to the wider community and will attract people to visit a particular place. They may also be designed to have a particular cultural resonance with selected audiences. Images seen before visiting are likely to shape visitors' expectations of a place.

##### ***Introduction***

Postcards and tourism materials were collected and several tourism websites looked at to assess the images used to represent Canberra to tourists.

The following analysis is not a comprehensive assessment of all tourism materials but a strategic sampling which reviews and analyses general and online tourism materials, including the imagery of postcards, illustrated tourist maps and other tourism material. This section outlines the strategic sampling undertaken to assess which aspects of Canberra are represented as tourism destinations, and how.

Key questions considered when surveying the tourism material included:

- What is/are the main image/s used to promote Canberra?
- What is/are identified as 'must see(s)'?
- What does the tourism material website say about the place?
- How is the Parliament House Vista represented?

This section presents the results.

The range of tasks undertaken provided a rich collection of material to draw from in the analysis of social and aesthetic values.

In brief, the data collected includes:

- images that include the Parliament House Vista – looking at images of Parliament House Vista in current postcards and tourist information; and
- the tourist view - an analysis of the image of Canberra presented to tourists from outside of Canberra, covering selected tourist maps, guidebooks, English language international tourism websites, and local websites.

##### ***Images of Parliament House Vista on Postcards***

A sample of 27 postcards was collected from:

- Canberra and Region Visitors Centre, 330 Northbourne Avenue, Dickson (purchased on request, packet of five cards);
- Canberra Airport, Newslink (purchased); and
- Old Parliament House Shop (purchased sample included a souvenir envelope and a 13-image foldout multi-image postcard).



Images depicted were reviewed and analysed then grouped into the following:

- Axial views of the Parliament House Vista originating at Mount Ainslie and terminating at Red Hill which forms the backdrop to the Parliament House Vista (a few also in the opposite direction).
- Axial views originating at Parliament House on Capital Hill and terminating at the Australian War Memorial, and visa versa (predominantly originating from AWM and looking towards Capital Hill).
- Oblique aerial views that include Lake Burley Griffin and/or cross the Parliament House Vista.
- Buildings and monuments in the landscape: individual buildings within the Parliament House Vista in their landscape (lawn or forecourt) and/or Lake foreshore setting (current and historic).

Very few of the postcard images include people or have recreational and leisure activities as their primary focus. Of those few that do, a lone cyclist at sunset beside Lake Burley Griffin and hot-air ballooning are shown in relation to the Lake, the Parliament House Vista, or the broader Canberra landscape as a picturesque scene.

### ***Other tourism/education media***

A sample of tourism material was collected from:

- Canberra and Region Visitors Centre, 330 Northbourne Avenue, Dickson (collected from site and information package sent to prospective Canberra and region visitors on request); and
- Black Mountain Viewing Tower (pamphlets collected from Tourism literature rack).

### ***Images depicted***

Three hundred and seventy seven images on a sample set of free brochures on Canberra and other tourist sites have been analysed.

The most common images used in these materials are:

- views of parts of the Vista (90 examples);
- Lake Burley Griffin as setting for events, activities or elements within Parliament House Vista (26 examples);
- people in the Vista (corresponding to the advertising slogan 'See yourself in the nation's capital' (19 examples)); and
- views emphasising the Vista (15 examples).

The next most common types of images illustrate what to do in Canberra/in the Vista or on Lake Burley Griffin: people and places elsewhere (85), dining out (76), artworks/collections (36), the outdoors/Canberra parks and gardens (12), shopping (11) and performance art (8).

Only a small number (six in total) of historical images were identified.

### ***Websites***

The purpose of the website survey was to establish an impression of the imagery being used to promote Canberra to interstate and overseas markets. The following sites were briefly surveyed: Lonely Planet (<http://www.lonelyplanet.com/worldguide/destinations/pacific/australia/canberra/>), Rough Guide (<http://travel.roughguides.com/roughguides.html>), and Fodor's (<http://www.fodors.com/miniguides/index.cfm?destscope=australia#list>). These sites were selected on the basis they are targeted at a broad cross-

section of types of travellers in terms of age, demographic, and cultural interests, for example. Following a preliminary review, the Lonely Planet site was selected for a more in-depth review: as it is an Australian site, as well as serving the interests of a broad range of travellers. The Lonely Planet website describes Canberra as,

‘A smooth lake, a glamorous gallery and a whole lotta politics.’

‘...a picturesque spot with beautiful galleries and museums, as well as excellent restaurants, bars and cafes.’

Three of the five images in Lonely Planet’s ‘Image Gallery’ are related to the Parliament House Vista, in particular the view down Anzac Parade towards old and new Parliament Houses. The two other images show places within the Vista: a façade detail of the Australian War Memorial and large beds of tulips in Commonwealth Park for Floriade. The remaining images are of public art, and the AIATSIS building (Australian Institute for Aboriginal and Torres Strait Islander Studies).

The ‘Visit Canberra’ tourism website covering Canberra and the surrounding region includes a section on outdoors and nature under ‘Attractions’, which provides the following description of the view from Mount Ainslie (no corresponding image is provided),

‘Mount Ainslie Lookout is the perfect place to view the unique layout of Canberra, especially the magnificent Land Axis which forms a key feature of the original 1912 plan for Canberra by Walter Burley Griffin. Views from the lookout encompass the parliamentary triangle, Lake Burley Griffin, many of Canberra’s National Attractions and the mountain ranges that surround the city. Views of the Australian War Memorial, Anzac Parade and Parliament House are especially good from this lookout.’ (www.visitcanberra.com.au)

### ***Summary and Conclusions***

The sample suggests the main images in tourist materials are:

- views of the Parliament House Vista;
- events;
- buildings and parks in the Parliament House Vista; and
- Lake Burley Griffin.

The Parliament House Vista is the predominant image in the promotion of Canberra to potential visitors to the nation’s capital. The Parliament House Vista is, as such, Canberra’s tourism landmark and icon.

## **Method 5. Existing Research**

### ***Attitudinal Research into the Parliamentary Zone***

A summary of research carried out by Orima Research (July 2005) looking at perceptions of the Parliamentary Zone was reviewed (‘...a key-hole shaped area of land bounded by State Circle, Commonwealth and Kings Avenues and Lake Burley Griffin’, at <http://www.nationalcapital.gov.au/corporate/publications/pzone/>) - in the context of how visitors/tourists perceive Canberra.<sup>1</sup> The summary findings were reviewed for relevance to the current project. Key findings that reflect aspects of social significance are:

- a pride taken in the area which they view as being of national significance;
- a belief that the area is of importance to Australians;

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<sup>1</sup> The boundaries of the zone are within, but not the same as, the Parliament House Vista. The sample of 32 participants was drawn from Canberra residents.

- tourism participants viewed the area as the foundation of explaining Canberra to tourists;
- the idea that the area represents the collective Australian personality;
- reasons for visiting included recreation and to attend events and exhibitions (although it is noted that a portion of the sample was drawn from workers in the zone);
- there are stories to be told; and
- belongs to all of us.

### ***National Perceptions Study***

A national survey, '*Australians' Perceptions of their National Capital*', was undertaken by the University of Canberra in 2006 for the National Capital Authority (Ritchie & Leon-Marillanca 2006). The study was undertaken for tourism marketing reasons<sup>2</sup> and surveyed 1,002 Australians to '...provide an understanding of Australians' perceptions and attitudes concerning the national capital (Canberra).' Seventy-four per cent of respondents had visited Canberra previously; mainly for a holiday or to visit friends and relatives.

Overall, respondents placed Parliament House and the Australian War Memorial at the top of a list which ranks the places most recognised as symbols of Canberra. These places mark the ends of the Parliament House Vista and, while responses concern Canberra as a whole, the findings do have relevance to social value in terms of the Australian community. In particular, the following key findings are of interest (Ritchie & Leon-Marillanca 2006, p. 2).

70.6% of respondents first impressions of Canberra were associated with politicians/parliament

64.6% of respondents strongly agreed that Canberra has a political focus

Approximately 56% of respondents agreed that Canberra reflects national values; 69.9% that it represents democracy and 66.9% that it represents Australian history.

A total of 91.6% agreed or strongly agreed that the national capital should be something Australians are proud of while 83.7% agreed or strongly agreed that the national capital should symbolise Australians ideals and aspirations.

With regard to values, the survey found that,

'Over half of respondents perceived that the national capital reflects national values and in particular Australia's defence force history, democracy and Australian history. Overwhelmingly respondents perceived that the national capital should be something Australians are proud of...'

Responses to a range of value statements are reflected in the following table.

One of the study's conclusions is that people who have visited the capital are more likely to perceive Canberra as representing '...a range of national values.' (Ritchie & Leon-Marillanca 2006, p. 37).

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<sup>2</sup> Particularly to assess the impact on perceptions of prior visiting or watching the Australia Day Live Concert telecast.

<b>Statement</b>	<b>Percentage agree/strongly agree</b>
Canberra reflects national values?	55.4%
Canberra reflects Australian lifestyle?	27.3%
Canberra reflects mateship?	21%
Canberra reflects Australian democracy?	69.9%
Canberra reflects Australia's history?	66.9%

**Method 6. Previous social significance assessments**

This section examines relevant register listings for social significance. It also considers aspects of social significance relevant to the Parliament House Vista from previous assessments of specific places and spaces within the Vista (for example, the draft Old Parliament House & Curtilage Heritage Management Plan, since completed).

The purpose of this work was to build a picture of social significance as currently recognised in statements of significance for existing heritage register listings, to identify potential associations and to inform work with potentially associated communities.

***Register Listings***

Mention of social value Criterion (g) was researched for the following:

- all places listed as a part of the Parliament House Vista, (refer to the list at Appendix C.6); and
- individual place listings which are in the Parliament House Vista.

***Conservation Management Plans and Related Studies***

The following conservation management plans or related studies for places in the Parliament House Vista were reviewed in order to assess social significance as it relates to the Parliament House Vista as a whole:

- Freeman Collett & Partners 1995, Central National Area – Canberra: Heritage & Environment Study.
- Conroy, S 2005, Consultation Report, Kings Park Plan of Management.
- Marshall, D & D Firth 2006, National Carillon and Aspen Island Management Plan, Draft 9.
- Pearson, M, G Crocket & Bligh Voller 1995, Australian War Memorial Conservation Management Plan.
- Pearson, M, C Burton, D Marshall 2005, Parliamentary Zone Arts and Civic Campus Conservation Management Plan.
- Pearson, M, M Betteridge, D Marshall, B O’Keefe & L Young 2000, Old Parliament House Conservation Management Plan.
- Context 2006, Old Parliament House Gardens Precinct Management Plan.

***Summary and Conclusions***

Social significance themes arising from register listing statements of significance and commentary in conservation management plans:

- Association with the broad Australian community as a symbol of Australia and the

Federal Government which is reflected in the fact that the area is used as a place for memorials; a focus for tourists.

- A focus for people demonstrating against government decisions.
- Landscape spaces within the Parliament House Vista are important for social activities; this includes Lake Burley Griffin which is a focus for water-based activities, triathlon and major public events and includes the Sculpture Garden as an outdoor gallery and venue for public events.
- Landmark value of places within the Parliament House Vista, for example the National Carillon, Commencement Column as the selection of a site for Canberra; as a meeting place.
- Symbolic focus, for example the High Court of Australia as the pinnacle of the justice system in Australia; the Australian War Memorial as a focus for ceremonies and memorialisation.

Existing assessments of social significance, where relevant to the Parliament House Vista, focus on the place as a landmark, a place for people to gather, and as a symbol of Australian national memory, government and institutions.

### **Community Perceptions, Meanings, Associations**

This section of the report describes the ideas about the Parliament House Vista that emerged from the analysis of data described in the previous sections. It analyses the two associated communities - the Canberra Community and the Australian Community - in terms of themes emerging from the data. The themes are summarised below.

- **Symbolism** – the Parliament House Vista as the heart of Canberra and a place which embodies, for many people, a connection to Australia’s heritage and engenders in them a sense of pride.
- **An iconic representation of Australian nationhood** – linked to symbolism. People have a pride in the Parliament House Vista and in what it represents to them. Tourism materials focus on views along the Parliament House Vista; aerial views of Canberra in which the Parliament House Vista is a distinctive and clearly recognisable element. In terms of its representation to tourists and visitors, Canberra is the Parliament House Vista.
- **A place available to the people** – the area is accessible to people from all walks of life for commemoration, festivals, events and family gatherings and is valued for this accessibility.
- **Beauty, design and views** – expressed in terms of the appreciation of the views along the axes, and in recognition of the Parliament House Vista’s place in the overall design by the Griffins.
- **A place in which local knowledge is held** – Canberra people represent the repository of that local knowledge, stories and its interpretation to wider communities.
- **A place of order and monuments** – a controlled environment which has to be experienced in order to be fully appreciated and understood.

The section on the Canberra community is more extensive and a range of quotations<sup>3</sup> from the web-based questionnaire and the focus group are used to illustrate the themes which emerged from an analysis of the data.

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<sup>3</sup> Quotations are not attributed to any particular individual to protect privacy.

Where significant differences in perception are apparent these are highlighted. However, in general, the perceptions are remarkably consistent across all respondents.

## **The Canberra community**

### ***Symbolic***

Data gathered during the project shows that the Canberra community recognises the Parliament House Vista as a special place which they see as at the heart of Australian national identity and what it is to be an Australian. For the Canberra community, the Parliament House Vista symbolises commemoration, democracy, national memory and history and is an iconic representation of Canberra.

The Parliament House Vista weaves together these symbols for the Canberra community and gives them a real sense of their place in Australian history and engenders in them a sense of pride.

There is also a sense of being able to ‘read’ the history of the twentieth century in the Vista thus making the intangible, tangible.

‘...the Vista as an Australian history book.’ (focus group participant)

‘It reflects a national pride and presence.’ (Canberra resident)

‘It is open and free for all people to appreciate and enjoy and be proud of.’ (Canberra resident)

‘It embodies many of our Australian ideals of equality, egalitarianism and even mateship.’ (Canberra resident)

‘...it has so many of the important parts of Canberra in it.’ (Canberra resident)

‘A defined area encompassing our democratic institutions’ (Canberra resident)

‘...represents when the nation came together from states to nation, represents history of Australia’s development, represents democracy, memorialises important national events, emotionally evocative – that I am a part of this greatness.’ (Canberra resident)

### ***Iconic***

The Canberra community sees the Parliament House Vista as the central focus for Canberra; the beginning of the capital as well as an iconic landmark.

‘It is the heart of Canberra.’ (Canberra resident)<sup>4</sup>

‘This vista is important to me as it [is] the birth place of Canberra as a National Capital...’

‘It is the most recognised image of Canberra...’

‘It is Canberra’s ‘trademark’ or ‘brand’. Without it Canberra is just another city.’ (Canberra resident)

Also of relevance to this sense of attachment is the fact that, for some members of the Canberra community, the city and the Parliament House Vista was created during their lifetime, or as they were growing up. One focus group participant commented,

‘...it was something that you also lived, as it was being developed, as it was being planned, as it was

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<sup>4</sup> This might be the physical heart but might also be related to the PHV’s role as being the symbolic heart of the nation: see section on symbolism

growing...'

### ***Beauty, design and aesthetics and the view along the vista***

The Canberra community values the Parliament House Vista as a place of beauty and dramatic views.

'...the corridor from Parliament House to Mount Ainslie is a beautiful space.' (Canberra resident)

'It is very beautiful.' (Canberra resident)

'Parliament House Vista is without doubt a beautiful place to walk, talk and meet.' (Canberra resident)

'it is a striking design element of the city linking (aesthetically and philosophically) key public buildings and facilities that are central to the identity of modern Australia.'

'It is a beautiful area...'. (Canberra resident)

'It is aesthetic beautiful [sic] and is a central part of Canberra's and Australia's history.' (Canberra resident)

'...you couldn't hope for a better view...'. (Canberra resident)

'I associate PHV with the characteristics of the vision of Canberra as a garden city, planned to be beautiful ...'. (Canberra resident)

'I love going to the area as for me it is a place of beauty, a place of history a place for all Australians...'

'We fly tourists over the vista in hot air balloons 220 days a year. Most passengers...really appreciate the combination of Canberra icons with the natural landscape all set within Griffins design concepts.'

It is a place of recreation for the Canberra community but, more so, the design is seen as a part of the place's embodiment of important national history and values and as part of the Griffins' design vision for Canberra:

'It is the central concept of Griffin's design.' (Canberra resident)

'...at dusk the vista opens to an amazing panorama - providing the viewer with a strong sense of space and amenity, openness, of being Australian and of being part of a democratic process.' (Canberra resident)

'It connects Australians with the heritage of their past.' (Canberra resident)

'...it is a part of Walter Burley Griffin's original plan and is historically important.'

'The vista encompasses the legislative, judicial and social structures that represent our nation. These need a strong landscape to link them and present a good image of the heart of our nation to the nation and the world.'

One questionnaire respondent (Canberra resident and veteran) commenting on aesthetics, expressed concern that the questionnaire neglected the Aboriginal tent embassy and felt that its absence suggested a sub text aimed at its removal.

### ***A place for the people***

For the Canberra community, The Parliament House Vista represents a place for them and for the people of Australia; a place where people from all walks of life can gather together for commemoration, festivals, events and for protest. The Canberra community has a strong sense of attachment to the place for these reasons and values it for the opportunities it presents to them and to Australians in general.

‘There are not so many other places in Australia where a gathering is enveloped in so much important history.’ (veteran/family of veteran)

‘It’s where people come together. It’s important that it is allowed to be used even when a group disagrees with the people inside parliament house.’ (Canberra resident)

‘[The Parliament House Vista] Provides a statement that the national capital is important, as it has been planned and the area reserved to be special for the Australian people.’(Canberra resident)

‘...places for leisure, learning, reflection, commemoration, activity and rest; places for the people, for the Parliament. There is something to represent all Australians...whether they realise it or not.’  
(Canberra resident and veteran/family of veteran)

### ***A place in which knowledge is held***

The Canberra community feels that the Parliament House Vista is a place where they can learn which suggests that they believe knowledge is held there. It might be in the institutions for example the National Library of Australia, or in the landscape. It might be for book learning or may be experiential and link in to the symbolism of the place.

To an extent, the learning and knowledge cannot be separated from the symbolism or from the belief that the Parliament House Vista is an embodiment of Australian history and identity.

For focus group participants, knowledge was very much something that is held by the Canberra community in keeping for the nation. Participants had a strong view that the Canberra community holds the knowledge and the stories which enable a complete picture of the Parliament House Vista to be presented. To them, the place is a layering of history, both Aboriginal and non-Aboriginal, which needs to be unpicked and presented to the wider Australian community by the Canberra community.

### ***A place of order and monuments***

The Canberra community recognises the importance of the formal structure of the Parliament House Vista in contributing to its overall impact. To a large extent, the appreciation of order and monumental design is combined with aesthetic impact for the Canberra community.

The physical experience of the space is powerful and monuments generally intimidate (focus group participant) but, for the Canberra community, it is also a space which they can relate to and enjoy on a human level.

‘It is the centre showpiece of Canberra.’ (Canberra resident)

‘Provides a statement that the national capital is important...’

‘It’s the central visual image of the planned national capital from the bush to the formal seat of power.’

‘The vista encompasses the legislative, judicial and social structures that represent our nation. These need a strong landscape to link them...’ (Canberra resident)

‘I find the scale very impressive, the corridor from Parliament House to Mount Ainslie is a beautiful space. I admire the orderly (formal) landscaping that slashes through the ‘natural bush’ on the perimeter, the contrast is spectacular’ (Canberra resident).

‘A lot of people find it un-Australian, they think it’s like an Eastern block, it’s fascist, it’s all too formal. It’s only as Canberrans that we appreciate the subtleties and nuances and topography’ (focus group participant)



The contrary view was also expressed:

‘It’s just a big empty space that no-one goes to much because there’s nothing there to attract people. There’s 10,000 acres of park in Canberra but you never see anyone in them because they’re too lonely.’

### **The Australian community**

While views were presented and discussions held about the symbolic importance of the Parliament House Vista to the Australian community, these investigations provided limited data of value to help understand the values of the wider Australian community.

Four visitors’ views on the Parliament House Vista did not differ significantly to those of the Canberra community in that they too recognise the place as a significant designed landscape and appreciate its beauty. Only one of the three visitors commented on the Parliament House Vista’s importance to them,

‘The Parliament House Vista represents a highly significant cultural landscape born out of the original plan for Canberra by the eminent landscape architect, Walter Burley Griffin. The significance of the vista is also because of the later alterations and additional cultural buildings that now form part of the area’ (visitor from Geelong, Victoria)

Data on the potential values which can be ascribed to the Australian community was provided through the focus group and the tourism survey in particular, with web questionnaire respondents also providing comments on values which they believe to be held by the Australian community.

The focus group participants felt strongly that while the Parliament House Vista is imbued with ‘immense significance to all Australians’ they do not necessarily recognise this. The perceived potential value lies in the design philosophy, the layering of history and the national identity and myth making which the Parliament House Vista weaves together.

‘...how many other non-Canberran Australians know of its existence? I would suggest not many – they know of and visit places within the vista eg, Parliament House and the Australian Memorial but not many would appreciate fully the layers of history and symbolizing imbedded in the vista. This is to [sic] problem which we have to address, the symbolizing must be projected out to more of Australia than it is now.’ (focus group participant)

Web-based tourism information strongly promotes the symbolic role of Canberra as the place to experience what it means to be Australian and as the place which defines Australian identity and nationhood.

The leading item on the Canberra Tourism website promises:

‘What does it mean to be an Australian? To find out, come and see the one city designed to reflect an entire nation.’ (<http://www.canberratourism.com.au/>)

It goes on to provide advice on how to reveal what it is to be Australian:

‘Canberra is a special place to all Australians. Its famous attractions – places like the Australian War Memorial, Old Parliament House and the National Museum of Australia – symbolise who we are, where we come from and where we are going. It’s a journey every Australian, and anyone who wants to get to know us, should make.’

Imagery on postcards - a resource widely available to purchase as souvenirs or to send, and one which is understood to represent visually the visitor experience of Canberra - strongly emphasises symbolic and formal Canberra. The Parliament House Vista is the predominant image in the promotion of Canberra to potential visitors. The Parliament House Vista is, as such, Canberra's tourism landmark and icon.

Although focussing on perceptions of Canberra generally, rather than the Parliament House Vista specifically, an Australia-wide survey: *'Australians' Perceptions of their National Capital'*, undertaken by the University of Canberra in 2006 (Ritchie & Leon-Marillanca 2006, for the National Capital Authority), does include data of potential interest in understanding the Australian community's links to the Parliament House Vista. Of particular interest is the fact that respondents placed Parliament House and the Australian War Memorial at the top of a list of the places most recognised as symbols of Canberra. These places mark the ends of the Parliament House Vista. In addition, respondents agreed or strongly agreed with a range of value statements positioning the capital as a place reflecting national democracy, Australian values and history. Almost 92% of respondents commented that the nation's capital is a place which Australians 'should' value – the same view as held by focus group participants. The survey also concludes that people who experience the capital are more likely to agree that it represents national values. Again, this is in agreement with the views of focus group participants who contend that the Parliament House Vista must be experienced in order to be understood. It is not conclusive that the values expressed relate to the Parliament House Vista but they echo findings from the current social significance study.

The available data suggests that the Australian community probably values the Parliament House Vista for its symbolic, iconic, aesthetic and other values. This is indicated most strongly by findings of the perceptions research described above (Ritchie & Leon-Marillanca 2006). Canberra symbols with the greatest national recognition are the two places at either end of the Parliament House Vista – the Australian War Memorial and Parliament House. Such a hypothesis is also supported by the limited data from the web survey and focus group. Further research is expected to enable confirmation of this hypothesis.

## 4.2 AESTHETICS AND CREATIVE ACHIEVEMENT

### Aesthetics

#### *Concept and Approach*

Aesthetic significance, or value, is the emotional response by individuals to a place or the natural or cultural elements within it.

The Commonwealth Heritage List defines aesthetic significance under criterion (e) as:

‘The place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.’

The National Heritage List defines aesthetic significance under criterion (e) as:

‘The place has outstanding heritage value to the nation because of the place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group’

While visual elements such as outstanding landforms or compositional qualities are often preferred in understanding aesthetic value, non-visual attributes (eg. sound, smell or particular understandings about a place) which evoke response, feeling or sense of place can also be valued aesthetic characteristics.

The methods used to assess aesthetic value need to identify:

- the particular aesthetic characteristics exhibited by the place – ‘particular’ means able to be defined or specified; and
- that the particular aesthetic characteristics are valued by a defined or identifiable community or cultural group (valued means appreciated, respected, esteemed, treasured, etc).

Obtaining evidence on aesthetic values held by a community or cultural group, especially at the national level, can be challenging. Rarely is data readily available. In this study, the focus group and web survey provides some such data, as do the perception studies described above.

The other commonly used sources are, in effect, surrogates for direct evidence. These include:

- the extent of artistic work associated with a place as measure of aesthetic value – this recognises that artistic endeavours over time offer an indicator of aesthetic values and the more prominent the artist and the more widely publicised and/or popular the works, the more likely they are to reflect (or have influenced) the values of a wider community; and
- recognition of the aesthetic values of a place by ‘experts’ – for example, recognition of aesthetic values by those with wide experience of similar places across Australia<sup>5</sup>, through the designation of a protected status for the place based on aesthetic values, or on its depiction in widely available tourism materials (based on a judgement about which places will have aesthetic appeal to the wider community and thereby attract people to that locality).

Other evidence could include wide recognition of images of the place; increasing use of an

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<sup>5</sup> This measure was termed ‘forest planners or critics’ and was used in assessment of National Estate aesthetic values of forests as part of the national Regional Forest Agreement processes

image to symbolise or represent the locality; use of the image on significant national materials (eg. currency, stamps); or popularity of a place in visitor ‘snapshots’. Again, not all of this evidence is particularly easy to identify in the absence of a specifically designed study.

The evidence available for this study is summarised and discussed below.

### ***Associated Communities***

The associated communities, defined by work undertaken for social significance assessment, are the:

- Canberra community; and
- Australian community.

### ***Identifying Aesthetic Significance***

The identification of aesthetic significance is one component of the work undertaken to identify social significance (see Section 4.1). Findings relevant to aesthetic significance for the Canberra and Australian communities are described below and are based on data collected through the following methods.

Public recognition of aesthetic values:

- web-based questionnaire;
- focus group;
- perception studies;
- community expressions of concern about or desire to protect particular values; and
- previous assessments of aesthetic significance.

Surrogate evidence of aesthetic values:

- Canberra tourism material;
- art and literature sources; and
- expert views.

## **Methods and Results**

### ***Public recognition of aesthetic values***

#### ***Web-based questionnaire***

The majority of respondents, 72% either agreed/agreed strongly with the statement, ‘Parliament House Vista is a dramatic and powerful landscape’ and 76% agreed/agreed strongly with the statement ‘Lake Burley Griffin is a beautiful area’.

The aesthetic values specific to the design and setting of the Parliament House Vista, the integration of the architectural elements, the formal and informal use of space, and the interplay of these within the natural setting of Lake Burley Griffin and ‘bush’ remnants, is articulated in the following responses.

‘I admire the orderly (formal) landscaping that slashes through the ‘natural bush’ on the perimeter, the contrast is spectacular.’ (Canberra Resident)

‘It is at the core of the design of Canberra as a National Capital with significant public (and political) buildings set in grounds (including the lake/connection with the lake) which while designed are relatively open and symbolise the largeness and openness of the Australian landscape and have designed special viewscapes – and it is for these reasons the vista is particularly important to me.’ (Canberra Resident)

For many, the design elements were expressed in relation to the realisation of the Griffins' design intentions or as viewing the Parliament House Vista as the central feature which unifies the different elements within the Vista.

'The Parliament House Vista represents a highly significant cultural landscape born out of the original plan for Canberra by the eminent landscape architect, Walter Burley Griffin.' (Visitor)

'It is a striking design element of the city linking (aesthetically and philosophically) key public buildings and facilities that are central to the identity of modern Australia.' (Canberra resident)

'...appreciate the combination of Canberra icons with the natural landscape all set within Griffins design concepts.' (Canberra resident)

'It is a symbol of the Griffin plan.' (Canberra resident)

'It is the central concept of the Griffins' design. The dimensions of Anzac Parade and the War Memorial can be appreciated from Parliament House.' (Canberra resident)

'It is the central land axis of Walter Burley Griffin's plan for Canberra.' (Canberra resident)

'Because it is part of Walter Burley Griffins original plan and is historically important.' (Canberra resident)

The view of the Parliament House Vista both from and towards Mount Ainslie was a frequently identified viewpoint that possesses strong aesthetic value. It is commonly recognised as a place to take visitors to view the Vista. The importance of this view was frequently expressed through powerful adjectives, such as 'dramatic', 'beautiful', 'amazing', 'breath-taking' and 'extraordinary'.

'...the corridor from Parliament House to Mount Ainslie is a beautiful space.' (Canberra resident)

'From Parliament House...you face an extraordinary vista towards the city of Canberra – via Commonwealth Avenue – and towards Mount Ainslie.' (Canberra resident)

'I think the view is breath-taking and am very touched seeing past the Old Parliament House all the way to the War Memorial.' (Visitor)

'It is dramatic and impressive to show visitors the view from Mount Ainslie.' (Canberra resident)

One respondent considered that the contrast of the changing qualities of light from dusk to dawn heightened the visual impact of the Vista and the associated aesthetic experience.

'...at dusk the Vista opens to an amazing panorama.' (Canberra Resident)

The view sight-line from Parliament House to the Australian War Memorial was identified by 66% of respondents as being of importance (response to Q9). This sight-line offers a visual unification of the ideal democracy and the sacrifices made to protect the values of democracy. Data suggests that it is the veterans/family of veterans among the Canberra community who are most likely to hold this view but more in depth analysis and a wider sampling would be needed in order to validate this.

'Visual link from Parliament House to the War Memorial links our democracy with the sacrifices made to achieve and maintain it.' (Canberra resident and veteran/family of veteran)

'Visual impact, particularly looking south towards Old Parliament House and north from the lake shore towards the war memorial.' (Canberra resident and veteran/family of veteran)

‘It is an inspiring view to link the parliament and its democratic heritage with the war memorial and its commemoration of those who have fought and died to preserve it.’ (Canberra resident)

‘The vista encompasses the legislative, judicial and social structures that represent our nation. These need a strong landscape to link them.’ (Canberra resident)

‘At one end is the War Memorial which is where the Australian identity was first forged in popular culture.’ (Canberra resident and veteran/family of veteran)

‘The significance of the vista is also because of the later alterations and additional cultural buildings that now form part of the area, including Old Parliament House, which is a physical legacy of the fledgling Commonwealth Government from the 1920s and a national icon that reveals so much about Australian Political life in the 20th century. The vista visually connects the evolution of Australian Government and the democracy between the old and new parliament building, and celebrates the cultural identity of the nation through the linkages to the National War Memorial and other important buildings.’ (Visitor)

Specific aesthetic elements within the Vista, both built and natural, such as the rose gardens and trees, were emphasised by five respondents as contributing to the overall visual impact.

‘It has wonderful gardens and beautiful trees.’ (Canberra resident)

‘Because it has the Carillon, Anzac Parade and the most gorgeous Parliament House rose gardens, where several roses are rare.’ (Canberra resident and veteran/family of veteran)

There was some appreciation by respondents of perceived intangible aesthetic qualities of Parliament House Vista, such as experiencing ‘serenity’, ‘reflection’ and ‘belonging’. When asked what it is about the Parliament House Vista that gives it this importance, 22% of respondents identified, ‘The feelings I get when I am there.’

‘A place of reflection and contemplation and reminder of the importance of democracy.’ (Canberra Resident and veteran/family of veteran)

‘...it evokes a feeling of belonging.’ (Canberra Resident and veteran/family of veteran)

‘The Vista does evoke emotional thoughts.’ (Canberra Resident and veteran/family of veteran)

### ***Focus group***

Focus group participants recognised the importance of the design of the Parliament House Vista to the Canberra community, and considered that it is – or should be – a place of meaning and value for all Australians. They saw these values as connected to the iconic and symbolic meanings of the place. They also considered that to experience the place – to be within this powerful and symbolic place – was needed to really understand its meanings.

### ***Perception studies***

Two perception studies are described in Section 4.1. The sample of respondents for the Orima Research (2005) project is drawn from Canberra residents, but the research asks about how visitors perceive Canberra. The second uses Australians as the sample (Ritchie & Leon-Marillan 2006).

The Orima Research indicates that respondents see the Parliamentary Zone as the place to explain aspects of national identity to visitors – that is to communicate part of the nation’s story.

The national survey on Australians' perceptions of their capital (Ritchie & Leon-Marillanca 2006) ranked Parliament House and the Australian War Memorial highly, with the associated meanings of democracy and nationhood noted.

While neither study specifically examined aesthetic values, the extent of recognition of the key bookend elements of the Vista, and the identified links to national stories, should be noted.

### ***Community expressions of concern about or desire to protect particular values***

Up until at least the mid-1950s, the public focus in Canberra and elsewhere on the Parliament House Vista related to its unfinished nature, along with most of the rest of the national capital. Public consciousness of and desire to protect the Vista arose only after it began to take shape after the work of the 1960s and 1970s. In the early 1980s, Roger Johnson published a number of articles on what he saw as the need for crucial decisions to be made for the 'National Area' (Roger Johnson, *Canberra Times*, 14 June 1980 and 7 November 1982; Johnson 1980). On 9 August 1981, the *Canberra Times* published a major editorial which, though upholding people's democratic right to protest, supported the action of police in removing people who were camping on the lawns in front of Old Parliament House. The editorial, however, did not spell out any aesthetic rationale for its support of the police action, rather simply stating that camping in this way was illegal.

In the succeeding years, there was further comment about protesters and campers on the front lawn of Old Parliament House, while prominent architects and planners further aired their views about what should happen with Old Parliament House and the Parliament House Vista (*Canberra Times*, 23 February 1984). Later, there was further newspaper criticism, including by Crispin Hull, of what were seen as the blights on parts of the Vista (Hull, 'Blots on the capital's beautiful landscape', *Canberra Times*, 5 July 1992 (quoting extensively the views of Joseph Skrzynski, Chairman of the NCPA); Verona Burgess, 'The crisis in Parkes Place', *Canberra Times*, 8 June 1996; Ken Taylor, 'Completing the triangle', *Canberra Times*, 16 May 1998). There was approval when two Lombardy poplars that threatened to destroy the King George V Memorial were removed in 1995 (*Canberra Times*, 29 September 1995), as well as approval when the fountains in front of Old Parliament House were put back into service in August 2000 after being out of action for 22 years (*Canberra Times*, 8 August 2000). The more recent controversy over the proposed removal of the poplars in the forecourt of the National Library of Australia also provides evidence of the interest of the Canberra community in protecting what it sees as valued and integral parts of the Vista.

In terms of debates that engaged Australians, the proposal to install a large sculpture in the form of a red fan behind Old Parliament House to mark the centenary of women's suffrage in Australia resulted in a heated national debate.

On Stateline (national ABC TV program) on 5 September 2003, a major concern was the impact of the sculpture on Parliament House Vista, described by the reporter Kathleen Hyland as 'the axis that stretches from the top of Parliament House across to the War Memorial... it is a historic and orderly vista'. Commentators included Ken Taylor, representing the National Trust, Aldo Giurgola the architect of New Parliament House, and David Young, a Canberra-based heritage consultant.

'This is not the right place for this particular sculpture, we're standing on the great Land Axis of Canberra, sweeping down from new Parliament House through Old Parliament House across the lake, ANZAC parade and across to Mount Ainslie, the greatest land axis in the world in my view, dating from the Griffin plan.' (Ken Taylor)

The Sydney Morning Herald joined in the debate, as did a number of national art and architecture journals, including Art Monthly Australia and Architecture Australia. The strength of the reaction was not to the sculpture as such, but rather to its visibility within the heritage-listed vista.

### ***Previous assessments of aesthetic significance in Register listings***

Reference to aesthetic value Criterion (e) was researched for the following:

- all places listed as part of the Parliament House Vista (list in Appendix C.6);
- individual place listings which are in the Parliament House Vista;
- aesthetic significance themes from register listings;
- visual impact of the designed axes;
- visual impact of the open spaces combined with other designed elements including gardens, roads, buildings and smaller and more intimate spaces which make up the whole;
- colours, textures, fragrance of vegetation and materials;
- the play of light on surfaces of buildings and water;
- the interface with Lake Burley Griffin;
- symmetry; and
- monumental buildings within the landscape setting.

Existing assessments of aesthetic significance, where relevant to the Parliament House Vista, focus on design and symmetry, colours and textures, and the monumental scale of buildings within the landscape.

### ***Surrogate evidence of aesthetic values***

#### ***Review of Canberra tourism material***

Imagery of the Parliament House Vista on a selection of postcards and tourism materials indicate that the axial views along the Vista are significant in depictions of the place. The materials examined are described in Section 4.1 (above).

In summary, Parliament House Vista is *the predominant image* used in the promotion of Canberra to visitors and potential visitors. It is the place – or combination of elements – by which Canberra is likely to be recognised. Moreover, the particular images used present a powerful and symbolic landscape, and connect the ideas and meanings of the landscape to its designed aesthetic.

#### ***Art, images and literature***

Another potent source of information about aesthetic value comes from art and literature sources, seeking evidence that a place has been the subject of artistic endeavours over time, across different media, and by artists of national standing.

A limited search revealed a few art works that depict the Parliament House Vista as a whole place, however many works depict national stories that may also be seen as symbolised by the Parliament House Vista. That is stories related to nationhood, creation of the capital, war and democracy. Examples of well-known images of the Parliament House Vista are discussed below.

The projected views of Canberra produced by the Griffins and others offer some of relatively few artistic works that show the section of Canberra known as the Parliament



House Vista. (See Reid 2002, facing p. 1 and pp. 56-7, 266 and 270. The last of these images, an oil painting by Lawrence Daws, appears in Holford 1961.)

The Griffins' design drawings form a highly recognised set of Canberra images, often used to accompany public commentary about the design of Canberra, in histories of Canberra, and today in promotional and educational materials about Canberra. The axial design is a distinguishing and highly recognised feature, and the Parliament House Vista is a key axial element of the overall design.

A set of 12 drawings - The Walter Burley and Marion Mahony Griffin Design Drawings of the City of Canberra – are held in the National Archives of Australia and have been registered as part of the *Australian Memory of the World* register (item no. 6), a register designed to identify and protect documentary heritage under an international UNESCO program. The citation reads,

'On 23 May 1912 entry number 29, by Walter Burley Griffin, landscape architect, of Chicago, Illinois, USA, was declared the winner of the competition to design Australia's new federal capital. The winning design incorporated elements of the leading international ideas of the day in the science of town planning, such as the City Beautiful movement and the Garden City movement. It also contained references to other notable city planning models such as the plan of Washington, Daniel Burnham's 1908 plan for Chicago and the "White City" of the Chicago World's Columbian Exposition of 1893. Griffin's design was beautifully rendered by his wife and creative partner, Marion Mahony Griffin, who used a muted palette with gold highlights in a style that contains elements of Japanese artistic practice. Their combined efforts also articulated a city form with high symbolic values, and placed democratic ideals at the apex of the monumental structures of the group of parliamentary buildings. The design also integrated the natural and built environments to create a "bush capital".'  
(<http://www.amw.org.au/items/006/citation.htm>)

Prior to the 1970s, the Parliament House Vista does not appear to have been a focus of pictorial material of Canberra. A 1930s colour poster put out by the Canberra Tourism Bureau shows the area in part and appears to be an exception to the trend<sup>6</sup>. A brief survey of pictorial materials from the 1950s and 60s including Rea and Moore's *Canberra A.C.T.* (c. 1960), Roberts' *Canberra in Colour* (1970), Unk White's *Canberra Sketchbook* (1968) and Cedric Emanuel's *Canberra Sketchbook* (1976) do not include the Parliament House Vista.

From the early to mid-1970s however, images of the Parliament House Vista start to turn up in pictorial works. These include *Canberra and the Snowy Mountains in Colour* (1972) which has two colour views of Anzac Parade looking towards Old Parliament House, and George Dick's *Parliament House Canberra; Golden Jubilee* (1977) which has an aerial photograph of Parliament House Vista taken from just to the rear of Capital Hill. In neither of these or other cases does the Parliament House Vista feature prominently as an image in the publication.

More recently, photographs of the Vista have been given far greater prominence in pictorial works. It appears on the front covers of *Canberra: From Limestone Plains to Garden City: The Story of the National Capital's Landscape* (1985) and Crispin Hull's *Canberra: Australia's National Capital* (2002). It also features prominently in Steve Parish's *Celebrating Australia: Canberra* (1997). A 2007 offering from Parish, *Canberra ACT: Capturing the Spirit of Australia's National Capital* features a view that includes the Parliament House Vista on the cover.

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<sup>6</sup> Reproduced in colour in supplement to *Canberra Times*, 4 May 2002, p. 14.

This brief survey of images suggests that there is a growing consciousness of the Parliament House Vista and its significance as a major national landmark, and is supported by the research of Ritchie and Leon-Marillanca (2006). The construction of new Parliament House, symbolically completing the axis and expressing a commitment to the national capital, also offered a new landmark and perspective point from which to view the Vista. Interestingly, virtually all the images of the Parliament House Vista identified from a search of Parliament House on Google Images, include the new Parliament House. And, of course, Old Parliament House was a well-known image of Canberra until its replacement by new Parliament House.

The centenary of Federal Parliament was celebrated by a stamp issue in May 2001 featuring images from the 1901 opening of the Federal Parliament in Melbourne, and a graphic representation of the distinctive new Parliament House flagpole.

### ***Expert views***

Experts in landscape and city design regard Canberra as an important response to the Australian landscape and the creation of a new national capital. The key aspects are described below in terms of the attribute ‘creative achievement’.

Just to give an example from one of the leading experts on the Canberra landscape, Ken Taylor writes,

‘From the symbolic heart of the city and the nation in the National Triangle with its serene symmetrical beauty... [and] When you look out over the magnificent prospect from Mount Ainslie or from Parliament House across the city to the hills... or enjoy the tree lined streets, gardens and parks of the suburbs...’ (Taylor 2006, pp. 16-17)

### **Creative Achievement**

In addition to the evidence about aesthetic values held by particular communities, there is also the separate issue of the creative achievement displayed in the area. This can be established through expert processes rather than social value research.

Much of the evidence of creative achievement is outlined in the landscape description at Section 2.2 above. Key evidence offered in that section is summarised below. Additional comments are provided about the contribution of the built elements in the study area to the overall composition.

### ***Generally***

- The Parliament House Vista study area has and still is an area dominated by landscape with both underlying natural forms and an evolving cultural form. It employs landforms, waterforms, tree plantings, hedges, gardens, grassed and paved surfaces, as well as built form and commemorative artefacts at a range of scales. These have been arranged in balanced compositions relative to the central Land Axis and integrated into localised building development.
- The structure of the made landscape provides deliberate framed views, usually along existing or former road alignments and entrances which have been reinforced spatially by plantings.
- Key roads and related bridges (some outside the actual study area) make an important contribution to the qualities of the area.
- The view from the new Parliament House is more of a panoramic one, taking in the wider landscape setting of developed broad valleys, hills and mountains.
- The study area displays characteristics of the City Beautiful approach to urban

planning with its objectives of beauty and monumental grandeur through the use of such features as axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings. In addition, there are Garden City influences such as the landscaped, low density development with tree-lined streets, parkways, parks and gardens. The evolved design of Canberra overall has a combination of City Beautiful and Garden City influences, with City Beautiful influences being more distinct in the Parliament House Vista area and Garden City influences being more pronounced in the older residential areas.

- The study area comprises a complex of different precincts possessing individual landscape characteristics but can be categorised broadly into formal or informal compositions, and influenced by irrigated plants or non-irrigated plants as a major component of the landscape character.
- The precincts comprise:
  - Land Axis corridor (North and South);
  - Parliamentary/Government complex in Parkes;
  - Central Basin of Lake Burley Griffin;
  - Commonwealth Park;
  - Kings Park;
  - Anzac Parade; and
  - the Australian War Memorial.

These precincts are briefly discussed below.

#### ***Land Axis Corridor***

- The Land Axis is defined by tree plantations on either side of the land corridor and a central space with several different land surface treatments and changes of level to conceptually link Capitol Hill with Mount Ainslie.
- The surface treatment of the Land Axis has been integrated into the different precinct areas.
- The Land Axis corridor is most strongly defined by Anzac Parade.
- The three key buildings located on the axis – the Old Parliament House, the new Parliament House (formally outside the study area) and the Australian War Memorial are important terminating and intermediate features. Commonwealth Place also makes a contribution as an intermediate feature.

#### ***Anzac Parade***

- The treed plantation on either edge of the Land Axis, contrasting with the red crushed brick paving, creates a strong vista in both directions. To the north the view is of the Australian War Memorial set against Mount Ainslie, and to the south it is a reflective sliver of Lake Burley Griffin with the Parliamentary/Government complex set against Red Hill.
- The regular rhythmic location of the memorials in landscape ‘rooms’ along Anzac Parade provides a strong character for the precinct.
- The strong formality of the landscape composition contrasts with the areas of Commonwealth Park, Kings Park and the National Gallery of Australia-High Court of Australia precinct, yet it reflects an early approach to the Parliamentary/Government complex within the study area.

#### ***Parliamentary/Government Complex in Parkes***

- The street pattern associated with the building of the Old Parliament House and other Government buildings within Parkes Place is reinforced through formal plantings

and garden areas set in large grassed squares in a symmetrical composition. Different waterforms are associated with the centre along the Land Axis and are integrated with individual built forms at the National Library of Australia, High Court of Australia and National Gallery of Australia.

- The initial plant selection and planting during the inter war period (1920–1939), apart from the rose gardens, were of a mixture of Australian tree species (Eucalypt and Acacia species) and exotic. Exotic coniferous plants appear to have dominated the mixture generally and with exotic deciduous trees (Poplars) providing accents of contrast within the evergreen walls of foliage. What remains are the survivors of change, yet the symmetry around the Land Axis corridor still influences the overall composition. The scale of the planting matches the scale of the built elements.
- Despite many design changes and influences, much of the original structural design intent remains to provide a formal landscape nucleus. This is reinforced by the use of hedges enclosing carparking areas as vast outdoor rooms with a grid of deciduous tree planting within these spaces.
- The zone between King Edward Terrace and the lake has undergone several different landscape treatments however the dominance of coniferous tree plantings has been replaced by Eucalyptus species, with deciduous and spring flowering species along the lakeshore and extending upslope to selected areas around the National Library of Australia, Questacon (National Science and Technology Centre), and the margins of the High Court of Australia and National Gallery of Australia.
- The informal plantings surrounding the National Gallery of Australia and High Court of Australia are a departure from the formalised rows of evergreen, deciduous and spring flowering trees defining the landscape character of the inter war period development of Parkes.
- The scale of the built elements in this zone tend to dominate the scale of the tree planting and the prominent buildings are more visually conspicuous possibly partly due to the open character of Lake Burley Griffin.
- The broadly symmetrical massing of the Parliamentary Zone buildings either side of the Land Axis is an important quality of this precinct.

#### ***Lake Burley Griffin – Central Basin***

- The Central Basin of Lake Burley Griffin is a large waterform, and the largest within the study area.
- It contains the Captain Cook Memorial Water Jet placed to the west of the Land Axis, and the Carillon on Aspen Island to the east, to complete a balanced yet asymmetrical composition.

#### ***Commonwealth Park***

- The landscape character has evolved to an informal parkland containing specialised areas in the form of open grassed areas, indigenous and exotic detail garden areas, indigenous and exotic woodland, commemorative trees, waterforms, playground (the fort), amphitheatre, flagpole, memorials, sculptures and facilities.
- The use of indigenous woodland landscape character on the east and west ridges is an attempt to visually link with the surrounding hills and slopes, to appear as integral elements from the hills to the lakeshore.
- The foreshore plantings are a reference to the landscape character of the former Molonglo River.

#### ***Kings Park***

- The park is a large area with dryland grasses and woodland of Australian tree species of an informal character, with a zone of exotic trees closer to the lakeside.

- As in Commonwealth Park, the tree planting reflects various former policies to:
  - give a sense of carrying the indigenous vegetation structure from the surrounding hill slopes down to the lake edge;
  - provide a skirt of exotic trees within the plains/valley landform; and
  - to integrate with the perceived character of historic places such as Blundells' Cottage.

### *Australian War Memorial*

- The main buildings are located on a spur formation adapted to a plateau to dominate the landscape composition, yet contrasted with the naturalness of Mount Ainslie in the background.
- The whole fan shaped plan has its northern edge inscribed by a road with a further row of mixed Eucalyptus trees which ultimately merges with an informal Eucalypt woodland to the east as part of the vegetated lower slopes of Mount Ainslie.
- To the west is a detailed garden area and grass slopes falling towards Limestone Avenue. Within this western flank are located several commemorative installations including the conspicuous Lone Pine tree planted in 1934.
- A limited selection of plantings of Birch, Oak, Elm, Poplar and Ash occurs on the western margin of the site, possibly offering a geographical reference to the involvement of Australian forces in the Northern Hemisphere.

### 4.3 SCIENTIFIC VALUE

The only evidence of scientific value relates to some of the remnant natural areas within the Parliament House Vista area, and potential archaeological deposits, as described below. Refer to Figures 7, 14 and 15 above for an indication of locations.

#### ***Small park opposite Hotel Canberra (Section 24, Block 1, Parkes)***

This park has limited scientific value as the area is small, invaded by exotic grasses, does not appear to be habitat for any rare or endangered species and the native plant community present, even if in natural condition, is better represented elsewhere at nearby locations (for example at Stirling Park Ridge in Yarralumla).

#### ***Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes)***

The site has been the subject of earlier studies, identifying the plot as a species rich site with a dense cover of native shrubs, herbs and grasses (Rowell 1996). Some 39 native species were recorded before a 1995 controlled burn, and 53 species were noted after the fire. This included native grasses and six specimens of the endangered *Rutidosia leptorrhynchoides*. This contrasts with a population of over 400 *Rutidosia* plants in 1984 (Rowell 1996).

*R. leptorrhynchoides* (Button Wrinklewort) was formerly widespread in grasslands of southern Victoria and south-eastern NSW. Loss of suitable habitat has led to the species being classified as endangered.

In the season immediately following the fire, there was a flush of exotic annual species, particularly grasses, and germination of many exotic perennials. An inspection of the site in April 2007 failed to find any *Rutidosia* plants but this could be due to the timing of the visit.

A further survey was undertaken in July/August 2007 with the following results.

‘No *R. leptorrhynchoides* plants were found in the 2007 survey. The ground and shrub layers of vegetation were denser than in 1996, and most areas where the *R. leptorrhynchoides* plants had been observed previously were covered by native shrubs, grasses, forbs and Blakely’s Red Gum regeneration...

Native plant diversity on the site remains high, with ten native grass species, 31 forbs and nine shrubs recorded in 2007... Despite the unfavourable time of the 2007 survey (winter), most of the native species seen in the previous surveys were recorded again. Those not seen were mainly species that would not be visible in winter. One new native forb and four new native shrub species were found.

A single mature Blakely’s Red Gum *E. blakelyi* is still present, and there is strong Red Gum regeneration in all size classes. Small and large native shrubs were common, with *Cassinia quinquefaria* dominating the southern part of the site.’ (Rowell 2007, pp. 3, 5)

#### ***Southern and Eastern edges of Kings Park (part of Section 47, Block 6, Parkes)***

This area has limited scientific value. The area has been invaded by exotic grasses, does not appear to be habitat for any rare or endangered species, has an overstorey of introduced Eucalypts and the native plant community present, even if in natural condition, is better represented elsewhere at nearby locations.

#### ***State Circle Cutting (Section 23, Block 2 and Section 51, Block 1, Parkes)***

State Circle Cutting, along with the Capital Hill unconformity beneath Parliament House, is ranked by the Geological Society of Australia as being of high significance as an

outstanding exposure of an important folding event. State Circle Cutting is an important teaching locality for the interpretation of the early geology of the Canberra region, and the site is also of geological interest in interpreting the geological history of adjacent areas in eastern Australia.

***Geological site in Commonwealth Park (Section 2, Block 4, Parkes)***

The outcrops are a colourful and readily accessible example of the common sedimentary bedrock of City Hill and the central region of Canberra.

***Potential archaeological deposits in Kings Park***

The potential archaeological deposits (PAD 1, see Figure 14, and Kings Park 1, see Figure 15) may have scientific value. However, at this stage, the nature and strength of this value has not been determined. It is also possible that other remnants of similar sand bodies may still be present within the study area and that these too may be archaeologically sensitive.

***Archaeological evidence of early European features***

It is possible that archaeological evidence of early European features survives in the study area. Blundells' Cottage is a site with standing structures and apparent sub-surface archaeological evidence (Freeman Collett & Partners 1994-95). This evidence is best considered as part of specific conservation management planning for this site, and is not considered further in this report.

The Murray's Bakery site in Commonwealth Park also has the potential for archaeological deposits but no assessment has been undertaken of the likelihood of such remains, nor their potential value.

There may also be other sub-surface deposits related to such sites but no assessment has been made of archaeological potential.

## 5. ANALYSIS OF EVIDENCE

### CHAPTER SUMMARY

- This chapter presents an analysis of the evidence in order to identify heritage values.
- The analysis finds that the Parliament House Vista has potential National Heritage values under criteria (a), (b), (e), (f) and (h).
- The analysis finds that the area has Commonwealth Heritage values under criteria (a), (b), (e), (f), (g) and (h).





## 5.1 INTRODUCTION TO ANALYSIS

This analysis has been prepared by the consultants using the evidence presented in Chapters 3 and 4 which has been analysed against the Commonwealth and National Heritage Criteria (reproduced at Appendix D), and judgements have been reached on the basis of the professional expertise of the consultants.

The analysis is divided into sections related to the criteria. Within each criterion are the key words distinguishing Commonwealth Heritage (*significant heritage value*) and National Heritage (*outstanding heritage value to the nation*).

This analysis generally considers values related to the broader landscape rather than those individual values which are tied to a specific and small component of the area. For example, the analysis does not consider the individual associations with every memorial in the area. However, the values of the collection of memorials and certain groups of memorials (eg. along Anzac Parade) are important in a broader context and are considered. Also, some memorials feature prominently in the landscape and are accordingly considered (eg. the Carillon and Captain Cook Memorial Water Jet).

The analysis also largely ignores the values of known and specific heritage places within the area, except where they contribute substantially to the broader landscape.

## 5.2 ANALYSIS AGAINST CRITERIA

- (a) **the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history**

There are two aspects of the cultural history of the Parliament House Vista to consider under this criterion, the social, planning and political history and the landscape history, as well as two aspects of natural history – the State Circle and Commonwealth Park geological sites.

### ***Social, Planning and Political History***

The Parliament House Vista is strongly associated with the history of politics and government in Australia, the development of Australian cultural life and national identity, and the development of Canberra as Australia's national capital. This development of the national capital has included the Griffins' design for the city, the Holford proposals, the National Capital Development Commission proposals and realised developments, and the ultimate siting of the permanent Parliament House. (This section draws upon the evidence in Chapter 3 as well as Marshall 1995.)

Old Parliament House is a prominent feature in the study area and was the second home of the Commonwealth Parliament from 1927 to 1988. Parliament was located in Melbourne from 1901 until 1927. Canberra was created as the permanent home for the Parliament. Old Parliament House was constructed especially for the Parliament and was the original focus of the federal government in Canberra. Old Parliament House accommodated the Parliament until 1988 when the new Parliament House was constructed on Capital Hill, just outside the formal study area boundary. The area is also significantly associated with political protest, especially in the vicinity of Parkes Place.

In addition the various government buildings reinforce the association of the area with Australian government and politics. These include East and West Blocks (1925-27), John Gorton Building (1956), Treasury Building (1970) and High Court of Australia (1980). While there are many other complexes of Commonwealth government buildings both in Canberra and elsewhere, the concentration of buildings, some of which date from relatively early in the life of the Commonwealth, the intention for the area as the focus of government, and the presence of the Parliament from 1927-88 give the Parliament House Vista a pre-eminent association with the history of national politics and government in Australia.

The area has been associated since 1941 with the development of Australian cultural life and national identity through the creation and presence of institutions such as the Australian War Memorial (1941), National Library of Australia (1968), National Gallery of Australia (1982) and Questacon (National Science and Technology Centre, 1988). This is reinforced by the many other memorials such as those along Anzac Parade, in Commonwealth and Kings Parks, and in the Parliamentary Zone. In addition, there are a large number of commemorative plantings dating back to the 1920s. The Australian War Memorial and, to a lesser extent, the other memorials and these commemorative plantings have and continue to play a very important role in fostering aspects of national identity. The various wars in which Australia has participated have had a major impact on its people and their history. While there are many other memorials in Australia which broadly commemorate wars and those who died, only the Australian War Memorial serves as a national shrine for all Australians, and the Memorial and Anzac Parade continue to serve as a focus for commemoration.

The national cultural institutions reinforce the national character of the area and provide some balance to its parliamentary and governmental nature. While there are other national cultural institutions in Australia, such as the Sydney Opera House, the Australian War Memorial, Gallery and Library are an important symbolic group in Australia's national cultural life. No other such grouping of national cultural institutions has been identified. In addition, these institutions, together with Questacon (National Science & Technology Centre), make a significant practical contribution to the nation's cultural life. However, there is a very broad range of other institutions which also contribute in practical ways.

The Parliament House Vista has strong associations with the development of Canberra as Australia's national capital, with the Griffins' design for the new city and with subsequent designs notably by Holford and the NCDC. After a slow start, the relocation of the Parliament to Canberra in 1927 was the focus of an intense period of development of the new city. It required the construction of the Old Parliament House as well as other buildings, many houses and the infrastructure necessary to support the initial city. The relocation of the Parliament gave purpose to Canberra as the nation's capital. The development has continued since the 1920s although at an uneven pace.

The realisation of the city has to some extent reflected the Griffins' design but there have also been departures from it, and subsequent designs. The study area is both the core of the Griffins' city design and the core of the realised design, qualities which extend to City Hill, Russell and Constitution Avenue. Despite the changes, many of which are the result of subsequent designs, the Parliament House Vista remains the area most closely associated with the Griffins' design.

But the realised design to this point is more than just the surviving elements of the Griffins' design and it is rather the work of many hands and the creation of several layers.

The work of Holford is probably the first of the major new design layers and this was followed by the NCDC. In each case they were responding to both their perceptions of strengths and weaknesses of the Griffins' design, and the imperatives of the day. The result is a layering of design interventions which have built upon or consciously departed from the Griffins. In historical terms, this complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.

Over time the association with the development of the national capital has been reinforced by the construction of major government buildings in the area, such as the John Gorton Building and Treasury Building, as well as the construction of major cultural institutions.

The area was intended to be and has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. The Parliament House Vista is the symbolic heart of Canberra and its development is strongly linked to perceptions of Canberra as the nation's capital.

Other comments about the design of the area, especially the Griffins plan, are provided under Criterion (f) in the discussion about the creative achievement at a particular period.

### ***Landscape History***

The Parliament House Vista study area is unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital.

It is a record of an evolution of different ideas in landscape design in Australia and mirrors the development of the profession of Landscape Architecture in Australia.

The physical evolution of the study area has allowed a tradition of landscape architecture and horticulture to be developed unparalleled in any other Australian city.

Inspired by the Griffins' intentions through the winning competition entry, it is a place where the designed landscape composition attempts to set the scale for the built environment in an integrated way.

An initial horticultural response by tree planting to mark out the place appears:

- as a desire to visually identify progress;
- as a response to local climatic conditions;
- experimental, to test the nature of the soils;
- to create a sense of order imposed on the vacant nature of the inland rural 'bush' setting;
- as a cost-effective development approach; and
- consistent with implementing the Garden City philosophy.

The horticultural approach is a reflection of late nineteenth century values focussing on:

- the requirements of individual plant species;
- a palette of alternately different species offset in closely spaced rows;
- accent species (poplars) located at strategic points; and
- all in a grand composition reflecting the planning configuration of the road layout, and establishing a strong geometrical pattern.

The species chosen represent a nostalgic familiarity for the northern hemisphere whilst the Griffins' approach favoured the species of the uniquely Australian landscape despite their

initial lack of detailed knowledge of the indigenous ecology.

The species selection of a mixture of evergreen and deciduous plants was partly dictated by the preferences of John Smith Murdoch, the architect for Old Parliament House, and by T C G Weston in the 1920s, following the departure of the Griffins.

The subsequent creation of an integrated parkland composed of a balance of contrasting species in both formal and informal manners relating to the larger regional context was one promoted by the National Capital Development Commission. This forms the basis of the present landscape character of the study area and is one heavily influenced by the English landscape tradition.

The landscape setting for the Parliament House Vista study area, being the study area and the surrounding area, is of outstanding significance in terms of spatial structure and topography with a strong emphasis on the immediate and surrounding topography.

This includes Kurrajong Hill (permanent Parliament House site), Red Hill, Mount Ainslie, Mount Vernon, Mount Russell, Black Mountain, the Green Hills (the arboretum site including Dairy Farmer's Hill to the west of the Tuggeranong Parkway), Mount Stromlo and the more distant Brindabella Range. Many of these landforms are visible within the visual and spatial structure of the Parliament House Vista study area.

The study area has no comparisons in Australia as a designed national area with such a formal structure.

#### ***Natural history – State Circle Cutting***

This site is individually entered in the Commonwealth Heritage List under criteria (a), (b), (c), (d) and (h). The stated values of the site include:

- being a fine example of a site portraying the existence of significant geological processes and enabling interpretation of the ancient geological landscape of the Canberra region;
- being a unique exposure of the Early Silurian unconformity in the Canberra region;
- its significance as a teaching and research site for observing geological features and studying geological history;
- being a geological benchmark site that provides evidence of ancient geological landscapes and the habitats of extinct fauna; and
- its association with A A Opik, a pioneer of geological mapping and interpretation of geological history in the Canberra region.

The site has also been identified as of international heritage significance in a study carried out to assess geological features of international and national significance in Australia (Cochrane & Joyce 1986). This study identified two geological sites of international significance in the ACT and stated that the Capital Hill unconformity was an 'outstanding exposure of important [geological] folding events'. The study identified 76 internationally significant sites in Australia, with this particular site identified as being one of only four sites in Australia significant for their structure (major tectonic event or gravity structure).

Accordingly, the site warrants consideration for National Heritage listing, particularly under criteria (a), (b), (c) and (d).

However, while noting these substantial values, they are isolated to the specific site and do not have an impact on the broader landscape of the area.

### *Natural history – Geological site in Commonwealth Park*

It is considered that the natural heritage values of the small section of this geological site in the study area do not meet the criteria relevant to listing on the National or Commonwealth Heritage lists as there are better examples of this type of exposure in nearby areas. This includes the contiguous section of the exposure to the north, and elsewhere in Canberra such as at Yerrabi Pond, Ngunnawal.

### *Summary*

The Parliament House Vista satisfies these Commonwealth Heritage and National Heritage criteria. It is of significant heritage value and outstanding heritage value to the nation for its social, political and landscape history. It is strongly associated with and a focus of the history of politics and government in Australia, the development of Australian cultural life and national identity, and the development of Canberra as Australia's national capital, including the initial Griffins' design for the city and subsequent designs notably by Holford and the NCDC. The result is a layering of designs which have built upon or consciously departed from the Griffins. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.

The Parliament House Vista is of significant heritage value and outstanding heritage value to the nation because of its landscape history which is:

- unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital;
- a record of an evolution of different ideas in landscape design in Australia; and
- it is unparalleled in any other Australian city because the physical evolution has allowed a tradition of landscape architecture and horticulture to be developed.

While the State Circle Cutting is significant as part of the natural history of Australia, these values are confined to the specific site which is separately heritage listed, and the values do not have an impact on the broader area. Accordingly, such values are better addressed as part of a consideration of the specific site rather than being treated as part of the Vista. This is consistent with the approach to the many other individually listed heritage places in the area.

The geological site in Commonwealth Park does not meet these or other criteria.

### **(b) the place has significant heritage value/outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history**

The overall study area landscape has rarity value, several components of the area have remnant native vegetation with some rare or endangered aspects, and there is a potential rare aspect related to Indigenous heritage.

### *Landscape*

The Parliament House Vista study area is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape. The significance of the landscape as a complex composition of buildings, roads, parks and gardens derives from its relationship to the Griffins' conceptual structure, particularly in respect to the open spatial clarity of the central Land Axis corridor.

The only other designed national place of note is the forecourt area of the current Parliament House. However, this is probably better considered as an extension of the Land Axis and therefore of the Parliament House Vista. Other important symbolic Australian landscapes or public spaces include Hyde Park in Sydney, the Shrine vista in Melbourne and Anzac Square in Brisbane. However, in all cases these serve important State purposes and are not really national places.

The landscape is arguably of outstanding heritage value.

***Small park opposite Hotel Canberra (Section 24, Block 1, Parkes)***

This grassed area is worthy of note because of its rarity as an area with native grasses and not irrigated that is in such close proximity to Parliament House. However, it is considered that the natural heritage values of this small area of modified native grassland do not meet any of the criteria relevant for the National or Commonwealth Heritage lists. The grassland is too small and modified to be of either outstanding or even significant heritage value.

In terms of better examples, the most significant and proximate example of Lowland Native Grassland is at Section 6, Barton, south of Bowen Park being the St Marks site. This example is also habitat for the Golden Sun Moth (*Synemon plana*, an endangered species subject to an ACT Action Plan (no. 7) in 1998) and a recorded Button Wrinklewort habitat. The Golden Sun Moth is listed as a Critically Endangered species under the EPBC Act and the Natural Temperate Grassland is an Endangered Ecological Community under the Act.

***Southern and Eastern edges of Kings Park (part of Section 47, Block 6, Parkes)***

The natural heritage values of this area of modified native grassland do not appear to meet any of the criteria relevant to the National or Commonwealth Heritage lists.

See the comments above about the better example provided at Section 6, Barton.

***Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes)***

The site could meet this criterion for Commonwealth Heritage listing. This is as an example of rare White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland, and for the possible extant community of the endangered plant *Rutidosia leptorrhynchoides*.

In a 2006 decision under the EPBC Act, the Minister listed the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland as a Nationally Threatened ecological community (see [www.environment.gov.au/box-gum](http://www.environment.gov.au/box-gum)). The patch of woodland adjacent to West Block is an example of this ecological community. The ecological community is listed as Critically Endangered, meaning it is facing an extremely high risk of extinction in the wild in the immediate future. This is the highest level of threat. Accordingly, this patch of woodland has added significance.

As noted in the listing, this ecological community can occur as either a woodland or a derived grassland, that being a grassy woodland from which the trees have been removed. The area near West Block is an example of this plant community. The Box-Gum Grassy Woodlands were formerly widespread along the western slopes and tablelands of the Great Dividing Range, throughout Queensland, western NSW, the ACT and Victoria. Now, less than 5% remains in good condition and much of this occurs in small isolated patches. The remaining patches are still being lost due to clearing, weed invasion and overgrazing –

hence the listing under the EPBC Act.

The previous noted occurrence of the endangered species *Rutidosia leptorrhynchoidea* and possible continued existence at the site gives significance to the site.

A recent separate assessment of the site found,

‘The vegetation on the West Block site meets criteria for inclusion as the endangered community White Box – Yellow Box – Blakely’s Red Gum grassy woodland. The criteria satisfied are:

- One of the most common overstorey species is White Box, Yellow Box or Blakely’s Red Gum (Blakely’s Red Gum present)
- the patch has a predominantly native understorey
- the patch is >0.1 hectares (0.15 ha)
- there are 12 or more non-grass native understorey species present (31 species)
- there must be at least one ‘important’ species (16 ‘important’ species).

Despite the apparent loss of the *R. leptorrhynchoidea*, the condition of the native vegetation is very good...

There was a steep decline in numbers of *R. leptorrhynchoidea* plants in the West Block area between 1984 and 1994, and there were very few plants left in 1996. It is likely that *R. leptorrhynchoidea* is no longer present on this site. However, management in the next five years should take into account the possibility that it is still present, and further searches for the species should be undertaken during site management.’ (Rowell 2007, pp. 5, 9)

However, the site is considered to not meet the criteria for National Heritage listing, as there are better examples of this type of vegetation and better examples of plant communities containing strong and viable populations of *Rutidosia leptorrhynchoidea* in nearby areas of Canberra, outside the study area. The West Block site is accordingly not of outstanding value.

Comparative examples of *Rutidosia* habitat are west of the study area on Stirling Ridge, and sites around the southern shores of the lake. Among many nearby examples of woodland is the Nature Reserve on Mount Ainslie.

### ***Indigenous heritage***

The Aboriginal artefacts found many years ago in the Old Parliament House Senate Gardens have the potential to confer on this site significance under this criterion. If the location of the boomerang can be ascertained then this artefact is considered likely to be significant given the rarity of traditional Aboriginal wooden implements from south eastern Australia. Given the possible presence of other cultural material at the site, this rarity is a potential value for the site which requires further research to establish.

One complication to note is the possibility that records relating to the location of the site may be less than specific. Accordingly, it may prove difficult to precisely identify the site from such records.

This potential value also arises under Criterion (c).

### ***Summary***

The landscape satisfies these Commonwealth Heritage and National Heritage criteria. It is arguably of significant heritage value and outstanding heritage value. It is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape.

The patch of native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes) satisfies the Commonwealth Heritage criterion as it is of significant heritage value on the basis of the rarity value of such woodland and related grassland, and because of the possible extant community of the endangered plant *Rutidosia leptorrhynchoides*.

There is a potential value for the Old Parliament House Senate Gardens as a site which may yield further rare Aboriginal artefacts. However, this value is yet to be formally established.

- (c) **the place has significant heritage value/outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history**

#### *Indigenous heritage*

Refer to the discussion under Criterion (b). As yet, the potential research value of the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts has not been sufficiently researched to enable a clear determination of the potential.

The potential archaeological deposits (PAD 1, see Figure 14, and Kings Park 1, see Figure 15) may have scientific value. However, at this stage, the nature and strength of this value has not been determined. It is also possible that other remnants of similar sand bodies may still be present within the study area and that these too may be archaeologically sensitive.

#### *Landscape*

The Parliament House Vista study area landscape includes the contributions of many different designers displaying a range of creativity, and it contains significant gardens in the form of the National Rose Gardens, Commonwealth Park, the Sculpture Gardens of the National Gallery of Australia, and possibly the Old Parliament House Gardens (because the integrity of these gardens is low to medium, due to the substantial alterations to fabric which have occurred). It is a composite of different expressions from different periods in its evolution. The study area remains a record of different approaches to landscape design, management and maintenance throughout the 20th century. The further study of the area has the potential to contribute to our understanding of the history of landscape design in Australia.

However, the importance of this information has not yet been formally established, nor alternative sources explored to enable a full understanding of the value under this criterion. Further research is needed to establish the strength of the value.

#### *Summary*

The potential research value of the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts has not been sufficiently researched to enable a clear determination of the potential.

The research potential of the study area to contribute to our understanding of the history of landscape design in Australia has not yet been formally established, nor alternative sources explored, and further research is needed to establish the strength of the value.

At this time there is insufficient demonstrated value to meet these criteria.

- (d) **the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics**



**of:**

- (i) a class of Australia’s natural or cultural places; or**
- (ii) a class of Australia’s natural or cultural environments**

All evidence suggests the Parliament House Vista is a special if not unique national landscape rather than one place amongst many in a class of places. While it may be argued that the class of capital cities applies, in reality, the study area is not really a capital city – it is the core symbolic, political and governmental part of such a city. Other important elements are not included.

No evidence of value under this criterion has been identified, and accordingly these criteria are not satisfied.

- (e) the place has significant heritage value/outstanding heritage value to the nation because of the place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group**

### ***Indicators of significance***

No indicators for aesthetic value have been established for the Commonwealth or National Heritage Lists as yet. Separate indicators for aesthetic significance previously used for Commonwealth investigations of National Estate values have been adapted and applied in relation to the thresholds relevant to Commonwealth and National Heritage, as set out below.

### ***Aesthetic values***

To define whether a place exhibits significant aesthetic values, the following indicators can be applied:

- the place or attributes within it creates *profound emotional response* in communities associated with the place (eg. inspirational, awe inspiring, majestic, fearful, peaceful, tranquil, mysterious);
- aesthetic response is *evidenced action, creative response or community attitudes* about the place; and
- the place contains *outstanding landforms or compositional qualities* (eg. combinations of colour, form, texture, movement; particular design features) and these can be identified through community or professional assessment as the source, or sources, of aesthetic response.

Assessment against the Commonwealth and National Heritage List criteria must identify:

- the *particular aesthetic characteristics* exhibited by the place – particular means able to be defined or specified;
- that the particular aesthetic characteristics are *valued* by a community or cultural group (*valued* means appreciated, respected, esteemed, treasured, etc); and
- the community or cultural group that holds that value.

### ***Thresholds***

Factors that may be taken into account in considering whether or not a place meets significance thresholds for either the National or Commonwealth Heritage Lists include:

- the strength and nature of aesthetic response;
- the extent to which the aesthetic response is special or particular to this place;
- the breadth of the aesthetic response (eg. is aesthetic response shared across different communities and cultural groups? Is there consistency in the values held across the range of communities and range of cultural groups?); and

- the extent of recognition of the place for its aesthetic characteristics across geographic and cultural boundaries.

Other factors which might be considered include longevity of aesthetic response for particular communities or cultural groups.

Inclusion on the Commonwealth Heritage List requires only that there be significant aesthetic values held by a community or cultural group. No specification is made as to the level of the value nor the size or extent of the community which holds it. It follows that significance to any one definable community or cultural group will be sufficient to establish heritage value. In particular, the strength and nature of aesthetic response and the extent to which the aesthetic response is special or particular to this place (rather than extent of value across communities) is most relevant.

The National Heritage List, however, requires that the place has ‘outstanding heritage value to the nation’ and consider that this requires:

- national recognition of the place for its aesthetic values as evidenced through how it is designated, protected, represented or linked to a national story, or through other evidence that it is a national icon, a defining place in national identity, or nationally known for those values; and
- national comparison can demonstrate that the place has stronger aesthetic attributes than other similar places, or that it is aesthetically distinctive nationally.

For example, sources of evidence would need to be national in scope or – in the case of creative and artistic responses to the place – be nationally recognised. Artistic or tourism imagery which represents aesthetic response to the place and has frequent and national exposure might be an example of the latter. Multiple sources which arise from different communities (eg. geographical or otherwise) might also provide measures of a more widespread (ie. national) significance.

### ***Aesthetic appreciation of the Parliament House Vista***

The following discussion is based on the research and analysis undertaken as part of the project and presented in Section 4.2.

#### ***The Canberra community***

The Parliament House Vista evokes an emotional response from the Canberra community members for whom it is a place of dramatic and powerful views and also a place of reflection and contemplation.

Members of the Canberra community describe the Parliament House Vista’s aesthetic quality using a range of powerful adjectives: ‘dramatic’; ‘amazing’; ‘extraordinary’; ‘beautiful’ to convey the strength of feeling it evokes in them. They value the juxtaposition of bush with the formality of the built environment.

The aesthetic values specific to the design and setting of the Parliament House Vista are also recognised, along with the integration of the architectural elements into the overall Griffins’ design.

The Canberra community and, in particular the veterans/family of veterans among them, value the visual link between the Parliament House and the Australian War Memorial which represents the democratic values of the Australian nation and the sacrifices made to uphold them.

### *The Australian community*

Based on the evidence available, the Parliament House Vista is the most highly recognised part of Canberra for Australians. The Vista evokes Canberra and its important meanings and associations. The importance of the Parliament House Vista for Australians appears to have grown in response to the completion of new Parliament House.

Moreover, its aesthetic values as a symbolic and powerful landscape are clearly evidenced in the high recognition of the Parliament House Vista.

While further research could be conducted, the evidence presented indicates that the aesthetic characteristics of the Parliament House Vista are strongly connected to its symbolic meanings, and are highly recognised and valued by Australians.

### *Summary*

The Parliament House Vista is valued by the Canberra community for its aesthetic qualities and meets the Commonwealth Heritage List threshold for aesthetic value by having significant heritage value.

The Parliament House Vista is also valued by the Australian community for its aesthetic qualities, and meets the National Heritage List threshold for aesthetic value by having outstanding heritage value for the nation.

- (f) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period**

### *Landscape*

The landscape of the study area is the core of the national capital. Its development as a significant cultural landscape comprising a complex of gardens intimately bound into the architectonic structure of the variously identified precincts is set within the context of the National Triangle parklands. It borrows spatially and visually the landscape of Lake Burley Griffin and the developed lands of the National Triangle and adjacent lands to the east and north.

As such the national place is synonymous with the National Triangle and the Land Axis, extended to include Mount Ainslie, Capitol Hill and Red Hill, linking the spirit of the indigenous landform with that cultural expression of human endeavour - the landscape.

The landscape character is derived from the composition and perceptual experience of different landscape types. The landscape types include the following.

- |           |   |
|-----------|---|
| Landform  | (i) Mounding<br>(ii) Amphitheatre<br>(ii) Terracing<br>(iii) Steep slopes<br>(iv) Gentle slopes<br>(v) Island |
| Waterform | (i) Lake<br>(ii) Pond<br>(iii) Reflecting Pool<br>(iv) Fountain<br>(v) Waterfall/Cascade                      |

- (vi) Stream
  - (vii) Mist
- Built Form
- (i) Buildings
  - (ii) Walls
  - (iii) Ramp
  - (iv) Bridges
  - (v) Roads and Parking Areas
  - (vi) Structures
  - (vii) Hard pavement
  - (viii) Soft pavement
  - (ix) Artworks
  - (x) Gardens
  - (xi) Seats, lights and furniture
  - (xii) Flagpoles
- Vegetation
- (i) Grassland
  - (ii) Parkland
  - (iii) Mass planting: treed canopy
  - (iv) Mass planting: low shrubs and herbaceous plants
  - (v) Informal groups
  - (vi) Row plantations
  - (v) Individual trees (including commemorative trees)
  - (vi) Hedges

The Parliament House Vista study area precincts collectively make up the physical extent of the Parliament House Vista and have in themselves evolved through layers of natural history, planning concepts and human use as the core of the Griffins' organising principle of the intersection of Land and Water Axes.

Each precinct displays distinctly different characteristics, particularly in terms of landform and plan layout however, generally the parkland landscape character extends and unites most of the areas, albeit a complex of informal and formal treatment.

The study area precincts are defined as:

- Land Axis corridor (North and South);
- Parliamentary/Government complex in Parkes (also known as the Parliamentary Zone);
- Central Basin of Lake Burley Griffin;
- Commonwealth Park;
- Kings Park;
- Anzac Parade; and
- the Australian War Memorial.

The Parliamentary/Government Parkes complex can be further subdivided into three areas of different landscape character. These are:

- the relatively formal treatment of enclosed spaces defined by rows or lines of tree planting generally reflecting the road pattern of which the Old Parliament House Gardens is the core of this area;
- the contrasting informal planting within the High Court of Australia/National Gallery of Australia sector, the entrance to King Edward Terrace and the remnant undeveloped areas of Camp Hill; and
- the Land Axis corridor as a central space defined by rows of Eucalyptus tree plantings to the north and south of its passage through Parkes, and conifers, poplars and pin oaks defining its original alignment north of Old Parliament House.

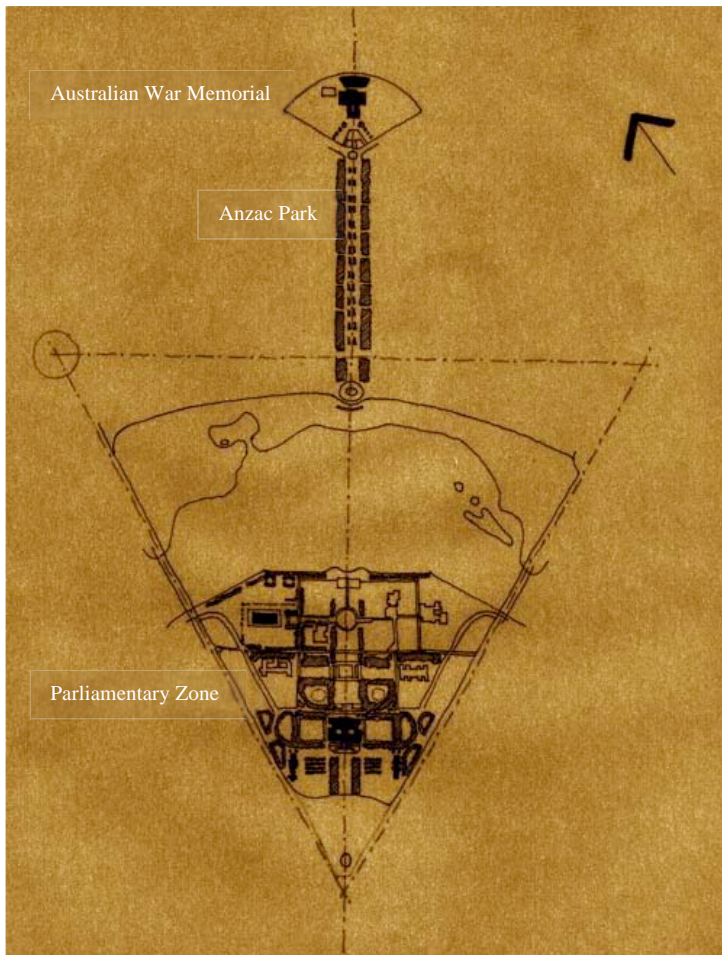
The physical evidence of different visions about landscape planning approaches and landscape design is expressed throughout the Precinct areas as: formal lines of horticulture, the creation of open parkland spaces, a contrasting range of informal and formal spaces and the creation of relatively intimate commemorative spaces and objects.

Evidence remains of the work of many landscape designers in attempts to create a distinctive national landscape setting and identity for the national capital.

The Griffins' concept of built elements and spaces remains unrealised, particularly within the National Triangle yet the central idea of the Land Axis is powerfully expressed through the dedication of an open space corridor defined by formal planting in the tradition of the French Baroque. Obvious comparisons can be made with other new world capitals such as Washington DC in respect to the structure of axial lines and triangulation of areas created by the intersection with radiating lines. The geometry of Canberra and Washington is heightened by the contrast with the line of the rivers in each case - the Potomac River in Washington and the Molonglo River in Canberra.

Apart from the planning structure and built form, the detailed nature of landscape design proposals by the Griffins is not clear within the Parliament House Vista study area, and has been left open to interpretation by subsequent designers, horticulturalists, foresters, architects, landscape architects and planners.

Evidence of remnant plantings as influenced by Weston and his successors during the inter-war period remains within the Parliamentary gardens area as do some of the commemorative plantings. Subsequent thinning and inter-planting with other species (mostly pin-oaks, elms and Eucalyptus species), combined with changes to the road layout and car parking areas, has resulted in a less strident system of walls of vegetation defining outdoor rooms. Some representative rows of planting from the inter-war period can be found flanking the Senate Gardens and House of Representatives Gardens, as well as east of the Treasury Building towards the Land Axis. The accent plantings of poplars also remains within the Parliamentary gardens area together with more recent replacement plantings of the same species, which is a measure of concern for the conservation of the planting design of the late 1920s as a setting for Old Parliament House.



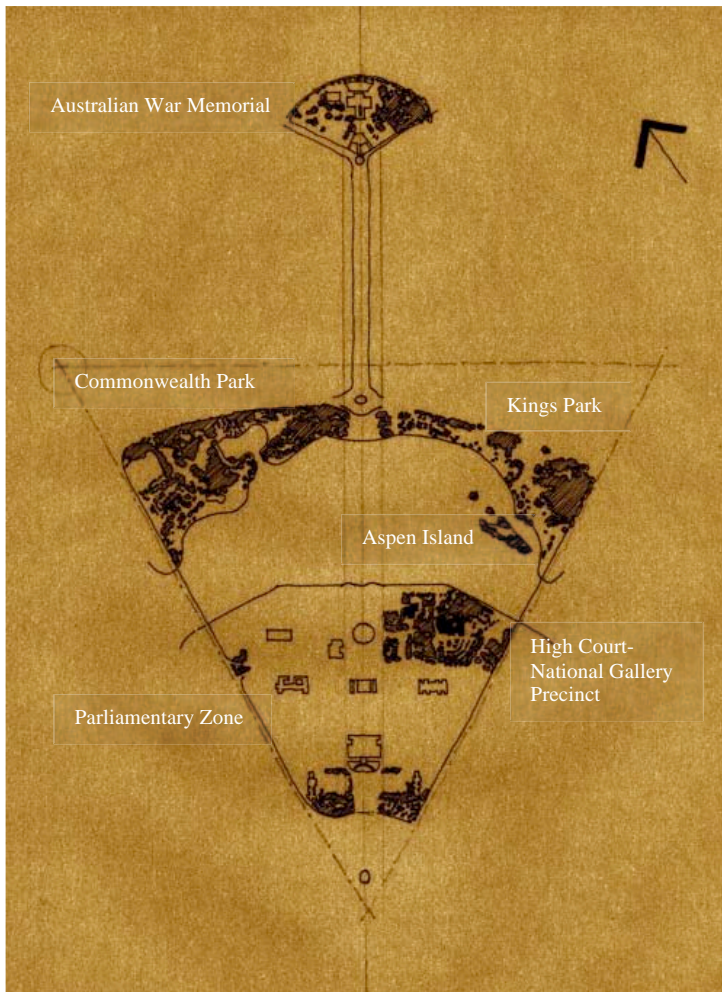
**Figure 67. Study Area Formal Landscape Elements**

Source: Craig Burton

Notes: Major landscape elements/ plantings include:

- the plantation plantings and planting beds in Anzac Parade;
- southern lakeshore plantings; and
- street, Land Axis and other boundary plantings in the Parliamentary Zone.





**Figure 68. Study Area Informal Landscape Elements**

Source: Craig Burton

Notes: Major landscape elements/plantings include:

- plantings around the Australian War Memorial, especially to the east;
- Commonwealth and Kings Parks, including Aspen Island; and
- some plantings in the Parliamentary Zone, notably the High Court of Australia-National Gallery of Australia Precinct, and adjacent to East and West Blocks.

### ***Visual and Spatial Structure***

The Parliament House Vista is a made landscape area associated with the intersection of the Land Axis and Water Axis as identified in the Griffins' planning concept of Canberra. The axial ordering principle is overlaid on and into the gentle topography of the Molonglo River Valley and relies aesthetically on contrasting relationships between the indigenous hill landforms as a backdrop to the theatre of cultural aspirations expressed in the made forms of the city. The use of an axial organising structure was derived from the influence of the City Beautiful Movement, and an earlier tradition of imposing geometry on nature to make order out of chaos, in the Northern hemisphere. In its application to Canberra it has evolved into an element to facilitate a Garden City still struggling for an elusive sense of national identity expressed through the landscape, apart from its political association as the seat of the Australian Government.

Comparisons can be made with other New World capitals such as Washington where a similar geometry has been applied.

The Parliament House Vista area is symmetrically composed around the central Land Axis and comprises a complex of contrasting spaces, horticultural and landscape treatments, both formal and informal in character. It remains a document of different approaches to land use and landscape design from the nineteenth century to the present.

The spatial structure reflects both the natural and built landform of the Molonglo River Valley. At the lowest point, along the line of the former river and adjacent alluvial flats, the formation of the Central Basin of Lake Burley Griffin acts as a central focal point

within the Parliament House Vista study area.

The National Triangle is formed by the Griffins' Municipal Axis to the north running between Mount Vernon and Mount Pleasant, the western axis (Commonwealth Avenue), between Kurrajong and Mount Vernon and the eastern axis (Kings Avenue, formerly Federal Avenue) between Kurrajong and Mount Pleasant. The Municipal axis has been obscured or visually separated from the heart of the National Triangle by development and plantings.

The Parliamentary Zone, sitting within the National Triangle, is defined, like a complex carpet design, through a series of axes (both the Land Axis and cross axes), and spaces forming outdoor rooms, defined by trees, hedges and built forms. The complexity of the fabric is added to by garden areas, roads, car parking areas, buildings and water bodies. The subdivision of enclosed spaces into a collection of rectilinear and curvilinear shapes, with the exception of the remnants of the natural form of Camp Hill, the High Court of Australia setting and National Gallery of Australia Sculpture Garden setting are largely defined by rows of tree planting reflecting the road pattern as well as the triangular terracing towards the lake.

A vista is a framed sightline defined by landform, buildings or trees or some or all three elements. It offers a distant view through or along an opening suggesting a frame as reference.

The concept of the Land Axis in Canberra facilitated the potential vista between two prominent landforms - Mount Ainslie and Capitol Hill (Kurrajong) and to some extent Red Hill and Mount Bimberi when the observation point is Mount Ainslie. Historically the potential vista was between Capitol Hill and Mount Ainslie with the Griffins' objects of reference the Capitol Building and the Casino, with related gardens and to some extent the intended 'plaisance' Parkway, all intended as the domain of the people overlooking the Parliamentary/Government Group of buildings and spaces.

The actual vista was firstly the view experienced from Old Parliament House towards Mount Ainslie, then the Parkway (Anzac Parade) plantings until the coming of the Australian War Memorial in 1941, then the King George V Memorial in 1953 (relocated 1968). The direction of the view was first suggested by the early Weston plantings to define Prospect Parkway, despite the powerful presence of Mount Ainslie. This was the first manifestation of an expression of the potential scale of the Land Axis. The view from the Old Parliament House towards Camp Hill and Capitol Hill was modified by a mass planting of acacias immediately to the south of Old Parliament House and on the lower slopes of Camp Hill. The vista to the north was one of open spaciousness despite the alternating line of shrubs marking the edge of the King Edward Terrace across the Land Axis corridor.

The vista along the Land Axis has changed with the location of the permanent Parliament House on Capitol Hill together with the concept of accessibility of the public to the largely grassed roof of the central building, the whole complex presenting itself as both a built hill and a building with a crowning reference to the Griffins' Capitol intentions expressed in the flagstaff structure.

The vista from the permanent Parliament House has become a panoramic view of the larger Canberra, possibly in the way the Griffins may have intended the people's view from the Capitol.



Accessibility by people to the roof and the view is now restricted by security measures.

The physical definition of the Land Axis corridor has been primarily through the planting of rows of trees, mostly *Eucalyptus* species throughout the length of the corridor from King Edward Terrace to the Australian War Memorial forecourt to the north, and through Camp Hill to the south of the Old Parliament House to the forecourt of the permanent Parliament House. Between Old Parliament House and the realigned King Edward Terrace the remnant Weston plantings and alterations made by subsequent designers have been conserved, and in some cases by reconstruction.

The view from the accessible roof level at the permanent Parliament House to the north has the Land Axis corridor, Commonwealth Avenue and Kings Avenue as focal landscape elements within the broader panoramic view. The hill landforms are conspicuous in the landscape view.

The view from the ground level forecourt has more characteristics of a vista with obvious focal points such as Old Parliament House, the Australian War Memorial and Mount Ainslie. The plantation of *Eucalyptus* trees coupled with rows of flagpoles help frame the vista along the Land Axis corridor. From this vantage point, Lake Burley Griffin is unseen. A similar visual experience is had when travelling north and downhill through Federation Mall.

The view from the main entrance to Old Parliament House has a slim view of the waters of the Central Basin in the mid-ground and the reflecting pools are conspicuous. An appreciation can be gained of the potential view of the proposed Central Basin of the Griffins' design with Parliament House sited on Camp Hill together with the Reservoir.

The introduction of the mound at Reconciliation Place suggests a possible memory of Mount Cork but it changes the perception of the vista in an intimate way by eliminating some of the subject matter of the view in the mid-ground. The symmetry of Commonwealth Place re-engages with the Land Axis even to the point of suggesting the form of the Griffins' Casino building, in perspective, when looking north through the cutting and the observer is aligned with the Australian War Memorial on axis. At the edge of Lake Burley Griffin the central vista is almost lost as the view becomes more panoramic due to the open space of the Central Basin.

Given the symmetrical composition around the central Land Axis, the small number of asymmetrically planted trees in both Commonwealth Place, to the west of the axis, and Reconciliation Place, to the east of the axis, will disturb this overall symmetry as the trees mature.

From the vantage point on the northern shore and on the axis, only Mount Ainslie is visible to the north with the upper canopy of *Eucalyptus bicostata* trees and the Portal buildings to indicate the continuation of the Land Axis corridor despite the red gravel skirt and terraced clumps of *Eucalyptus cinerea* trees slightly angled in plan to determine the extent of both Commonwealth Park and Kings Park. This treatment appears to work successfully in plan but not as successful in three dimensions. The upper terrace is used as a car parking area and is screened at its southern edge by mass planting and its northern edge by a concrete wall because of the immediate presence of the Anzac Parade and Parkes Way Rond Point intersection. Despite its obvious safety function, the wall limits visual access into the Central Basin and the National Triangle beyond. From this point up to the Australian War

Memorial access is dominated by roads and motor vehicles. For pedestrians in this zone the vista is perceived from either side of Anzac Parade with its regularly spaced memorials associated with war set into rooms within the almost continuous canopy of the *Eucalyptus bicostata* trees. Here the vista is formally defined by the landscape composition in both directions.

The view from the entrance to the Australian War Memorial moves again from the vista to that of a panoramic one looking to the south. The Land Axis corridor is a major component of the view but it extends to the landform of Red Hill and the ranges in the background.

The view along the Land Axis emphasises the collective elevations of built form within the National Triangle. This includes the symmetrical forms of: the hard edged foreshore, flagpoles, walls of Commonwealth Place, Old Parliament House, curving stepped parapet walls, and the roof and flagstaff of the permanent Parliament House. These elements have been carefully sited to achieve a balanced composition when looking along the Land Axis, although this view can only be experienced at a few locations.

Probably the most commonly experienced view of the Parliament House Vista area is an elevated one, from without the study area, from the lookout at Mount Ainslie. It is a similar view as illustrated by Marion Mahony Griffin as part of the 1912 competition submission. It is a panoramic view but clearly aligned along the Land Axis and the contrast between the geometry of the intended made place and that of the indigenous nature is made apparent.

The Parliament House Vista study area's landscape plays upon the quality of contrast. The contrast between: the exotic vegetation and the indigenous vegetation, the deciduous autumnal vegetation and the evergreen, conspicuous flowering vegetation and the inconspicuous flowering vegetation, coniferous vegetation and broadleaf vegetation, dryland grassed areas and irrigated grassed areas, hard paved surfaces and soft finished surfaces, water and land, running water and still water, hard edge and soft edge, formal and informal compositions, straight lines and curved lines.

Above all the scale of the landscape setting dominates the built form so that the area becomes a parkland landscape containing subservient built elements such as gardens, buildings and commemorative objects.

### ***Australian and Overseas Comparisons***

The scale of the Parliament House Vista area as a formal landscape composition based on intersecting axial lines linking topographical elements has no real comparison within Australia. The most obvious international comparison is the formal structure of Washington with its use of axial configurations and triangulation of land formed by radiating tree lined roads, first initiated by L'Enfant's geometrical planning in 1792 and later modified by the Burnham Commission's Plan of 1901. The main difference between Canberra's planning structure and Washington is that the main focal elements are constructed form in the Washington complex rather than the more natural, given form of the landscape as in the Canberra context.

The fashion for formal symmetrical compositions arising during the Inter-War period in Australia is evident in the redesign of Hyde Park, Sydney, based on the ideas of Norman Weekes winning design in 1926, and the work of the Griffins in the layout of the NSW towns of Leeton and Griffith in 1915. All of these schemes, including the Canberra

Competition. were some examples of the result of an ongoing influence of the City Beautiful, Garden City and Garden Suburb movements from the late nineteenth century employing an axial structure.

The two new towns of Leeton and Griffith for the Murrumbidgee Irrigation Area, in southern NSW, employed axial planning principles with hilly focal points such as the Central Plaza (Leeton) and Government Centre (Griffith). The latter crowning a hill and forming the terminus of radial avenues and a formal geometric composition. This contrasted with the surrounding natural topography and the use of Eucalyptus species tree planting (ultimately Sugar Gums) in long lines connecting both towns.

‘Griffith, the administrative capital [of the Murrumbidgee Irrigation Area], was conceived by Griffin as a mini Canberra, with a highly geometric street plan. Leeton was more of a town extension plan, a human-scaled ‘garden community’ with a ‘park-like atmosphere’... Griffith has a distinctive street geometry but the historic planned character of Leeton has lasted better.’ (City Futures Research Centre 2007, vol. 1, p. 128)

Daniel Burnham's World Columbian Exhibition in Chicago in 1893 was a precedent for such planning and contrasted the formal with the informal despite the predominant Neo Classicism demonstrated in the built form. The Exhibition was a major step in the reintegration of planning, urban design, architecture and landscape architecture utilising axial lines as a structural method of uniting these disciplines with the elements of axis, avenue and vista.

In terms of Australian comparisons of modern town planning of the period,

‘Outside of Canberra, the most significant [substantial planned community embodying numerous advanced design ideals] was Yallourn (1919)... [and the] most conspicuous ‘town planned’ outcomes were planned garden suburbs such as Colonel Light Gardens (1917) in Adelaide. Planned private sector subdivisions estate were popular for land sales in the 1920s. One of the most notable of these was the bohemian flavoured Castlecrag in Sydney, where the Griffins retreated after the Canberra debacle. The Perth Endowment Lands extension captured the ‘larger aspects’ of the garden city approach...’ (City Futures Research Centre 2007, vol. 1, p. 26)

However, as a model for other Australian planning,

‘Canberra proved too grand and too specific to be picked up other than piecemeal in later developments.’ (City Futures Research Centre 2007, vol. 1, p. 65)

With regard to town planning theory,

‘Outside of national capital discourse, the major theoretical contribution to a desirable post-colonial urban form came... [from] SA Government Town Planner Charles Reade.’ (City Futures Research Centre 2007, vol. 1, p. 65)

The following sequence of images relates to the experience of the Land Axis when travelled in both directions.



**Figure 69. View north along the Land Axis from new Parliament House**  
 Source: Craig Burton 2006



**Figure 70. Commencement Column and view north along the Land Axis – the column base being outside the PHV area**  
 Source: Craig Burton 2006



**Figure 71. View north along Land Axis from steps of Old Parliament House**  
 Source: Craig Burton 2006





**Figure 72. View north along Land Axis from Reconciliation Place**  
Source: Craig Burton 2006



**Figure 73. View north along Land Axis with Commonwealth Place in foreground**  
Source: Craig Burton 2006



**Figure 74. View north along Land Axis from southern lakeshore**  
Source: Craig Burton 2006



**Figure 75. View north along Land Axis from Rond Terraces**  
Source: Craig Burton 2006



**Figure 76. View north along Land Axis from Rond Pond**  
Source: Craig Burton 2006



**Figure 77. View north along Land Axis from Anzac Parade**  
Source: Craig Burton 2006



**Figure 78. View north along Land Axis from in front of Australian War Memorial**  
Source: Craig Burton 2006



**Figure 79. View south along Land Axis from steps of Australian War Memorial**  
Source: Craig Burton 2006



**Figure 80. View south along Land Axis from Anzac Parade**  
Source: Craig Burton 2006



**Figure 81. View south along Land Axis from Parkes Way**  
Source: Craig Burton 2006



**Figure 82. View south along Land Axis from northern lakeshore**  
Source: Craig Burton 2006



**Figure 83. View south along Land Axis from Commonwealth Place**  
Source: Craig Burton 2006





**Figure 84. View south along Land Axis from Reconciliation Place**

Source: Craig Burton 2006



**Figure 85. View south along Land Axis from Federation Mall**

Source: Craig Burton 2006

### ***Previous appraisals of the Griffins' plan***

The study area displays characteristics of the City Beautiful approach to urban planning with its objectives of beauty and monumental grandeur through the use of such features as axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings. In addition, there are Garden City influences such as the landscaped, low density development with tree-lined streets, parkways, parks and gardens. While the evolved design of Canberra overall has a combination of City Beautiful and Garden City influences, the City Beautiful influences are more distinct in the Parliament House Vista area than elsewhere in the city.

The Griffins' plan for Canberra, as the basis for this synthesis of City Beautiful and Garden City qualities, has been the subject of considerable previous study and assessment both within Australia and overseas. This section briefly provides a few of those authoritative appraisals.

The noted American architect and urban planner, Edmund Bacon wrote,

'[In Canberra] flourished and continues to flourish one of the greatest urban designs ever produced, conceived, nurtured, and grown in circumstances fiercely democratic. Yet so strong was the original concept of... Griffin... that the integrity of the plan survives and reasserts its relevance to the modern day... This is a plan of firm, clear geometry not imposed rigidly on the terrain but sensitively adjusted to its inherent vagaries. Here is a plan that continues to work in spite of enormous changes in the technology of transportation, a system of design which is capable of infinite extension.' (Bacon 1974)

The Australian planner Robert Freestone commented on the design,

‘Griffin’s winning design... was not flawless in functional terms... Yet it was a remarkably apposite conception... This was ‘land planning’ at its most breathtaking – working in several dimensions and richly symbolic. The judges were surely impressed by the comprehensiveness, the strong radial lines...’ (Freestone 1989, p. 118)

Reflecting on the Griffins’ overall plan, the eminent American planner and historian John Reps concluded,

‘Although Griffin’s plan was far from flawless... the Canberra that he designed, now modest in size compared to the greater city and altered in many respects from his vision, remains an extraordinary achievement. It deserves protection from all but the most sensitive and carefully-considered changes as one of the treasures not only of Australia but of the entire urban world.’ (Reps 1995, p. 12)

He expanded on this in a later book,

‘The city conceived of as a work of art is a concept that, unhappily, no longer inspires modern planners. Few examples of this approach exist anywhere, and Canberra stands alone as one such place in Australia... In this respect Canberra resembles the other notable planned national capitals elsewhere in the world. These include Washington... St Petersburg, Brasilia, New Delhi, Islamabad, and Ankara. There are other lesser but still important planned capitals of states or provinces: Adelaide... Chandigarh... La Plata...’ (Reps 1997, p. 267)

Sir Peter Hall has written about Canberra in his study of twentieth century urban planning,

‘It is all exceedingly grand, dignified, elegant, yet... reposeful: it will soon rank with Washington as one of the world’s great monumental capitals, an eloquent testimony to the wisdom of making haste slowly... So Canberra achieves the difficult feat of being one of the last Cities Beautiful, and also the world’s biggest Garden City... Thus, unlike a number of other examples of the City Beautiful genre, it manages to be rather likeable.’ (Hall 1996, p. 196)

Another noted Australian landscape architect, Ken Taylor commented that,

‘The competition [for the design of Canberra] and the Griffin scheme were the culminating pinnacle of the utopian visions for a new Australia city that would lead the world... the Griffin plan... was beautiful in design, conception and physical presentation. It was the City Beautiful with Garden City overtones *par excellence*... Here was inspiration for the creation of a grand capital that grasped the idea of landscape as the structure for a city where social reform through healthy living was integral to the structure and life of the city.’ (Taylor 2005, p. 794)

He goes on to note that,

‘Some of Griffin’s early planning and design ideas were altered or not achieved, but the framework of his plan has stayed in place. His National Triangle... remains mainly as a vast, serene landscape space housing fewer buildings than Griffin envisaged.’ (Taylor 2005, p. 796)

Taylor also recognises the contribution of many others to the realisation of the city, in particular Weston. In a more recent appraisal, Taylor writes,

‘What we now have [in the National Triangle] is a serenely elegant space where the large scale and dignity are valued by many Canberrans and visitors, in contrast to the view that it is a space waiting to be filled with buildings in part to reflect Griffin’s urban piazza imagery. But few could not be other than inspired by the view down the land axis, with its predominant symmetry across the lake to Mount Ainslie: an inspired view where the symbolic formal landscape is in compelling dynamic tension with the bush clad image of Mount Ainslie. It surely ranks in its historic context, meaning and composition as one of the finest views across a city anywhere...’ (Taylor 2006, p. 139)

### ***Findings of the national thematic heritage study of urban and town planning***

This recent study considers the story of urban and town planning in Australia (City Futures Research Centre 2007). As part of this story, the study places in context and provides an assessment of Canberra's planning, from the Griffins through to the current day. Because of the importance of this national study, it is worth quoting it at some length.

Reflecting on the creation of Canberra compared to other Australian capital cities,

'The exceptional capital city was Canberra, established for political rather than imperial or mercantile purposes. Unlike the state capitals, beauty was an important factor in selecting the site for the federal capital. Canberra was conceived as a city in the landscape, a vision reflecting nationalistic ideals of the young Commonwealth and early twentieth century enthusiasm for the emergent art of town planning. Surveyor Charles Scrivener chose a setting for 'a beautiful city'... The plan by [the Griffins]... responded creatively to the landscape features of the Limestone Plains and surrounding locality.' (City Futures Research Centre 2007, vol. 1, pp. 85-6)

'Canberra is unique amongst Australian capital cities. It is a seat of national (and simultaneously territory) government, the only inland capital and Australia's largest city away from the coast, and had a symbolic rather than commercial rationale to its establishment unlike most of the state capitals... having attracted the best international and national planners; for the unprecedented powers... given to public agencies... to the sustained (near century long, and continuing) period of implementation... to the high degree of awareness of and attachment to the city's main plans... [and] to be founded on the basis of a planning competition...' (City Futures Research Centre 2007, vol. 1, p. 99)

With regard to the Griffins' design,

'[it]provided the most dramatic and compelling assemblage of modern city planning ideals in an Australian setting. Befitting a national capital city, their plan related directly to the city beautiful tradition with its recommendations for grand boulevards, major civic spaces, specialist activity centres, generous parklands, waterfront recreation, recreational parkways, and attractive foothill suburbs.' (City Futures Research Centre 2007, vol. 1, p. 65)

'The winning plan of the Griffins was memorable. The architect Peter Corrigan described the Griffins' plan as 'a gift, the greatest art work undertaken in this country's history.' The plan certainly conveyed the desired look of a monumental city dominated by grand axes and vistas, ensembles of monolithic buildings, terminal landmarks, citadels and cumulative massing. And it connected with values and design elements characteristic of the emerging concerns of mainstream modernist planning (like zoning, neighbourhoods, civic and community centres). But unlike other competitors, [they] did not treat the Limestone Plains site as a blank space, but responded sensitively to the natural features, integrating topography into the design. The plan was skilfully adapted to an 'irregular amphitheatre' rather than arbitrarily imposed on the site. As Peter Harrison observed, the 'buildings are made important not so much by their size, height or architectural significance, but by their setting... it is not an architectural composition, but a landscape composition.'

The centrepiece was the triangle... Bisecting the triangle was the central organising concept of a land axis...

The plan is conventionally interpreted as a fusion of city beautiful and garden city ideals. But there were many other influences...

On the ground, Griffin's achievements were modest; a revised plan; some earthworks to mark the main avenues of his designs; and tree planting, including arboreta that still flourish. There would be many departures from his ideas but they still palpably laid the foundations for the central and inner Canberra as we know them today. The grandness of the urban form was quite unlike anything yet conceived for the Australian continent...' (City Futures Research Centre 2007, vol. 1, pp. 100-1)

In terms of the creation of open space as a feature of Australian towns and cities,

‘The place which realises many of the early open space aspirations of the early town planning movement whilst developing as the nation’s outstanding ‘city of landscape’ is Canberra. The national triangle defined by the Griffin plan... encloses a series of key open spaces, most of importance to the nation:

- the older parliamentary zone laid out in symmetrical Beaux-Arts fashion in concert with the building of the provisional parliament house by the Federal Capital Commission in 1924-27 and including the National Rose Gardens (1933)
- the newer parliamentary zone with its green corridor connection to the old and extension via grass ramps onto the roof of the new building (1988)...
- the lakefront zone with a series of open and cultural spaces within and around post-1960s major public buildings, these spaces including National Gallery of Australia Sculpture Garden (1982), Canberra Peace Park (1990), and Commonwealth Place and Reconciliation Place (2002)
- on the northern side of the lake, the parklands of Kings Park and Commonwealth Park, the latter including a series of water gardens designed by leading British landscape architect Sylvia Crowe
- Lake Burley Griffin itself.” (City Futures Research Centre 2007, vol. 1, p. 262)

A related theme is the greening of cities,

‘A major contribution to modern town planning has been the ‘greening’ of cities... Attention to the all-embracing role of the landscape dimension of city planning was given early and sustained privilege in the planning of Canberra... Addressed brilliantly in the Griffins’ winning entry, the actual task of revegetating the bare Limestone Plains fell to a succession of Parks and Gardens superintendents, succeeded by landscape architects...’ (City Futures Research Centre 2007, vol. 1, pp. 276-7)

The national thematic heritage study of urban and town planning identified Metropolitan Canberra a being a place of potential outstanding value for a range of components.

‘Australia’s national capital has been shaped by a succession of town planning ideals... The ensemble of these elements as reflected in the landscape constitutes an open air museum of modern planning and urban design.’ (City Futures Research Centre 2007, vol. 2, p. 90)

‘Certain precincts might be seen as having more intrinsic national value (notably, the Parliamentary [National] Triangle) but in exemplifying the urban and town planning theme they appear to constitute an unparalleled assemblage of 20<sup>th</sup> century practice of national, if not international, significance... Other cities have multiple sites, but in Canberra... spaces even without major intrinsic value draw significance from being part of a greater scheme. The outstanding quality of such places in Canberra is their connectedness – an almost seamless relationship between the elements by virtue of landscaping and the metropolitan open space system.’ (City Futures Research Centre 2007, vol. 2, p. 91)

The extent of the area considered by that study is much larger than just the Parliament House Vista area. Components relevant to the Parliament House Vista include:

- Griffins plan and legacy – city beautiful and 1910s planning;
- National Triangle and Land Axis vista – central parliamentary-civic core of the Griffins plan, city beautiful and later interpretation by the NCDC; and
- interaction of built and natural elements in city hills and landscape backdrops. (City Futures Research Centre 2007, vol. 2, p. 91)

### ***Built elements***

In addition to the broad landscape of the study area, there is also the potential creative achievement embodied in the built elements within the area. By and large the major built elements, such as the buildings, have been individually considered as part of individual heritage listings or conservation studies.

However, some other built elements deserve specific consideration – street furniture and lighting. In a number of cases, these elements have also been specifically considered as part of other conservation studies (eg. the High Court of Australia-National Gallery of Australia precinct). There remain some built elements which have not been separately studied. Two examples deserve consideration – the specially designed street/promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights.

In both these cases, the lights display a high degree of care and quality in their designs, and employ designs and materials well beyond standard lights. The use of such designs reflects the policy of using high quality design in the National Triangle.

### *Summary*

The Parliament House Vista satisfies these Commonwealth Heritage and National Heritage criteria. It is of significant heritage value and outstanding heritage value because of its creative achievement as a complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts and set within the context of the National Triangle parklands. The area has evolved through layers of natural history, planning concepts and human use around the Griffins' core organising principle of the intersecting Land and Water Axes. The Parliament House Vista is significant as an example of City Beautiful urban planning with Garden City influences.

The study area is important for components and qualities reflecting modern or twentieth century planning and urban design, many of which relate to the landscape. The Griffins' design responded creatively to the landscape features of the site rather than the then common practice of ignoring them. The form of the city being in the landscape and provision of extensive open spaces both reflect the development of modern town planning from the early twentieth century. Indeed, the design contained the most dramatic and compelling assemblage of modern town planning ideals. The Griffins' design provides the foundations for the current city and the Parliament House Vista in particular. Some core elements or qualities of this design have been realised although later significant planning contributions have now produced the layered landscape experienced today.

The Parliament House Vista study area demonstrates different approaches to landscape design in an attempt to create a distinctive identity for the core of the national area and integrate them into a harmonious composition as open space at the scale of the indigenous open forest/woodland structure of the region.

A balance of formal and informal landscape treatment has been achieved through the integration of indigenous natural values and cultural values.

With regard to the specific lighting discussed above, these built elements do not, on their own, satisfy these criteria. None the less, they are contributing elements to the overall landscape.

- (g) the place has significant heritage value/outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons**

### *Indicators of Social Value*

No indicators for social value have been established for the Commonwealth or National Heritage Lists at the time of writing. Separate indicators for social significance previously

used for the Regional Forest Agreements, have been applied in relation to the thresholds relevant to the Commonwealth Heritage List and National Heritage List.

The following three indicators have been used to assess the social significance of the Parliament House Vista (more detail is provided in Appendix C.1).

***Importance to the community as a landmark, marker or signature***

This indicator is about the associations and meanings that a place may have because of its role as a landmark or signature place (icon) for a community, one that marks a community's place in the world physically and metaphorically.

***Importance as a reference point in a community's identity or sense of itself***

This indicator is about associations and meanings that help create a sense of community identity such as places that help define community, spiritual or traditional connections between past and present, that reflect important community meanings, that are associated with events having a profound effect on community, that symbolically represent the past in the present, or that represent attitudes, beliefs or behaviours fundamental to community identity.

***Strong or special community attachment developed from use or association***

This indicator is designed to recognise that a place that provides an essential community function can, over time, gain strong and special attachments through longevity of use or association, especially where that place serves as a community meeting place, formally or informally.

***Thresholds***

Threshold indicators are, in general terms, related to the relative strength of association, the length of association and the relative importance of the place to the identified community.

The evidence required to establish social significance is that the place is recognised and valued by an identifiable community or cultural group, and that their associations with the place and the social, cultural or spiritual values arising from this association are able to be documented and assessed against the criterion using agreed indicators.

Threshold indicators for the Commonwealth Heritage List are considered to be where there is an enduring community association, possibly with some discontinuity if the association is very long, the place is well known within and across the relevant community and is highly valued by that community.

For the National Heritage List it is necessary to determine if the place is of *outstanding heritage value to the nation*. This is a challenging test and it is proposed that to meet this threshold:

- a place could have strongly shared values within and across the national community, that is for Australians as a whole, or
- a place could have strongly shared values across and within a community or cultural group that is nationally recognised, that is known beyond their immediate location; and
- the place represents and is connected to a nationally recognised story or theme by the associated community or cultural group.

In no instance should these tests be interpreted as a place needing a 'majority vote' nor do

they need unanimous agreement.

### ***Applying the indicators to the Parliament House Vista data***

#### ***Importance to the community as a landmark, marker or signature***

The Parliament House Vista is strongly valued by the Canberra community as a landmark in the Canberra landscape, the most recognised place in Canberra and as what makes Canberra different to other places. In this sense, as one resident describes it, the Parliament House Vista could be described as Canberra's brand,

'It is Canberra's 'trademark' or 'brand'. Without it Canberra is just another city.'

The Parliament House Vista is also an important landmark in terms of its iconic representation of Australian nationhood. The Canberra community feels a strong attachment to the Parliament House Vista as the embodiment of Australian values, history and national culture.

Images of Canberra used in tourism are predominantly views along the Parliament House Vista or aerial views of Canberra which show the Vista is a distinctive shape on the landscape. The Parliament House Vista is instantly recognisable.

The analysis of tourism imagery indicates that, in terms of the images presented outside of the capital, the Parliament House Vista is Canberra - a major tourism landmark. Research from 2006 into Australians' perceptions of Canberra (Ritchie & Leon-Marillanca 2006) places two icons of the Parliament House Vista at the top of its list of Canberra symbols: Parliament House and the Australian War Memorial. While this suggests that it is possible that the Parliament House Vista has significance for the Australian community, there is currently no firm evidence to show this.

#### ***Importance as a reference point in a community's identity or sense of itself***

The Parliament House Vista is recognised and valued by the Canberra community for whom it represents a place of beauty, the heart of Canberra, the embodiment of Australian nationhood and democracy, and a place of national memory.

These values are held most strongly by local Canberra people in whom the Vista instils a sense of pride and of belonging; an emotional response to being inside the spaces. It is valued by some as a place of protest which is a sign of a 'robust democracy' (Canberra resident). The strength of attachment of local Canberra people is such that they feel strongly that Australians in general should recognise these particular values but that they do not at the current time. For this reason, the Canberra community feels they are holding the values in trust for the nation until such a time as they are recognised.

#### ***Strong or special community attachment developed from long use or association***

The Canberra community strongly express the view that the Parliament House Vista is a place for the people. It is a meeting place and a place where families and friends can spend time together. It is a place of beauty, a space for ceremonies, local events and festivals, for school groups and for all generations and 'all walks of life' (Canberra resident). The availability of the space to the people is valued highly by the Canberra community.

#### ***Conclusions***

The Parliament House Vista is highly valued by the Canberra community for its social and cultural meanings. Conclusions are presented below.

This study shows that the Parliament House Vista can be seen as a physical and a symbolic landmark which represents a whole range of Australian intangible cultural values – nationhood, history, democracy, commemoration, national memory – and a place containing national culture through its cultural institutions.

It is possible that the Parliament House Vista has significance for the Australian community although there is currently no firm evidence to show this.

### ***Canberra community***

The Parliament House Vista is highly valued for its embodiment of Australian national values and identity - the tangible manifestation of intangible values. For the Canberra community, the Parliament House Vista is a symbol which engenders in them a sense of their own place in Australian history.

In terms of its iconic status, for the Canberra community, the Parliament House Vista occupies a central place in the design vision for Canberra and is recognised as a landmark. It is also a place valued for its accessibility, and seen as a meeting place for people from all walks of life. The Canberra community values the place for this accessibility and resultant opportunities it provides to them and to Australians in general for recreation, festivals and protest.

The Canberra community has a very strong attachment to the Parliament House Vista and believes it holds the social value in trust for the wider Australian community which may, or may not, value the Parliament House Vista for the same reasons.

### ***Australian community***

The Parliament House Vista is, without doubt, an important and iconic symbol of Canberra. An analysis of tourism materials shows that the Parliament House Vista is the most used image in the promotion of Canberra to visitors. However, data available on the Australian community provides limited value in helping to understand this community.

From the available data we can hypothesise that the Australian community may or may not have attachment to the Parliament House Vista. This will need to be tested before reliable conclusions can be drawn.

### ***Summary***

The Parliament House Vista meets the threshold for social value in the Commonwealth Heritage List as having significant heritage value.

On the basis of evidence collected in the current project, the Parliament House Vista does not meet the threshold for social value for inclusion on the National Heritage List. The criterion requires that the Parliament House Vista be of ‘outstanding heritage value to the nation’. While this might seem like a surprising result and contrary to popular wisdom, the currently available data does not support any other conclusion. Further research may reach a different conclusion.

Comparative assessments are also needed with other places to see if they embody the values ascribed to the Parliament House Vista. At present, there is no readily available data to enable such an analysis. Also needed is more data from non-Canberrans to test the values of the Australian community in relation to the Parliament House Vista and to test them against the National List threshold of ‘outstanding’ value to the nation.



- (h) the place has significant heritage value/outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history**

The Parliament House Vista study area is the core of the national capital and it is an evolving landscape with many components. The landscape is associated with many notable or outstanding people, including horticulturalists, foresters, landscape designers, landscape architects, planners, architects, and engineers - all building upon the competition winning design concept for Canberra by the Griffins. In addition, the area is associated with many prominent political and administrative figures responsible for the evolution of Canberra.

Some of these people were influential across much of the study area or large or very prominent components, while others played a more discrete role. John Smith Murdoch for example is associated especially with Old Parliament House, and Harry Howard with the National Gallery of Australia Sculpture Garden. In so far as these specific places are valued for the special association with these people, this seems the appropriate way to recognise the value. There is no justification to try and include these values related to specific places in this management plan which deals with the broader landscape. The exception would be if the specific place was of great prominence in the landscape.

In addition, with regard to designers, in so far as every designer is associated with the thing he or she designs, it is not considered sufficient to regard this as a special association. There must be an additional quality to the association. The other dimension to the criterion is the importance of the person in Australia's history.

The following table presents an analysis of a range of people, drawn from the history and a variety of other sources, with a potential special association with the study area.

**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
Alexander Bruce	Director of Parks and Gardens 1926-38, continued with Weston's planting plans yet added seasonal flowering plants such as Prunus trees and roses, responsible for planning the National Rose Gardens	While the National Rose Gardens may have a special association with Bruce, the prominence of this component does not seem sufficient to warrant mention of this association as part of the overall study area. The association between Bruce and the remainder of the study area requires further research.	Possibly, given the long and senior role played regarding the development of Canberra's landscape.
Barbara Buchanan	Contributing designer of the landscape for the High Court of Australia-National Gallery of Australia precinct, including the NGA Sculpture Garden	While the High Court of Australia and National Gallery of Australia landscape probably have a special association with Buchanan, the prominence of this component does not seem sufficient to warrant mention of this association as part of the overall study area	Current information suggests not, but this conclusion may be changed by further research.
John Butters	Chair of the FCC 1924-29, engineer, responsible for development of Canberra in the period, a period of major development culminating in the opening of Parliament House in Canberra in 1927	Butters role and influence as the head of the FCC at a time of intense development for Canberra means that he is associated with many facets of the city in this period. The construction and completion of Old Parliament House under the FCC was the focus of activity in the period, and this place may be regarded as a key place within the study area with which Butters has some association. However, Butters does not appear to have played a prominent or particular role in this project, compared to any others, and this does not appear to be a special association.  Other places which may have a special association with Butters include: the Great Lake hydro-electric scheme in Tasmania, including the masonry dam and Waddamana power-station; and Old Canberra House at Acton which was Butter's official residence during his time with the FCC. (Linge 1979)	Butters is important in Australia's history playing prominent roles in engineering, the development of hydro-electricity in Tasmania, and in his role with the FCC developing Canberra. (Linge 1979))
Richard Clough	NCDC architect/landscape architect from 1959, Director of the Landscape Division in 1972-80,	The study area appears to have a special association with Clough given his work on the north bank of the	Possibly, given the long and senior role played regarding the development of Canberra's landscape,



**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
	coordinated the landscape works and plantings for the north bank of the Central Basin, supervised major design and implementation of works in Commonwealth Park, collaborated on the design of Anzac Parade	Central Basin, on Commonwealth Park and Anzac Parade. These were some of his major projects while with the NCDC. Other places which may have a special association include Government House grounds extensions, Yarralumla, The Kings School, Parramatta and Macquarie University at Ryde. The latter two being regarded as outstanding designs. (Hambrett 2005)	and afterwards as a Professor of Landscape Architecture at the University of NSW.
Sylvia Crowe	Prepared the masterplan for Commonwealth Park	As apparently her only Australian design, Commonwealth Park has a special association with Crowe in the Australian context. Given the park is a major and prominent component of the study area, it is arguable this association should be recognised as part of the study area.	Crowe is undoubtedly an important figure in British history for her work in landscape architecture. In an Australian context, she is possibly of some importance, partly for her design of Commonwealth Park but perhaps more significantly for her promotion of landscape architecture. (Hendry 1996)
John Crust & Emil Sodersten (Sodersteen)	Designers of the Australian War Memorial.	<p>Sodersten and Crust have an association with the study area through their design of the Australian War Memorial. The AWM is a major and prominent component of the study area.</p> <p>The AWM has a special association with Sodersten as perhaps the principal example of his work, and also as the earliest design of a major building in the Art Deco style in Australia. Other examples of Sodersten's designs include the following Sydney buildings – the City Mutual Life Building in the city, Birtley Towers in Elizabeth Bay, and St Bedes Anglican Church in Drummoyne. (Reynolds &amp; Becerra 2002; Pearson, Crocket &amp; Bligh Voller 1995)</p> <p>The AWM appears to have a special association with Crust as it seems to be his only design of any note. (Australian Heritage Database; Australian Heritage</p>	<p>Sodersten is important in Australia's cultural history as one of the leading Australian architects working in the Art Deco style (Reynolds &amp; Becerra 2002).</p> <p>Based on limited research, Crust's sole contribution to the history of Australia seems to be his work on the AWM. None the less, the importance of the AWM is probably sufficient to argue that this contribution is important in Australia's history.</p>



**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
		Places Inventory)	
Trevor Gibson	First town planner for Canberra, responsible for changes to the layout of the geometry of Russell given the siting of the Australian-American Memorial, may also have been responsible for the Parkes Way concept	On current information there would appear to be no special association – his major impact being on other parts of Canberra rather than the study area. (Reid 2002, p. 353)	Possibly, given his long role in the planning for Canberra in the period 1949-75.
John Gray	Director of the Landscape Division, NCDC, 1980-88	Not clear/requires further research. It seems likely there are stronger associations with town park developments elsewhere in Canberra, eg Glebe Park, John Knight Park, and parks in the new town centres. (Gray 1994, pp. 52-3)	Possibly, given the senior role played regarding the development of Canberra's landscape. Requires further research.
Walter Burley Griffin	Original lead designer of Canberra including the study area	The study area has a special association with Griffin. The Canberra design is Griffin's most important work. The study area is the core of the design for Canberra, and is probably the major part of the design which has actually been realised. This special association probably extends to the full National Triangle including City Hill, Constitution Avenue and Russell. Griffin may also have a special association with his house Pholiota at Eaglemont, Melbourne, with Newman College at the University of Melbourne, the Capitol Theatre also in Melbourne, and with Castlecrag in Sydney. (Harrison 1983)	Yes, as the lead designer of the original plan for Canberra as the national capital. Arguably Griffin is of outstanding importance in Australia's history for this role.
Marion Mahony Griffin	Original contributing designer of Canberra including the study area	The study area has a special association with Marion Mahony Griffin for reasons similar to those offered regarding Walter Burley Griffin.	Yes, as the contributing designer of the original plan for Canberra as the national capital.
Rex Hazelwood	Designed Senate rose garden in 1931	Not with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – the Senate rose garden.	Requires further research.
Margaret Hendry	Landscape architect with NCDC 1963-74, prepared detailed design of the Shrub Glades and	Not with the overall study area or a substantial component or range of components. Any potential	Limited research suggests a modest contribution to Australia's history, regarding the development of the

**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
	Marsh Garden in Commonwealth Park, consultant working on the Parliamentary Zone, member of the National Capital Planning Authority's Tree Planting Committee in the Parliamentary Zone	special association would appear to be very specific to a small component of the study area – parts of Commonwealth Park. Other potential special associations would appear to lie with the Cotter Dam Recreational Reserve, Gungahlin Cemetery, Belconnen Town Centre and many playing fields, housing areas and shopping centres. (AILA [2001?])	landscape of Canberra. (AILA [2001?])
John Hobday	Director of Parks and Gardens 1938-44	Not clear/requires further research. The relatively short period of association, at least in this senior position, diminishes the likelihood of it being a special association.	Possibly, given the senior role played regarding the development of Canberra's landscape. However, the relatively short period may diminish any importance. The overlap with the period of World War 2 may also have limited any potential impact because of resource priorities at the time.
William Holford	Leading British architect and town planner, responsible for a report and other advice which was to have a significant impact on the layout of central Canberra from the 1960s	The study area has a special association with Holford, in an Australian context. Holford played a key role in shaping the study area and while many of his recommendations were not implemented, some key recommendations were, including most obviously the creation of the lake and Parkes Way.  Other special associations may exist in Australia with places which reflect the car-based/British new town planning for Canberra.	Holford is an important figure in British history as a leading architect and town planner in his day. In an Australian context, Holford is also important for his influence on the design of Canberra as the national capital. ( <a href="http://en.wikipedia.org/wiki/William_Graham_Holford">http://en.wikipedia.org/wiki/William_Graham_Holford</a> )
Harry Howard	Lead designer of the landscape for the High Court of Australia-National Gallery of Australia precinct, including the NGA Sculpture Garden	While the High Court of Australia and National Gallery of Australia landscape clearly have a special association with Howard, the prominence of this component does not seem sufficient to warrant mention of this association as part of the overall study area	Howard is arguably an important figure in Australia's history for his outstanding contribution to landscape architecture, notably in the design of the landscape for the High Court of Australia and National Gallery of Australia. (Weirick 2000)
Joseph Maiden	Director of Sydney Botanic Gardens and advised on plantings for Canberra	Not clear/requires further research. Maiden is probably more closely associated with the Royal Botanic Gardens, especially its herbarium, several vice-regal residences, the Outer Domain and	Yes. Maiden was an eminent botanist working in Australia in the early twentieth century, and Director of the Botanic Gardens from 1896-1924.

**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
		Centennial Park. (Lyons & Pettigrew 1986)	
John Smith Murdoch	Leading Commonwealth Government architect, designer for Old Parliament House, and East and West Blocks	Murdoch has a special association with Old Parliament House, and with East and West Blocks, being a crucial and prominent group of buildings in the development of both Canberra and the study area. Old Parliament House is arguably Murdoch's most important work. Given the prominence of the buildings in the study area, especially Old Parliament House, it seems reasonable to argue this special association is worth recognising as part of the area.	Murdoch is arguably an important figure in Australia's cultural history. He was an early and significant architect in the Commonwealth Government, including periods as Chief Architect, Department of Works and Railways (1919-29) and Director-General of Works (1927-29). Murdoch was responsible for the design and construction of many early Canberra buildings such as Old Parliament House, and for other significant Commonwealth buildings throughout Australia. (McDonald 1986)
National Capital Development Commission staff	Responsible to plan, develop and construct Canberra as the National Capital in the period 1958-89	The staff of the NCDC are closely associated with the extensive range of major developments undertaken in the period. These include: the lake, Y-Plan, four new towns and associated residential areas, Russell Hill Defence Offices, Anzac Parade and memorials, planning for diplomatic missions, National Library of Australia, High Court of Australia, National Gallery of Australia, Questacon (National Science and Technology Centre), and the National Capital Open Space System. ( <a href="http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp">http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp</a> )  Given the concentration of associated places within the study area, or which have otherwise had a major impact on the area (eg. Parkes Way), the NCDC staff are considered to have a special association with the Parliament House Vista. This may be shared with other places.	The NCDC staff as a group are important in Australia's cultural history for their key role in planning, developing and constructing Canberra. Arguably the NCDC period was the second major phase of Canberra's development. ( <a href="http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp">http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp</a> )
National Capital	Represents the Commonwealth's interest in the planning and development of the National	The staff of the NCPA/NCA are closely associated with a large range of developments in the study area	The NCPA/NCA staff are probably important in Australia's cultural history given their role in the



**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
Planning Authority/ National Capital Authority staff	Capital, 1989-present	such as memorials, the Old Parliament House Gardens, International Flag Display, and Commonwealth Place. The study area is the focus of the NCPA/NCA's work.  Given the concentration of associated places within the study area, the NCPA/NCA staff are considered to have a special association with the Parliament House Vista.	planning and development of the National Capital. The qualification in this statement arises for two reasons. Firstly, the NCPA/NCA are relatively recent organisations and it is arguable that there is not yet sufficient historical time/distance to enable a satisfactory assessment of their place in history. Secondly, as noted in Chapter 3, the achievements of these organisations tend to be much more modest compared to those of the NCDC, for example.  At this time, it is probably fair to defer assessment of the importance of the NCPA and NCA to allow more time/historical distance for such an assessment.
Harry Oakman	Director of the Landscape Division, NCDC 1963-72	Oakman has a special association with Commonwealth Park being instrumental in its development within the NCDC. It is regarded as his major achievement in Canberra. Oakman was also responsible for the landscaping around the National Library of Australia. It seems reasonable to assert a special association with the study area because of this involvement with major components of the area. In addition, a special association may also exist with some Brisbane city parks. (Gray nd; Cannon 2001)	Oakman is an important figure in Australia's history given his roles as Parks Superintendent of the Brisbane City Council 1946-63, and later the senior role played regarding the development of Canberra's landscape. He was also recognised as one of Australia's foremost authors of illustrated horticultural books. (Gray nd)
Armin Aleksander Opik	A pioneer of geological mapping and interpretation of geological history in the Canberra region	Not with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – the State Circle geological site.	Yes. The Commonwealth Heritage listing acknowledges this importance.
John Overall	First Commissioner of the NCDC, 1958-72	Overall is closely associated with a number of major initiatives by the NCDC including the new town developments and associated residential expansion, completion of the lake, and development of the	Overall is an important figure in the cultural history of Australia given his leadership of the NCDC during its foundation period. In this time the NCDC dramatically accelerated the development of



**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
		<p>Russell complex. It has been argued the most important of these was the lake. (Ward 2001)</p> <p>Accordingly, Overall does have a special association with the study area given his key role in completion of Lake Burley Griffin. There may also be other places with which he has a special association.</p>	<p>Canberra after a long period of neglect. Arguably the NCDC period was the second major phase of Canberra's development. (<a href="http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp">http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp</a>)</p>
Lindsay Pryor	<p>Director of Parks and Gardens 1944-58. Altered the Weston tradition in promoting the creation of parkland spaces for people and the integration of Eucalyptus species into the landscape areas. Shifted the emphasis from exotic to indigenous species and tended to build on existing planting, and frequently used circular groupings of trees. Removed some of Weston's former plantings on the site of Central Park (later Commonwealth Park) in 1949 to create two large grassed areas on the western ridge and created a more informal setting by adding Eucalyptus tree plantings. In 1946 a major tree thinning of the Parliamentary Zone was initiated by Pryor. All the golden cypresses, white poplars, pin oaks and Lawson's cypress on King George Terrace were removed.</p>	<p>The study area does not appear to have a special association with Pryor, although he had a significant impact through tree thinning and eucalypt plantings. The Australian National Botanic Gardens would appear to have a much stronger claim to such an association.</p>	<p>Pryor is significant in Australia's history for his role as Director of Parks and Gardens over an extended period, for his key role in the development of the Australian National Botanic Gardens, as Foundation Professor of Botany at the Australian National University from 1958-76, and for his key scientific work on eucalypts. (ANBG nd)</p>
Charles Robert Scrivener	<p>Surveyor associated with the original selection and set-out of Canberra as the nation's capital</p>	<p>The study area does not appear to have a special association with Scrivener. Places with a special association with Scrivener probably include the surviving surveyors boundary marks for the ACT, especially in the Brindabella Ranges, the Surveyor's Hut below Capital Hill, and the unusual house Scrivener designed and built at Mount Irvine, should this survive. (Birtles 1988)</p>	<p>Yes, given the role played in the selection and surveying of the national capital.</p>
David Shoobridge	<p>Assistant Superintendent, Parks and Gardens Section 1952-58, Director 1958-75</p>	<p>Not clear/requires further research.</p>	<p>Possibly, given the long and senior role played regarding the development of Canberra's landscape.</p>



**Table 8. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
John Sulman	Chairman of the FCAC 1921-24, architect, responsible for development of Canberra in the period including landscaping, infrastructure and Old Parliament House	Sulman has a special association with the Old Parliament House, being a key advocate for the building. Given the prominence of the building in the study area, it seems reasonable to argue this special association is worth recognising as part of the area. Other special associations are likely to include what is regarded as his most important design, the Thomas Walker Convalescent Hospital at Concord, and also the Melbourne & Sydney Buildings in Civic which he also designed. (Apperly & Reynolds 1990)	Sulman is important in Australia's history playing prominent roles in architecture and town planning, and in his role with the FCAC.
Thomas Charles George Weston	Officer-in-Charge, Afforestation Branch, Federal Capital Territory, and other positions, responsible for plantings in Canberra and especially in the study area from 1913-26, especially from 1922	While there are many places in Canberra which share an association with Weston, it is arguable that the Parliamentary Zone has a special association being the focus of the early Canberra plan. Westbourne Woods and the Yarralumla Nursery are likely to be the other major areas with a special association with Weston. (Murphy 1990)	Weston is an important figure in the cultural history of Australia, being responsible for the early detailed plantings which are a major feature of Canberra.
Alan Wilson	Landscape architect with NCDC, prepared detailed design of the Shrub Glades and Marsh Garden in Commonwealth Park	Not with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – parts of Commonwealth Park.	Limited research suggests a modest contribution to landscape architecture in Australia. (Bunzli nd)



### Summary

Based on the analysis above, the study area satisfies these Commonwealth Heritage and National Heritage criteria. It has significant heritage value and outstanding heritage value for its special associations with Walter Burley Griffin.

In addition, the study area satisfies the Commonwealth Heritage criterion as it has significant heritage value for its special associations with:

- Sylvia Crowe;
- John Crust and Emil Sodersten;
- Marion Mahony Griffin;
- William Holford;
- John Smith Murdoch;
- National Capital Development Commission staff;
- Harry Oakman;
- John Overall;
- John Sulman; and
- Thomas Charles George Weston.

There are also a range of other possible special associations that require further research. These are related to:

- Alexander Bruce;
- Richard Clough;
- John Gray;
- John Hobday;
- John Maiden; and
- David Shoobridge.

With the passage of more time, further consideration should be given to the possible special association of the NCPA/NCA staff with the study area.

**(i) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance as part of indigenous tradition**

While there are components of the study area which have or may have Indigenous heritage value, overall the study area itself was not found to have significant or outstanding heritage value under this criterion.

Information about consultations with Indigenous stakeholders can be found in Section 4.1.

### Summary of Values

<b>Criterion</b>	<b>National Heritage value</b>	<b>Commonwealth Heritage value</b>
(a)	Yes	Yes
(b)	Yes	Yes
(c)	No	No
(d)	No	No
(e)	Yes	Yes
(f)	Yes	Yes
(g)	No	Yes
(h)	Yes	Yes
(i)	No	No



## 6. STATEMENT OF SIGNIFICANCE

### CHAPTER SUMMARY

- This chapter provides a statement of significance for the overall Parliament House Vista area, as well as noting the contributing significance of many individual components. The chapter also provides a list of the attributes that express or embody the heritage values.
- The Parliament House Vista area is a large and complex landscape with a range of values related to its history and historical associations, unique evolving design, aesthetic value, creative achievement and social value. Some of these are of outstanding value to the nation (potential National Heritage) while others are of significant heritage value (Commonwealth Heritage). The area contains many places of recognised and individual heritage significance, many of which contribute to the values of the broader area.



## 6.1 STATEMENT OF SIGNIFICANCE

This section contains a statement of significance for the Parliament House Vista area. In addition, the area contains many places of recognised and individual heritage significance, and these are noted separately below. One component within the area also has heritage value but it has not been formally recognised previously, and this is also noted separately below.

References to criteria in the following section relate to the National and Commonwealth Heritage Criteria (reproduced at Appendix D). The references are provided after the relevant text.

### Parliament House Vista Area

The Parliament House Vista area is a large and complex landscape with a range of values related to its history and historical associations, unique evolving design, aesthetic value, creative achievement and social value. Some of these are of outstanding value to the nation (potential National Heritage) while others are of significant heritage value (Commonwealth Heritage). The area contains many places of recognised and individual heritage significance, many of which contribute to the values of the broader area.

The Parliament House Vista is of outstanding heritage value to the nation because it is strongly associated with and a focus of the history of politics and government in Australia, the development of Australian cultural life and national identity, and the development of Canberra as Australia's national capital, including the initial design by Walter and Marion Griffin for the city (1911, later revised), and subsequent designs notably by William Holford and the National Capital Development Commission. The result is a layering of designs which have built upon or consciously departed from the Griffins. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.

Canberra was created following 1911 as the new Australian national capital. It was based on the Griffins' design for the city and the Parliament House Vista contains the core of this design as realised. The Parliament House Vista is the heart of the national capital and contains prominent national institutions such as Old Parliament House which was the home of the Commonwealth Parliament from 1927-88, the Australian War Memorial from 1941, as well as many other national institutions and government office buildings. It is also the location for a large range of other memorials and commemorative plantings dating back to the 1920s, and the area continues to be the focus of such activities. The area is also significantly associated with political protest, especially in the vicinity of Parkes Place.

The Parliament House Vista is of outstanding heritage value to the nation because of its landscape history which is:

- unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital;
- a record of an evolution of different ideas in landscape design in Australia from the Federation Period to the present, related also to the development of Landscape Architecture as a profession in Australia; and
- it is unparalleled in any other Australian city because the physical evolution has allowed a tradition of landscape architecture and horticulture to be developed.

(Criterion (a))

The landscape of the Parliament House Vista is arguably of outstanding heritage value as it is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape.

(Criterion (b))

The Parliament House Vista is of significant heritage value to the Canberra community for its aesthetic qualities. It evokes an emotional response from the community for whom it is a place of dramatic and powerful views, such as the large scale and sweeping views along the Land Axis to the terminal features, and also a place of reflection and contemplation. They value the juxtaposition of bush with the formality of the built environment. The aesthetic values specific to the design and setting of the Parliament House Vista are also recognised, along with the integration of the architectural elements into the overall Griffins' design.

The Canberra community and, in particular, the veterans/family of veterans among them, value the visual link between the Parliament House and the Australian War Memorial which represents the democratic values of the Australian nation and the sacrifices made to uphold them.

The Parliament House Vista is of outstanding value to the nation because of its aesthetic values to Australians. It is the most highly recognised part of Canberra for Australians – evoking Canberra and its important meanings and associations. Its aesthetic values as a symbolic and powerful landscape are clearly evidenced in the high recognition of the Parliament House Vista. The aesthetic characteristics of the Parliament House Vista are strongly connected to its symbolic meanings, and are highly recognised and valued by Australians.

(Criterion (e))

The Parliament House Vista is of outstanding heritage value because of its creative achievement as a complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands. The area has evolved through layers of natural history, planning concepts and human use – as the Griffins' core organising principle of the intersecting Land and Water Axes. The Parliament House Vista is significant as an example of City Beautiful urban planning with Garden City influences. It displays design excellence through the use of natural features to generate a strong planning geometry and broad symmetry which is reinforced by introduced features such as the lake, buildings, plantings, parklands, gardens and road system. There is a masterly synthesis and ordering of topography and functions creating a symbolic and visually dramatic landscape.

The study area is important for components and qualities reflecting modern or twentieth century planning and urban design, many of which relate to the landscape. The Griffins' design responded creatively to the landscape features of the site, and the form of the city being in the landscape and provision of extensive open spaces both reflect the development of modern town planning from the early twentieth century. Indeed, the design contained the most dramatic and compelling assemblage of modern town planning ideals. The Griffins' design provides the foundations for the current Parliament House Vista area. Some core elements or qualities of this design have been realised although

later significant planning contributions have now produced the layered landscape experienced today.

The Parliament House Vista is important for its design pattern of large landscapes and waterscapes with treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial and Mount Ainslie at the northern end and Parliament House at the southern end, and with the Carillon and Captain Cook Memorial Water Jet creating balanced vertical features in the water plane.

Avenues of trees and Lombardy Poplars as sentinels at key locations provide colour, character and contrast – all emphasising the symmetrical design – and the green/irrigated grass, especially of the Land Axis, makes a strong contribution to the composition. There are many important smaller component parklands and gardens which enhance the landscape with rich details of texture, colour, fragrance and in some cases, art works and water features.

The Parliament House Vista study area demonstrates different approaches to landscape design in an attempt to create a distinctive identity for the core of the national area, and integrate them into a harmonious composition as open space at the scale of the indigenous open forest/woodland structure of the region. In addition, these designs seek to provide an appropriate scale for the built elements in an integrated way, reflecting the tradition of the City Beautiful Movement.

A balance of formal and informal landscape treatment has been achieved through the integration of indigenous natural values and cultural values.

These many features provide a rich texture to the Parliament House Vista.

(Criterion (f))

The Parliament House Vista has significant social heritage value for both the Canberra and Australian communities.

The Parliament House Vista is of social significance to the Canberra community as a place which represents and embodies the ideals of Australian values and nationhood. The Canberra community values the Parliament House Vista as an icon and landmark and as the heart of the city.

The Parliament House Vista is a place which the Canberra community values as an important element in the continuum of both local and national history. This sense of history and of place engenders feelings of belonging and pride and the Canberra community feels it holds the layers of values and stories, as embodied in the area, in trust for the nation.

The Parliament House Vista is valued highly for its accessibility, as a gathering and meeting place, and as a beautiful place in which to be. The Canberra community has a deep attachment to the idea that the Parliament House Vista is a place for all Australians.

The Parliament House Vista is an iconic image of Canberra which represents the city to the nation and, potentially, internationally. For those Australians who have visited Canberra, the Parliament House Vista is the central iconic image representing a key element of the overall Griffins' design for Canberra, the nation's capital.

(Criterion (g))

The study area has outstanding heritage value for its special association with Walter Burley Griffin. Griffin was the lead designer of the original plan for Canberra as the national capital, and the Parliament House Vista is the core of the design and is probably the major part of the design which has actually been realised.

The Parliament House Vista also has significant heritage value for its special associations with:

- Sylvia Crowe, an important landscape architect, especially in Britain but also in Australia – responsible for the masterplan for Commonwealth Park, apparently her only Australian design and a major component of the study area;
- John Crust and Emil Sodersten, as important architects, especially for their design of the Australian War Memorial – this being a crucial and prominent building in the Parliament House Vista;
- Marion Mahony Griffin, important as the contributing designer of the original plan for Canberra as the national capital, including especially the Parliament House Vista;
- William Holford, a leading British architect and town planner who is important for his influence on the design of Canberra as the national capital, including in particular the Parliament House Vista;
- John Smith Murdoch, an early and significant architect in the Commonwealth Government – designer of the Old Parliament House and East and West Blocks, being a crucial and prominent group of buildings in the development of the area;
- National Capital Development Commission staff, who played key role in planning, developing and constructing Canberra including a large number of major components within the study area, or which have otherwise had a major impact on the area;
- Harry Oakman, an important landscape designer and author, instrumental in the development of Commonwealth Park and other landscaping in the Parliament House Vista;
- John Overall, who led the NCDC during its foundation period which saw a dramatic acceleration in the development of Canberra after a long period of neglect, including in particular completion of Lake Burley Griffin;
- John Sulman, an important architect and town planner who played a major role in the development of Canberra – a key advocate for the Old Parliament House development, being a prominent building in the study area; and
- Thomas Charles George Weston, an important figure being responsible for the early detailed plantings which are a major feature of Canberra, including notably the Parliamentary Zone.

(Criterion (h))

### **Individually Significant Components of the Area – Formally Identified Previously**

A number of components within or overlapping with the Parliament House Vista have previously been identified as having heritage value. Such value has been expressed either through formal heritage listings or through conservation management plans. In some cases the value is contained to just the particular component and in other cases the component makes a contribution to the broader landscape of the study area. The following section provides a list of these components, and a summary of component values or features where they relate to the study area. This summary draws on existing listings or studies and no

new analysis has been undertaken.

#### Australian War Memorial:

- the building is an important landmark in Canberra, Australia's national capital, occupying a critical location at the northern end of the Land Axis of the Griffins' city design, and as a result making a central contribution to the principal vista to and from the (Old) Parliament House, the most important vista in the planned city;
- key features are that the Memorial building sits in relative visual isolation, and the symmetry of the building as seen from the main land axis; and
- another key feature is the conceptual as well as planning and landscape link between the AWM site and Anzac Parade (Pearson, Crocket & Bligh Voller 1995, pp. 58-62).

#### Blundells' Cottage:

- remnant 19<sup>th</sup> century pastoral settlement; and
- now a contrast with the Federal Capital developments (Freeman Collett & Partners 1994-95, vol. 1, pp. 65-66).

#### Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces):

- is of significant heritage value because it is associated with the history of the development of Canberra as Australia's national capital;
- is a complex, evolving design which is an important part of the story of the national capital and the Parliament House Vista in particular;
- makes a major contribution to the Parliament House Vista area;
- is of significant heritage value as a related set of creative achievements in landscape design. This partly arises because of the individual qualities of the parklands but also as part of the wider setting of the Parliament House Vista area. This creative achievement relates to the:
  - contrasting informality of the parklands compared to the Parliamentary Zone;
  - unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge;
  - open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies;
  - use of vegetation in informal drifts in an attempt to integrate with the surrounding informal indigenous landscape character, and thereby to create a distinctly Australian landscape character;
  - use of more linear and formal planting on either side of the Land Axis;
  - creation of vistas to help structure the spatial composition of the landscape;
  - careful use of scale related to use;
  - creation of recognisable character in specific areas, achieved through the careful selection of trees;
  - the dryland woodland contrast of Kings Park compared to Commonwealth Park;
  - landscape background to Lake Burley Griffin;
  - lakeside park environment;
  - landscape link with Mount Pleasant from Kings Park, with native plantings on the high ground; and
  - vistas from Parkes Way into Kings Park (Marshall and others 2007, pp. 104-6).

#### East Block:

- significant as part of a group (with West Block and Old Parliament House) which formed the essential government facilities in the early development of Canberra as



- the seat of the Commonwealth Government; and
- the landscaping is significant as a relatively intact example of the landscape of the 1920s (Philip Cox, Richardson, Taylor & Partners 1995, p. 29; Ratcliffe 1993, p. 9).

#### High Court of Australia-National Gallery of Australia Precinct:

- key features are the woodland, parkland and grassland landscapes and related landscape features within the Precinct;
- another key feature is the Sculpture Garden; and
- there is a contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone (Pearson, Burton & Marshall 2006, pp. 74-75).

#### John Gorton Building (formerly Administration Building):

- occupies an important site in the Parliamentary Zone, especially given its balancing relationship to the Treasury Building across the Land Axis, and contributes to the planned aesthetic qualities;
- major built element in the Parliamentary Zone;
- sited according to the Griffins' plans; and
- played key role in the development of Canberra as the location for Commonwealth Government departments (Philip Cox, Richardson, Taylor & Partners 1992, pp. 58-59).

#### King George V Memorial:

- a focal point in the Parliamentary Zone; and
- it has significant relationship with Old Parliament House (Freeman Collett & Partners 1994a, vol. 1, p. 22).

#### Lake Burley Griffin:

- Potential National Heritage values:
  - is an essential part of what defines Canberra and an essential component of the Griffins' 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;
- Potential Commonwealth Heritage values:
  - 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;
  - supports habitats for threatened ecological communities and species – Murray Cod;
  - 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;
  - 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;

- supports natural areas valued as remnants of the pre-settlement environment and an aquatic ecosystem which is valued by the community;
- possesses significant scientific research values and values as part of Indigenous tradition;
- 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 provides some opportunities for research; and
- 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. (GML 2006, pp. 181-2)

#### National Carillon and Aspen Island:

- are a highly visible part of the picturesque landscape composition of the lake and its parklands;
- contribute to the grand vision of the vista as a symbolic, unified and visually dramatic place;
- provide, along with other features, an informal balance to the Parliament House Vista and the symmetry of the National Triangle;
- they contribute to the richness of features of the Parliament House Vista;
- have substantial aesthetic values related to views towards the place as well as views out from it (Marshall & Firth 2006, p. 62).

#### National Library of Australia:

- it occupies a prominent and strategic location on the western side of the Triangle, making it one of Canberra's landmark features;
- contributes to the planned aesthetic qualities of the Parliamentary Zone which include a broadly symmetrical landscape with isolated buildings set amongst rows of trees and sweeping lawns; and
- a contributing feature is the openness of the vista across Lake Burley Griffin (Pearson & Marshall 2005, p. 34).

#### National Rose Gardens:

- a distinctive early example of twentieth century public garden design in a formal style;
- their location in front of the (then Provisional, now Old) Parliament House was planned to enhance the setting of the House; and
- valued by visitors to Canberra as well as the local community for their aesthetic qualities (DEWHA 2008, citation for the National Rose Gardens, place no. 105473).

#### Old Parliament House (from the former conservation management plan and the exposure draft of the proposed heritage management plan, since completed):

- is an important landmark in Canberra;
- symbolises the primacy of Parliament or the legislature over the executive and judicial components;
- occupies a prominent and strategic location at the southern end of the Land Axis; and
- contributes to the planned aesthetic qualities of the Parliamentary Triangle (Pearson, Betteridge, Marshall, O'Keefe & Young 2000, p. 113; Gason, Ireland, Kent, Manson, Marshall, Richards & Sneddon 2006, pp. 10-11).

#### Old Parliament House Gardens Precinct:

- the general form and layout of the precinct, as well as certain individual features, contribute to the suite of early Federal Capital features in the upper apex of the Parliamentary Zone, and these symbolise the commencement of Canberra as the national capital;
- the gardens contribute to the planned aesthetic qualities of the Parliamentary Zone particularly through the symmetrical layout of the precinct as a whole; and
- the gardens contribute to the landmark quality of Old Parliament House and the Parliamentary Zone (Context 2006, pp. 57-8).

#### Parkes Place:

- is a fine, relatively intact example of a 1920s garden style including:
  - creation of formally shaped space or outdoor rooms;
  - reinforcement of Land Axis;
  - strong vertical sentinel poplar plantings at path intersections and entrances;
  - cypress edges and tree canopied paths;
  - large scale grass vistas/axes;
  - seasonal effects;
- associated with significant events (assemblies, commemorative plantings, memorials, distribution of cremation ashes, recreation activities, concerts, festivals, celebrations and political protests); and
- a fine example of the use of perennial display bedding set in grass with an emphasis on roses (Gray 1997, p. ii).

#### State Circle Cutting:

- is of outstanding heritage value to the nation because of its importance in natural history as evidence of significant geological processes, and for other values; but
- does not make a contribution to the broader landscape or values of the Parliament House Vista area.

#### West Block:

- an essential and important axial planning element within the Parliamentary Zone;
- significant as part of a group (with East Block and Old Parliament House) which formed the essential government facilities in the early development of Canberra as the seat of the Commonwealth Government; and
- a remnant of the relocation phase of the Government to Canberra from Melbourne (Freeman Collett & Partners 1994b, vol. 1, p. 74).

## **Individually Significant Components of the Area – Not Formally Identified Previously**

In addition to those components of the Parliament House Vista which have been previously identified as having individual heritage value, there is one other component place within the study area which has been identified as part of this study. The component place and related values are detailed below.

Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes):

- the patch of native vegetation adjacent to West Block is of significant heritage value on the basis of the rarity value of such White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland, and because of the possible extant community of the endangered plant *Rutidosis leptorrhynchoides*.

## 6.2 ATTRIBUTES RELATED TO SIGNIFICANCE

The following list of attributes are features that express or embody the heritage values detailed above, and these are useful in ensuring protection for the values.

These attributes are divided into those of the overall Parliament House Vista area, and those related to individually significant components of the area. In the case of the former, these attributes have been related to the heritage criteria. With regard to the individually significant components, no attempt has been made to allocate attributes to criteria.

**Table 10. Attributes related to Significance**

Criteria	Attributes
<b>Parliament House Vista Area</b>	
Criterion (a) - History	<ul style="list-style-type: none"> <li>• Parliament House Vista area</li> <li>• Sites associated with the history of politics and government in Australia:               <ul style="list-style-type: none"> <li>• Old Parliament House and gardens</li> <li>• East and West Blocks</li> <li>• High Court of Australia</li> <li>• John Gorton Building</li> <li>• Treasury Building</li> <li>• National Carillon</li> <li>• some commemorative trees (in the Central Parklands (see Marshall and others 2007), Parkes Place plantings (Empire Parliamentary Association and Young Australia League, see Gray 1997), the Bunya Pine planted by the Duke of York in 1927, and the tree planted at the High Court of Australia by the Queen in 1980)</li> </ul> </li> <li>• Sites associated with the development of Australian cultural life and national identity:               <ul style="list-style-type: none"> <li>• Australian War Memorial</li> <li>• memorials, especially those in Anzac Parade but also those in Commonwealth and Kings Parks, and Parkes, including the King George V memorial, Captain Cook Memorial Water Jet and Magna Carta Place (excluding the International Flag Display)</li> <li>• some commemorative trees (in the grounds of the Australian War Memorial, plantings associated with specific Anzac Parade memorials (not the mass eucalypt plantings), and in the Central Parklands (see Marshall and others 2007))</li> <li>• National Gallery of Australia including its Sculpture Garden</li> <li>• Reconciliation Place</li> <li>• National Rose Gardens</li> <li>• National Library of Australia</li> </ul> </li> <li>• Sites associated with the development of Canberra as Australia's national capital:               <ul style="list-style-type: none"> <li>• Griffins' design features: Land and Water Axes, lake (although to a different shape), National Triangle (mostly realised and mostly within the study area), Parliamentary Zone as the location for government office buildings (partly realised), Central Parklands (partly realised), the Australian War Memorial building (even though this function was not originally anticipated or proposed) and road layout (partly realised)</li> <li>• Holford design features: replacement of strict symmetry with a balanced development in the National Triangle, Parkes Way, Rond Terraces, lake (completion rather than general design), and a more naturalistic northern lakeshore boundary</li> <li>• National Capital Development Commission design features: lake, National Library of Australia, National Gallery of Australia, High Court of Australia, Commonwealth Park, Kings Park, Anzac Parade, Treasury Building, and some landscaping within the Parliament Zone – in particular Parkes Place, original part of the Regatta Point Pavilion, Carillon, Captain Cook</li> </ul> </li> </ul>

Table 10. Attributes related to Significance	
Criteria	Attributes
	<ul style="list-style-type: none"> <li>Memorial Water Jet and Questacon (National Science &amp; Technology Centre)</li> <li>• Landscape designs: <ul style="list-style-type: none"> <li>• Parliamentary Zone, including the cross axes</li> <li>• Old Parliament House gardens</li> <li>• National Rose Gardens</li> <li>• Commonwealth Park</li> <li>• Kings Park</li> <li>• Anzac Parade</li> <li>• High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden</li> <li>• Land Axis corridor</li> <li>• Lake Burley Griffin Central Basin</li> </ul> </li> </ul>
Criterion (b) - Rarity	<ul style="list-style-type: none"> <li>• Parliament House Vista landscape, including component landscapes: <ul style="list-style-type: none"> <li>• Parliamentary Zone</li> <li>• National Rose Gardens</li> <li>• Commonwealth Park</li> <li>• Kings Park</li> <li>• Anzac Parade</li> <li>• High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden</li> </ul> </li> </ul>
Criterion (e) – Aesthetic characteristics	<ul style="list-style-type: none"> <li>• Parliament House Vista</li> <li>• Dramatic and powerful views, notably: <ul style="list-style-type: none"> <li>• the sweeping views of the Parliament House Vista both from, and towards Mount Ainslie, and especially the sightline between Old Parliament House and the Australian War Memorial, including the large scale of these views</li> <li>• the vista towards Canberra city along Commonwealth Avenue</li> <li>• oblique aerial views that include Lake Burley Griffin and/or cross the Parliament House Vista</li> </ul> </li> <li>• Places of reflection and contemplation (research did not identify specific components although it is probable this relates to the many parks and gardens)</li> <li>• Juxtaposition of bush with the formality of the built environment</li> <li>• Designed elements of the area including sweeping vistas, open spaces, and monuments and buildings within the landscape</li> <li>• Setting of the Parliament House Vista</li> <li>• Integration of architectural elements into the overall Griffins' design</li> </ul>
Criterion (f) – Technical and creative achievement	<ul style="list-style-type: none"> <li>• Complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands</li> <li>• Architectonic structure of the various precincts</li> <li>• National Triangle parklands</li> <li>• Land and Water Axes</li> <li>• City Beautiful features - beauty and monumental grandeur, axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings</li> <li>• Garden City features - landscaped, low density development with tree-lined streets, parkways, parks and gardens</li> <li>• Planning geometry and broad symmetry reinforced by the lake, buildings, plantings, parklands, gardens and road system, and the stricter symmetry of the Land Axis corridor</li> <li>• Ordering of topography and functions</li> <li>• Design pattern of large landscapes and waterscapes, treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial, Mount Ainslie and Parliament House, the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane</li> <li>• Avenues of trees, and Lombardy Poplars as sentinels at key locations</li> <li>• Green/irrigated grass, especially of the Land Axis</li> <li>• Smaller component parklands and gardens, some including art works and water</li> </ul>

<b>Table 10. Attributes related to Significance</b>	
<b>Criteria</b>	<b>Attributes</b>
	<ul style="list-style-type: none"> <li>features</li> <li>• Open spaces at the scale of the indigenous open forest/woodland structure of the region</li> <li>• Landscape design scale appropriate for the built elements, reflecting the tradition of the City Beautiful Movement</li> <li>• A balance of formal and informal landscape treatments using indigenous natural values and cultural values</li> <li>• The specially designed street/promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights</li> </ul>
Criterion (g) – Social value	<ul style="list-style-type: none"> <li>• Parliament House Vista</li> <li>• Continuum of both local and national history</li> <li>• Layers of values and stories</li> <li>• Accessibility of the area, as a gathering and meeting place, and as a beautiful place</li> <li>• Surviving elements of the Griffins’ design for Canberra (see Criterion (a))</li> <li>• Formal design elements – sweeping vistas, open spaces, and buildings and monuments within the landscape</li> <li>• Presence of the nation’s peak political and cultural institutions: <ul style="list-style-type: none"> <li>• Old Parliament House (as a reflection of its former role), National Library of Australia, High Court of Australia, National Gallery of Australia and Australian War Memorial</li> </ul> </li> </ul>
Criterion (h) – Significant people	<ul style="list-style-type: none"> <li>• Surviving elements of the Crowe masterplan for Commonwealth Park</li> <li>• The original Australian War Memorial building</li> <li>• Surviving elements of the Griffins’ design for Canberra (see Criterion (a))</li> <li>• Surviving elements of Holford’s design for Canberra (see Criterion (a))</li> <li>• Old Parliament House and East and West Blocks</li> <li>• Developments associated with the NCDC</li> <li>• Commonwealth Park and landscaping around the National Library of Australia</li> <li>• Lake Burley Griffin</li> <li>• Weston plantings especially those surviving in the Parliamentary Zone</li> </ul>
<b>Individually Significant Components</b>	
<ul style="list-style-type: none"> <li>• Australian War Memorial <ul style="list-style-type: none"> <li>• landmark qualities</li> <li>• siting</li> <li>• contribution to the principal vista to and from the Old Parliament House</li> <li>• relative visual isolation</li> <li>• symmetry of the building as seen from the Land Axis</li> <li>• external form</li> <li>• conceptual as well as planning and landscape link between the AWM and Anzac Parade</li> </ul> </li> <li>• Blundells’ Cottage: <ul style="list-style-type: none"> <li>• remnant 19<sup>th</sup> century pastoral settlement</li> <li>• contrast with the national capital developments</li> </ul> </li> <li>• Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces): <ul style="list-style-type: none"> <li>• contrasting informality of the parklands compared to the Parliamentary Zone</li> <li>• conserve the unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge</li> <li>• exotic plantings along the lake foreshore in order to provide a unified effect along the northern shore of the Central Basin when seen from the Parliamentary Zone</li> <li>• open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies</li> <li>• use of vegetation in informal drifts in an attempt to integrate with the surrounding informal indigenous landscape character</li> <li>• use of more linear and formal planting on either side of the Land Axis</li> <li>• creation of vistas to help structure the spatial composition of the landscape</li> <li>• careful use of scale related to use</li> <li>• creation of recognisable character in specific areas, achieved through the careful selection of</li> </ul> </li> </ul>	

Table 10. Attributes related to Significance	
Criteria	Attributes
	<ul style="list-style-type: none"> <li>trees               <ul style="list-style-type: none"> <li>• the dryland woodland contrast of Kings Park compared to Commonwealth Park;</li> <li>• landscape background to Lake Burley Griffin</li> <li>• lakeside park environment</li> <li>• landscape link with Mount Pleasant from Kings Park, with native plantings on the high ground</li> <li>• vistas from Parkes Way into Kings Park</li> </ul> </li> <li>• East Block:               <ul style="list-style-type: none"> <li>• axial planning</li> <li>• relationship to West Block and Old Parliament House</li> <li>• external form</li> <li>• use for government accommodation</li> <li>• relatively intact landscaping of the 1920s</li> </ul> </li> <li>• High Court of Australia-National Gallery of Australia Precinct:               <ul style="list-style-type: none"> <li>• woodland, parkland and grassland landscapes and related landscape features within the precinct</li> <li>• Sculpture Garden</li> <li>• contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone</li> <li>• external form</li> </ul> </li> <li>• John Gorton Building (formerly Administration Building):               <ul style="list-style-type: none"> <li>• siting</li> <li>• external form</li> <li>• use for government accommodation</li> </ul> </li> <li>• King George V Memorial:               <ul style="list-style-type: none"> <li>• landmark qualities</li> <li>• relationship to Old Parliament House</li> </ul> </li> <li>• Lake Burley Griffin:               <ul style="list-style-type: none"> <li>• lake</li> <li>• edge treatments</li> <li>• landmark qualities</li> </ul> </li> <li>• National Carillon and Aspen Island:               <ul style="list-style-type: none"> <li>• Carillon and Aspen Island</li> <li>• visibility as part of the landscape of the lake and its parklands</li> <li>• contribution to the symbolic, unified and visually dramatic place</li> <li>• contribution to the informal balance and symmetry of the Vista</li> <li>• views towards the place as well as views out from it</li> </ul> </li> <li>• National Library of Australia:               <ul style="list-style-type: none"> <li>• siting</li> <li>• landmark qualities</li> <li>• external form</li> <li>• isolated building form set amongst rows of trees and sweeping lawns</li> <li>• vista across Lake Burley Griffin</li> </ul> </li> <li>• National Rose Gardens:               <ul style="list-style-type: none"> <li>• twentieth century public garden design in a formal style</li> <li>• location/contribution to the setting of Old Parliament House</li> </ul> </li> <li>• Old Parliament House:               <ul style="list-style-type: none"> <li>• landmark qualities</li> <li>• siting</li> <li>• external form including symmetry, long low form and colour</li> <li>• primary position relative to other government buildings</li> </ul> </li> <li>• Old Parliament House Gardens Precinct:               <ul style="list-style-type: none"> <li>• general form, overall symmetry, layout and garden character</li> <li>• relationship to Old Parliament House</li> </ul> </li> <li>• Parkes Place:               <ul style="list-style-type: none"> <li>• formally shaped space or outdoor rooms/trees</li> <li>• feature which reinforce the Land Axis</li> <li>• strong vertical sentinel poplar plantings at path intersections and entrances</li> </ul> </li> </ul>



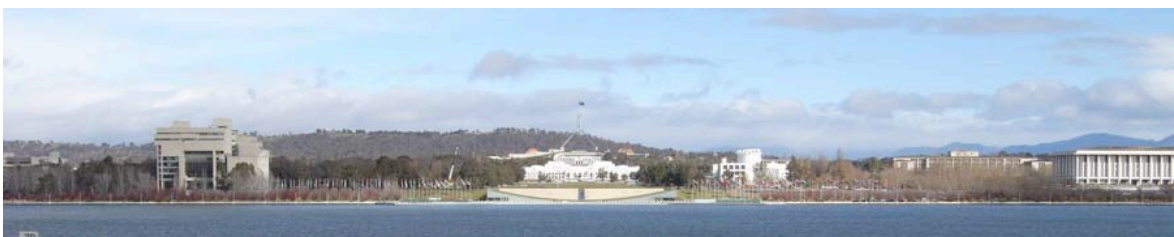
Table 10. Attributes related to Significance	
Criteria	Attributes
	<ul style="list-style-type: none"> <li>• cypress edges and tree canopied paths</li> <li>• large scale grass vistas/axes</li> <li>• seasonal effects</li> <li>• perennial display bedding set in grass, including roses</li> <li>• State Circle Cutting: <ul style="list-style-type: none"> <li>• exposed cutting</li> </ul> </li> <li>• West Block: <ul style="list-style-type: none"> <li>• axial planning</li> <li>• relationship to East Block and Old Parliament House</li> <li>• external form</li> <li>• use for government accommodation</li> </ul> </li> <li>• Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes): <ul style="list-style-type: none"> <li>• native vegetation including the possible extant community of <i>Rutidosis leptorrhynchoides</i> and the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland</li> </ul> </li> </ul>



## 7. DEVELOPMENT OF POLICY - OPPORTUNITIES AND CONSTRAINTS

### CHAPTER SUMMARY

- This chapter provides a range of information which relates to the opportunities and constraints affecting the Parliament House Vista.
- Based on the statement of significance for the Parliament House Vista area, and the significance of individual components, a range of management implications arise. These implications do not automatically lead to a given conservation policy as there are a range of other factors that must also be considered in the development of the policy.
- There are a wide range of legislative requirements including those related to the *Australian Capital Territory (Planning and Land Management) Act 1988* and *Environment Protection and Biodiversity Conservation Act 1999*. In addition, important subsidiary requirements arise in relation to the *National Capital Plan*. Importantly, the Parliament House Vista is on the Commonwealth Heritage List along with a large number of components within the area.
- There are a large number of stakeholders with an interest in and concern for the Parliament House Vista.
- The NCA has a primary management role in regard to the area, and there are a range of management regimes and documents related to the overall area as well as components.
- There are a large number of management issues reflecting the complexity of the area, some of which include reconciling conservation and development, tree management and replacement, and the traffic and road system.
- There are also a number of future requirements and aspirations for the area, especially those related to the *Griffin Legacy* initiative, development of the campuses in the Parliamentary Zone, and changes to the Central Parklands.
- In broad terms, the area is in fair condition and displays a medium level of integrity. However, there is considerable variability between the many components of the Parliament House Vista.



## 7.1 IMPLICATIONS ARISING FROM SIGNIFICANCE

Based on the statement of significance for the Parliament House Vista area, and the significance of individual components presented in Chapter 6, the following management implications arise.

With regard to the overall area:

- generally, conserve the Parliament House Vista area;
- generally, conserve:
  - Old Parliament House and gardens;
  - East and West Blocks;
  - High Court of Australia;
  - John Gorton Building;
  - Treasury Building;
  - National Carillon;
  - some commemorative trees;
  - Australian War Memorial;
  - memorials, especially those in Anzac Parade but also those in Commonwealth and Kings Parks, and Parkes, including the King George V memorial, Captain Cook Memorial Water Jet and Magna Carta Place (excluding the International Flag Display);
  - National Gallery of Australia including its Sculpture Garden;
  - Reconciliation Place;
  - National Rose Gardens;
  - National Library of Australia;
  - Griffins' design features: Land and Water Axes, lake (although of a different shape), National Triangle (mostly as realised and mostly within the study area), Parliamentary Zone as the location for government office buildings (partly realised), Central Parklands (partly realised), the Australian War Memorial building (even though this function was not originally anticipated or proposed) and road layout (partly realised);
  - Holford design features: replacement of strict symmetry with a balanced development in the National Triangle, Parkes Way, Rond Terraces, lake (as a completed feature rather than the general design), and the more naturalistic northern lakeshore boundary;
  - National Capital Development Commission design features: lake, National Library of Australia, National Gallery of Australia, High Court of Australia, Commonwealth Park, Kings Park, Anzac Parade, Treasury Building, and some landscaping within the Parliament Zone – in particular Parkes Place, original part of the Regatta Point Pavilion, Carillon, Captain Cook Memorial Water Jet and Questacon (National Science & Technology Centre);
- conserve the landscape designs of the precincts:
  - Parliamentary Zone, including the cross axes;
  - Old Parliament House gardens;
  - National Rose Gardens;
  - Commonwealth Park;
  - Kings Park;
  - Anzac Parade;
  - High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden;
  - Land Axis corridor;
  - Lake Burley Griffin Central Basin;

- conserve the dramatic and powerful views, notably:
  - the sweeping views of the Parliament House Vista both from, and towards Mount Ainslie, and especially the sightline between Old Parliament House and the Australian War Memorial, including the large scale of these views;
  - the vista towards Canberra city along Commonwealth Avenue;
  - oblique aerial views that include Lake Burley Griffin and/or cross the Parliament House Vista;
- conserve places of reflection and contemplation (ie. the many parks and gardens);
- conserve the juxtaposition of bush with the formality of the built environment;
- conserve the designed elements of the area including the sweeping vistas, open spaces, and monuments and buildings within the landscape;
- promote the conservation of the setting of the Parliament House Vista;
- conserve the integration of architectural elements into the overall Griffins' design;
- conserve the complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands;
- conserve the architectonic structure of the various precincts;
- conserve the National Triangle parklands;
- conserve the Land and Water Axes;
- conserve the City Beautiful features - beauty and monumental grandeur, axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings;
- conserve the Garden City features - landscaped, low density development with tree-lined streets, parkways, parks and gardens;
- conserve the planning geometry and broad symmetry reinforced by the lake, buildings, plantings, parklands, gardens and road system, and the stricter symmetry of the Land Axis corridor;
- conserve the ordering of topography and functions;
- conserve the design pattern of large landscapes and waterscapes, treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial, Mount Ainslie and Parliament House, the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane;
- conserve the avenues of trees, and Lombardy Poplars as sentinels at key locations;
- conserve the green/irrigated grass, especially of the Land Axis;
- conserve the smaller component parklands and gardens, some including art works and water features;
- conserve the open spaces at the scale of the indigenous open forest/woodland structure of the region;
- conserve the landscape design scale appropriate for the built elements, reflecting the tradition of the City Beautiful Movement;
- conserve the balance of formal and informal landscape treatments using indigenous natural values and cultural values;
- conserve the continuum of both local and national history;
- maintain the layers of values and stories;
- conserve the accessibility of the area, as a gathering and meeting place, and as a beautiful place;
- maintain the presence of the nation's peak political and cultural institutions – Old Parliament House, National Library of Australia, High Court of Australia, National Gallery of Australia and Australian War Memorial;
- conserve the surviving elements of the Crowe masterplan for Commonwealth Park;
- conserve the original Australian War Memorial building;
- conserve the landscaping around the National Library of Australia; and

- conserve the Weston plantings, especially those surviving in the Parliamentary Zone.

With regard to individually significant components, conserve the following:

- Australian War Memorial:
  - landmark qualities;
  - siting;
  - contribution to the principal vista to and from the Old Parliament House;
  - relative visual isolation;
  - symmetry of the building as seen from the Land Axis;
  - external form;
  - conceptual as well as planning and landscape link between the AWM and Anzac Parade;
- Blundells' Cottage:
  - remnant 19<sup>th</sup> century pastoral settlement;
  - contrast with the national capital developments;
- Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces):
  - contrasting informality of the parklands compared to the Parliamentary Zone;
  - conserve the unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge;
  - exotic plantings along the lake foreshore in order to provide a unified effect along the northern shore of the Central Basin when seen from the Parliamentary Zone;
  - open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies;
  - use of vegetation in informal drifts in an attempt to integrate with the surrounding informal indigenous landscape character;
  - use of more linear and formal planting on either side of the Land Axis;
  - creation of vistas to help structure the spatial composition of the landscape;
  - careful use of scale related to use;
  - creation of recognisable character in specific areas, achieved through the careful selection of trees;
  - the dryland woodland contrast of Kings Park compared to Commonwealth Park;
  - landscape background to Lake Burley Griffin;
  - lakeside park environment;
  - landscape link with Mount Pleasant from Kings Park, with native plantings on the high ground;
  - vistas from Parkes Way into Kings Park;
- East Block:
  - axial planning;
  - relationship to West Block and Old Parliament House;
  - external form;
  - use for government accommodation;
  - relatively intact landscaping of the 1920s;
- High Court of Australia-National Gallery of Australia Precinct:
  - woodland, parkland and grassland landscapes and related landscape features within the precinct;
  - Sculpture Garden;
  - contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone;
  - external form;

- John Gorton Building (formerly Administration Building):
  - siting;
  - external form;
  - use for government accommodation;
- King George V Memorial:
  - landmark qualities;
  - relationship to Old Parliament House;
- Lake Burley Griffin:
  - lake;
  - edge treatments;
  - landmark qualities;
- National Carillon and Aspen Island:
  - Carillon and Aspen Island;
  - visibility as part of the landscape of the lake and its parklands;
  - contribution to the symbolic, unified and visually dramatic place;
  - contribution to the informal balance and symmetry of the Vista;
  - views towards the place as well as views out from it;
- National Library of Australia:
  - siting;
  - landmark qualities;
  - external form;
  - isolated building form set amongst rows of trees and sweeping lawns;
  - vista across Lake Burley Griffin;
- National Rose Gardens:
  - twentieth century public garden design in a formal style;
  - location/contribution to the setting of Old Parliament House;
- Old Parliament House:
  - landmark qualities;
  - siting;
  - external form including symmetry, long low form and colour;
  - primary position relative to other government buildings;
- Old Parliament House Gardens Precinct:
  - general form, overall symmetry, layout and garden character;
  - relationship to Old Parliament House;
- Parkes Place:
  - formally shaped space or outdoor rooms/trees;
  - feature which reinforce the Land Axis;
  - strong vertical sentinel poplar plantings at path intersections and entrances;
  - cypress edges and tree canopied paths;
  - large scale grass vistas/axes;
  - seasonal effects;
  - perennial display bedding set in grass, including roses;
- State Circle Cutting:
  - exposed cutting;
- West Block:
  - axial planning;
  - relationship to East Block and Old Parliament House;
  - external form;
  - use for government accommodation;
- Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes):
  - native vegetation including the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland and possible extant

community of *Rutidosis leptorrhynchoides*.

These implications do not automatically lead to a given conservation policy in Chapter 8. There are a range of other factors that must also be considered in the development of the policy, and these are considered in the rest of this Chapter. Such factors may modify the implications listed above to produce a different policy outcome.

In addition, it is apparent the current boundaries of the Commonwealth Heritage listed area may not be the most appropriate to fully capture the significance of the Parliament House Vista. The most obvious example is the exclusion of Commonwealth and Kings Avenues and the associated bridges which are integral to the fundamental geometry of the area.

## 7.2 LEGISLATIVE REQUIREMENTS

The management of the Parliament House Vista operates within a legislative and quasi-legislative framework which includes the:

- *Parliament Act 1974*;
- *Australian Capital Territory (Planning and Land Management) Act 1988*;
- *Lakes Ordinance 1976*;
- *National Land Ordinance 1989*;
- *Environment Protection and Biodiversity Conservation Act 1999*;
- *Copyright Amendment (Moral Rights) Act 2000*; and
- *Building Code of Australia*.

In addition, there are a range of relevant subsidiary plans and policies. This framework and relevant elements are briefly described below.

### Parliament Act 1974

Works proposed in the Parliamentary Zone require approval of both Houses of Federal Parliament. The Joint Standing Committee on the National Capital and External Territories may inquire into development proposals within the Parliamentary Zone and make recommendations for their approval.

In general, these provisions apply to external works, and matters of minor impact, including maintenance and repair, may simply be reported to the Joint Standing Committee.

Amongst the matters considered by the Committee in 2007 were amendments to the *National Capital Plan* related to the *Griffin Legacy* initiative. Details of the amendments are provided in the following section on the *National Capital Plan*, and a range of other stakeholder comments on the amendments are provided in Section 7.3 below. In its report, the Committee:

- supported the broad aims of the Griffin Legacy Project;
- believed that the Griffin Legacy Amendments could be improved;
- noted evidence which questioned the adequacy of parts of these amendments;
- noted in relation to Amendment 56 (principles and policies) concerns about excessive building height, traffic and transport implications, loss of vistas of national significance and loss of green space. In addition, there were concerns about the scale of the proposed developments and the lack of a rigorous planning rationale;
- noted in relation to Amendment 59 (City Hill, outside but adjacent to the study area) concerns about the level of detail, and specific concerns about excess building heights and loss of vistas;
- noted in relation to Amendment 60 (Constitution Avenue, outside but adjacent to the study area) concerns about the scale of the proposal and the possible negative impact on the vista from Parliament House towards Constitution Avenue which is, perhaps, one of the most significant urban vistas in the nation;
- suggested that the scale of development for West Basin (within the setting of the study area) should configure more closely to the NCA's 2004 proposal; and
- the committee recommended that Amendments 56, 59, 60 and 61 be disallowed so that the NCA had the opportunity to further refine the amendments taking into account issues raised in the committee's report. This fine tuning being necessary and in the interests of Canberra and the nation (Joint Standing Committee on the National Capital and External Territories 2007, pp. iii-iv).



The Committee's recommendations were not agreed by the Government.

### **Australian Capital Territory (Planning and Land Management) Act 1988**

The Act establishes the National Capital Authority, and requires the NCA to prepare and administer a *National Capital Plan* (National Capital Authority 2002a). The *National Capital Plan* defines Designated Areas and sets out detailed policies for land use and detailed conditions for planning, design and development within them. Works approval must be obtained from the NCA for all 'works' proposed within a Designated Area.

The Parliament House Vista is part of three separate parts of the Central National Area (Parliamentary Zone, Anzac Parade & Constitution Avenue, and Lake Burley Griffin & Foreshores), and the area is a Designated Area as defined in the *National Capital Plan*. Therefore all 'works' affecting the area require written approval from the NCA.

The following section describes the *National Capital Plan*. However, the NCA also has an asset management role and this is separately described in Section 7.4.

#### ***National Capital Authority and National Capital Plan***

The object of the plan (National Capital Authority 2002a) is to ensure that Canberra and the ACT are planned and developed in accordance with their national significance. In particular, the plan seeks to preserve and enhance the special characteristics and those qualities of the National Capital which are of national significance.

The plan describes the broad pattern of land use to be adopted in the development of Canberra and other relevant matters of broad policy. The plan also sets out detailed conditions for the planning, design and development of National Land which includes the Parliament House Vista. As noted above, works within a Designated Area require written approval from the NCA and must meet these detailed conditions. Such works include:

- new buildings or structures;
- installation of sculpture;
- landscaping;
- excavation;
- tree felling; and
- demolition.

Specific relevant sections of the plan include:

- principles and policies for the Parliamentary Zone and its Setting, and Lake Burley Griffin and Foreshores (*National Capital Plan*, Sections 1.1.2, 1.1.3, 1.2.2 and 1.2.3);
- principles and policies for Constitution Avenue (NCP Amendment 60 (NCA [2006?]), Sections 1.5.2 and 1.5.3, Figure 12);
- detailed conditions of planning, design and development (NCP, Section 1.4 and Figure 5, Figure 17 and Notes A to D for Figure 17);
- heritage and environment (NCP, Chapters 10 and 11);
- water quality policies (NCP, Appendix E);
- design and siting conditions for buildings other than detached houses (NCP, Appendix H, part 2);
- design and siting conditions for signs (NCP, Appendix H, part 3, see also Amendment 48 – NCA 2005b);
- Lake Burley Griffin technical and management guidelines (NCP, Appendix J);

- master plan for the Parliamentary Zone (NCP, Appendix T6; see also Amendment 54, NCA 2006); and
- master plan for Constitution Avenue and Anzac Parade (NCP Amendment 60, Appendix T.8 Constitution Avenue and Anzac Parade).

Key extracts from the plan are reproduced at Appendix E.

The plan provides extensive and detailed guidance on a wide variety of matters. It is difficult to meaningfully distill the relevant guidance however, its scope includes:

- the role of the capital;
- preferred uses;
- character to be achieved/maintained;
- hydraulics and water quality;
- access;
- development conditions, including scale of development;
- parking and traffic arrangements;
- standard and nature of building, and urban design and siting, including landscaping;
- management planning for features;
- heritage places;
- signage;
- maintenance and management of the lake; and
- infrastructure.

### ***Key principles and policies***

Key principles provided in the plan include,

‘The planning and development of the National Capital will seek to respect and enhance the main principles of Walter Burley Griffin’s formally adopted plan for Canberra...

The Parliamentary Zone and its setting remain the heart of the National Capital. In this area, priority will be given to the development of buildings and associated structures which have activities and functions that symbolise the Capital and through it the nation. Other developments in the area should be sited and designed to support the prominence of these national functions and reinforce the character of the area.’ (NCA 2002a, Section 1.1.2)

‘To conserve and develop Lake Burley Griffin and Foreshores as the major landscape feature which unifies the National Capital’s central precincts and the surrounding inner hills; and to provide for National Capital uses and a diversity of recreational opportunities.’ (NCA 2002a, Section 1.2.2)

It also provides a number of policies, of which the key ones are as follows.

‘Major national functions and activities that are closely connected with workings of Parliament or are of major national significance should be located in or adjacent to the National Triangle...

The preferred uses in the Parliamentary Zone are those that arise from its role as the physical manifestation of Australian democratic government and as the home of the nation’s most important cultural and judicial institutions and symbols. The highest standards of architecture will be sought for buildings located in the Parliamentary Zone.’ (NCA 2002a, Section 1.1.3)

‘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.

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 into the landscape form of the city

and reflect the urban design principles for the National Capital.’ (NCA 2002a, Section 1.2.3)

‘Reduce the barrier created by Parkes Way and its high speed intersections along its length by changing the character of Parkes Way to become a boulevard addressed with prestigious buildings, at grade pedestrian crossings and appropriately scaled road reserves and intersections...

Ensure conveniently located parking in a manner that does not dominate the public domain.

Create an open and legible network of paths and streets that extends and connects City Hill and the adjoining suburbs of Reid and Campbell to Constitution Avenue, Kings and Commonwealth Parks and Lake Burley Griffin.

Create a public domain that forms a linked sequence of spaces that are accessible, safe, comfortable, and pedestrian-scaled, that promotes walking and use of public transport and minimises reliance on cars.’ (NCA [2006?])

Importantly, the plan also notes that the, ‘lakeside parkland shall continue to be maintained to a high standard.’ (NCA 2002a, Appendix J, p. 147)

### ***Land uses***

Land use in the Parliamentary Zone is National Capital use with the exception of the Lobby Restaurant site which is zoned commercial (NCA 2002a, p. 33, reproduced in Appendix E as Figure 5; see also Amendment 54, NCA 2006).

The specific land use policy relevant to the Lake Burley Griffin and Foreshores area provides the following:

- the area should generally be available for public recreation and free public access;
- public access may be restricted for significant recreational events, for limited periods, and an entry fee may be charged;
- some commercial concessions for visitors may be allowed but only if they are compatible with recreation use;
- the policies are to provide parkland with particular landscape character or themes;
- development of Kings Park will be reviewed in the context of pressures on Commonwealth Park; and
- development is to be limited to small scale items related to recreation and tourism, not including private licensed clubs. (NCA 2002a, p. 67)

The list of uses permitted in the Lake Burley Griffin and Foreshores area is provided in Appendix E.

The parklands north of the lake are zoned Open Space (Park) (NCA 2002a, p. 65, reproduced in Appendix E as Figure 17).

The Anzac Parade and Australian War Memorial are zoned National Capital use (Australian War Memorial), Open Space (Anzac Park) and Offices (Anzac Park East and West office sites) (NCA [2006?], p. 4, reproduced in Appendix E as Figure 12).

The plan notes a number of other relevant matters regarding the lake:

- ferry wharfs and fishing and viewing platforms may be provided in various places around the lake; and
- dredging may be undertaken to deepen sections of the lake (NCA 2002a, pp. 67-8 & Appendix J, p. 146).

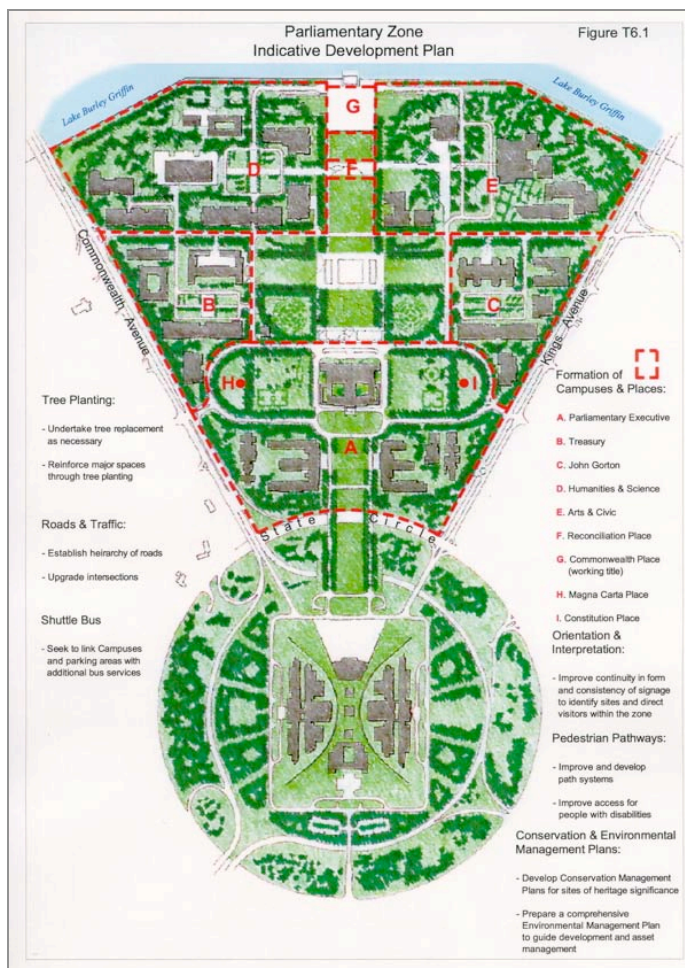
### ***Parliamentary Zone master plan***

A master plan for the Parliamentary Zone is also provided in the *National Capital Plan*

(NCA 2002a, Appendix T6, reproduced at Appendix E; see also Amendment 54, NCA 2006). Key objectives specified are to:

- balance politics and culture;
- welcome people;
- celebrate Australian history and society;
- represent Australian excellence;
- emphasise the importance of the public realm;
- make access easy and open;
- reinforce the integrity of the visual structure;
- strengthen the relationship between buildings and landscape;
- create a variety of urban spaces; and
- establish comprehensive design management polices for the future.

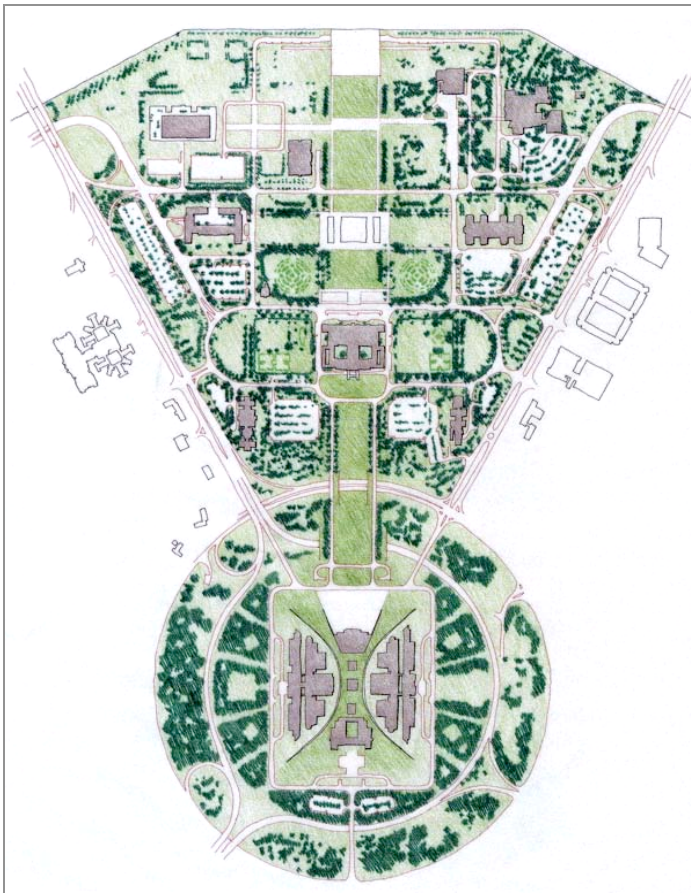
The master plan provides for the creation of campuses or identifiable precincts within the Parliamentary Zone, it provides greater guidance on land uses, and deals with roads, traffic, pedestrian paths, orientation, interpretation and tree planting. It also provides an indicative development plan which is reproduced below. For convenience, this may be compared with a 2001 plan of the zone which is also below.



**Figure 86. Indicative development plan for the Parliamentary Zone**

Source: Figure T6.1 in the *National Capital Plan*

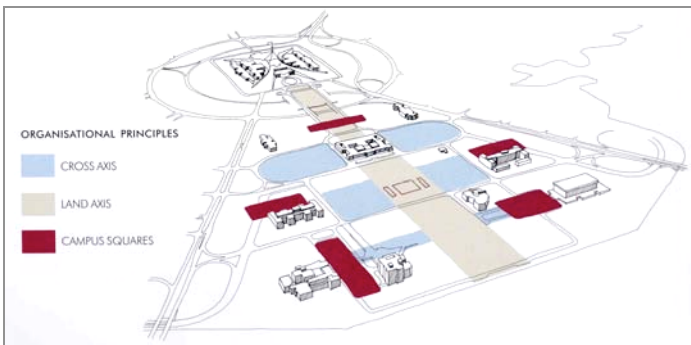
Note: A larger version of this plan is reproduced in Appendix E.



**Figure 87. Plan of the Parliamentary Zone in 2001**

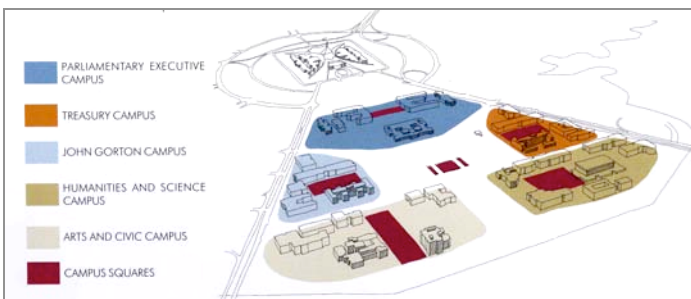
Source: National Capital Authority 2000a, p. 58

Two additional figures are provided below which further explain key organisational principles and the proposed campuses.



**Figure 88. Proposed Organisational Principles of the Parliamentary Zone including Campuses and Axes**

Source: National Capital Authority 2000a, p. 14



**Figure 89. Proposed Campuses**

Source: National Capital Authority 2000a, p. 32

### ***Constitution Avenue master plan***

A master plan for Constitution Avenue and Anzac Parade is also provided in the *National Capital Plan* (NCA [2006?], Appendix T.8, reproduced at Appendix E). The master plan provides guidance across a range of issues, and some key relevant points to note are:

- extensive and continuous multi-storey buildings in the land between Parkes Way and



- Constitution Avenue;
- linking Civic, Reid and Campbell with Lake Burley Griffin and Kings and Commonwealth Parks using street and path networks – meaning an increase in the number of pedestrian and cycleway connections to the parklands, including some more cycleways;
- landscape planting should reinforce the urban structure of Constitution Avenue and its integration with the setting of the Central National Area and the Lake Burley Griffin parklands;
- a formal treatment should be applied to the main avenues including... Kings and Commonwealth Avenues and Parkes Way. Continuous street trees should define the pattern of major and minor streets;
- changes to the character of Parkes Way;
- Wendouree Drive is indicated as terminating at Blundells' Cottage from the Kings Avenue entry, and a new road link is shown from the extension of Blamey Crescent; and
- implementation of water sensitive urban design, involving changes in the parklands.

The master plan provides a series of indicative plans on a range of issues which are reproduced in Appendix E.

### ***Griffin Legacy***

The *Griffin Legacy* is a major initiative of the NCA and presents a new plan for the Central National Area and its approaches (Information in this section is drawn from National Capital Authority 2007a-2007d;

[http://www.nationalcapital.gov.au/understanding/griffin\\_legacy/index.asp](http://www.nationalcapital.gov.au/understanding/griffin_legacy/index.asp); and National Capital Authority 2004). Its aims are:

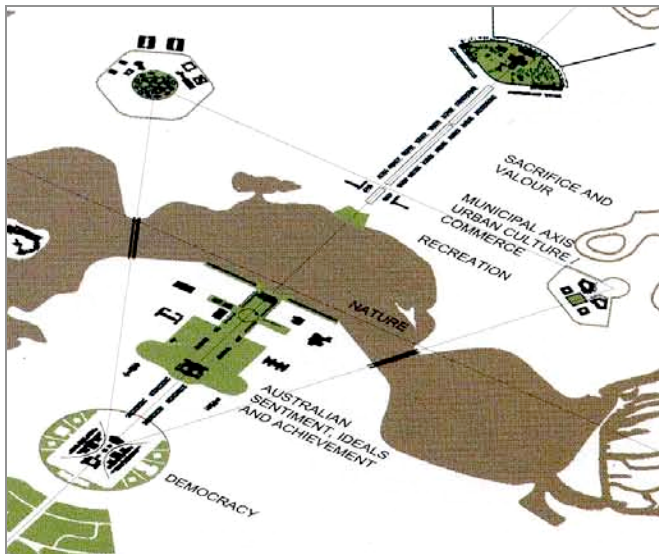
- to appraise the Griffins' Plan and its relevance to the planning and development of Canberra, the nation's capital, in the 21st century;
- to extend the *Griffin Legacy* through a series of Strategic Initiatives which restore, where possible, the spirit and intent of the Griffins' Plan;
- to provide an integrated framework (between the Commonwealth and ACT governments) for planning initiatives in the central areas and approach routes of the National Capital; and
- to protect the integrity of the Griffins' Plan, recognising its stature as a work of both national and international significance.

The initiative has generated a series of strategic proposals to guide city revitalisation and improve links to public attractions and open spaces. These strategies include enhancements to public waterfronts and improved public transport. The most ambitious components include the development of Constitution Avenue, City Hill and the extension of the city to a new waterfront esplanade at West Basin.

The new components of the *National Capital Plan* arising from the *Griffin Legacy* are contained in four amendments to the Plan (Amendments 56, 59, 60 and 61). These deal with principles and policies as well as City Hill, Constitution Avenue and West Basin. Amendment 56 provides an extensive list of principles and policies to be followed.

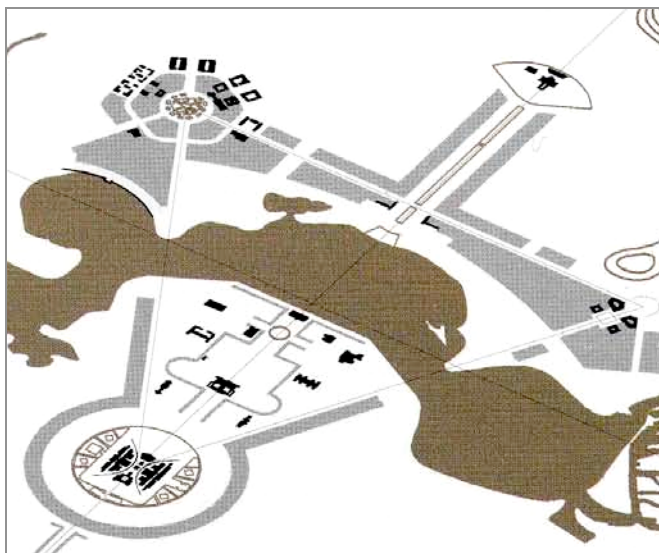
While the three area-specific amendments are for areas outside of the Parliament House Vista, all are adjacent to the study area and several have or may have an impact on the setting. Key elements of the master plan for Constitution Avenue are discussed separately above.

Key elements of the master plan for West Basin include provisions for multi-storey buildings which may partly obscure views to Black Mountain from within the study area.



**Figure 90. Proposed symbolism – Griffin Legacy**

Source: National Capital Authority 2004, p. 157



**Figure 91. Proposed urban form – Griffin Legacy**

Source: National Capital Authority 2004, p. 157

**Figure 92. Indicative Development Plan for Constitution Avenue**

Source: NCA 2007c



## **Lakes Ordinance 1976 and National Land Ordinance 1989 (Commonwealth)**

Lake Burley Griffin was declared National Land pursuant to subsection 27(1) of the *Australian Capital Territory (Planning and Land Management) Act 1988* on 2 March 1989. The *Lakes Ordinance 1976* and the *National Land Ordinance 1989* are particularly relevant to the management of the lake.

The *Lakes Ordinance 1976* provides for the administration, control and use of the lake where it is declared National Land. The *National Land Ordinance 1989* provides that the Minister responsible for the Ordinance shall manage National Land on behalf of the Commonwealth to the provisions of the *Lakes Ordinance 1976*.

The *National Capital Plan* states,

‘The Lake is managed in accordance with the provisions of the *Lakes Ordinance 1976* so as to improve the appearance of the national capital, preserve the environment and allow the best use of the Lake for recreation.’ (National Capital Authority 2002a, Appendix J, p. 142)

## **Environment Protection and Biodiversity Conservation Act 1999**

This Act has certain relevant provisions relating to heritage places generally, and especially relating to places on the Commonwealth Heritage List. The Parliament House Vista is entered in the Commonwealth Heritage List.

The EPBC Act requires approval from the Minister for the Environment, Heritage and the Arts for all actions likely to have a significant impact on matters protected under Part 3 of the Act. These include Commonwealth actions (section 28) and Commonwealth land (section 26). Actions by the National Capital Authority may be Commonwealth actions and the Parliament House Vista is Commonwealth land for the purposes of the Act.

The Act provides that actions:

- taken on Commonwealth land which are likely to have a significant impact on the environment will require the approval of the Minister for the Environment, Heritage and the Arts;
- taken outside Commonwealth land which are likely to have a significant impact on the environment on Commonwealth land, will require the approval of the Minister; and
- taken by the Commonwealth or its agencies which are likely to have a significant impact on the environment anywhere will require approval by the Minister.

Significant impact is defined as follows.

‘A ‘significant impact’ is an impact which is important, notable, or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the intensity, duration, magnitude and geographic extent of the impacts. You should consider all of these factors when determining whether an action is likely to have a significant impact on the environment.’ (DEH 2006, p. 5)

The definition of 'environment' in the EPBC Act includes the heritage values of places, and this is understood to include those identified in the Commonwealth Heritage List and possibly in other authoritative heritage lists. The definition of ‘action’ is also important. Action includes:



- a project;
- a development;
- an undertaking;
- an activity or series of activities; and
- an alteration of any of the things mentioned above.

However, a decision by a government body to grant a governmental authorisation, however described, for another person to take an action is not an action for the purposes of the Act. It is generally considered that a government authorisation entails, but is not limited to, the issuing of a license or permit under a legislative instrument. (Sections 523-4 of the EPBC Act)

If a proposed action on Commonwealth land or by a Commonwealth agency is likely to have a significant impact on the environment, it is necessary to make a referral under sections 68 or 71 of the EPBC Act. The Minister is then required to decide whether or not the action needs approval under the Act, and to notify the person proposing to take the action of his or her decision.

In deciding the question of significant impact, section 75(2) of the EPBC Act states that the Minister can only take into account the adverse impacts of an action, and must not consider the beneficial impacts. Accordingly, the benefits of a proposed action are not relevant in considering the question of significant impact and whether or not a referral should be made.

It is possible to obtain an exemption from seeking approval for an action if an accredited management plan is in place. This plan is not an accredited management plan.

Other specific heritage provisions under the Act include:

- the creation of a Commonwealth Heritage List and a National Heritage List; and
- special provisions regarding Commonwealth Heritage (these are discussed below).

Parts of the Parliament House Vista are on the National Heritage List (Old Parliament House & Curtilage, and the Australian War Memorial and Anzac (Memorial) Parade), and it is possible that other parts of the area or the whole area may be found to have National Heritage value. The specific provisions in the EPBC Act related to National Heritage therefore apply to the current National Heritage listed places, and these provisions would apply to any other parts of the area if also National Heritage listed. This management plan is not the primary mechanism for managing the existing National Heritage places, as this is the role of separate specific plans. Nonetheless, this plan must not be inconsistent with the protection of the National Heritage values of those places.

The EPBC Act is complex and the implications of some aspects are not entirely clear. Given this situation, and that significant penalties can apply to breaches of the Act, a cautious approach seems prudent.

### ***Commonwealth Heritage Listing***

As noted above, this list is established under the EPBC Act. The Vista is listed on the Commonwealth Heritage List (see Appendix A). (This Section is based on <http://www.environment.gov.au/heritage/publications/factsheets/general.html>)

Commonwealth Heritage places are protected under certain general provisions of the EPBC Act related to Commonwealth actions and Commonwealth land, and these are

described above. In addition, all Commonwealth Government agencies that own or control (eg. lease or manage) heritage places are required to assist the Minister for the Environment, Heritage and the Arts and the Australian Heritage Council to identify and assess the heritage values of these places. They are required to:

- develop a heritage strategy;
- develop a register of places under their control that are considered to have Commonwealth Heritage values;
- develop a management plan to manage places on the Commonwealth Heritage List consistent with the Commonwealth Heritage management principles and management plan requirements prescribed in regulations to the Act; and
- ensure the ongoing protection of the Commonwealth Heritage values of the place when selling or leasing a Commonwealth Heritage place.

The NCA heritage strategy addresses a range of general issues related to heritage places and asset management systems.

Guidelines for management plans prepared by the Department of the Environment, Water, Heritage and the Arts are available and have been used in the preparation of this plan (Department of the Environment & Heritage 2005).

Appendix I records how this heritage management plan complies with the various EPBC Act requirements.

These Commonwealth Heritage obligations apply to the NCA in addition to the broader protective provisions for heritage places under the EPBC Act.

This plan takes into account the existing Commonwealth Heritage values of the study area, and provides for the conservation of formally identified attributes. To the extent that the plan provides a refined understanding of the heritage values of the area, it generally encompasses the existing Commonwealth Heritage values and expands or extends the values. A table in Appendix I notes the HMP policies and strategies which are relevant to the conservation of the attributes.

As noted in Section 7.1, it is apparent the current Commonwealth Heritage boundaries may not be the most appropriate given the significance of the area.

If the Parliament House Vista as a whole is ever placed on the National Heritage List then this would involve certain additional obligations. At present, three parts of the study area are National Heritage listed, as noted below, and these obligations apply to these parts.

A summary of the statutory and other heritage listings relevant to the Parliament House Vista is provided in the following table.

<b>Table 11. Heritage Listings relevant to the Parliament House Vista</b>	
<b>List and Places</b>	<b>Listing Body and Implications</b>
<b>National Heritage List</b>	
Aboriginal Tent Embassy (nominated) Australian War Memorial and the Memorial Parade High Court of Australia-National Gallery of Australia Precinct Old Parliament House and Curtilage	Minister for the Environment, Heritage and the Arts.  Places are subject to statutory protection and other measures under

**Table 11. Heritage Listings relevant to the Parliament House Vista**

List and Places	Listing Body and Implications
	the EPBC Act 1999.
<b>Commonwealth Heritage List</b>	
Parliament House Vista  Australian War Memorial Blundells Farmhouse, Slab Outbuilding and Surrounds Carillon Communications Centre (John Gorton Building) East Block Government Offices High Court of Australia-National Gallery of Australia Precinct High Court of Australia John Gorton Building King George V Memorial National Gallery of Australia National Library of Australia and Surrounds National Rose Gardens Old Parliament House Gardens Old Parliament House and Curtilage Sculpture Garden, National Gallery of Australia State Circle Cutting West Block and the Dugout	Minister for the Environment, Heritage and the Arts.  Places are subject to statutory protection and other measures under the EPBC Act 1999.
<b>Register of the National Estate</b>	
Parliament House Vista  Aboriginal Embassy Site Australian War Memorial Blundells Farmhouse, Slab Outbuilding and Surrounds Carillon Communications Centre (John Gorton Building) East Block Government Offices High Court of Australia-National Gallery of Australia Precinct High Court of Australia John Gorton Building King George V Memorial Lobby Restaurant National Gallery of Australia National Library of Australia and Surrounds National Rose Gardens Old Parliament House Gardens Old Parliament House and Curtilage Sculpture Garden, National Gallery of Australia State Circle Cutting West Block and the Dugout	Australian Heritage Council.  Places are subject to statutory protection under the EPBC Act 1999.
<b>ACT Heritage Register</b>	
Parliament House Vista (nominated)  Aboriginal Tent Embassy (nominated) Australian War Memorial (nominated) Blundells Cottage (Blundells Farmhouse) (nominated) Captain Cook Globe (nominated) Captain Cook Water Jet (nominated) Carillon (Aspen Island) (nominated)	ACT Heritage Council.  Although a statutory list with protective powers, no such powers would apply in most of these cases as the places are only nominated. In any event, and in the case of the one registered place, listing would not



**Table 11. Heritage Listings relevant to the Parliament House Vista**

List and Places	Listing Body and Implications
Commonwealth Avenue Offices (nominated) East Block (nominated) High Court of Australia (nominated) John Gorton Building (Administration Offices) (nominated) King George V Memorial (nominated) National Gallery of Australia (nominated) National Library of Australia (nominated) National Rose Gardens Questacon (National Science and Technology Centre) (nominated) Old Parliament House (nominated) State Circle Cutting (nominated) Tree (1 specimen), Araucaria bidwillii (Bunya Pine) (nominated) West Block (nominated)	directly invoke the protective powers, though it may do so indirectly through the powers exercised by the National Capital Authority in accordance with Chapter 10 of the <i>National Capital Plan</i> .
<p><b>National Trust of Australia (ACT) List of Classified &amp; Registered Places</b></p>	
Administrative Building (now John Gorton Building) Anzac Parade Australian War Memorial Blundell's Cottage Captain Cook Jet and Globe Carillon Commonwealth Park Geological Site East Block Government Offices Geological Site: State Circle Cutting High Court of Australia Fountain (nominated) King George V Memorial Lake Burley Griffin National Library of Australia National Library of Australia - Leonard French Stained Glass National Rose Gardens Old Parliament House Parliamentary Triangle (nominated) Parliamentary Zone	National Trust of Australia (ACT).  Community listing with no statutory provisions.
<p><b>Register of Significant Twentieth Century Architecture (ACT)</b></p>	
Australian War Memorial Carillon East Block Government Offices High Court of Australia John Gorton Building National Gallery of Australia Old Parliament House West Block Government Offices	Australian Institute of Architects (ACT Chapter).  Professional organisation listing with no statutory provisions.
<p><b>RSTCA National Heritage Register</b></p>	
Australian War Memorial High Court of Australia & National Gallery of Australia Precinct (also on the UIA- International Heritage Register)	Australian Institute of Architects.  Professional organisation listing with no statutory provisions.

***National List of Threatened Species, Ecological Communities and Threatening Processes***

The Australian Government mechanism for national environment protection and biodiversity conservation is the EPBC Act (text for this section is drawn from <http://www.environment.gov.au/biodiversity/threatened/communities/index.html> and Department of the Environment & Heritage nd). The Act provides for:



- identification and listing of Threatened Species and Threatened Ecological Communities;
- development of Recovery Plans for listed species and ecological communities;
- recognition of Key Threatening Processes; and where appropriate
- reducing these processes through Threat Abatement Plans.

As noted in Chapter 5, a patch of woodland adjacent to West Block is an example of a listed Critically Endangered Ecological Community, the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland. This is the highest level of threat.

Listing means that any new or intensified activities that are likely to have a significant impact upon the listed ecological community should be referred to the Minister for the Environment, Heritage and the Arts for assessment and approval. Examples of activities that could have a significant impact include:

- clearing trees or understorey vegetation in patches of the ecological community or vegetation next to the ecological community; and
- introducing or increasing the amount of nutrients in patches, such as through fertiliser runoff or spray drift.

The management of areas adjacent to a patch of the ecological community can indirectly impact upon the ecological community itself. Degraded areas that should be given priority for regeneration include patches that contain rare, declining or threatened species.

### **Copyright Amendment (Moral Rights) Act 2000**

This Act protects the moral rights of architects, landscape architects and artists for designed aspects of the Parliament House Vista.<sup>7</sup> These moral rights are the unassignable personal right of architects and landscape architects to:

- be acknowledged as the architect or landscape architect for the designed aspects of the place as the case may be (right of attribution); and
- to object to derogatory treatment of the designed aspects, as the case may be (right of integrity).

These rights extend to the members of teams working on a design, where these members contribute to or have some authorship of the design.

These rights exist in the case of the Parliament House Vista but only in relation to actions taken after commencement of the legislation. The duration of the right of attribution continues for as long as copyright, that is, the life of the architect or landscape architect plus 50 years. The right of integrity continues as long as copyright.

The NCA may seek to obtain the consent of the moral rights holders to undertake, or omit to do, an action which otherwise might constitute an infringement of moral rights. However, this is not to be confused with obtaining the consent of the moral rights holders to an action (such as changing the building) which falls outside the moral rights. There is no consent required regarding actions which are outside of the rights, and the only consent arises in cases where an agency may seek to do something which infringes these rights (for example not acknowledge an architect).

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<sup>7</sup> Information in this section is based on DCITA 2001, and on legal advice available to the National Capital Authority which indicates that landscape architects hold moral rights over their work.

The Act imposes certain requirements on the owners of buildings and landscapes before they can change, relocate, demolish or destroy such features. The architect or landscape architect would need to be contacted and advised of the proposed change or demolition, and be provided with an appropriate opportunity to record the feature or be consulted about the change.

A change to, or other treatment of a building or landscape is only an infringement of the right of integrity if the treatment is derogatory. In addition, it is not an infringement of moral rights to fail to attribute, or change or otherwise treat the building or landscape if the action or omission was reasonable. Factors which bear on this include:

- the nature, purpose, manner and context of the use of the building or landscape;
- any relevant industry practice and voluntary industry code of practice; and
- whether the treatment was required by law or necessary to avoid a breach of law.

While the legislation encourages disputes to be settled by negotiation and mediation, it also allows a court to make an injunction, award damages for losses, make a declaration that a moral right has been infringed, order a public apology, or the removal or reversal of any infringement.

### **Building Code of Australia**

The Code is the definitive regulatory resource for building construction, providing a nationally accepted and uniform approach to technical requirements for the building industry. It specifies matters relating to building work in order to achieve a range of health and safety objectives, including fire safety.

All building work in the Parliament House Vista should comply with the Code. As far as possible, the NCA aims to achieve compliance with the Code, although this may not be entirely possible because of the nature of and constraints provided by existing circumstances, such as an existing building.

## 7.3 STAKEHOLDERS

There is a range of stakeholders with an interest in and concern for the Parliament House Vista. The primary stakeholder is the National Capital Authority.

In addition, other stakeholders include:

- Aboriginal stakeholders;
- Commonwealth Parliament and the Department of Parliamentary Services;
- the large number of groups associated with specific sites in the area, such as the many memorials;
- the range of other users of and visitors to the area;
- the large number of institutions in the area, their staff, users and visitors;
- Department of Finance & Deregulation;
- lessees and businesses in the area;
- Department of the Environment, Water, Heritage and the Arts;
- Australian Heritage Council;
- ACT Heritage Council;
- those people who hold moral rights regarding the architecture and landscape architecture of the area;
- Walter Burley Griffin Society;
- Australian Institute of Architects;
- National Trust of Australia (ACT);
- Australian Institute of Landscape Architects;
- Planning Institute of Australia (ACT Division); and
- Geological Society of Australia (ACT Division).

The interests of many of these stakeholders are related to legislation which is separately described above. The management role of the NCA is discussed in the following section. The following text provides a brief description of the interests of the other stakeholders listed above.

In addition to these stakeholders, there are no doubt stakeholders in specific components of the study area. While to some extent these stakeholders may fall into the general categories noted above, there may also be quite specific stakeholders with a very localised interest who are not. No attempt has been made to address such localised interests – this being more properly dealt with as part of management planning for the relevant component place.

### **Aboriginal Stakeholders**

There are four representative Aboriginal organisations (RAOs) that assert a right to be consulted on issues associated with Aboriginal heritage in the ACT. They are the:

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

### ***Consultation with Aboriginal Stakeholders***

At the time that consultations were undertaken, there were three RAOs. Since then, there has been a name change for one organisation, reflected above, and one new organisation has formed. None the less, the people involved remain essentially the same.

The management of possible Aboriginal heritage values within the Parliament House Vista was discussed with representatives of the Buru Ngunawal Aboriginal Corporation and Little Gudgenby River Tribal Council. A number of attempts were made to contact the Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunawal Area however these proved unsuccessful. The nature of this project and the desired outcomes were explained and representatives were invited to provide their views in relation to Aboriginal heritage and cultural issues within the Parliament House Vista study area.

Issues raised by RAO representatives included the following.

- Ngunawal people lived on and around the Parliament House Vista study area long before white people came to the Canberra region.
- When the first European settlers arrived on the Limestone Plains, Black Mountain was referred to as 'Blacks Hill' and there was a large Aboriginal camp below the mountain on the banks of the Molonglo River, near where Black Mountain Peninsula is today.
- The hill that is now the location of the current Parliament House was referred to as Blacks Camp and Ngunawal Aboriginal people camped there well after the formation of the national capital.
- Black Mountain and Mount Ainslie were part of a Ngunawal cultural landscape and the two peaks represented a woman's breasts.
- Black Mountain was an important place for both male and female secular and spiritual activities for traditional Ngunawal people.
- The Buru Ngunawal Aboriginal Corporation and Little Gudgenby River Tribal Council indicated that they would like to be consulted in relation to the ongoing management of Aboriginal heritage places and values, and any potential impact upon Aboriginal places and values within the Parliament House Vista study area.
- It was unclear as to whether or not future works would impact on the intangible heritage values associated with the Parliament House Vista study area – it would depend on the nature of any proposed development.

### ***Aboriginal Tent Embassy***

The Aboriginal Tent Embassy, located on the lawns in front of Old Parliament House was not considered in this assessment.

Nonetheless, it is fair to note the site is important to Indigenous Australians, as well as to some non-Indigenous Australians.

### **Department of Parliamentary Services**

The Australian Parliament House (APH) is controlled by the Presiding Officers, in accordance with the *Parliamentary Precincts Act 1988*. The Presiding Officers task the DPS Secretary with the day to day management of the building, therefore DPS has a direct interest in the heritage management of APH and its surrounds.

The scope of DPS interest includes:

- landscape;
- built elements;
- setting for the area;
- use of the area;
- new developments;



- roads, traffic, pedestrian and cycle management;
- security; and
- the Land Axis

The Vista plan will impact upon the interests DPS shares within the Vista area including:

- symbolic, iconic and aesthetic values held by the Australian public for the area;
- tourism;
- security;
- major national functions and activities;
- event and venue parking; and
- the social significance of the area.

### **Groups associated with specific sites in the area (eg. memorials)**

There are many specific sites or places within the study area which are individually important, such as the many memorials. Each of these specific sites tend to have one or more groups who have a strong association with the site and these associations are part of the established significance. For example the Royal Australian Navy Memorial is associated with the Royal Australian Navy and current personnel, as well as with a number of Naval organisations representing current and former personnel.

Some of these sites are larger and more prominent in the landscape, while others are quite small and discretely located. So, while the interest of such groups focus on the specific site, the size of the curtilage or the wider area regarded as sensitive to impact on the site varies. In some cases the curtilage may appear well defined, such as the memorial niches along Anzac Parade, and in others the curtilage may not be well defined.

Given the large number of such sites, their varying character and curtilage, it is beyond the scope of this report to address specific issues with each. None the less, there are a range of general issues likely to be of interest to groups associated with a specific site. These include:

- access for visitors, including by public and private transport, by car and bus;
- parking for visitors;
- possible impacts on people's associations, especially through changes to use, access or new development;
- visibility;
- signage;
- outdoor ceremonial functions;
- facilities for visitors (eg. toilets);
- coordination in the case of major events; and
- adjacent developments or developments within the perceived curtilage of the specific site, including construction-phase impacts.

### **Other users and visitors**

The Parliament House Vista attracts a wide range of people for a variety of reasons. Many of these include the stakeholders discussed above. In addition, there are other users and visitors who come to the Parliament House Vista for reasons such as:

- Floriade in Commonwealth Park;
- concerts at Stage 88 in Commonwealth Park;
- car displays on lawn areas such as at Kings Park and in the Parliamentary Zone;
- hot air balloon events such as in the Parliamentary Zone;

- Navy Day displays at Commonwealth Place;
- weddings and other functions on Aspen Island and in the Old Parliament House Gardens;
- lunchtime sports such as soccer, touch football and volley ball;
- musical practice, such as by pipe and drum bands;
- outdoor film festivals;
- fly-fishing practice; and
- sight-seeing, picnics, walking, jogging, roller-blading and bicycling.

Some stakeholders discussed above may also partake of these activities, such as government agency staff undertaking lunchtime sports.

General issues likely to be of concern include:

- access for users and visitors, including by public and private transport, by car and bus;
- parking for users and visitors;
- possible impacts on people's associations, especially through changes to use, access or new development;
- temporary signage in the case of some types of events;
- spaces to undertake activities;
- facilities for users and visitors (eg. toilets and food outlets);
- coordination in the case of major events; and
- developments or adjacent developments affecting spaces used for activities, including construction-phase impacts.

### **Institutions in the area**

The Parliament House Vista is home to a large number of institutions or agencies including the:

- Australian War Memorial;
- Department of Finance & Deregulation;
- Department of the Environment, Water, Heritage and the Arts;
- High Court of Australia;
- National Archives of Australia;
- National Capital Authority, both its offices as well as the National Capital Exhibition at Regatta Point, Blundells' Cottage and the Carillon;
- National Gallery of Australia;
- National Library of Australia;
- National Portrait Gallery;
- Old Parliament House;
- Questacon (National Science & Technology Centre); and
- Treasury.

These institutions vary in character – many being cultural institutions with public programs, while several are government agencies undertaking policy and program tasks with little or no face-to-face public engagement.

The cultural institutions tend to have a strong interest in their presence within the study area, perhaps related to their status as national institutions which are prominent in a national landscape. This is no doubt also tied to their public programs. This interest may extend beyond their immediate setting. For example, the institutions along King Edward Terrace share an interest in general issues along this street, and the Australian War

Memorial has a keen interest in Anzac Parade. The interest of the cultural institutions also no doubt varies according to the various groups associated with the institutions such as staff, users and visitors.

Perhaps the major events conducted regularly in the study area are those related to Anzac Day. These focus on the Australian War Memorial and Anzac Parade.

General issues of interest to cultural institutions include:

- access for visitors and staff, including by public and private transport, by car and bus;
- parking for staff and visitors;
- visibility;
- signage and promotional opportunities;
- outdoor ceremonial functions;
- facilities for visitors (eg. toilets and food outlets);
- coordination in the case of major events; and
- adjacent developments, including construction-phase impacts.

The few other government agencies in the study area share many similar interests to those of the cultural institutions. However, with small if any public programs, the agencies are not as interested in issues related to users/visitors. Access and parking are probably the main general issues of interest to government agencies.

### **Department of Finance & Deregulation**

The Department is a major Australian Government agency (this section is based on [www.finance.gov.au](http://www.finance.gov.au)). Its offices are located within the Parliamentary Zone. In addition, the Department is the Australian Government agency responsible for several buildings and developments in and adjacent to the study area. The Property Management Branch manages the Australian Government's domestic non-Defence property portfolio.

Properties in or adjacent to the study area include:

- East Block;
- John Gorton Building;
- Treasury Building;
- West Block; and
- Anzac Park East and West (adjacent to the study area).

The Major Projects Branch – Domestic Portfolio is responsible for the delivery of the Australian Government's domestic non-Defence major capital works program. The Branch is currently managing construction of several significant projects including the:

- Commonwealth New Building Project, adjacent to the study area in Constitution Avenue; as well as
- the refurbishment of the ANZAC Park East and West office buildings, also adjacent to the study area.

Issues of concern to Finance include maintenance, refurbishment and the upgrade of government accommodation. This includes seeking opportunities to improve the performance of the non-Defence Government property portfolio with respect to ecologically sustainable development (ESD) including, but not limited to, improved water and energy efficiency.

Other general issues likely to be of concern include:

- access for visitors and staff, including by public and private transport, by car and bus;
- parking for staff and visitors;
- signage, and promotional opportunities;
- outdoor ceremonial functions;
- coordination in the case of major events; and
- adjacent developments, including construction-phase impacts.

### **Lessees and businesses in the area**

There are a number of lessees and non-government businesses in the study area. These include operations conducted within larger institutions and government agency buildings as well as stand-alone operations conducted in dedicated buildings. These lessees/businesses tend to be food outlets, and shops selling merchandise related to the character of the institution and Canberra generally. Lessees/businesses operating within institutions and agency buildings in the study area include those in the:

- Australian War Memorial;
- Carillon;
- Commonwealth Place;
- High Court of Australia;
- John Gorton Building;
- National Gallery of Australia;
- National Library of Australia;
- Old Parliament House;
- Questacon (National Science & Technology Centre);
- Regatta Point pavilion; and
- Treasury Building.

Stand-alone businesses/lessees include:

- Australian War Memorial café;
- National Gallery of Australia Sculpture Garden restaurant;
- Lobby Restaurant;
- café at Commonwealth Place; and
- the night markets periodically conducted at Commonwealth Place.

General issues likely to be of concern include:

- access for customers, including by public and private transport, by car and bus;
- parking for customers;
- visibility;
- signage and promotional opportunities;
- outdoor operations;
- facilities for customers (eg. toilets);
- coordination in the case of major events; and
- adjacent developments, including construction-phase impacts.

### **ACT Heritage Council**

The Council is an ACT Government authority and is the Government's key advisory body on heritage issues. While it has no legislative role in the management of the study area, the ACT Heritage Council has an overall interest in the heritage of the ACT, and hence in the Parliament House Vista as a key heritage place in Canberra. The Council has a nomination for the area to the ACT Heritage Register, and the National Rose Gardens

were listed some years ago.

Several ACT Heritage Register listed areas about the Vista, such as the Reid Precinct, St John's Church, Albert Hall, Hotel Canberra and the Croquet Club. The Council would be concerned if Commonwealth proposals impacted on adjacent ACT listed places, although there is little the Council can do under the *Heritage Act 2004*.

The Council routinely requests the opportunity to comment on draft management plans for heritage places in the ACT, even those where it has no legislative role.

### **Moral Rights Holders**

There are a range of architects and landscape architects, and possibly other designers, who may hold moral rights over parts of the Parliament House Vista. It is not clear whether there are any designers who hold such rights over the whole area. Given the complex and layered history of the design of the area, the latter is probably unlikely.

The list of potential moral rights holders has not been researched.

### **Walter Burley Griffin Society**

The Society commemorates the lives and works of Walter Burley Griffin and Marion Mahony Griffin, and promotes the environmental ideals and community life they fostered in Australia. It also actively promotes the conservation of the Griffins' legacy in its diverse forms and on three continents - America, Australia and India. This includes places they designed that were built and survive, their designs, unrealised projects, plans, articles and talks given.

The Society is concerned about the future of the study area and this is demonstrated by its extensive involvement in commenting on the *Griffin Legacy* proposals. Various chapters of the Society have provided extensive critiques of amendments to the *National Capital Plan* arising from the *Griffin Legacy* initiative, including comments about:

- the adequacy and acceptability of the planning and design response;
- the need to determine the heritage values of the Parliament House Vista and lake;
- adoption of sustainable development principles;
- the scale, siting and character of proposed developments, especially the height of proposed buildings along Constitution Avenue;
- resolution of the interface between Constitution Avenue developments and Parkes Way and the Central Parklands, including the effect of the building wall and its implementation over time;
- options to remove Parkes Way to reconstruct the originally intended park with cultural institutions, or re-designing Parkes Way as Capital Terrace thereby establishing the base of the National Triangle; and
- the need for a range of supporting technical studies (WBG Society and WBG Society (ACT Chapter) submissions to the NCA of 29 September 2006; WBG Society statement to the Joint Standing Committee on the National Capital & External Territories of 23 February 2007).

Additional concerns include:

- exclusion of a large part of the National Triangle from the Parliament House Vista heritage area, being the area between Parkes Way and Constitution Avenue;
- upholding Griffin's precepts regarding the representation and clear definition of

Australia's constitutional federation, institutions and city facilities in the design of Canberra;

- the need to strengthen the Russell corner of the triangle;
- ensuring a high quality of the design and construction of buildings, landscapes and other features in the study area;
- the impact of adjacent development on the National Triangle;
- the important relationship between Parliament House and Civic/City Hill; and
- the need for new buildings in the Central Parklands to be oriented parallel to Constitution Avenue (Brett Odgers, personal communications, 14 and 22 June 2007; Rosemarie Willett, personal communication, 15 June 2007).

### **Australian Institute of Architects**

The AIA is a professional non-government organisation concerned with architectural matters. The AIA, ACT Chapter's Register of Significant Twentieth Century Architecture Committee has identified a number of significant individual architectural works in the Parliament House Vista. However, the Committee does not usually deal with planning or landscape matters at a broad scale, and it is understood it has not formally developed a view about the area as a whole.

None the less, the AIA (ACT Chapter) has made extensive comments about the *Griffin Legacy* proposals including:

- the need to reflect more closely the Griffins' 1918 plan, in particular the distribution of open space and buildings either side of Anzac Parade, and the level (scale?) of development at West Basin;
- the need to address the positive contributions of other planners and planning bodies, especially Holford and the NCDC;
- the use of competitions to find design solutions;
- redistributing uses along Constitution Avenue consistent with its symmetry about the Land Axis;
- extending the landscape of the lakeshore to Constitution Avenue, and locating linear buildings parallel to the avenue within the landscape;
- retaining Parkes Way;
- retaining the landscape on the northern edge of Parkes Way; and
- increasing development at the eastern end of Constitution Avenue (AIA (ACT Chapter) submission to the NCA of 29 September 2006).

The AIA has commended the NCA's process and considers the *Griffin Legacy* represents an environmentally, socially and economically sustainable planning framework (NCA 2007e).

Additional specific comments made by the AIA during consultations for this study include:

- the boundaries for the heritage listed area should be extended to include the whole of the National Triangle, including Kings and Commonwealth Avenues, Constitution Avenue, the Archbishop's House, and the forecourt of the Parliament House up to the flag mast. If extended, the individual heritage significance of the Civic Swimming Pool should be recognised as part of the larger area;
- the Land Axis should be left open and free of structures;
- new and replacement buildings should reinforce the Land Axis and cross axes, reflecting the Griffins' intentions. Buildings should be considered for the current lawn areas either side of the Land Axis between the Treasury and John Gorton

Buildings;

- there is concern about the creation of the campuses in the Parliamentary Zone as inward focused entities which may not achieve building massing consistent with the Griffins' design;
- as part of achieving the Griffins proposed urban form, consideration should be given to promoting built forms rather than replacing trees on all occasions;
- the important urban form contribution of the Anzac Park East and West buildings should be recognised;
- the National Library of Australia forecourt fountain should be restored to achieve its original height;
- the site proposed by the Griffins for the parliament house should be marked with a plaque; and
- there should be no visual break between the lake and adjacent parklands by the installation of barriers, structures and the like (eg. the Australians of the Year Walk). (Graeme Trickett & Eric Martin, personal communication, 6 August 2007)

### **National Trust of Australia (ACT)**

The Trust is a community-based heritage conservation organisation. It maintains a register of heritage places, and generally operates as an advocate for heritage conservation. Listing on the Trust's register carries no statutory power, though the Trust is an effective public advocate in the cause of heritage. The Trust has registered two large areas within the Parliament House Vista (the Parliamentary Zone, being the area of the Vista south of the lake, and Lake Burley Griffin itself) as well as several individual places.

The Trust is also concerned about the proposals related to the *Griffin Legacy*. Key issues are:

- the inadequate consideration and understanding of heritage values; and
- development proposals moving forward without the benefit of critical overview heritage assessments such as a conservation management plan for the area (Martin 2007).

Key issues and interests of the Trust in the area include:

- all the National Trust classified and recorded places in the Parliament House Vista area;
- places on the Register of the National Estate which are not on the National or Commonwealth Heritage lists;
- the landscape setting and lake generally;
- Griffin and Garden City issues;
- that heritage values are not eroded by NCA processes or the Joint Standing Committee's attitude;
- that social values are not yet clearly understood or determined;
- the lack of appropriate analysis and definition of all heritage values, and the conservation policies that stem from them;
- the essential need to define the World Heritage values of the area and protect them;
- the need for the management plan to either provide detailed guidance, or specify the further processes which would provide the detailed guidance; and
- the need for coordination between the range of studies considering issues related to the area (eg. the lake heritage management plan, this plan, and the study of potential National Heritage values). (Eric Martin and Paul Cohen, personal communication, 18 May 2007)

## **Australian Institute of Landscape Architects**

AILA is a professional body representing Landscape Architects. Its purpose is to advance the art, science and management of landscape architecture by serving and informing members, encouraging the profession to achieve and promote excellence, and by serving and informing the community. AILA considers the Parliament House Vista to be a nationally significant area, it has acknowledged the heritage values of several individual components of the area (for example the National Gallery of Australia Sculpture Garden and Aspen Island), and the need for management to conserve their heritage values.

AILA issued a statement in 2006 about the Parliamentary Zone calling for:

- the development of a sophisticated planning regime, including conservation and management plans, to address 21<sup>st</sup> century environmental and climate change requirements in relation to the landscapes and buildings in the nation's capital; and
- design solutions that address relevant heritage requirements while introducing contemporary, innovative and sustainable public spaces for future generations. (AILA 2006)

More recently it has indicated the,

'...Griffin Legacy amendments provide a timely program of initiatives for improving the public realm of central Canberra and its approaches. These proposals are visionary and pragmatic, offering a wide range of public benefits socially, economically and environmentally.' (NCA 2007e)

Other issues for AILA include:

- the need to adopt fundamental landscape principles, such as:
  - improve the quality of the public realm for all, both now and in the future, through aesthetically, economically, socially and environmentally sustainable design solutions;
  - demonstrate how an enhanced cultural and spiritual vitality is achieved for the community who will use and be affected by a project;
  - address the moral and ethical responsibilities arising from the impact on a specific environment;
  - recognise and support the interdependence between the cultural, economic and physical environments, and incorporate design responses that address the environmental and social impact of climate change. and the global impacts of our use of the landscape;
  - enhance the protection of biological diversity, and maintain essential ecological processes and life-support systems;
  - allow for highest standards of equality and equity;
- that landscape should be a primary concern in the case of the Parliament House Vista area;
- broader landscape planning should have primacy over planning for components;
- ensure there is long term landscape management planning, including financial support, for the future maintenance of the landscape;
- ensure that a tree replacement plan is in place that takes into consideration climate change impacts;
- the need to re-think the use of extensive areas of irrigated grass given sustainability issues;
- ensure development proposals allow for the maximum retention or replacement of trees;
- develop a pedestrian circulation strategy that encourage pedestrian friendly spaces



- and integrates with efficient public transport;
- document ESD aims and goals for each precinct and establish timelines for their achievement. Such plans to include:
  - protection of the water quality of Lake Burley Griffin;
  - incorporation of Water Sensitive Urban Design (WSUD) principles;
  - consideration of whole of life environmental impact of development proposals; and
  - consideration of climate change adaptation and mitigation measures. (AILA 2007)

### **Planning Institute of Australia (ACT Division)**

The Planning Institute of Australia is the peak body representing professions involved in planning Australia's cities, towns, regions and places.

In commenting upon development near the National Library of Australia in 2006, PIA expressed the view that each of the major buildings and their surrounds that anchor one of the proposed campuses in the Parliamentary Zone stand,

‘testament to a particular period in time... [and] each building needs to be preserved in its context, both for its aesthetic values and for its interpretive potential...’ (Letter from PIA to the NCA of 13 June 2006)

PIA considers the *Griffin Legacy* is good public policy, offering benefits to Canberrans and Australians generally, and the ACT Division has stated,

‘the NCA should be congratulated for its sound approach to the planning and urban design of key areas of the Central National area of Canberra.’ (NCA 2007e)

PIA supports the preparation of a conservation management plan for the area, and is interested to see how this management plan deals with the overall area on the one hand, and its components on the other. (Paul Cohen, personal communication, 18 May 2007)

### **Geological Society of Australia (ACT Division)**

The Geological Society of Australia is a non-profit organisation which aims to promote, advance and support Earth sciences in Australia. The Society 's members represent all Earth science professions. Key objectives include to:

- influence the decision making processes of government, particularly to support geoscience research and teaching; and
- encourage and promote wider community awareness and application of Earth sciences.

As part of its work, the GSA identifies heritage sites which it considers are worthy of protection and preservation, and it has produced a heritage policy.

With regard to the study area, the GSA is interested in the State Circle Cutting.

‘The State Circle Cutting is a text book example of a geological unconformity... and is the best unconformity site in Australia. Committee members of the ACT Division view this site as one of World Class (i.e. global) significance. The site has been classified a “National Geological Monument”... and the GSA would like to see this preserved. In terms of management of the site, first and foremost, we the committee of the ACT Division, believe the site needs to be maintained and any

areas of rubble should be fenced. Due to the National significance of the site, rock falls should be prevented without the use of concrete or tar, which cover and reduce the sites intrinsic value. It is used as a teaching tool and many Earth Science students from the ANU and also the University of the Third Age, have visited this site, and will continue to do so.' (Email from Emma Mathews of 1 June 2007)

In addition, the GSA:

- would like to be kept informed about anything that might impact on public access or materially alter the nature of the site and rock exposures; and
- notes there are maintenance issues regarding weeds and other vegetation.

On the other hand, the GSA considers the Commonwealth Park Geological Site to be of no particular special geological significance. In its view, there are other and superior exposures of the Canberra Formation (eg. Yerrabi Pond, Ngunnawal). (Doug Finlayson, personal communication, 20-21 June 2007, and email of 19 July 2007)

## 7.4 MANAGEMENT CONTEXT, REQUIREMENTS AND ASPIRATIONS

This section deals with:

- current NCA management structure and systems;
- management by other institutions and bodies;
- management issues for certain specific components;
- uses and users of the Parliament House Vista;
- interpretation;
- management issues, including traffic and the road system; and
- future requirements and aspirations.

### Current NCA Management Structure and Systems

The Parliament House Vista is generally the responsibility of and managed by the National Capital Authority, with the exception of the individual institutions or other bodies which are responsible for and manage their buildings and immediate surrounds. The list of such institutions or bodies and their buildings is as follows:

- Old Parliament House;
- Department of Finance & Deregulation:
  - West Block, with the Australian Electoral Commission, Australian Protective Service and Department of Parliamentary Services as tenants;
  - Treasury Building, with DoFD, the Treasury and NCA as tenants;
  - John Gorton Building, with DoFD and the Department of the Environment, Water, Heritage and the Arts as tenants;
  - East Block, with the National Archives of Australia as tenant;
- Aboriginal Embassy (not a formal institution as such);
- National Library of Australia;
- National Portrait Gallery (part of the Department of the Environment, Water, Heritage and the Arts);
- various commercial lease holders for stand-alone operations, for example the Lobby Restaurant and Waters Edge restaurant;
- High Court of Australia;
- National Gallery of Australia, including the Sculpture Garden; and
- Australian War Memorial.

The NCA directly manages the lake and most of the parks and gardens in the Vista, as well as the following facilities:

- Anzac Parade and other memorials;
- National Capital Exhibition, Regatta Point;
- Stage 88;
- Blundells' Cottage;
- National Carillon; and
- Commonwealth Place tenancies.

The management by the National Capital Authority is discussed below, and management by the other institutions and bodies is considered after that.

#### ***General management framework***

The NCA is an Australian Government statutory authority established under the *Australian Capital Territory (Planning and Land Management) Act 1988*. This Act is briefly described in the legislation section above, especially with regard to the *National Capital Plan* and the development control role of the NCA.

The NCA undertakes design, development and asset management for some of the National Capital's most culturally significant landscapes and national attractions, including the Vista, as well as for other assets located on National Land. In managing these assets the NCA must ensure that they are created, maintained, replaced or restored to:

- enhance and protect the unique qualities of the National Capital; and
- support activities and events which foster an awareness of Canberra as the National Capital.

The NCA has an asset management strategy linked to its corporate plan and operational activities. The strategy:

- provides the framework for the NCA's decision-making about the creation of new assets and the care of existing assets; and
- guides decision-making about the level and standard of care required for assets.

In managing its assets, the NCA aims to ensure that maintenance and other practices are consistent with the design intent, and support the objectives of the *National Capital Plan*.

The NCA has a management structure relevant to the Parliament House Vista area. In the 2007-08 financial year the NCA's expenditure was \$21.6 million and it had 55 employees.

#### ***Day-to-day management, operation and maintenance***

The Vista is maintained under various contracts managed by the National Capital Estate Unit. These contracts are for various areas, components or classes of work, and relate to the:

- landscape (irrigation systems, hard surfaces, plants, lawn and garden areas);
- cleaning;
- lake; and
- artworks and memorials, including the Captain Cook Memorial Water Jet.

The NCA is in the process of appointing a managing contractor for the maintenance of all its buildings and infrastructure, which includes those in the Vista.

#### ***Capital works***

The National Capital Projects Unit is responsible for major projects involving NCA assets. The NCA's Capital Management Policy deals with the identification, funding and programming of the Capital Works Program for the replacement and refurbishment of existing assets. The policy outlines a range of objectives, and to achieve this policy, the NCA has a Capital Management Plan.

#### ***Works approval***

The Planning & Urban Design Unit has a role in providing works approval.

#### ***Conservation management plans and other strategic plans for specific places within the Vista***

Another layer of management guidance for significant places within the area includes the many conservation management plans and other strategic plans relevant to these places. In some cases these plans are in preparation. Some of these places are the responsibility of the NCA while others are the responsibility of other agencies. The relevant places are:

- Australian War Memorial;
- Blundells' Cottage (NCA responsibility);
- Canberra Central Parklands (Commonwealth Park, Rond Terraces and Kings Park –

- NCA);
- East Block;
- High Court of Australia-National Gallery of Australia Precinct (NCA);
- John Gorton Building;
- King George V Memorial (NCA);
- National Carillon & Aspen Island (NCA);
- National Gallery of Australia;
- National Library of Australia;
- Old Parliament House Gardens Precinct (NCA);
- Old Parliament House;
- Parkes Place (NCA); and
- West Block.

The areas within the Parliament House Vista managed according to these conservation management plans are generally as shown in Figure 2.

A summary of key policies or issues from these other plans which are relevant to the broader focus of this report for the Vista is provided in Section 8.3 below. In all cases, conservation of the specific heritage values of the component places is an imperative.

### ***Tree management***

The NCA currently has a number of datasets arising from tree surveys in the study area. These datasets vary in age from 1998 through to 2006, and there are some differences in the types of data collected. The data for the Parliamentary Zone is not consolidated, that for the Central Parklands is up to date, but there is no detailed survey information for trees in Anzac Parade. In the later case however, general information is available (see Geoff Butler & Associates 2004). Some of the datasets are linked to a GIS.

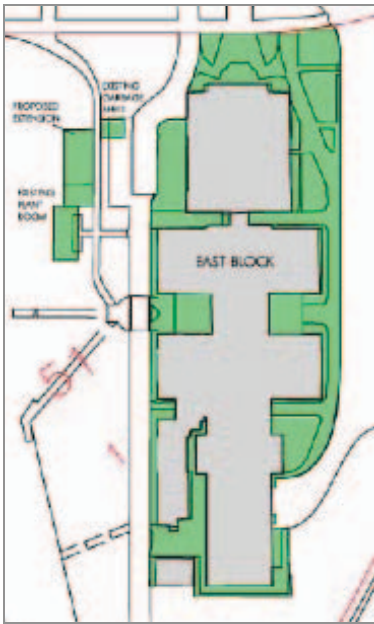
### ***Management of threatened species and ecological communities***

As part of its role regarding threatened species and ecological communities, the NCA has a memorandum of understanding with the Department of the Environment, Water, Heritage and the Arts, and Environment ACT. This MoU has a range of objectives and identifies the roles, responsibilities and interests of the various parties. Under the MoU, DEWHA and Environment ACT provide expert advice to assist the NCA with its management of land.

### **Management by other Institutions and Bodies**

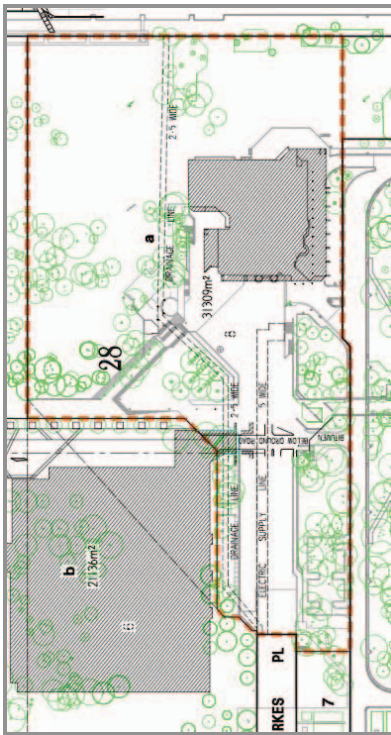
As noted elsewhere, there are a large number of other institutions and bodies which are responsible for or manage buildings and their immediate surrounds within the Vista. Many of these places have conservation management plans or other strategic documents, and such places are listed above in the section on conservation management plans.

The NCA has formalised management boundaries for these buildings with the responsible agencies, to identify the zones to be directly managed by the agencies. Outside of these zones, the NCA is responsible for management. The zones are identified in the following figures.



**Figure 93. Management boundary for East Block**

Source: National Capital Authority



**Figure 94. Management boundary for the High Court of Australia**

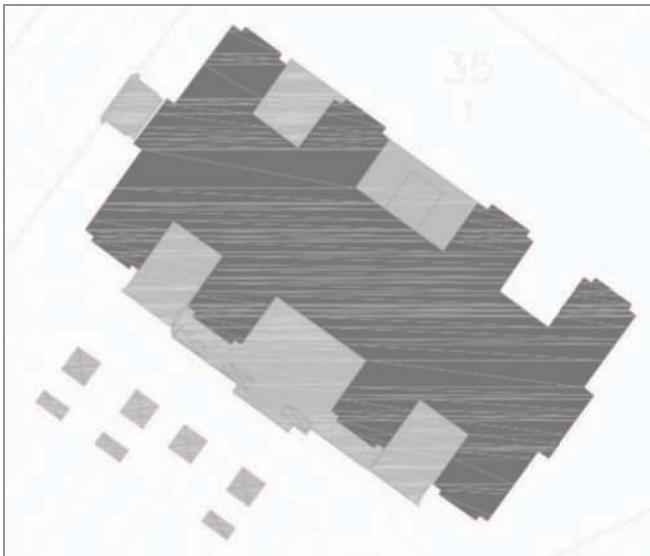
Source: National Capital Authority



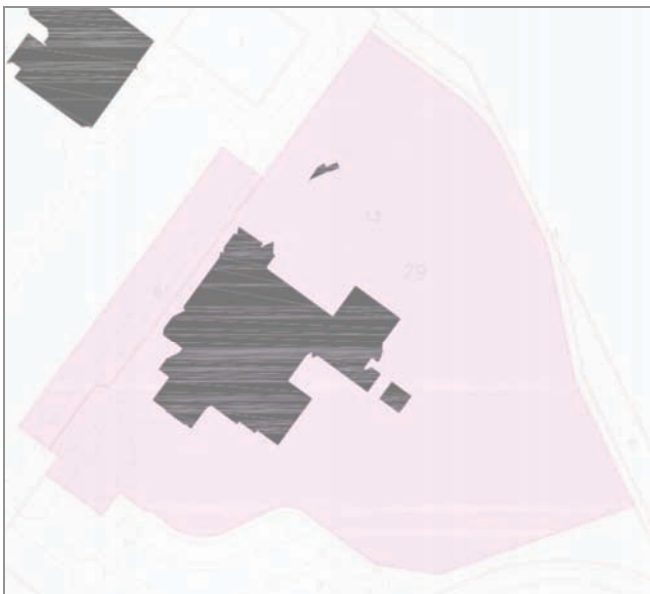
**Figure 95. Management boundary for the National Portrait Gallery**

Source: National Capital Authority

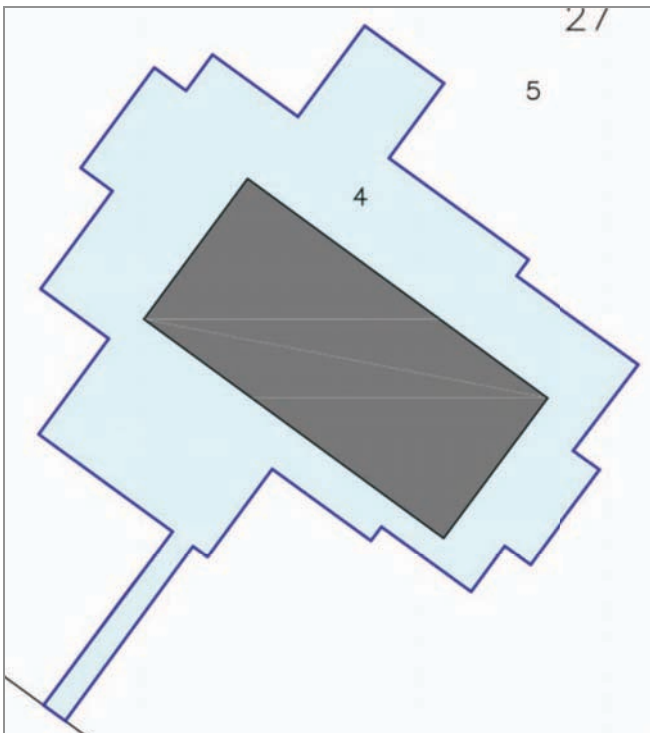




**Figure 96. Management boundary for John Gorton Building**  
 Source: National Capital Authority

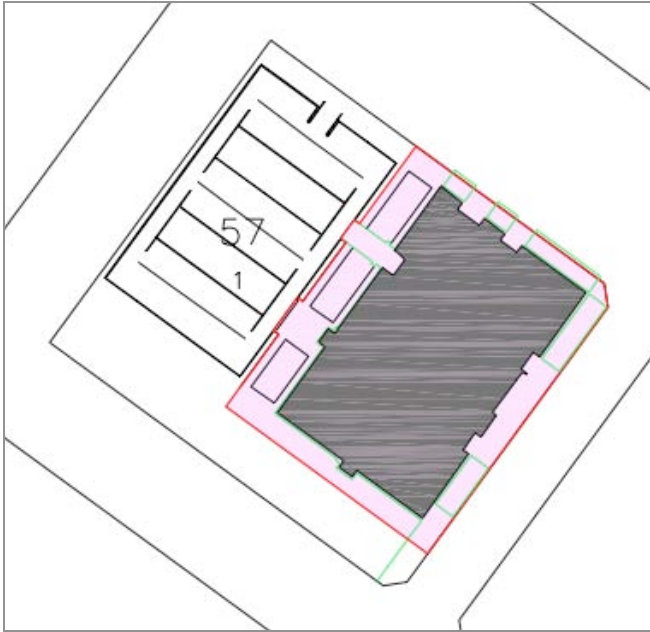


**Figure 97. Management boundary for National Gallery of Australia**  
 Source: National Capital Authority



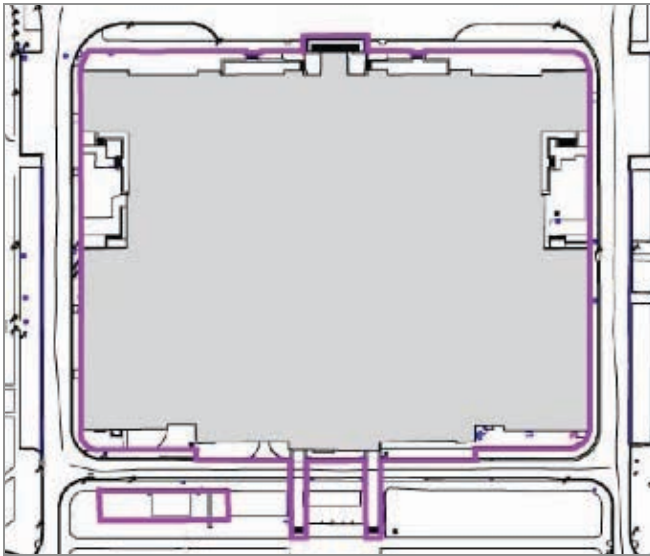
**Figure 98. Management boundary for National Library of Australia**  
 Source: National Capital Authority





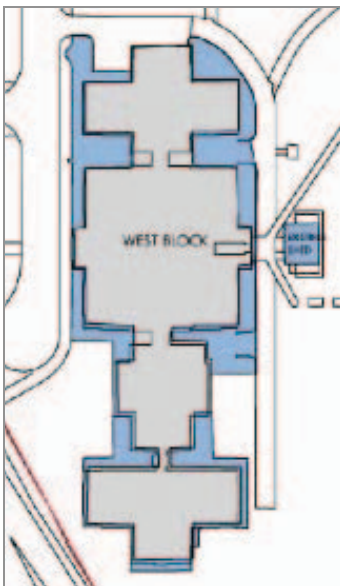
**Figure 99. Management boundary for Questacon (National Science & Technology Centre)**

Source: National Capital Authority



**Figure 100. Management boundary for Old Parliament House**

Source: National Capital Authority



**Figure 101. Management boundary for West Block**

Source: National Capital Authority





In addition, the Australian War Memorial is responsible for the land bounded by Limestone Avenue, Fairbairn Avenue and Treloar Crescent. The AWM has a proposal to redevelop the eastern precinct of the site to provide a new memorial courtyard, parking and visitor facilities.

## **Management Issues for Certain Specific Components**

### ***Aboriginal Tent Embassy***

The future of the Aboriginal Tent Embassy is subject to an ongoing process involving a range of parties. A 2005 report on consultations about the future of the site recommended a range of things, including:

- there be an evolving concept of the Tent Embassy without permanent camping;
- the site should be an educational centre for all Australians and international visitors depicting the Indigenous struggle, including the role of the 1972 protest; and
- the site be developed as a referral point for other Indigenous issues (Mutual Mediations 2005, extract at [http://www.ministers.dotars.gov.au/jl/releases/2005/December/1144\\_2005.htm](http://www.ministers.dotars.gov.au/jl/releases/2005/December/1144_2005.htm)).

These recommendations are yet to be accepted by Indigenous stakeholders.

### ***Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes)***

The site has been managed for protection of the rare perennial herb, *Rutidosia leptorrhynchoides* (Button Wrinklewort). If left undisturbed, the woodland will persist in good condition. However, further management (removal) of some of the exotic plants that have invaded the plot would considerably assist in the continued conservation of the woodland in a good condition. Past management has included removal of some exotic Acacias (*A. baileyana*), presumably to remove shade cover for the *Rutidosia* (as well as being a plant that is exotic and would threaten to take over the plot). Another exotic species that needs to be removed is a large specimen of *E. viminalis*, along with a small collection of non-Australian exotics, including Phalaris.

Care will also need to be taken of the nutrient and water runoff from adjacent irrigated areas as this could lead to the vegetation becoming excessively rank and lush, and too thick for continued survival of the *Rutidosia*.

Management of the site need only be at a low level (maybe as low as one day per year to cut out and poison a few exotics as they reappear), but great care will be needed in the control of Chilean Needle Grass and African Love Grass (for example, through informed mowing regimes of the adjacent areas).

A recent re-assessment of the site made a number of recommendations about the future management of the site, and these have been considered in framing policies and strategies in Section 8.4 below (Rowell 2007, reproduced at Appendix G).

### ***State Circle Cutting (Section 23, Block 2 and Section 51, Block 1, Parkes)***

The heritage values of the exposure are fairly resistant to natural erosion from the actions of the elements. Likewise, the impacts of regular traffic flows do not have major effects on the site. Some minor falls occur (as evidenced by the presence of scattered rock remnants at the base of the exposure), but to date these are not substantially affecting the heritage significance of the site. These falls seem to be primarily related to erosion caused by plants growing directly out of the exposure, or from roots of plants growing immediately above the lower bench.

A possible major impact on the site would result from any proposal to widen the road and cut in to the cutting. Depending on the extent and nature of such an exercise, the site could be adversely affected to a significant extent. Other impacts could result from preventing access to the site, with one of the important features of the site being its ease of access and the clear visibility of the exposure.

A specific management plan is required to ensure the protection of the heritage values of this site. With such a geological heritage site, an aspiration is for continued access to and visibility of the features. At present, only the lower bench is visible and the upper bench is largely vegetated. This may be adequate, but consultations with geological experts may well suggest improved access to the upper bench. The management plan should address all other issues necessary for the continued management and presentation of the heritage values of the site. In general, past management of the lower bench has protected the values of the site and enabled continued safe access to the lower bench.

### ***Geological site in Commonwealth Park (Section 2, Block 4, Parkes)***

While most of this geological site is outside the study area, a small part is within the area. To the extent the whole site has any heritage value, the whole site should be managed in a consistent way to conserve the value. This study concludes that the small part within the study area does not have Commonwealth Heritage value. However, the whole site has been listed by the National Trust and formal assessment under the ACT *Heritage Act* may also find the site is significant. No such assessment has yet been undertaken.

Managing the whole site for heritage value as a geological display would involve maintaining the exposed rock faces without them being covered by concrete or masonry walls. Shrubs and other ornamental vegetation would not be planted on the two benches in such a way as they might make the outcrops difficult to observe. Existing shrubs, probably self-seeded, would be removed and grasses would be kept low at the base of the exposure.

Management of the site would only need a low level of resourcing - maybe as little as half a day per year to cut out and poison a few plants growing within the bench.



**Figure 102. Film festival on Aspen Island, January 2003**

(Source: Katie Saxby 2003)

## **Uses and Users of the Parliament House Vista**

The study area is used by a very wide range of users for an equally wide range of uses. Many of these are tied to specific components in the Parliament House Vista, such as the large number of institutions and attractions. Many of these uses have formed strong

associations that are now recognised as part of the significance of the study area.

The Australian War Memorial and Old Parliament House are again examples. The range of users and uses is generally described in the preceding section about stakeholders. Examples of uses mentioned above include Floriade, concerts, car displays, hot air balloon festivals, weddings, sport, picnics and sight-seeing, in addition to uses related to the specific institutions.

## **Interpretation**

The Parliament House Vista is home to a range of major public attractions including Old Parliament House and the Australian War Memorial. The area and components of the landscape are also substantial attractions. These various components and the overall area are the focus of a range of interpretive programs run either by individual institutions, by the National Capital Authority or by the Australian Capital Tourism Corporation.

Interpretive programs which deal with the whole area or multiple components include those of the NCA such as:

- a series of self-guided walking and car tours (eg. of military memorials in the ACT, including many in the study area);
- the National Capital Exhibition at Regatta Point; and
- the NCA's own website including the Virtual Canberra component.

## **Key Management Issues**

The NCA is aware of a range of management issues relating to the Vista. These are in addition to the condition and integrity issues which are discussed separately below.

Management issues include:

- reconciling conservation and development in the study area (discussed separately below);
- tree management including replacement plantings (discussed separately below);
- traffic infrastructure and systems (discussed separately below);
- reconciling overlapping management systems for the area;
- environmental sustainability of the landscape, including water use and weed management;
- access for visitors and staff, including by public and private transport, by car and bus;
- parking for staff and visitors, including the problem of the use of carparks of one institution by visitors or staff to another institution. The NCA is planning a specific study to address the range of parking issues in the Parliamentary Zone;
- facilities for visitors (eg. toilets and food outlets);
- lighting of the area including individual components (eg. buildings);
- signage, including commercial and advertising signs associated with commercial operations and institutions;
- new developments affecting specific components such as the Australian War Memorial and National Gallery of Australia;
- possible re-planting of the Hebe species in the planter beds along Anzac Parade (see Geoff Butler & Associates 2009);
- possible changes to specific components such as the future of the Aboriginal Tent Embassy and possible relocation of the King George V Memorial;
- managing the range of issues related to current and possible future memorials;

- outdoor ceremonial functions;
- major temporary events; and
- construction-phase impacts.

It is interesting to note that a 1992 study of the Parliamentary Zone landscape management and maintenance found the following key issues:

- the design of the tree canopy in the zone was being eroded as the predominant evergreen canopy provided by exotic species was changing because evergreen trees were being removed and not replaced, and the ratio of deciduous trees was therefore increasing;
- maintenance regimes have contributed to the deterioration of the landscape; and
- there was insufficient detail guidance to clearly direct the landscape development of the zone (SF Landscape Consultants 1992, pp. 1-2).

Many of the recommendations in this 1992 study have been addressed in the policies and strategies presented in Chapter 8.

This section notes many possible changes and developments. They are recorded in the heritage management plan without implicit endorsement, and some may require an impact assessment and possible referral under the EPBC Act.

#### ***Reconciling conservation and development in the Parliament House Vista area***

One of the potential conflicts in the management of the study area is reconciling perceptions that the area has been partly developed with more development to come, and perceptions of the area as having heritage values which must be conserved to the exclusion of development.

The Parliament House Vista is an evolving landscape which has slowly developed since 1911. While the construction of Old Parliament House and the maturing treescape planted in the 1920s gave substantial form to the area, this has been gradually supplemented from the 1960s. This process continues with the recent completion of the National Portrait Gallery, and other current projects. The concept that the area is incomplete is conveyed in the indicative development plan provided for the Parliamentary Zone in the *National Capital Plan* (see Section 7.2 above). This shows a range of sites for yet-to-be-realised buildings.

This development agenda is matched by a desire to enliven the Parliamentary Zone with activities and events, supported by appropriate infrastructure.

On the other hand, the Parliament House Vista is a heritage-listed area, and there is an imperative to conserve its heritage values.

These two objectives, development and conservation, may be viewed as conflicting or at least potentially conflicting.

One of the aims of this management plan is to try to understand and accommodate appropriate development while achieving conservation. Conservation is more often a process of *managing* change rather than always *opposing* change.

#### ***Tree management and replacement***

The overall treescape of the Parliament House Vista is one of the area's most important features, and there are a range of substantial management issues to be addressed. These

issues include:

- weaknesses in the overall framework of plantings;
- tree health in some cases;
- the ongoing dry conditions in Canberra and the impact on mature trees and possible replacements;
- gaps in plantings;
- the ageing of the trees; and
- the extent of tree maintenance works given the extensive treescape.

A particularly difficult issue is that of tree replacement in the case of mass or row plantings which are performing poorly or are at the end of their lives. Removing and replacing large numbers of trees can have a dramatic impact on the landscape, which may in turn lead to stakeholder and community concern. While there may be a range of replacement options, these often involve a trade-off between minimising short term impacts and achieving long term goals (see for example the discussion in Geoff Butler & Associates 2004).

Another issue relates to intentional over-planting in order to achieve a quick effect. However, also intended and subsequent thinning to achieve a well-spaced planting has not been undertaken, at least in some cases. Given concern about the removal of trees, it may be prudent to only plant trees at intended mature spacing, and to avoid over-planting. Similarly, some trees are more sensitive to competition from other trees through close planting, such as conifers, and this should be taken into account in species selection.

Any tree replacement strategy must have regard for impacts, long term goals and stakeholder and community views.

The NCA currently has a Parliament House Vista, Interim Management Plan, Tree Maintenance and Replacement (NCA 2005c) which provides useful guidance. This document may prove useful in the development of a tree replacement strategy as well as a final tree management plan.

### ***Traffic and road system***

There are a number of traffic issues within the study area. In the Parliamentary Zone,

‘commuters travelling to and from Civic, Barton and Fyshwick use the east-west roads that go through the Zone, i.e. King Edward, King George and Queen Victoria Terraces leading to a disproportionate amount of through-traffic and as a consequence there are a number of traffic and pedestrian safety problems. These problems include:

1. the speed at which traffic moves along King Edward Terrace;
2. the proximity of a number of intersections;
3. legibility and accessibility for those unfamiliar with the local road network (tourists and infrequent local visitors) when entering and leaving the Parliamentary Zone;
4. the lack of pedestrian crossing points;
5. Poor visibility at intersections and at existing pedestrian crossings;
6. The mix between cars and the large number of commercial vehicles, especially trucks, which use King Edward Terrace, heightens these problems.

To assist in addressing some of the issues the PZR [Parliamentary Zone Review] identified a range of improvements to the road layout and design to be introduced progressively. These include:

- Establishing a legible hierarchy in the roads by giving each a different character, drawn from variables such as the road surface and width, avenue planting and directional signage;
- Changing King Edward Terrace from a thoroughfare to a main street to facilitate clear and direct access and egress to/from the Zone and to discourage through traffic and encourage pedestrians and cyclists by:

- creating 'T' intersections and traffic lights at its junctions with Commonwealth and Kings Avenues;
- Rationalising the number of entry points to the individual campuses;
- Adding pedestrian crossing points to provide continuity in the path system;
- Considering a load limit, with the exception of service vehicles and tourist coaches, as a traffic calming and safety measure;
- Removing Bowen Place, Flynn Place, and the straight sections of Langton Crescent and Dorothy Tangney Place. These roads were built to a large scale in the expectation that Parliament House would be built on the lakeshore rather than on Capital Hill. Their removal is possible if 'T' intersections are made at the intersections of King Edward Terrace, Commonwealth and Kings Avenues; and
- Consideration of a speed limit reduction.' (SMEC Australia 2007, p. 2)

A Parliamentary Zone Traffic Study has been undertaken. The aim of the study was to achieve,

'a transport system that better promotes public transport as well as encourages pedestrian and cycling activities.' (SMEC Australia 2007, p. 2)

As part of this study, a component of the work related to the Albert Hall precinct, adjacent to the Parliamentary Zone, was completed earlier (SMEC Australia 2007). This component study proposed the following changes within the study area:

- the removal of Flynn Place;
- creation of a traffic light controlled intersection at the junction of King Edward Terrace and Commonwealth Avenue; and
- road widening of Commonwealth Avenue, road construction to extend King Edward Terrace to Commonwealth Avenue, and associated tree removal and encroachment into grass areas.

Other issues/possible changes in or adjacent to the study area include:

- changes to the entries into Commonwealth and Kings Parks from Commonwealth Avenue and Kings Avenue;
- changes to/closure of Wendouree Drive in Kings Park, especially the section from Constitution Avenue;
- extension of Blamey Crescent into Kings Park; and
- changes to the character of Parkes Way, including partial enclosure by a tunnel and changing the Parkes Way/Kings Avenue intersection to a grade separated intersection. This work is proceeding and has involved the removal of some trees along Parkes Way in Kings Park. Replacement plantings are to be undertaken. There will also be construction phase impacts through the creation of a site depot in the park.

## **Future Requirements and Aspirations**

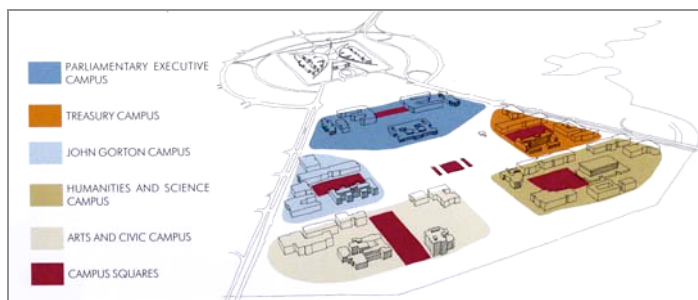
The NCA also has a number of initiatives which will have an impact on the Vista or its setting. These are:

- implementation of the *Griffin Legacy* through the *National Capital Plan* (discussed in Section 7.2 above) with key changes including:
  - extensive and continuous multi-storey buildings in the land between Parkes Way and Constitution Avenue (see Figure 105 below);
  - enhanced pedestrian access across Parkes Way to the Central Parklands;
  - the extension of Blamey Crescent into Kings Park;
  - changes to the character of Parkes Way, especially changing the Parkes Way/Kings Avenue intersection to a grade separated intersection;

- multi-storey buildings adjacent to West Basin;
- development of the campuses, with the Humanities and Science Campus currently being designed (see Figure 106);
- continued development of Reconciliation Place by the installation of additional slivers;
- construction of a new memorial to peacekeepers in Anzac Parade; and
- construction of new World Wars 1 and 2 memorials at Rond Terraces.

**Figure 105. Indicative Development Plan for Constitution Avenue**

Source: NCA 2007c



**Figure 106. Proposed Campuses**

Source: National Capital Authority 2000a, p. 32



**Figure 107. Planting masses and critical edges required to screen development between Parkes Way and Constitution Avenue**

Source: Lester Firth & Associates 2007, Figure 17, p. 15

In addition, a study related to the proposed *Griffin Legacy* developments along Constitution Avenue recommends plantings within the study area to screen the developments, and partly to screen Kings Park from Parkes Way (Lester Firth &

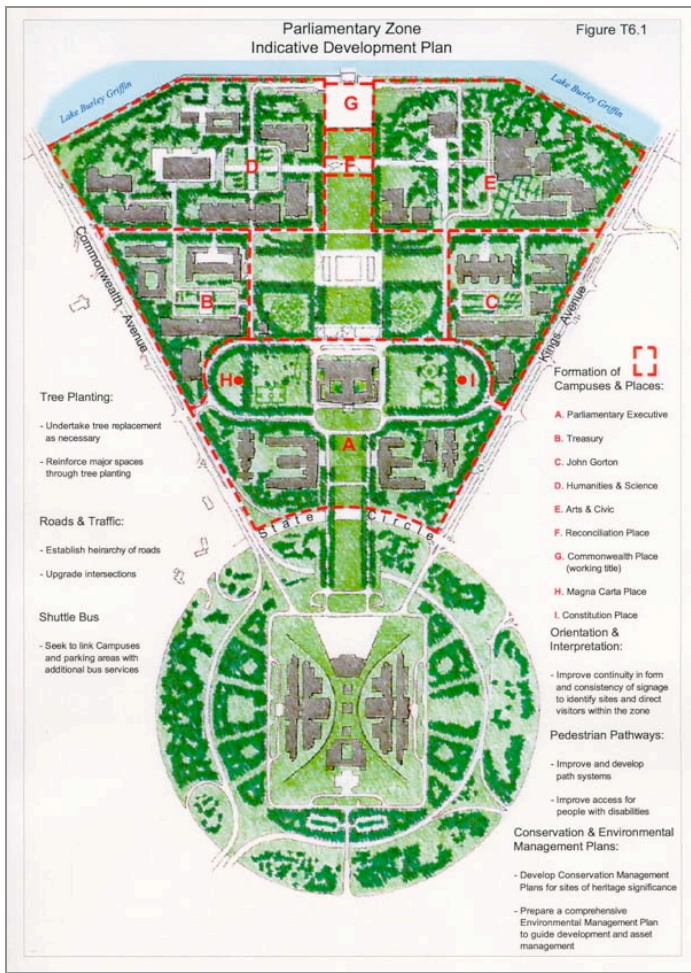
Associates 2007, p. 14; see the above figure).

Possible future developments include:

- realisation of development consistent with the indicative master plan for the Parliamentary Zone contained in the *National Capital Plan* (discussed in Section 7.2 above, see also Appendix E; see the following figure);
- changes to the traffic arrangements in the Parliamentary Zone following the traffic study (discussed above), and in other parts of the study area, possibly including;
  - the removal of Flynn and Bowen Places;
  - changes to the King Edward Terrace intersections with Kings and Commonwealth Avenues;
  - changes to the entries into Commonwealth and Kings Parks from Commonwealth Avenue and Kings Avenue;
  - changes to/closure of Wendouree Drive in Kings Park, especially the section from Constitution Avenue;
  - extension of Blamey Crescent into Kings Park;
  - changes to the character of Parkes Way, including partial enclosure by a tunnel;
- creation of a view/s into Commonwealth Park from Parkes Way, especially in the vicinity of the Corranderk Street pond;
- strengthening the cross axis connecting the National Library of Australia and the National Gallery of Australia;
- changes to the Central Parklands following the recent masterplanning competition – the competition brief outlined a number of possible changes;
- changes to the character of the Aboriginal Tent Embassy site;
- relocation of the King George V Memorial; and
- expansion of winter markets at Commonwealth Place.

This section notes many possible changes and developments. They are recorded in the heritage management plan without implicit endorsement, and some may require an impact assessment and possible referral under the EPBC Act.





**Figure 108. Indicative development plan for the Parliamentary Zone**  
Source: Figure T6.1 in the *National Capital Plan*

Note: A larger version of this plan is reproduced in Appendix E.



## 7.5 CONDITION AND INTEGRITY

The condition and integrity of the Parliament House Vista is discussed in this section. It begins with an overview of its condition and integrity, and this is followed by more detail about the attributes of the study area. After this, there is a discussion of a number of condition and integrity issues. This section concludes with a consideration of the broader setting for the Parliament House Vista.

### Overview

The Parliament House Vista area is a large and complex landscape and it is difficult to give a simple portrayal of the condition and integrity of the area. In broad terms, the area is in fair condition and displays a medium level of integrity – some components being in good condition and others being in poor condition, and with a similar variability in the integrity of components.

### Condition and Integrity of Attributes

In the following table, condition relates to the state of the attribute, often the physical state – for example an original gravel path which is badly eroded would be a condition issue. Integrity relates to the intactness of the attribute – for example a modern cobblestone path replacing an original gravel path might be an integrity issue irrespective of its condition. It is often useful to distinguish between these matters, especially as integrity relates closely to significance.

Given the large and complex nature of many of the components listed in the table, the judgments about condition and integrity are made on a broad basis. Within these components there may also be considerable variation in the condition and integrity. In some cases, the following judgments have been informed by specific studies of the components. In other cases, such studies are not available and the judgments have been made on the basis of inspections undertaken as part of this project.

The attributes in the table are listed in the order derived from the statement of significance in Section 6.1.

<b>Table 12. Condition and Integrity of the Attributes of the Parliament House Vista</b>			
<b>Criteria</b>	<b>Attributes</b>	<b>Condition</b>	<b>Integrity</b>
<b>Parliament House Vista Area</b>			
Criterion (a) - History	<ul style="list-style-type: none"> <li>• Parliament House Vista area</li> <li>• Sites associated with the history of politics and government in Australia:               <ul style="list-style-type: none"> <li>• Old Parliament House and gardens</li> <li>• East and West Blocks</li> <li>• High Court of Australia</li> <li>• John Gorton Building</li> <li>• Treasury Building</li> <li>• National Carillon</li> <li>• some commemorative trees</li> </ul> </li> <li>• Sites associated with the development of Australian cultural life and national identity:</li> </ul>	<ul style="list-style-type: none"> <li>• Fair</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Poor-Good</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> <li>• Medium-High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• Medium-High</li> </ul>

<b>Table 12. Condition and Integrity of the Attributes of the Parliament House Vista</b>			
<b>Criteria</b>	<b>Attributes</b>	<b>Condition</b>	<b>Integrity</b>
	<ul style="list-style-type: none"> <li>• Australian War Memorial</li> <li>• memorials, especially those in Anzac Parade but also those in Commonwealth and Kings Parks, and Parkes, including the King George V Memorial, Captain Cook Memorial Water Jet and Magna Carta Place (excluding the International Flag Display)</li> <li>• some commemorative trees</li> <li>• National Gallery of Australia including its Sculpture Garden</li> <li>• Reconciliation Place</li> <li>• National Rose Gardens</li> <li>• National Library of Australia</li> <li>• Sites associated with the development of Canberra as Australia's national capital: <ul style="list-style-type: none"> <li>• Griffins' design features: Land and Water Axes, lake (although to a different shape), National Triangle (mostly realised and mostly within the study area), Parliamentary Zone as the location for government office buildings (partly realised), Central Parklands (partly realised), the Australian War Memorial building (even though this function was not originally anticipated or proposed) and road layout (partly realised)</li> <li>• Holford design features: replacement of strict symmetry with a balanced development in the National Triangle, Parkes Way, Rond Terraces, lake (completion rather than general design), and a more naturalistic northern lakeshore boundary</li> <li>• National Capital Development Commission design features: lake, National Library of Australia, National Gallery of Australia, High Court of Australia, Commonwealth Park, Kings Park, Anzac Parade, Treasury Building, and some landscaping within the Parliament Zone – in particular Parkes Place, original part of the Regatta Point Pavilion, Carillon, Captain Cook Memorial Water Jet and Questacon (National Science &amp; Technology Centre)</li> </ul> </li> <li>• Landscape designs: <ul style="list-style-type: none"> <li>• Parliamentary Zone, including the cross axes</li> <li>• Old Parliament House gardens</li> <li>• National Rose Gardens</li> <li>• Commonwealth Park</li> <li>• Kings Park</li> <li>• Anzac Parade</li> <li>• High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden</li> <li>• Land Axis corridor</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Good</li> <li>• Fair-Good</li> <li>• Poor-Good</li> <li>• Fair-Good</li> <li>• Good</li> <li>• Good</li> <li>• Fair-Good</li> <li>• Fair</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Fair</li> <li>• Fair-Good</li> <li>• Good</li> </ul>	<ul style="list-style-type: none"> <li>• High</li> <li>• High</li> <li>• High</li> <li>• Medium</li> <li>• High</li> <li>• Medium</li> <li>• High</li> <li>• Medium</li> <li>• High</li> <li>• High</li> <li>• Medium-High</li> <li>• Low-Medium</li> <li>• Medium</li> <li>• Medium</li> <li>• Medium</li> <li>• Medium-High</li> <li>• Medium</li> <li>• Medium-High</li> <li>• High</li> </ul>



<b>Table 12. Condition and Integrity of the Attributes of the Parliament House Vista</b>			
<b>Criteria</b>	<b>Attributes</b>	<b>Condition</b>	<b>Integrity</b>
	<ul style="list-style-type: none"> <li>• Lake Burley Griffin Central Basin</li> </ul>		
Criterion (b) - Rarity	<ul style="list-style-type: none"> <li>• Parliament House Vista landscape, including component landscapes: <ul style="list-style-type: none"> <li>• Parliamentary Zone</li> <li>• National Rose Gardens</li> <li>• Commonwealth Park</li> <li>• Kings Park</li> <li>• Anzac Parade</li> </ul> </li> <li>• High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden</li> </ul>	<ul style="list-style-type: none"> <li>• Fair-Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Fair</li> </ul>	<ul style="list-style-type: none"> <li>• Medium-High</li> <li>• Medium</li> <li>• Medium</li> <li>• Medium</li> <li>• Medium-High</li> <li>• Medium</li> </ul>
Criterion (e) – Aesthetic characteristics	<ul style="list-style-type: none"> <li>• Parliament House Vista</li> <li>• Dramatic and powerful views, notably: <ul style="list-style-type: none"> <li>• the sweeping views of the Parliament House Vista both from, and towards Mount Ainslie, and especially the sightline between Old Parliament House and the Australian War Memorial, including the large scale of these views</li> <li>• the vista towards Canberra city along Commonwealth Avenue</li> <li>• oblique aerial views that include Lake Burley Griffin and/or cross the Parliament House Vista</li> </ul> </li> <li>• Places of reflection and contemplation (research did not identify specific components although it is probable this relates to the many parks and gardens)</li> <li>• Juxtaposition of bush with the formality of the built environment</li> <li>• Designed elements of the area including sweeping vistas, open spaces, and monuments and buildings within the landscape</li> <li>• Setting of the Parliament House Vista</li> <li>• Integration of architectural elements into the overall Griffins' design</li> </ul>	<ul style="list-style-type: none"> <li>• Fair</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Fair-Good</li> <li>• Good</li> <li>• Fair-Good</li> <li>• Good</li> <li>• Good</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• Medium</li> <li>• High</li> <li>• Medium</li> <li>• Medium</li> <li>• High</li> </ul>
Criterion (f) – Technical and creative achievement	<ul style="list-style-type: none"> <li>• Complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands</li> <li>• Architectonic structure of the various precincts</li> <li>• National Triangle parklands</li> <li>• Land and Water Axes</li> <li>• City Beautiful features - beauty and monumental grandeur, axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings</li> <li>• Garden City features - landscaped, low density development with tree-lined streets, parkways, parks and gardens</li> <li>• Planning geometry and broad symmetry reinforced by the lake, buildings, plantings, parklands, gardens and road system, and the stricter symmetry of the Land Axis corridor</li> </ul>	<ul style="list-style-type: none"> <li>• Fair-Good</li> <li>• Good</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Fair-Good</li> <li>• Good</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> <li>• Medium</li> <li>• Medium</li> <li>• Medium-High</li> <li>• High</li> <li>• High</li> <li>• Medium</li> <li>• High</li> </ul>



<b>Table 12. Condition and Integrity of the Attributes of the Parliament House Vista</b>			
<b>Criteria</b>	<b>Attributes</b>	<b>Condition</b>	<b>Integrity</b>
	<ul style="list-style-type: none"> <li>Ordering of topography and functions</li> <li>Design pattern of large landscapes and waterscapes, treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial, Mount Ainslie and Parliament House, the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane</li> <li>Avenues of trees, and Lombardy Poplars as sentinels at key locations</li> <li>Green/irrigated grass, especially of the Land Axis</li> <li>Smaller component parklands and gardens, some including art works and water features</li> <li>Open spaces at the scale of the indigenous open forest/woodland structure of the region</li> <li>Landscape design scale appropriate for the built elements, reflecting the tradition of the City Beautiful Movement</li> <li>A balance of formal and informal landscape treatments using indigenous natural values and cultural values</li> <li>The specially designed street/promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights</li> </ul>	<ul style="list-style-type: none"> <li>Good</li> <li>Good</li> <li>Fair</li> <li>Fair</li> <li>Fair-Good</li> <li>Good</li> <li>Good</li> <li>Good</li> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> <li>Medium</li> <li>Medium</li> <li>High</li> <li>Medium</li> <li>High</li> <li>High</li> <li>High</li> </ul>
Criterion (g) – Social value	<ul style="list-style-type: none"> <li>Parliament House Vista</li> <li>Continuum of both local and national history</li> <li>Layers of values and stories</li> <li>Accessibility of the area, as a gathering and meeting place, and as a beautiful place</li> <li>Surviving elements of the Griffins’ design for Canberra (see Criterion (a))</li> <li>Formal design elements – sweeping vistas, open spaces, and buildings and monuments within the landscape</li> <li>Presence of the nation’s peak political and cultural institutions: <ul style="list-style-type: none"> <li>Old Parliament House (as a reflection of its former role), National Library of Australia, High Court of Australia, National Gallery of Australia and Australian War Memorial</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair</li> <li>Good</li> <li>Good</li> <li>Good</li> <li>Fair</li> <li>Fair-Good</li> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> <li>High</li> <li>High</li> <li>High</li> <li>Medium</li> <li>High</li> <li>High</li> </ul>
Criterion (h) – Significant people	<ul style="list-style-type: none"> <li>Surviving elements of the Crowe masterplan for Commonwealth Park</li> <li>The original Australian War Memorial building</li> <li>Surviving elements of the Griffins’ design for Canberra (see Criterion (a))</li> <li>Surviving elements of Holford’s design for Canberra (see Criterion (a))</li> <li>Old Parliament House and East and West Blocks</li> <li>Developments associated with the NCDC</li> <li>Commonwealth Park and landscaping around the National Library of Australia</li> <li>Lake Burley Griffin</li> <li>Weston plantings especially those surviving in the Parliamentary Zone</li> </ul>	<ul style="list-style-type: none"> <li>Good</li> <li>Good</li> <li>Fair</li> <li>Fair-Good</li> <li>Fair-Good</li> <li>Fair-Good</li> <li>Fair-Good</li> <li>Good</li> <li>Fair</li> </ul>	<ul style="list-style-type: none"> <li>High</li> <li>Medium-High</li> <li>Medium</li> <li>High</li> <li>Medium-High</li> <li>High</li> <li>Low-Medium</li> <li>High</li> <li>Medium</li> </ul>





<b>Table 12. Condition and Integrity of the Attributes of the Parliament House Vista</b>			
<b>Criteria</b>	<b>Attributes</b>	<b>Condition</b>	<b>Integrity</b>
	<ul style="list-style-type: none"> <li>contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone</li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>external form</li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>John Gorton Building (formerly Administration Building):</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>siting</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>external form</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium-High</li> </ul>
	<ul style="list-style-type: none"> <li>use for government accommodation</li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>King George V Memorial:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>landmark qualities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>relationship to Old Parliament House</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>Lake Burley Griffin:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>lake</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>edge treatments</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair-Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>landmark qualities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>National Carillon and Aspen Island:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>Carillon and Aspen Island</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair-Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>visibility as part of the landscape of the lake and its parklands</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>contribution to the symbolic, unified and visually dramatic place</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>contribution to the informal balance and symmetry of the Vista</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>views towards the place as well as views out from it</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li>National Library of Australia:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>siting</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>landmark qualities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>external form</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair-Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>isolated building form set amongst rows of trees and sweeping lawns</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>vista across Lake Burley Griffin</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>Old Parliament House:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>landmark qualities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>siting</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>external form including symmetry, long low form and colour</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>primary position relative to other government buildings</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>Old Parliament House Gardens Precinct:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>general form, overall symmetry, layout and garden character</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>relationship to Old Parliament House</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li>Parkes Place:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>formally shaped space or outdoor rooms/trees</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>feature which reinforce the Land Axis</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>strong vertical sentinel poplar plantings at path intersections and entrances</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>cypress edges and tree canopied paths</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>large scale grass vistas/axes</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>seasonal effects</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>perennial display bedding set in grass, including roses</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li>State Circle Cutting:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>exposed cutting</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li>West Block:</li> </ul>		
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>axial planning</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>relationship to East Block and Old Parliament House</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>external form</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Fair</li> </ul>	<ul style="list-style-type: none"> <li>Medium</li> </ul>
	<ul style="list-style-type: none"> <li> <ul style="list-style-type: none"> <li>use for government accommodation</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Good</li> </ul>	<ul style="list-style-type: none"> <li>High</li> </ul>
	<ul style="list-style-type: none"> <li>Native vegetation adjacent to West Block (part of Section 23, Block</li> </ul>		

<b>Criteria</b>	<b>Attributes</b>	<b>Condition</b>	<b>Integrity</b>
	2, Parkes): <ul style="list-style-type: none"> <li>native vegetation including the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland and possible extant community of <i>Rutidosia leptorrhynchoides</i></li> </ul>	• Good	• Medium? (Note 1)
Notes			
1.	The uncertainty regarding the integrity of the native vegetation relates to uncertainty about the survival of <i>Rutidosia leptorrhynchoides</i> on the site.		

***Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes)***

In addition to the general comment provided in the table above, the following additional comments are offered about this woodland area.

‘Despite the apparent loss of the *R. leptorrhynchoides*, the condition of the native vegetation is very good.’ (Rowell 2007, p. 5)

Being such a small patch of woodland within a much modified environment, it is important that carefully considered management arrangements are put in place to ensure the continued integrity of the area. Of some importance will be the future of the possible *R. leptorrhynchoides* population and management should still consider the habitat requirements of this species.

**Condition and Integrity Issues**

The following table provides a summary of condition and integrity issues related to the study area or components. These issues have been identified through the process of preparing this heritage management plan. However, there are many other specific issues which have been identified in the many other conservation management plans or other reports prepared for components. No attempt has been made to include all of these specific issues. Similarly, while some issues highlighted below relate to particular components, these may be better addressed as part of specific conservation management planning for the components rather than through this heritage management plan.

<b>Feature</b>	<b>Summary assessment of Condition and Integrity</b>	<b>Issues</b>	<b>Condition (C) or Integrity (I) Issue</b>
<b>General Treescape</b>			
Trees	Varies	• Tree maintenance surgery identified in various separate studies/surveys but not yet undertaken	C+I
Commonwealth and Kings Avenue plantings	Fair-Good/ Medium	• The avenue plantings are a mix of deciduous and evergreen trees but there are lengthy sections which are mostly/all deciduous, providing a weaker year-round framework	I





**Table 13. Condition and Integrity Issues**

Feature	Summary assessment of Condition and Integrity	Issues	Condition (C) or Integrity (I) Issue
<b>Commemorative Trees</b>			
Empire Parliamentary Association trees – Parkes Place	Not assessed/ Medium	<ul style="list-style-type: none"> <li>Five Roman cypresses have been removed and not replaced, and a number of original plaques are missing</li> </ul>	I
Merchant Navy Memorial – Kings Park	Fair/Medium	<ul style="list-style-type: none"> <li>Two flowering plums have been removed and not replaced</li> </ul>	I
Flowering cherry grove – Regatta Point	Poor-Good/High	<ul style="list-style-type: none"> <li>Some failed specimens</li> </ul>	C+I
Murray’s Bakery site trees – Commonwealth Park	Good/Medium	<ul style="list-style-type: none"> <li><i>Pinus halepensis</i> lost during windstorm</li> </ul>	I
<b>Australian War Memorial</b>			
Trees	Not assessed	<ul style="list-style-type: none"> <li>While the planning concept for the AWM has always been for exotic evergreen and deciduous trees in a more formal open landscape on the west side, in the overall context of the Vista landscape, the strength of the evergreen framework plantings is weaker on the western side of the building, leading to a lack of balance</li> </ul>	I
<b>Anzac Parade</b>			
Mass Eucalypt planting	Not assessed/ Medium	<ul style="list-style-type: none"> <li>Some trees have been removed and not replaced</li> </ul>	I
Hebe plantings	Poor-Good/ Medium	<ul style="list-style-type: none"> <li>Poor condition of many plants, missing plants, weed invasion</li> </ul>	C+I
<b>Land Axis</b>			
Commonwealth and Reconciliation Places	Fair-Good/ Medium-High	<ul style="list-style-type: none"> <li>Trees planted in both locations</li> </ul>	I
<b>Commonwealth Park</b>			
Horticultural and specialist areas	Fair-Good/ Medium	<ul style="list-style-type: none"> <li>Some of these areas are degraded in terms of their display of plant material</li> </ul>	C+I
Lakeshore plantings	Fair/Medium	<ul style="list-style-type: none"> <li>The lakeshore plantings of exotic trees is weak in places</li> </ul>	I
Tree plantings adjacent to the Rond	Good/Medium	<ul style="list-style-type: none"> <li>There have been removals of trees without replacement</li> </ul>	I



**Table 13. Condition and Integrity Issues**

<b>Feature</b>	<b>Summary assessment of Condition and Integrity</b>	<b>Issues</b>	<b>Condition (C) or Integrity (I) Issue</b>
Terraces			
<b>Kings Park</b>			
Blundells' Cottage settlement	Fair/Low	<ul style="list-style-type: none"> <li>The context of the cottage is a stylised pastoral setting, somewhat different from the historic reality</li> </ul>	I
Lakeshore plantings	Fair/Medium	<ul style="list-style-type: none"> <li>The lakeshore plantings of exotic trees is weak in places</li> </ul>	I
Tree plantings adjacent to the Rond Terraces	Good/Medium	<ul style="list-style-type: none"> <li>There have been removals of trees without replacement</li> </ul>	I
Dryland character	Good/Medium	<ul style="list-style-type: none"> <li>The dryland character has been diminished slightly by the creation of irrigated grass areas</li> </ul>	I
<b>Aspen Island</b>			
Views/ Vistas	Good/Medium	<ul style="list-style-type: none"> <li>Some of the important views are obscured by plantings</li> </ul>	I
<b>Rond Terraces</b>			
Trees and hedges	Fair/Medium	<ul style="list-style-type: none"> <li>There have been some tree losses amongst the edge plantings, without replacement</li> </ul>	I
<b>Parliamentary Zone</b>			
Treescape	Varies/Medium	<ul style="list-style-type: none"> <li>Trees removed and not replaced</li> <li>Poorly performing trees</li> <li>Weaknesses in the overall evergreen structure in the vicinity of the National Library of Australia – this component does not provide sufficient balance to the High Court of Australia-National Gallery of Australia precinct landscape</li> <li>Missing sentinel plantings of Lombardy Poplars</li> </ul>	C+I
Parkes Place – outdoor rooms	Good/Medium	<ul style="list-style-type: none"> <li>Some spaces are not fully defined because of gaps in the perimeter plantings</li> </ul>	I
Parkes Place – cypress edges, paths	Fair/Medium	<ul style="list-style-type: none"> <li>Some cypresses are missing, and some of the trees along paths are missing</li> </ul>	I
National Library of Australia setting	Good/Low-Medium	<ul style="list-style-type: none"> <li>Conversion of Patrick White Lawns to carpark</li> </ul>	I
State Circle Cutting	Fair/Medium	<ul style="list-style-type: none"> <li>Various issues related to vegetation growing on the cutting face and bench above</li> </ul>	I
Surface carparks	-/-	<ul style="list-style-type: none"> <li>Large areas of surface carparks detract from the landscape qualities, although they are mostly screened</li> </ul>	I
Kerbside parking	-/-	<ul style="list-style-type: none"> <li>Some parking detracts from the landscape qualities (eg. the bus parking immediately in front of Old Parliament House on King George Terrace)</li> </ul>	I



<b>Table 13. Condition and Integrity Issues</b>			
<b>Feature</b>	<b>Summary assessment of Condition and Integrity</b>	<b>Issues</b>	<b>Condition (C) or Integrity (I) Issue</b>
<b>National Gallery of Australia</b>			
Sculpture Garden	Fair-Good/ Medium	<ul style="list-style-type: none"> <li>Sculpture Garden not complete – Autumn Garden component not realised</li> </ul>	I
<b>Old Parliament House Gardens Precinct</b>			
House of Representatives Garden carpark	Poor/Low	<ul style="list-style-type: none"> <li>This surface carpark is in poor condition and detracts from the integrity of the precinct</li> </ul>	C+I
<b>National Rose Gardens</b>			
Rose gardens	Good/Medium	<ul style="list-style-type: none"> <li>Some of the original rose beds have been removed – four circular beds</li> </ul>	I
<b>East Block</b>			
Landscape	Fair/Low	<ul style="list-style-type: none"> <li>It is suspected the former 1920s landscape has diminished</li> </ul>	I

## Issues related to the Broader Setting

### *Other Issues*

There are several other issues relating to the broader setting of the Parliament House Vista. As noted above, the broader setting is important to the values of the study area.

The impact on the Vista of developments for Constitution Avenue contained in Amendment 60 to the *National Capital Plan* (NCA 2007c) have been separately studied (Lester Firth & Associates 2007). However, the study does not explicitly address:

- the existing tree heights in the area (an important issue given the 25 metre possible development ceiling); and
- if there is any discrepancy between development height and existing canopy height, what is the timeframe for the existing or proposed trees to match the development, especially if the current drought continues.

In any event, this study made a number of recommendations for changes within and outside the study area to retain the integrity of the landscape composition (the recommendations for changes within the study area are addressed elsewhere). The proposed changes outside the study area but within the setting broadly seek to enhance the treescape/landscape, and minimise the visual impact of building developments. These aims are consistent with this heritage management plan.

In addition, the tree plantings along Commonwealth and Kings Avenues are a mix of deciduous and evergreen trees but there are lengthy sections which are mostly/all deciduous, providing a weaker year-round framework. Most of the avenue plantings are outside the study area but they are important elements of the setting.

## **8. CONSERVATION POLICY AND IMPLEMENTATION STRATEGIES**

### **CHAPTER SUMMARY**

- This chapter presents an objective for the management of the area, a series of definitions, it identifies a range of key policy ideas, as well as a suite of conservation management policies and implementation strategies.



## 8.1 OBJECTIVE

The objective of this policy is to achieve the conservation of the heritage significance of the Parliament House Vista while recognising the area is still being developed as the core national area of the Australian capital.

## 8.2 DEFINITIONS

The definitions for terms used in this report are those adopted in the *Burra Charter, The Australia ICOMOS Charter for places of cultural significance* (Australia ICOMOS 2000), a copy of which is provided at Appendix H. Key definitions are provided below.

**Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

**Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

**Fabric** means all the physical material of the place including fixtures, contents and objects.

**Conservation** means all the processes of looking after a place so as to retain its cultural significance [as listed below].

**Maintenance** means the continuous protective care of the fabric, and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.

**Preservation** means maintaining the fabric of a place in its existing state and retarding deterioration.

**Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

**Reconstruction** means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.

**Adaptation** means modifying a place to suit the existing use or a proposed use. [Article 7.2 states regarding use that: a place should have a compatible use]

**Compatible use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal impact on cultural significance.

### 8.3 KEY POLICY IDEAS

The suite of policies and strategies provided below is extensive. In order to briefly introduce the policies and strategies, a few key policy ideas have been extracted and are presented below.

- Successful management of the study area will require integration of the management of components (eg. a building), with their curtilage (the immediate setting of the component), and also with the overall area. (Policy 6)
- Amongst the many features to be conserved, key features include the underlying expressed geometry of the area (particularly formed by the axes, roads, landscaping and buildings), the treescape, landscape, waterscape, views and vistas. While many features have a grand or monumental character, others exist at a small scale. (Policy 16)
- The sense of a balanced development in the area will be conserved, and there are some weaknesses that will be considered (eg. the treescape of the National Library of Australia precinct and the western side of the Australian War Memorial). (Policy 16)
- The complexity and layers of history, heritage and development will be respected. The layers pre-date the National Capital phase to include Aboriginal and nineteenth century pastoral elements, and they also extend beyond the Griffins' design to include the contributions of Holford and the NCDC. The complexity includes many individual heritage places as well as the whole area being a heritage place, its symbolic values and uses by people. (Policies 16 and 17)
- A prioritised water-use regime will be needed given ongoing dry conditions. (Policy 18)
- Tree maintenance and replacement will be vital to the future of the area, and a replacement strategy will be required. There are a substantial range of tree issues that will be addressed. (Policy 20)
- The setting of the Parliament House Vista is also important to protect, including the forested character of the surrounding hills. (Policy 42)
- New permanent development in the area will be part of a planned approach which is in keeping with the heritage values of the area. (Policy 49)

#### **Role of the Heritage Management Plan in the case of components managed by other Agencies**

Within the Parliament House Vista are many components, especially buildings, which are managed by other agencies (eg. the Australian War Memorial and Old Parliament House). This heritage management plan is primarily intended to guide the activities of the National Capital Authority. It may also be relevant to the external aspects and broad use of buildings managed by other agencies. Such aspects are already subject to the provisions of the *National Capital Plan*. However, this heritage management plan is not anticipated to have any impact on internal aspects of or activities in buildings.

## 8.4 CONSERVATION MANAGEMENT POLICY AND IMPLEMENTATION STRATEGIES

The following table provides an index to the policies and strategies for the Parliament House Vista, organised according to the major categories of:

- general policies;
- liaison;
- Indigenous heritage;
- landscape;
- natural heritage;
- built elements;
- setting;
- use;
- new development;
- interpretation;
- unforeseen discoveries;
- keeping records; and
- further research.

The table also gives an indication of the priority for the policies and strategies, and a timetable for their implementation.

After the table are the policies and strategies. Amongst these there are comments noting a large number of possible, proposed or current actions affecting the Vista. Such references should not be read as implicit endorsement of the actions. It is beyond the scope of this plan to review the impact of these many proposals and their consistency with the suite of policies and strategies. Accordingly, and as already happens, a case-by-case decision is taken by the NCA to have impacts assessed, and this separate process will consider the consistency of actions with the plan.

<b>Table 14. Policy and Strategy Index, Priority and Implementation Timetable</b>				
<b>Number</b>	<b>Policy Title</b>	<b>Strategies</b>	<b>Priority</b>	<b>Timetable</b>
<b>General Policies</b>				
Policy 1	Significance the basis for management, planning and work		High	Ongoing
Policy 2	Adoption of Burra Charter		High	Ongoing
Policy 3	Adoption of policies	3.1 Priority and implementation timetable	High	On finalisation of the plan
Policy 4	Compliance with legislation	4.1 Manage Commonwealth Heritage values	High	Ongoing
		4.2 Providing notice, and seeking advice and comments under the EPBC Act regarding the plan	High	As needed
		4.3 Boundary issues	Medium	6/2010
		4.4 Non-compliance	Medium	As needed/ ongoing
Policy 5	Planning documents for or relevant to the Area		High	As needed
Policy 6	Integrated management of	6.1 Curtilage of	High	Ongoing

**Table 14. Policy and Strategy Index, Priority and Implementation Timetable**

Number	Policy Title	Strategies	Priority	Timetable
	components	components		
Policy 7	Expert heritage conservation advice	7.1 Identification of experts	Medium	12/2010
Policy 8	Decision making process for works or actions	8.1 Process 8.2 Log of decisions 8.3 Criteria for prioritising work 8.4 Resolving conflicting objectives 8.5 Annual review of implementation 8.6 Oversight of treescape management	High High Medium  Medium High Medium	As needed 12/2010 As needed  As needed Annually 12/2010
Policy 9	Review of the management plan	9.1 Reasons to instigate a review	Medium	In 5 years or as needed
<b>Liaison</b>				
Policy 10	Relationship with DEWHA	10.1 Provide HMP to DEWHA	High	12/2010
Policy 11	Relationship with other stakeholders	11.1 List of stakeholders 11.2 Informing stakeholders 11.3 Consultation regarding interpretation 11.4 Commonwealth Park Geological Site	Medium High  Medium Medium	Ongoing As needed  As needed 12/2010
Policy 12	Ongoing Consultation with Aboriginal Stakeholders	12.1 Opportunities to be involved	High	As needed
<b>Indigenous Heritage</b>				
Policy 13	Protection of sites with potential Aboriginal heritage values	13.1 Ground-disturbing works in Kings Park 13.2 Excavation in sandy soils	High High	As needed As needed
Policy 14	Artefacts recovered from the Old Parliament House Senate Gardens	14.1 Locating artefacts	High	6/2011
<b>Landscape</b>				
Policy 15	Landscape masterplanning		Medium	Ongoing
Policy 16	General conservation provisions for the landscape	16.1 Strengthening evergreen framework at the AWM 16.2 Strengthening the evergreen framework around the National Library of Australia 16.3 Lombardy Poplar sentinels 16.4 Trees at Commonwealth Place	Medium  Medium Medium Medium	6/2011  6/2011  6/2011 As opportunity arises
Policy 17	Conservation provisions relating to specific components of the Parliament House Vista	17.1 Strengthening the evergreen framework plantings along main avenues 17.2 Blundells' Cottage landscape	Medium  Medium	6/2011  12/2011



**Table 14. Policy and Strategy Index, Priority and Implementation Timetable**

Number	Policy Title	Strategies	Priority	Timetable
		17.3 National Rose Gardens	Medium	12/2010
		17.4 Strengthening the northern lakeshore plantings	Medium	6/2011
		17.5 New information about commemorative trees	Low	As needed
Policy 18	Landscape maintenance planning and works	18.1 Current maintenance planning	High	6/2011
		18.2 Prioritised water-use regime	High	12/2010
		18.3 Improving the standard of maintenance	High	12/2010
Policy 19	Tree survey, database and management plan		High	12/2010
Policy 20	Tree maintenance and replacement	20.1 Tree replacement strategy	High	6/2011
		20.2 Tree surgery works	High	As recommended in survey reports
		20.3 Recommendations from other relevant studies	Medium	As per other studies
		20.4 Replacement of storm damaged trees	Medium	6/2011
		20.5 Thinning Kings Park plantation	Medium	6/2011
		20.6 Trees in carparks	Medium	6/2011
		20.7 Replacement of commemorative trees	Medium	6/2011
Policy 21	Shrubs and hedges		High	Ongoing
Policy 22	Turf and grass areas		High	Ongoing
Policy 23	Weed species		High	As needed
Policy 24	Irrigation		High	Ongoing
Policy 25	Landscape condition monitoring	25.1 Monitoring program	Medium	6/2011
<b>Natural Heritage</b>				
Policy 26	Native vegetation adjacent to West Block	26.1 Planning and management	High	Ongoing
		26.2 Consultation with Environment ACT	High	Ongoing
		26.3 Management plan for site	High	6/2011
Policy 27	State Circle cutting	27.1 Site issues	High	6/2011
		27.2 Monitoring	Medium	Ongoing
		27.3 Exposure of the upper bench area face	Low	12/2011
		27.4 Stabilisation techniques	High	Ongoing
<b>Built Elements</b>				
Policy 28	Major buildings		High	Ongoing
Policy 29	Minor buildings/structures	29.1 Acoustic environment for the Carillon	High	Ongoing

**Table 14. Policy and Strategy Index, Priority and Implementation Timetable**

Number	Policy Title	Strategies	Priority	Timetable
Policy 30	Memorials and commemorative features	30.1 Trees at Reconciliation Place	Medium	As opportunity arises
Policy 31	Artworks		High	Ongoing
Policy 32	Ponds, pools and fountains	32.1 Water use	High	12/2010
Policy 33	Paths and paving		Medium	Ongoing
Policy 34	Roads		High	Ongoing
Policy 35	Car and bus parking	35.1 King Edward Terrace and King George Terrace 35.2 Major events 35.3 Temporary parking 35.4 Temporary parking works and making good 35.5 Reconstruction of the Patrick White Lawns	High High Medium Medium High	Ongoing As needed As needed As needed 6/2011
Policy 36	Signs and furniture		Medium	Ongoing
Policy 37	Lighting		High	6/2011
Policy 38	Infrastructure		High	Ongoing
Policy 39	Maintenance planning and works	39.1 Review of existing maintenance planning 39.2 Maintenance and monitoring 39.3 Life-cycle maintenance planning	High High High	6/2011 Ongoing 12/2011
Policy 40	Upgrading and adaptation works			
Policy 41	Condition monitoring	41.1 Monitoring program 41.2 Reporting by contractors	High High	6/2011 6/2011
<b>Setting</b>				
Policy 42	Protection of the Setting	42.1 Liaison with ACTPLA 42.2 Protection of Mount Ainslie 42.3 Portal Buildings 42.4 Further consideration of impact of <i>National Capital Plan</i> proposals	High High High High	Ongoing Ongoing Ongoing 6/2011
Policy 43	Protection of views to and from the Area		High	Ongoing
<b>Use of the Place</b>				
Policy 44	Primary and secondary uses	44.1 Zoning 44.2 Inclusion of secondary uses in major buildings 44.3 Coordination of uses and major events	High High Medium	6/2011 Ongoing 6/2011
Policy 45	New and continuing uses compatible with significance		High	Ongoing
Policy 46	Access		Medium	Ongoing
policy 47	Carrying capacity		Medium	6/2011
Policy 48	Control of leased areas/activities	48.1 Lease arrangements	High	Ongoing/as needed

**Table 14. Policy and Strategy Index, Priority and Implementation Timetable**

Number	Policy Title	Strategies	Priority	Timetable
<b>New Development</b>				
Policy 49	General provisions relating to new development		High	Ongoing
Policy 50	New landscaping, landscape structures and plantings	50.1 Commonwealth and Kings Parks additional plantings	Medium	6/2012
		50.2 Landscape around National Library of Australia	High	6/2012
Policy 51	Major new buildings		High	As needed
Policy 52	New minor buildings		High	As needed
Policy 53	New memorials and artworks		High	6/2011
Policy 54	New parking		High	As needed
Policy 55	New jetties		Medium	As needed
Policy 56	Temporary changes		High	As needed
Policy 57	Signage	57.1 General guidelines	High	12/2011
		57.2 Signage plans for institutions	High	12/2011
Policy 58	Furniture		Medium	Ongoing
Policy 59	Paths and paving		Medium	Ongoing
Policy 60	Lighting		High	Ongoing
Policy 61	Infrastructure		Medium	Ongoing
<b>Interpretation</b>				
Policy 62	Interpreting the significance of the Vista	62.1 Interpretive strategy	High	6/2011
		62.2 Review of strategy	High	At least every 5 years
Policy 63	Signage	63.1 Review and alteration of existing and proposed signage	Medium	Ongoing
<b>Unforeseen Discoveries</b>				
Policy 64	Unforeseen discoveries or disturbance of heritage components		High	As needed
<b>Keeping Records</b>				
Policy 65	Records of intervention and maintenance	65.1 Records about decisions	Medium	Ongoing
		65.2 Records about maintenance and monitoring	Medium	Ongoing
		65.3 Summary of changes in heritage register	Medium	Ongoing
<b>Further Research</b>				
Policy 66	Addressing the limitations of this management plan		Low	As the opportunity arises
<b>Other Matters</b>				
Policy 67	Targetted information products derived from the HMP		Medium	Ongoing

## General Policies

**Policy 1** *Significance as the basis for management, planning and work*

The statement of significance and significance of individual components set out in Chapter 6 will be a principal basis for management, future planning and work affecting the Parliament House Vista.

**Policy 2** *Adoption of Burra Charter*

The conservation and management of the area, its fabric and uses, will be carried out in accordance with the principles of the *Burra Charter* (Australia ICOMOS 2000), and any revisions of the Charter that might occur in the future.

**Policy 3** *Adoption of policies*

The policies recommended in this management plan will be endorsed as a primary guide for management, as well as future planning and work for the Parliament House Vista.

*Implementation Strategies*

3.1 The NCA will adopt the priority and implementation timetable for policies and strategies which is indicated in Table 14.

**Policy 4** *Compliance with legislation*

The NCA must comply with all relevant legislation and related instruments as far as possible, including the:

- *Parliament Act 1974;*
- *Australian Capital Territory (Planning and Land Management) Act 1988;*
- *Lakes Ordinance 1976;*
- *National Land Ordinance 1989;*
- *Environment Protection and Biodiversity Conservation Act 1999;*
- *Copyright Amendment (Moral Rights) Act 2000; and*
- *Building Code of Australia.*

In addition, it must comply with relevant subsidiary requirements arising from this legislation.

*Implementation Strategies*

4.1 The NCA will manage the formal Commonwealth Heritage values of the Parliament House Vista consistent with the requirements of the EPBC Act.

*Commentary:* The overall suite of policies and strategies in this plan help achieve this strategy.

Amongst the policies and strategies there are comments noting a large number of possible, proposed or current actions affecting the Vista. Proposed actions may trigger the need for an impact assessment and possibly referral under the EPBC Act. In the case of current and some proposed actions, a number have already been assessed and referred.

- 4.2 The NCA will comply with its obligations under section 341S of the EPBC Act and the related regulations to:
- publish a notice about the making, amending or revoking of this plan;
  - advise the Minister for the Environment, Heritage and the Arts about the making, amending or revoking of this plan; and
  - seek and consider comments.
- 4.3 The NCA will consult with the Department of the Environment, Water, Heritage and the Arts about the apparent need for, and process to review the appropriateness of the current boundaries for the Parliament House Vista.

*Commentary:* It is apparent the current boundaries of the Commonwealth Heritage listed area may not be the most appropriate to fully capture the significance of the Parliament House Vista. The most obvious example is the exclusion of Commonwealth and Kings Avenues and the associated bridges which are integral to the fundamental geometry of the area. This issue was extensively raised during the public consultation about this plan.

It should be noted Commonwealth Heritage listing can only apply to Commonwealth owned or controlled land.

- 4.4 Where the NCA is not able to achieve full compliance with relevant legislation, the non-complying aspect will be noted and the reasons for this situation appropriately documented.

*Commentary:* This might arise, for example, with regard to the *Building Code of Australia*.

**Policy 5** *Planning documents for or relevant to the Area*

All planning documents developed for the Parliament House Vista or parts of the area will refer to this management plan as a primary guide for the conservation of the heritage values of the Vista. The direction given in those documents and in this plan will be mutually compatible.

The NCA will promote acknowledgment and acceptance of the heritage values of the area through any conservation management planning or other planning for areas which are within, include or are adjacent to the Parliament House Vista.

*Commentary:* In general terms, this plan provides guidance at a broader landscape scale. Places within the area with individual heritage significance will have specific conservation management plans to guide the management of those specific places. As noted, the guidance in this plan and in the plans for specific places within the area should be compatible.

Currently proposed and related planning activities or activities which are underway are management planning for the Central Parklands (Commonwealth and Kings Parks, and the Rond Terraces), Carillon and Aspen Island, Old

Parliament House Gardens Precinct, Parkes Place and the Australian War Memorial. At some future time there will presumably also be management planning for the Australian War Memorial and Anzac Parade National Heritage place. These activities might have an impact on this management plan, and therefore lead to revisions in accordance with Policy 8.

In addition, this plan proposes the development of a tree management plan and tree replacement strategy (Policy 19 and Strategy 20.1).

**Policy 6** *Integrated management of components*

The NCA will seek to achieve integrated management between significant components (eg. the National Gallery of Australia building) and their curtilage (eg. the Sculpture Garden). This management will address both the important relationship between the component and its curtilage but also with the overall area.

*Commentary:* The NCA has defined management boundaries for all of the major institutions within the area (see Section 7.4). However, in a number of cases the boundary excludes at least part of the appropriate curtilage of the building when considered from a heritage point of view.

*Implementation Strategies*

6.1 The NCA will encourage conservation management planning for components (eg. individually significant buildings) to identify the appropriate curtilage for the component, and to provide conservation policies and strategies for the curtilage. Such management planning will not be constrained by the formal management boundaries for component places.

*Commentary:* Such management planning will pay due regard to Policy 5 which promotes consistency with this management plan for the Vista. While component management plans may, as a result, include policies related to matters outside of the formal management boundary for a component, such policies can at least be framed in terms of encouraging particular outcomes. That is, such policies may not be binding on the agency managing that part of a curtilage which is outside of the formal management boundary. None the less, these policies can be promoted/encouraged, and may prove valuable in future revisions of the Vista management plan.

**Policy 7** *Expert heritage conservation advice*

People with relevant expertise and experience in the management or conservation of heritage properties will be engaged for the:

- provision of advice on the resolution of conservation issues; and
- for advice on the design and review of work affecting the significance of the area.

*Implementation Strategies*

7.1 The NCA will identify the names of people with relevant expertise and experience in the management or conservation of heritage properties, for

actions implementing or extending this plan, and for other heritage related tasks.

*Commentary:* Such names may be identified through professional bodies and the Department of the Environment, Water, Heritage and the Arts.

**Policy 8** *Decision making process for works or actions*

The NCA will ensure that it has an effective and consistent decision-making process for works or actions affecting the area, which takes full account of the heritage significance of the place. All such decisions will be suitably documented and these records kept for future reference.

*Implementation Strategies*

8.1 The process will involve:

- early consultation with internal and external stakeholders relevant to the particular decision, including consideration of the values held by associated communities not able to be directly consulted;
- an understanding of the original and subsequent designs, and later changes to the area involved;
- documentation of the proposed use or operational requirements justifying the works or action; and
- identification of relevant statutory obligations and steps undertaken to ensure compliance.

8.2 The NCA will consider maintaining a log of decisions with cross-referencing to relevant documentation.

8.3 Where some work is not able to be undertaken because of resource constraints, work will be re-prioritised according to the following criteria to enable highest priority work to be undertaken within the available resources. Prioritising work to heritage components or elements will be decided on the basis of:

- in general terms, the descending order of priority for work will be maintenance, restoration, reconstruction, adaptation and new work, where such work is appropriate. However, this priority order may be influenced by conditions attached to funding (eg. government decisions may tie funding to particular works);
- work related to alleviating a high level of threat to significant aspects, or poor condition will be given the highest priority followed by work related to medium threat/moderate condition then low threat/good condition; and
- the level of threat/condition will be considered in conjunction with the degree of significance (for example aspects in poor condition and of moderate significance might be given a higher priority compared to aspects of moderate condition and high significance).

*Commentary:* It is noted that new work/development by the NCA may be funded with conditions which override this policy.

8.4 If a conflict arises between the achievement of different objectives, the process for resolving this conflict will involve:

- reference to the conflict resolution process outlined in the NCA's Heritage Strategy;
- implementation of a decision-making process in accordance with Policy 8;
- compliance with the *Burra Charter*, in particular Articles 5.1 and 13;
- possibly involving heritage conservation experts in accordance with Policy 7;
- possibly seeking the advice of the Department of the Environment, Water, Heritage and the Arts; and
- possibly seeking a decision from the Minister under the EPBC Act.

In the last case, a decision under Section 28 of the EPBC Act may be necessary because of the nature of the action involved.

*Commentary:* The outcome of this process may be a matter to be recorded in the NCA's heritage register.

- 8.5 The implementation of this plan will be reviewed annually, and the priorities re-assessed depending on resources or any other relevant factors. The review will consider the degree to which policies and strategies have been met or completed in accordance with the timetable, as well as the actual condition of the place (Policies 3, 25, 41 and Strategy 27.2). The *Criteria for Prioritising Work* (Strategy 8.3) will be used if resource constraints do not allow the implementation of actions as programmed.
- 8.6 Given the highly significant and extensive treescape of the study area, the NCA will nominate a single officer to maintain oversight of the management of this treescape consistent with this management plan and any relevant subsidiary documents.

***Policy 9 Review of the management plan***

This management plan will be reviewed:

- once every five years in accordance with section 341X of the EPBC Act; and
- to take account of new information and ensure consistency with current management circumstances, again at least every five years; or
- whenever major changes to the place are proposed or occur by accident (such as fire or natural disaster); or
- when the management environment changes to the degree that policies are not appropriate to or adequate for changed management circumstances.

*Implementation Strategies*

- 9.1 The NCA will undertake a review of the management plan if it is found to be out of date with regards to significance assessment, management obligations or policy direction.

*Commentary:* Conservation management planning for areas which are part of, include or are adjacent to the Parliament House Vista may lead to



changed circumstances and a need to review this plan.



## **Liaison**

The following policies deal with a number of general relationships where liaison or consultation is required. A few other specific consultations are dealt with in other policies (ie. Policies 26, 30, 42 and 57).

### ***Policy 10 Relationship with the Department of the Environment, Water, Heritage and the Arts***

The NCA will maintain regular contact with DEWHA, including informal consultations where appropriate, and formally refer any action that potentially impacts on any heritage values or places as required by the EPBC Act, and any amendments to this Act.

*Commentary:* The heritage values or places include both the Parliament House Vista, as well as components which have been separately identified as having such values (for example see Table 10).

#### *Implementation Strategies*

10.1 The NCA will provide a copy of this plan to DEWHA for consideration of possible amendments to the Commonwealth Heritage listing, to better align that listing with the plan.

### ***Policy 11 Relationship with other stakeholders***

The NCA will seek to liaise with all relevant stakeholders, including community and professional groups, on developments affecting the place. It will seek to actively consult prior to decisions directly impacting on the significance of the Parliament House Vista to associated communities.

*Commentary:* Refer to Strategy 8.1.

#### *Implementation Strategies*

11.1 The NCA will maintain a list of relevant stakeholders and the scope of their interests.

*Commentary:* The stakeholders listed in Section 7.3 are relevant stakeholders which will be included in the proposed list.

11.2 Periodically or as developments are proposed, the NCA will seek to inform stakeholders of activities in a timely fashion and provide them with an opportunity to comment on developments.

*Commentary:* Stakeholders might include the Canberra and broader community who value the Parliament House Vista (see the statement of significance at Section 6.1). To some extent, consultation mechanisms under the EPBC Act may provide one mechanism for such consultation. However, given public interest in and sensitivity about developments in or adjacent to the area, an earlier, more proactive and iterative mechanism would seem warranted.

11.3 To the extent proposed interpretation relies on information from

stakeholders, such stakeholders will be consulted about the interpretation at a draft stage.

- 11.4 The NCA will consult the ACT Heritage Council about the possible heritage values of the Commonwealth Park Geological Site, and the coordinated management of such values if confirmed.

*Commentary:* Most of this site lies outside the study area. If heritage value is confirmed, this may lead to some changes to the management of the portion of the site within the study area.

***Policy 12 Ongoing Consultation with Aboriginal Stakeholders***

Aboriginal people will be involved in making decisions about the ongoing management of their heritage places and values. The NCA will provide appropriate opportunities for Aboriginal people to be consulted on, and involved in the management of their heritage places and values, including intangible aspects.

*Commentary:* Aboriginal heritage places include the Aboriginal Tent Embassy and possibly other places, noted in Chapter 5, whose values are yet to be fully established.

***Implementation Strategies***

- 12.1 The NCA will take appropriate steps to provide identified Aboriginal stakeholders with opportunities to be involved in decisions that affect Aboriginal heritage values within the Parliament House Vista.

## Indigenous Heritage

This section does not deal with the Aboriginal Tent Embassy.

### ***Policy 13 Protection of sites with potential Aboriginal heritage values***

Areas within the Parliament House Vista that have sustained little or no past disturbance will be subject to further archaeological assessment prior to the preparation of development proposals or other activities which might impact on the sites.

In addition, the potential for sub-surface deposits of Aboriginal cultural material will be subject to archaeological assessment prior to the preparation of development proposals or other activities which might impact on sites through deep excavation.

*Commentary:* Known potential locations are:

- land opposite the Hotel Canberra (Block 1, Section 24, Parkes);
- land adjacent to West Block (part of Block 2, Section 23, Parkes);
- the southern and eastern edges of Kings Park (part of Block 6, Section 47, Parkes);
- a potential archaeological deposit site in Kings Park (see Figure 14);
- the site Kings Park 1 (see Figure 15); and
- ceremonial and artefact sites submerged by the lake (see Figure 13).

Aboriginal cultural material may be present at these locations in an archaeological context that could be disturbed by works or activities. There may also be intangible aspects to such locations.

If sandy deposits underlie the study area there is potential for sub-surface deposits of Aboriginal cultural material to be present within such sand bodies. The likelihood of such deposits has not been determined.

### *Implementation Strategies*

- 13.1 Works that would involve disturbance to the ground surface within Kings Park east of Blundells' Cottage have the potential to impact on unrecorded, subsurface deposits of Aboriginal cultural material, particularly where the local soil deposits are sandy. As a result, any such works should be preceded by subsurface archaeological testing, conducted by a qualified archaeologist in consultation with representatives of the Aboriginal community to determine the nature and extent of any cultural deposits that may be present.
- 13.2 Works that would involve excavation within the study area have the potential to impact on unrecorded, subsurface deposits of Aboriginal cultural material, particularly where the local soil deposits are sandy. As a result, any such works should be preceded by subsurface archaeological testing, conducted by a qualified archaeologist in consultation with representatives of the Aboriginal community to determine the nature and extent of any cultural deposits that may be present.

***Policy 14 Artefacts recovered from the Old Parliament House Senate Gardens***

The NCA will seek to promote the appropriate curation and interpretation of these artefacts and the site of their discovery.

*Commentary:* It is possible that the stone axe-head and boomerang recovered from the gardens still exist. The boomerang in particular represents a valuable addition to the Aboriginal heritage of the Canberra region, if it survives.

Refer also to Policy 12.

*Implementation Strategies*

14.1 The NCA will seek to determine whether or not these artefacts can be relocated. If found, the NCA will promote appropriate curation, display and interpretation of the artefacts, including interpretation of the discovery site.

*Commentary:* It is noted the ownership or custodianship of these artefacts may lie with others and not the NCA itself. See Policy 62 regarding interpretation.

## Landscape

The policies in this section apply to the landscape of the Vista. Policies relating to the *surrounding* landscape and waterscape are provided in the section below on the setting. Refer also to the policy section on new development.

### ***Policy 15 Landscape masterplanning***

The NCA may consider more detailed landscape masterplanning for the area or precincts within it. Such masterplans will be consistent with this management plan.

### ***Policy 16 General conservation provisions for the landscape***

The overall Parliament House Vista study area landscape character will be conserved as parkland with a balance of formal and informal elements. In particular:

- conserve the underlying geometry of the area, including the major boundaries of Kings and Commonwealth Avenues, and Parkes Way, as well as the Land and Water Axes, and cross axes in the Parliamentary Zone, reinforced by the lake, buildings, plantings, parklands, gardens and road system;
- conserve the design pattern of large landscapes and waterscapes, treed avenues and bridges (although the bridges are currently strictly outside the formal boundaries of the area) providing framing elements, the landmark features along the Land Axis being the Australian War Memorial and Old Parliament House, and the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane;
- conserve the landscape design scale appropriate for the built elements;
- conserve the treescape, including the avenues of trees, and Lombardy Poplars as sentinels at key locations either side of the Land Axis;
- conserve open spaces as important landscape elements and the existing balance between planted areas and open space;
- conserve the complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands;
- conserve the smaller component parklands and gardens, some including art works and water features;
- conserve the balance of formal and informal landscape treatments using indigenous natural values and cultural values;
- conserve the juxtaposition of bush with the formality of the built environment;
- conserve the replacement of strict symmetry with a balanced development in the National Triangle, reinforced by the lake, buildings, plantings, parklands, gardens and road system, and conserve the stricter symmetry in the Land Axis corridor (*Commentary: The Griffins' design involved a strictly symmetrical development oriented about the Land Axis. This approach was changed by Holford and the NCDC, which adopted a less strictly symmetrical approach – called balanced development. Broad elements of symmetry were favoured though not to the strict extent proposed by the Griffins.*);
- conserve places of reflection and contemplation (ie. the many parks and gardens);
- conserve the continuum of both local and national history;

- maintain the layers of values and stories; and
- conserve the accessibility of the area, as a gathering and meeting place, and as a beautiful place.

The sweeping vistas will be maintained, including the sight lines along the Land and Water Axes – especially in both directions between Old Parliament House and the Australian War Memorial. The central part of the Land Axis corridor will be kept spatially open and free of structures, trees, visual or other impediments, unless related to temporary activities. The large scale of these views will be conserved.

Particular care will be taken to manage the character of the tree canopy in the Parliament House Vista area regarding the evergreen/deciduous mix. The general aim will be to reinforce tree planting to continue an evergreen framework with contrast provided by plants displaying seasonal differences in foliage, texture, colour or flower characteristics. In addition to generally conserving the trees in the area, particularly conserve important trees and tree groups (eg. commemorative trees). However, the trees at Commonwealth and Reconciliation Places are discordant elements.

*Commentary:* Refer to the boundary definition of the Land Axis corridor in Section 1.1. The zone to be kept open is between the rows of trees either side of: Anzac Parade; Rond Terraces; the Land Axis between the lake and King Edward Terrace; the Land Axis in Parkes Place; and Federation Mall. Refer to Policies 44 and 49 regarding the control of temporary activities/intrusions in the Land Axis corridor.

Details of important trees and tree groups can be found in Appendix F.

It is noted the approved design concept for Reconciliation Place entails slivers (sculptures) located along the line of the National Library of Australia-National Gallery of Australia cross axis, and extending into the Land Axis corridor either side of the grass mound. The design proposes the slivers extend up to the mound and into it, although as they maintain a common height which is lower than the mound, so slivers which intersect with the mound would progressively disappear into it. There is no current timeframe for completion of these slivers.

It is also noted the asymmetrical tree plantings at Commonwealth Place may, over time, change the view and symmetry along the Land Axis.

### *Implementation Strategies*

16.1 The NCA will discuss with the Australian War Memorial opportunities to strengthen the evergreen framework plantings (ie. evergreen trees, either native or exotic) in the western area to the side of the Australian War Memorial building to achieve a better overall landscape balance for the Parliament House Vista.

*Commentary:* While the planning concept for the AWM has always been for exotic evergreen and deciduous trees in a more formal open landscape on the west side, in the overall context of the Vista landscape,

the evergreen framework plantings are weaker on this side. Control of this landscape rests with the Australian War Memorial. The AWM's site development planning notes the eastern and western precinct landscape areas are quite different in character – an informal native landscape compared to a formal exotic landscape (Johnson Pilton Walker 2001, p. 20). The site development plan recommends this difference be retained. It seems possible to achieve some strengthening of the evergreen framework by new tree plantings of native or exotic evergreen trees, whilst retaining the formal exotic character of the western precinct. This may also be addressed by street verge plantings. For example, there may be opportunities to intensify exotic evergreen plantings within the western area including the carpark, and/or evergreen native trees in the street verge.

16.2 The NCA will enhance the informal evergreen landscape structure around the margins of the National Library of Australia precinct, similar to the High Court of Australia-National Gallery of Australia precinct, whilst conserving the formal core of the National Library of Australia landscape.

16.3 The NCA will reconstruct the Lombardy Poplar sentinels at key locations either side of the Land Axis where these are missing.

*Commentary:* This may involve the replacement of some existing trees which are not Poplars. The timing of this action should be considered in the context of the tree replacement strategy (Strategy 20.1).

16.4 The removal/non-replacement of the asymmetrical tree plantings at Commonwealth Place may be given future consideration when the opportunity arises.

***Policy 17 Conservation provisions relating to specific components of the Parliament House Vista***

The following landscape features of specific components of the Parliament House Vista area will be conserved.

**Anzac Parade:**

- respect and conserve associations;
- conserve the general form and character of this precinct;
- conserve the mass tree planting of Eucalypts in rows, to retain the character of the tall, dense bank of evergreen native foliage;
- conserve the use of the crushed red brick paving;
- conserve the pattern of shrub beds planted with *Hebe* species, although the bed walls may be modified or replaced;
- continue the use of regularly spaced landscape 'rooms' for the location of memorials; and
- memorials will be predominantly contained within the landscape rooms.

**Blundells' Cottage:**

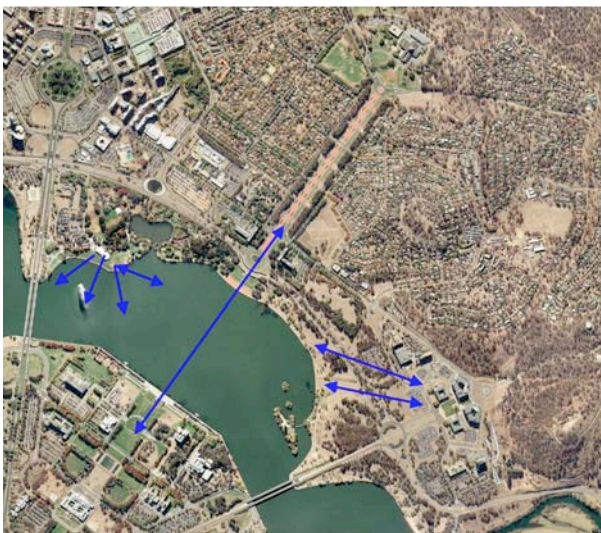
- conserve the remnant 19<sup>th</sup> century pastoral settlement (at least within the formal heritage boundaries of the cottage precinct); and
- conserve the contrast of the 19<sup>th</sup> century pastoral settlement with the 20<sup>th</sup>



century national capital developments.

Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces):

- conserve the overall contrasting informality of the parklands compared to the Parliamentary Zone;
- conserve the unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge;
- conserve the exotic plantings along the lake foreshore in order to provide a unified effect;
- conserve the open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies;
- conserve the use of vegetation in informal drifts in Kings Park which is an attempt to integrate with the surrounding informal indigenous landscape character of Mount Pleasant;
- conserve the use of more linear and formal planting on either side of the Land Axis;
- conserve the careful use of scale related to use;
- conserve the creation of recognisable character in specific areas, achieved through the careful selection of trees, shrubs and other materials;
- conserve the dryland woodland contrast of Kings Park compared to Commonwealth Park; and
- conserve the vistas which help structure the spatial composition of the landscape (noted below);
- conserve the vistas:
  - from the main spur of Regatta Point towards the lake and Commonwealth Avenue Bridge;
  - from the Regatta Point building to the lake;
  - to and from the east facing slopes of Regatta Point to the lake;
  - along the Land Axis to the Australian War Memorial and Mount Ainslie;
  - to the Australian-American Memorial and Mount Pleasant from Kings Park;
  - generally from the open areas of the parklands which have views to the Parliamentary Zone, especially along the lakeshore promenade.



**Figure 109. Vistas in the Central Parklands**

Source: Base photograph from NCA

Note: The series of views/vistas relating to the Carillon and Aspen Island are not shown.

Commemorative trees and associated plaques:

- see Appendix F.

Commonwealth Park:

- conserve the surviving elements of the Crowe masterplan for Commonwealth Park including:
  - limited vehicle access and surface parking provision with primary access to be via foot or cycle;
  - the entrance at the northeast corner of the park from Civic;
  - areas of individual and distinct landscape and horticultural character along the north of Nerang Pool, linking the two main pedestrian entrances – the Marsh Garden, Flower Garden and Stream Valley;
  - Nerang Pool (including its existing configuration), Lily Pond, Children’s Wading Pool and Mirror Pond;
  - the retention of Pryor’s two contained lawn areas and the grassed area at Regatta Point;
  - thick plantings along Parkes Way to block the sight and sound of traffic, being those adjacent on the northern boundary of the park and effectively the whole length of the this boundary  
(*Commentary:* It is noted the NCA may wish to create a view/s into Commonwealth Park from Parkes Way, especially in the vicinity of the Corranderk Street pond);
  - lighting to enhance features (*Commentary:* Nerang Pool included underwater lights but it is not clear if these can be reinstated);
  - public facilities including a building at Regatta Point  
(*Commentary:* Not necessarily the current building which is much altered and extended from the original);
  - amphitheatre (*Commentary:* It is noted that the amphitheatre could be enhanced as a small-scale event space);
  - play sculpture/the fort;
  - Stream Valley with its crossing of stepping-stones;
  - the use of large scale tree planting to provide a framework and create a suitable scale, especially plantings in informal patterns or drifts;
  - Eucalypt plantings down the ridges and green margins with exotic deciduous trees (see figure in Marshall and others 2007);
  - the quality of open grass areas and areas of spatial interest;
  - framed views and vistas to points of special interest;
  - vistas from the main spur of Regatta Point towards the lake and Commonwealth Avenue Bridge, views from Regatta Point to the lake, vistas to and from the east facing slopes of Regatta Point to the lake;
- conserve the surviving elements of the NCDC masterplan for Commonwealth Park as follows:
  - Rhododendron Garden (Shrub Glade) concept;
  - informal planting of willows, poplars and elms along the north shore of the Central Basin;
  - surrounds of Nerang Pool - drifts of *Liriodendron tulipifera*, *Taxodium distichum* and *Betula pendula*;
  - higher levels of Commonwealth Park - informal groups of

eucalypts with pine accents and extensive under planting of wattles; and

- Commonwealth Avenue - formal deciduous tree plantings.

*Commentary:* The existing trees in Commonwealth Avenue, *Ulmus procera*, have not been successful/thrived, and replacement plantings may be contemplated using the same species.

#### Curtilage of buildings:

- the curtilage of buildings will be managed to respect the significant designed qualities of the curtilage, where these exist.

*Commentary:* This provision only relates to buildings of some individual heritage significance. In some cases the curtilage may be managed by an institution and in other cases by the NCA. This general policy is in addition to specific guidance provided elsewhere.

#### High Court of Australia-National Gallery of Australia Precinct:

- conserve the Sculpture Garden (as above);
- conserve the woodland, parkland and lawn/grass landscape character and related landscape features of the precinct, such as grouped plantings and formed earthworks;
- conserve the primary views into and out of the precinct, as well as important internal views;
- conserve the gradual reduction in plant density from east to west across the precinct;
- formal planting of trees in rows is to be avoided;
- native species, as far as possible endemic to the Canberra region, will be used unless specific requirements dictate the use of exotic deciduous trees;
- conserve and strengthen the cross axis to the National Library of Australia, including the view;
- improve the landscape screening of the surface carpark adjacent to the Ceremonial Ramp of the High Court of Australia (consistent with Policy 54);
- any new buildings in the precinct will maintain the dominance of the High Court of Australia building, and the visual integrity of the National Gallery of Australia building; and
- new buildings within the precinct may adopt a contrasting or otherwise different architectural style but not to the degree that they might overwhelm or otherwise detract from an appreciation of the High Court of Australia and National Gallery of Australia buildings, or interfere with their relationship of one to the other.

*Commentary:* These provisions accord with the heritage management plan for the precinct (Pearson, Burton & Marshall 2006).

#### Kings Park:

- conserve the surviving elements of the NCDC design for Kings Park including:
  - the landscape link with Mount Pleasant through the use of native plantings on the high ground, including the plantation plantings;

- cōse plantations of deciduous varieties;
- deciduous plantings of willow, elms and poplars near the lake and dense darker-coloured native plantings up the hill towards Parkes Way;
- screening of Parkes Way with informal groups of eucalypts with pine accents and under-plantings of wattles in a dryland grass landscape;
- vistas from Parkes Way through the park to the lake and Parliamentary Zone, including open spaces in the lower areas of the park;
- Kings Avenue - formal deciduous tree plantings;
- conserve the role as landscape background to Lake Burley Griffin;
- conserve the lakeside park environment;
- conserve the exotic plantings along the lake foreshore in order to provide a unified effect along the northern shore of the Central Basin when seen from the Parliamentary Zone;
- conserve the overall informal character;
- do not disturb the potential Indigenous archaeological deposit site (PAD 1 shown in Figure 14) unless in accordance with relevant heritage legislation (eg. EPBC Act); and
- introduce strategically placed tree groupings to filter and/or screen views into developments associated with Amendment 60 of the *National Capital Plan* (see Lester Firth & Associates 2007).

*Commentary:* The existing trees in Kings Avenue, *Ulmus procera*, are to be replaced with the same species as part of the work associated with the changes to the Kings Avenue/Parkes Way intersection. There will also be construction phase impacts through the creation of a site depot in the park.

#### Lake Burley Griffin:

- conserve the shape and form of the lake, including maintenance of the water level and quality;
- conserve the NCDC era edge treatments, including:
  - the edge line of the lake including the naturalistic northern lakeshore boundary;
  - the beach areas on Aspen Island and adjacent to the mouth of Nerang Pool; and
- conserve its landmark qualities as a large and prominent water body in the valley landscape.

*Commentary:* The edge treatments do not include the paths and other features adjacent to the lake edge. The protection of submerged Indigenous heritage sites is dealt with at Policy 13.

#### Land Axis

- conserve the use of native trees along the borders of the axis.

#### National Carillon and Aspen Island:

- conserve the Carillon and Aspen Island generally;
- conserve the visibility as part of the landscape of the lake and its parklands;
- conserve the contribution to the symbolic, unified and visually dramatic

- area;
- conserve the contribution to the informal balance and symmetry of the Parliament House Vista; and
- conserve the views towards the place as well as views out from it (see Marshall & Firth 2006).

National Library of Australia:

- conserve the National Library of Australia of Australia building as a free-standing and dominant architectural element in the landscape;
- new buildings of a sympathetic design (not necessarily mimicking the existing) and appropriately located could reflect the original design intent of having flanking wings for the Library;
- the important views from the Library to the lake and from the lake to the building will be conserved; and
- there will be sympathetic conservation management of the setting of the Library, including the formal and symmetrical forecourt plantings, fountain and road layout, and the open lawn areas to the north.

*Commentary:* See also Pearson & Marshall 2005. It is noted the forecourt area of the National Library of Australia is subject to redevelopment/refurbishment proposals as part of creating a campus square in this vicinity.

National Rose Gardens:

- conserve the general form and character of this precinct;
- conserve the bedding layout created in the lawn area, and the use of roses; and
- conserve the enclosure of the gardens within the mature tree borders.

*Commentary:* Refer also to the policy text about Parkes Place below.

Old Parliament House Gardens Precinct including Magna Carta Place and Constitution Place:

- conserve the enclosed garden areas within hedges;
- conserve mature trees within the gardens for their contribution to the overall treescape of the Parliamentary Zone;
- conserve the general form, overall symmetry, layout and garden character; and
- maintain the relationship to Old Parliament House.

*Commentary:* Refer also to Context 2006.

Parkes Place:

- conserve the formally shaped space or outdoor rooms/trees;
- conserve its contribution as an element reinforcing the Land Axis;
- conserve the strong vertical sentinel poplar plantings at path intersections and entrances;
- conserve the cypress edges and tree canopied paths;
- conserve the large scale grass vistas/axes;
- conserve the green/irrigated grass, especially of the Land Axis;
- conserve the seasonal effects; and
- conserve the perennial display bedding set in grass, that is the roses.

*Commentary:* Refer also to the policy text about the National Rose Gardens above.

Rond Terraces:

- conserve the surviving elements of the NCDC design for the Rond Terraces including tree plantations on either side of the Land Axis corridor and an open central space with several different land surface treatments common to other sections of the Land Axis, and level changes through terracing.

*Commentary:* It is noted this is the location for the proposed World War 1 and 2 memorials which will not affect the tree plantations, will generally retain the central open space, and retain the level changes through terracing.

Sculpture Garden, National Gallery of Australia:

- conserve the extensive and dense planting of native vegetation with some exotic vegetation, especially the mature trees.

*Commentary:* Many of the places listed above are individually significant and also have specific conservation management plans or similar. In these cases, refer to the specific plans for detailed guidance.

### *Implementation Strategies*

17.1 The NCA will seek to strengthen the evergreen framework tree plantings along Commonwealth and Kings Avenues in those sections where deciduous trees predominate.

*Commentary:* The avenue plantings are a mix of deciduous and evergreen trees but there are lengthy sections which are mostly/all deciduous, providing a weaker year-round framework. Strengthening the framework may involve additional evergreen plantings behind deciduous trees.

17.2 The NCA will review the current conservation management plan for Blundells' Cottage (Freeman Collett & Partners 1994), or an updated management plan, to consider the future of the stylised pastoral landscape setting for the cottage, and whether a more authentic landscape might be more appropriate.

*Commentary:* The current landscape around the cottage is largely an NCDC era concept of an appropriate pastoral setting for the buildings. However, it is not apparently based on the historical record of what actually existed. This strategy promotes the possibility of achieving an historically more accurate landscape setting.

17.3 The NCA will consider reconstructing the missing original rose beds within the National Rose Gardens.

*Commentary:* The four circular corner beds have been removed, perhaps because of the overshadowing by adjacent trees. This aspect will have to

be included in the consideration to reconstruct the beds.

17.4 The NCA will consider options to strengthen the exotic plantings along the northern lake foreshore, which provide a unified effect for the landscape.

17.5 If new information about commemorative plantings and plaques, additional to that in Appendix F, is discovered, this will be consolidated into a tree database (see Policy 19).

*Commentary:* This new information might be commemorative trees not noted in Appendix F.

**Policy 18** *Landscape maintenance planning and works*

The landscape of the Vista will be well maintained to reflect the significance of the place. Maintenance will be based on a maintenance plan that is informed by landscape condition monitoring.

*Implementation Strategies*

18.1 The NCA will ensure the current maintenance planning for the landscape is suitable and consistent with this management plan.

18.2 The NCA will develop a prioritised water-use regime tied to the stages or water restrictions generally applicable in Canberra. Priorities will be (highest priority first):

- commemorative trees;
- the overall mature treescape;
- ornamental plantings in the Old Parliament House Gardens, Commonwealth Park, National Gallery of Australia Sculpture Garden and the roses in the National Rose Gardens;
- Land Axis grass;
- Land Axis ponds and fountains;
- immature trees;
- hedge/screen plantings for Parliamentary Zone carparks;
- Magna Carta Place;
- Constitution Place; and
- grass in other areas.

This regime will be integrated with maintenance planning.

*Commentary:* These priorities relate to the areas under direct management of the NCA, and not to areas managed by other agencies, such as the Australian War Memorial. Separate priorities may be developed for areas managed by other agencies as part of local management planning.

The NCA may consider coordination of water saving strategies/water use with the Department of Parliamentary Services regarding adjacent areas at the Australian Parliament House.

18.3 The NCA will seek to raise the standard of maintenance in the following

areas:

- State Circle Cutting, including the area above and below the cutting; and
- the areas of horticultural and specialist interest in Commonwealth Park.

***Policy 19 Tree survey, database and management plan***

The NCA will seek to maintain a database of trees or, as appropriate, tree groups within the area. The database will note the presence of important trees (eg. commemorative trees), and will also record those trees removed from the area.

The NCA will consider preparing a tree management plan for the trees within the area.

*Commentary:* The new database could be a consolidation of the existing tree survey datasets, updated where the data is old or otherwise out of date, updated if necessary to include geographic coordinate information, and with a linked GIS capacity. The database should include details of notable trees.

A tree management plan may simply extract relevant information about significance and management guidance from this heritage management plan, as well as have details of specific actions proposed within a given timeframe – ideally a timeframe aligned with this plan. It may also foreshadow longer term actions. Tree surveys may also generate recommendations for specific works or actions which could be included.

The tree management plan may draw upon the existing guidance provided in the Parliament House Vista, Interim Management Plan, Tree Maintenance and Replacement (NCA 2005c). The tree management plan should consider the range of issues dealt with in the interim document.

Given the current prolonged drought, consideration will be given to the use of watering berms and mulching for trees, even though this may involve some minor changes to the immediate landscape character around trees. Such techniques may be used selectively depending on tree health and the risk of decline.

***Policy 20 Tree maintenance and replacement***

The NCA will seek to conserve the treescape of the area and trees replaced as necessary. The design concept relevant to existing plantings will be maintained (eg. irregular group plantings of the one species, line/row plantings, plantation plantings, mix of evergreen and deciduous trees).

Special care will be taken of commemorative trees, including associated plaques.

The contrast in form and foliage, flowers and fruits provided by the mix of evergreen and deciduous species will be maintained.

Trees within the area will be maintained, including periodic tree surgery as necessary.



In the case of dead, dying or dangerous trees, those in poor health unlikely to recover, or those displaying such poor characteristics as to substantially detract from the landscape, such trees will be removed. Generally trees will be replaced with the same species, especially in the case of significant trees (eg. commemorative trees). In the case of trees which are part of group, every effort will be made to use an advanced specimen.

In the case of replacement trees for significant trees, the NCA will consider:

- consulting possible stakeholders before removal of the existing tree; and
- the possibility of undertaking some ceremony associated with the replacement planting, depending on stakeholder views.

Given that the initial spacing of some group plantings may have been too close to allow trees to develop fully, therefore selective removals could take place to allow remaining trees to develop fully. It will be recognized however, that this may not be possible with closely spaced conifers which may not regenerate where dieback has occurred in the crowns.

*Commentary:* Refer to Policy 50 regarding new plantings and to Policy 23 regarding weed species. Refer to Policy 16 for details of significant trees including commemorative plantings.

### *Implementation Strategies*

20.1 The NCA will develop a tree replacement strategy consistent with this plan. This strategy will retain the aesthetic values of the tree plantings that includes seasonal change, olfactory interest, different light and shade qualities, and contrasting form, colour and texture of leaf and bark. The strategy will consider the sequencing of replacement to manage/minimise the impact of any transition phase. The strategy will be prepared using expert arboricultural advice.

The strategy will consider the range of relevant previous reports which address tree replacement (eg. Gray 1997 for Parkes Place and Geoff Butler & Associates 2004 for the Parliamentary Zone and Anzac Parade).

The strategy will be developed in consultation with the range of stakeholders, including the Canberra community.

*Commentary:* An objective of the strategy should be to predict major changes required in at least the next 10 years, and to develop responses.

The strategy may draw upon the existing guidance provided in the Parliament House Vista, Interim Management Plan, Tree Maintenance and Replacement (NCA 2005c). The strategy should consider the range of issues dealt with in the interim document.

The strategy will include consideration of the:

- missing Eucalypts along Anzac Parade;
- missing plantings either side of the Rond Terraces;

- missing and poorly performing trees in the Parliamentary Zone, including avenue and pathway plantings; and
- potential impact of Dutch Elm Disease.

Other issues to be considered include planting trees only at the intended mature spacing, that is avoiding over-planting, and the sensitivity of certain species to competition from other trees through close planting, such as conifers.

- 20.2 The NCA will seek to undertake tree surgery works as identified in relevant tree surveys (eg. that available for the Central Parklands, Canopy 2006).
- 20.3 The NCA will seek to undertake any management recommendations for significant trees identified through relevant studies (eg, for the Central Parklands, Marshall and others 2007).
- 20.4 Where not already undertaken, the NCA will seek to replace trees lost in the 2005 storm and in the recent drought, consistent with the tree replacement strategy.
- 20.5 Expert arboricultural advice will be sought about the possibility of thinning the plantation of *Eucalyptus bicostata* in Kings Park.

*Commentary:* This thinning was originally intended though never carried out.

- 20.6 If the surface carparks in the Parliamentary Zone are to remain in the medium term, the NCA will seek expert arboricultural advice about measures to improve the condition of the trees planted in the carparks, including the need to replace poor trees unlikely to recover.

*Commentary:* The trees in the three major surface carparks at the National Library of Australia, Treasury Building and John Gorton Building are generally in poor condition. Measures may include aeration and improved watering.

It is noted these carparks are identified for redevelopment in the *National Capital Plan*.

- 20.7 The NCA will seek to replace known missing or failed commemorative trees, consistent with the general guidance provided in these policies, including:
- missing Roman cypresses in Parkes Place associated with the Empire Parliamentary Association;
  - missing flowering plums associated with the Merchant Navy Memorial;
  - failed flowering cherry trees as part of the grove at Regatta Point; and
  - the missing *Pinus halepensis* associated with the Murray's Bakery site in Commonwealth Park.

In addition, the missing Empire Parliamentary Association plaques will be restored, if the originals can be located, or the missing plaques will be reconstructed if not.

**Policy 21 *Shrubs and hedges***

Shrubs and hedges are important elements within the area, and the NCA will seek to maintain them, and replace if dead, dying or in poor health. If possible, advanced specimens will be used.

In those cases where the shrubs or hedges perform a particular role (eg. defining spaces), care will be taken to conserve this role.

*Commentary:* These shrubs and hedges perform a variety of roles. Some are simply ornamental plantings as in Commonwealth Park, some define spaces such as the Old Parliament House Gardens, and others screen carparks.

Details of important shrubs and hedges can be found in or relate to:

- Australian War Memorial, Pearson and others (1995);
- Central Parklands, Marshall and others (2007);
- High Court of Australia-National Gallery of Australia precinct, Pearson and others (2006);
- Parkes Place, Gray (1997);
- Old Parliament House Gardens Precinct, Context (2006);
- the mass plantings along Anzac Parade; and
- screen plantings for carparks in the Parliamentary Zone.

Refer to Policy 23 regarding weed species.

The NCA is currently considering options for re-planting the Hebe species in Anzac Parade which suffer from a range of problems.

**Policy 22 *Turf and grass areas***

Turf and grassland will continue to be managed to conserve heritage values and to achieve the best outcome in relation to the intensity of use. While the objective may be to maintain some areas as unirrigated (eg. Kings Park), it must be acknowledged that encouragement of greater use carries with it greater wear.

The NCA will continue to monitor grass trials with species new to Canberra which require less water while remaining wear resistant.

*Commentary:* See Strategy 18.2 regarding irrigation and Policy 26 regarding remnant native grasslands. In some cases, such as the Land Axis within the Parliamentary Zone, the extensive green lawns are part of the values of this component. Strategy 18.2 addresses prioritised irrigation in times of water restrictions.

It is noted the Department of Parliamentary Services is also undertaking drought tolerant grass trials, and there may be some benefit in coordinating activities, especially to achieve consistency in the species used between the Vista and Parliament House.

**Policy 23** *Weed species*

The NCA will give due consideration to the cultural heritage values of any environmental weeds in the area. Other issues to be considered will include:

- the degree of the environmental weed problem posed;
- management techniques to remove or reduce the problem without removing the plants;
- replacing plants with similar species which are not weeds; and
- replacing plants with species which are not weeds but provide similar qualities to the original species.

The sequencing of replacement will be determined as part of a replacement strategy, especially regarding trees (see Strategy 20.1).

*Commentary:* Environmental weeds include those defined under the ACT Noxious Weeds List.

The Department of Parliamentary Services would appreciate information about any weed control programs in areas adjacent to Parliament House.

**Policy 24** *Irrigation*

The NCA will seek to maintain irrigation systems where these currently exist and are being used. The NCA may introduce new irrigation to areas not previously irrigated, however if mature trees are present then this will only be undertaken with the agreement of an expert arborist after consideration of any adverse impact on the mature trees.

Generally, Kings Park will remain unirrigated except for those small areas currently irrigated, and the patch of native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes) will also remain unirrigated.

*Commentary:* Refer to Strategy 18.2 regarding a prioritised water-use regime and Policy 22 regarding turf and grass areas.

**Policy 25** *Landscape condition monitoring*

An ongoing program to monitor the condition of the landscape will be implemented. Monitoring will inform maintenance planning.

*Implementation Strategies*

25.1 The NCA will develop and implement a monitoring program for the landscape. Monitoring will particularly consider:

- the impact of ongoing dry conditions;
- progress of ageing of trees and shrubs; and
- the effect of environmental weeds.

## Natural Heritage

The following policies only relate to naturally occurring features, and not to Australian native species planted in the study area.

### ***Policy 26 Native vegetation adjacent to West Block (part of Section 23, Block 2, Parkes)***

This patch of vegetation will be conserved for its natural heritage values given the possible extant community of the endangered plant *Rutidosia leptorrhynchoides*, and the rarity value of such White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland.

#### *Implementation Strategies*

- 26.1 The planning and management of the site will be consistent with Kendall & Wittmark (1986) related to the *Rutidosia leptorrhynchoides*, including protective measures and active management techniques (eg. reducing shrub understorey or *Themeda* tussock density, and controlling weed growth).
- 26.2 The NCA will consult with Environment ACT about the management of the site in accordance with the memorandum of understanding between the organisations regarding threatened species and ecological communities.
- 26.3 A specific management plan for the site will be prepared considering such matters as:
  - the patch of native woodland vegetation near West Block should be retained as an example of the now threatened vegetation community that originally occupied the site, and its condition should be monitored. *R. leptorrhynchoides* should not be reintroduced to the site;
  - the site should not be burnt again, as this may cause loss of some native species and may stimulate weed growth;
  - the site does not require artificial irrigation;
  - the effect of surrounding irrigation should be monitored. It may be advisable to reduce the reach of the irrigation sprays between the remnant vegetation and West Block;
  - inflow from above the site is stimulating herbaceous weed growth at the upper (south-eastern) edge of the site. The low ditch designed to reduce this effect is allowing infiltration. It should be reshaped or lined with concrete to divert water and nutrients from the site;
  - perennial exotic grasses should be controlled with herbicides. The areas treated could be rehabilitated with thatch containing native grass seed cut from the site. Contractors undertaking this work must be able to distinguish the exotic grasses from some of the larger native grass species present (*Austrostipa densiflora*, *Austrodanthonia fulva*);
  - all Ribbon Gums, non-local acacias and woody exotics should be removed by 2011 and checked annually for new such species;

- native shrubs and Red Gum regrowth should be thinned annually. Up to half of the small Red Gum regrowth, *Acacia parramattensis* and *Cassinia quinquefaria* should be removed by 2009. The aim should be to maintain tall shrub/eucalypt regrowth cover below 30%; and
- research and monitoring - there should be feedback from relevant research (eg. by Environment ACT on *Rutidosia leptorrhynchoidea* management) and monitoring programs at the site.

**Policy 27 State Circle Cutting (Section 23, Block 2 and Section 51, Block 1, Parkes)**

This geological site will be conserved for its natural heritage values.

*Commentary:* The NCA may wish to consider a cooperative approach with the Department of Parliamentary Services regarding conservation and access to the cutting and the unconformity site under Parliament House.

*Implementation Strategies*

27.1 The NCA will address the following issues:

- removal, preferably by poisoning with an appropriate weedicide, of those plants growing on the visible face of the exposure (ie. the lower bench);
- removal of those plants growing on the horizontal bench that are causing erosion through penetration of their roots through to the visible face of the exposure; and
- removal of all ground cover plants from the horizontal bench that have been planted to assist soil stability (as they are a threat to continued erosion of the face of the exposure). These plants will be replaced by shallow rooting native grasses that will provide soil stability without causing erosion of the face of the exposure.

27.2 The site will be subject to regular and specific monitoring as part of management.

27.3 The NCA will consider exposing at least part of the vertical rock face of the upper bench area.

27.4 The cutting face will not be stabilised using concrete, tar or other techniques which would obscure the face.

## Built Elements

The policies in this section apply to the constructed or built elements within the Vista, although not the broad landscape or soft landscape elements. A separate section above deals with these latter elements. Refer also to the policy section below on new development.

### ***Policy 28 Major buildings***

The NCA will encourage the conservation of significant buildings managed by others, these being:

- Australian War Memorial (original building, on the National Heritage List);
- Communications Centre (John Gorton Building, on the Commonwealth Heritage List);
- East Block Government Offices (on the Commonwealth Heritage List);
- High Court of Australia (on the Commonwealth Heritage List);
- John Gorton Building (on the Commonwealth Heritage List);
- National Gallery of Australia (on the Commonwealth Heritage List);
- National Library of Australia (on the Commonwealth Heritage List);
- Old Parliament House (on the National Heritage List); and
- West Block and the Dugout (on the Commonwealth Heritage List).

Key qualities of the Australian War Memorial to be conserved include its:

- landmark qualities;
- siting;
- contribution to the principal vista to and from the Old Parliament House;
- relative visual isolation;
- symmetry of the building as seen from the Land Axis;
- external form; and
- conceptual as well as planning and landscape link between the Australian War Memorial and Anzac Parade.

Key qualities of East Block to be conserved include its:

- axial planning;
- relationship to West Block and Old Parliament House;
- external form;
- use for government accommodation; and
- relatively intact landscaping of the 1920s.

Key qualities of the John Gorton Building to be conserved include its:

- siting;
- external form; and
- use for government accommodation.

Key qualities of the National Library of Australia to be conserved include its:

- siting;
- landmark qualities (including views to it across the lake);
- external form;
- isolated building form set amongst rows of trees and sweeping lawns; and
- vista from the building across Lake Burley Griffin.

*Commentary:* It is noted the *National Capital Plan* anticipates a new building between the NLA and the lake.

Key qualities of Old Parliament House to be conserved include its:

- landmark qualities;
- siting;
- external form including symmetry, long low form and colour; and
- primary position relative to other government buildings.

Key qualities of West Block to be conserved include its:

- axial planning;
- planning and to some extent visual relationship to East Block and Old Parliament House;
- external form; and
- use for government accommodation.

In addition, the NCA will encourage the conservation of the Treasury Building for its significant contribution to the balanced development of the study area, including its form, scale and materials.

*Commentary:* The heritage qualities of the component places noted above which are of concern in this plan are related to their broad use and external aspects. Such aspects are already subject to the provisions of the *National Capital Plan*. This heritage management plan is not anticipated to have any impact on internal aspects of or details of activities in buildings.

The major buildings/structures not included in this list are the later Australian War Memorial buildings (Anzac Hall, Administration Building (West Building), East Building and café), Questacon (National Science & Technology Centre) and Stage 88. At this time no heritage organisation has identified any individual heritage significance of these places. In addition, while the Treasury Building currently makes a significant contribution to the study area, its individual significance, if any, has not been researched recently. As Commonwealth buildings, any heritage values should be identified as part of research undertaken under the heritage strategy of the relevant Australian Government agency which owns or manages these places. Any heritage values of Stage 88 will be considered as part of research undertaken under the NCA's heritage strategy.

### ***Policy 29 Minor buildings/structures***

The NCA will conserve significant minor buildings/structures under its direct management, these being:

- Blundells' Cottage precinct;
- former Bowls Pavilion in the House of Representatives Garden;
- Fort play structure in Commonwealth Park;
- Lobby Restaurant;
- National Carillon; and
- the original part of the Regatta Point Pavilion, to the extent possible given changes undertaken, or otherwise interpret the original building.

Key qualities of the Blundells' Cottage precinct to be conserved include its:

- remnant 19<sup>th</sup> century pastoral settlement; and



- contrast with the national capital developments.

No excavation will be undertaken in the vicinity of the Murray's Bakery site in Commonwealth Park without an expert archaeological assessment of the potential for sub-surface remains.

Other minor buildings/structures will be maintained, or adapted so long as there is no increase in impact, or removed if no longer required.

*Commentary:* It is not known whether there may be important archaeological remains of Murray's Bakery.

There are a variety of other minor buildings/structures such as the buildings integrated within Commonwealth Place, timber decked jetties at the Commonwealth Place forecourt, shelters/pavilions, a maintenance depot and toilets. As yet, the possible heritage values, if any, of these minor buildings/structures has not been researched. One proposal noted in the Central Parklands competition brief is to remove and relocate the existing maintenance depot in Commonwealth Park.

#### *Implementation Strategies*

29.1 Special care will be taken to protect the acoustic environment of the Carillon, especially in those areas where people are likely to enjoy the music performed on the instrument (eg. the southeast half of Kings Park and National Gallery Sculpture Garden).

*Commentary:* A working definition of the acoustic environment is a circle 450 metres radius centred on the base of the Carillon tower.

### ***Policy 30 Memorials and commemorative features***

Existing memorials and commemorative features will be conserved, subject to any management planning which may be specifically developed for memorials. (Refer to Policy 53 in the case of new memorials.) Memorials and commemorative features are expected to have significant associations with specific groups of people, and these associations will need to be documented and the significance understood as part of future management planning.

In the case of Reconciliation Place, changes will be sought to achieve greater consistency with the landscape policies for the Land Axis corridor.

*Commentary:* In this management plan, memorials include National Memorials under the *National Memorials Ordinance 1928* as well as other memorials/commemorative places.

The current memorials or commemorative features include:

- the memorials in Anzac Parade (all National Memorials under the *National Memorials Ordinance 1928*);
- Australians of the Year Walk;
- Canadian flagpole;
- Captain Cook Memorial Water Jet and Globe (the globe being a National Memorial);

- Centenary of Women’s Suffrage fountain;
- Empire Parliamentary Association plaques and surviving trees;
- Gallipoli Reach (National Memorial);
- HMAS Canberra Memorial (National Memorial);
- International Flag Display;
- King George V Memorial (National Memorial);
- Magna Carta Place;
- Memorial to pioneer women (National Memorial);
- Merchant Navy Memorial (National Memorial);
- National Emergency Services Memorial (National Memorial);
- National Police Memorial (National Memorial);
- Peace Park (National Memorial);
- Reconciliation Place;
- R G Menzies Walk;
- Sybil Howy Irving Memorial (National Memorial); and
- Time capsule from 1988.

In addition, the naming of features has a memorial/commemorative aspect, such as in the case of Constitution Place.

It is noted the current management plan for the King George V Memorial foreshadows the relocation of this memorial (Freeman Collett & Partners 1994a). Until this issue is resolved, key qualities to be conserved include its:

- landmark qualities; and
- visual and close locational relationship to Old Parliament House.

While some of the above memorials or features have specifically been noted as having heritage values, in other cases the values are yet to be researched. This policy reflects a precautionary and conservation approach with regard to all the memorials and features in the absence of this information.

It is noted the asymmetrical tree plantings at Reconciliation Place are likely, over time, to change the view and symmetry along the Land Axis. The Department of Parliamentary Services is interested in any proposed changes to Reconciliation Place.

See also Policies 17 and 20 regarding commemorative trees.

### *Implementation Strategies*

30.1 The removal/non-replacement of the asymmetrical tree plantings at Reconciliation Place may be given future consideration when the opportunity arises.

### ***Policy 31 Artworks***

Generally conserve existing artworks including a sympathetic setting for the pieces. Any changes including possible relocation will be guided by a more specific study/assessment of the artwork, including its values.

*Commentary:* This policy does not apply to the artworks which are part of the National Gallery of Australia Sculpture Garden or grounds, or those in the grounds of the Australian War Memorial. Similarly, artworks attached to

buildings are not included. These artworks are or should be addressed in the specific conservation management plans for these places, and these plans should be consistent with this management plan.

Current artworks subject to this policy, being under the direct management of the NCA include:

- Amphitheatre mural (Ann Morris);
- Buried sculpture (Bert Flugelman);
- Captain Cook Memorial Water Jet and Globe (Walter Bunning);
- Centenary of Women's Suffrage Commemorative Fountain (Cate Riley, Andrew Smith, Mary Stuart);
- Dance of the Secateurs (Bruce Radke);
- Kangaroos (Jan Brown);
- Olympic Sculptures (Ken Cato);
- Play sculpture (David Tolley);
- Seated Lady (Herman Hohaus);
- Speakers Square, at Commonwealth Place (John McEwen);
- Treasury Fountain (Norma Redpath);
- Two figures (Dame Barbara Hepworth);
- Two Piece Reclining Figure No 9 (Henry Moore);
- Untitled (Alan Gauir); and
- Walter Burley Griffin Terrazzo (David Humphries).

There are also certain artworks managed by others, including:

- The Astronomer (Tim Wetherall); and
- Rock Music and Einstein Sculpture (anonymous).

In addition, artworks are often incorporated into memorials – refer to Policy 30.

The heritage values of these artworks are yet to be fully researched and assessed. This policy reflects a precautionary and conservation approach with regard to all the artworks in the absence of this information.

The Department of Parliamentary Services is interested in any proposed relocation of artworks in the Land Axis.

### ***Policy 32 Ponds, pools and fountains***

Generally conserve existing ponds, pools and fountains. Unless more specific guidance is provided by other management plans, the aim will be to conserve the form of such features, and changes can be made to the fabric (eg. replacing an old pump with a new one to achieve the same effect).

#### *Implementation Strategies*

32.1 As part of the NCA's prioritised water-use regime tied to the stages or water restrictions generally applicable in Canberra (Strategy 18.2) the NCA will also develop staged responses regarding ponds, pools and fountains.

### ***Policy 33 Paths and paving***

Paths and paved areas may generally be conserved or upgraded if desired.

However, care will be taken if paths are widened or extended to maintain the overall dominance of soft landscaping (see Policy 59 regarding new paths or paving). In addition:

- careful consideration will be given to the palette of finishes for paths and paving including:
  - a sympathetic selection given the character of the landscaping in the vicinity of the paths or paving;
  - possible reconstruction of paths in cases where a significant landscape design exists but it has lost its paths as part of the significant design (eg. Commonwealth Park);
  - any hierarchy of paths; and
  - the differing landscape characters of component parts of the Vista;
- the use of red crushed brick for paving in the Land Axis corridor at Anzac Parade and the Rond Terraces will be maintained;
- the Aspen Island heritage management plan contains specific guidance regarding this area (Marshall & Firth 2006);
- the section of path in the Bog Garden of Commonwealth Park containing round pre-cast exposed aggregate pavers will be maintained as evidence of the original Crowe design; and
- the section of paving adjacent to the National Capital Exhibition contains the Walter Burley Griffin Terrazzo which is to be conserved (see Policy 31).

*Commentary:* There are current proposals to upgrade the R G Menzies Walk and generally to upgrade paths within the Central Parklands.

There may be some advantage in consistent planning of pedestrian access between the Vista and Parliament House. The Department of Parliamentary Services is also interested in improved access for pedestrians and cyclists.

### ***Policy 34 Roads***

Generally, maintain existing roads unless otherwise noted. Changes may be undertaken, however any adverse impact on heritage values will in all cases be no greater than any existing impact (eg. if replacing an existing service road, the impact of the new road should not be greater than the old road). The heritage values of road alignments which match the Griffins, Holford and NCDC designs will be carefully considered in any proposal to change such roads.

Minor service roads may be removed, or re-aligned subject to an impact assessment. The impact of such roads will at all times remain minimal, and landscape screening may be desirable to reduce any visual intrusion.

*Commentary:* The Griffin, Holford and NCDC road layouts were all intended, to a greater or lesser extent, to define the landscape and create patterns within it. This was related to broader development proposals, in addition to addressing traffic flows.

It is noted possible changes may include:

- closure of Wendouree Drive entrance from Constitution Avenue;
- closure of Wendouree Drive between Blundells' Cottage and the Carillon;

- a new entrance to Kings Park by the extension of Blamey Crescent (the impact of this new road should be offset by reducing the impact of Wendouree Drive);
- changes to the entry points off Commonwealth and Kings Avenues to the parklands;
- changes to the character of King Edward Terrace, its connection to Commonwealth Avenue, and road widening of Commonwealth Avenue;
- removal of Bowen Place and Flynn Place;
- removal of Enid Lyons Street;
- changes to the character of Parkes Way (outside the study area – see Policy 43); and
- loss of trees in the Commonwealth Avenue median strip (outside the study area – see Policy 42).

Several of these possible changes relate to road alignments which are Holford and NCDC designs.

The Department of Parliamentary Services is interested in consistent planning for vehicle traffic between the Vista and Parliamentary precincts.

### ***Policy 35 Car and bus parking***

Existing car and bus parking may be maintained, or removed if possible. Parking will generally be screened from view, especially in the case of major vistas, and otherwise located outside of major vistas. (Refer to Policy 54 in the case of new parking.)

Parking for major events will utilise formally designated carparks outside of the area, in addition to formal carparks within the area. If additional parking is required, temporary, major event parking may be permitted on open grass areas outside of the dripline (ie. the line of the tree canopy) of mature trees. However, no parking will be allowed on grass areas within the Land Axis corridor.

*Commentary:* It is noted that new/replacement parking is proposed as part of the changes to the National Gallery of Australia. The existing southern carpark is being landscaped and a new carpark created to the east. Also, a new underground carpark is proposed for the Australian War Memorial, along with new bus parking to the rear of the Memorial's site replacing existing bus parking.

There are a number of parking issues in the area which will be addressed by a later study. This study should include such options for tourist buses as allowing buses to drop-off and pick-up, but to actually park/wait outside the area, at least in peak times.

The future of the carpark behind the House of Representatives Gardens on Queen Victoria Terrace is dealt with in the heritage management plan for the Old Parliament House Gardens Precinct (Context 2006). In summary, the policy guidance provided is as follows:

- if the carpark cannot be removed in the short term, repairs should be undertaken to the damaged kerbing and pavement. This work should be guided by an expert arborist to ensure the health of the eucalypts is not

- compromised; and
- the carpark will be removed in the medium to long term, the area revegetated as a grassed nature strip, trees planted to reconstruct the historical planting pattern, and existing trees replaced as necessary in accordance with the tree replacement strategy.

### *Implementation Strategies*

35.1 The NCA will review parking when the opportunity arises to address the impact of car and bus parking within the Land Axis corridor on King Edward Terrace, King George Terrace and at Rond Terraces.

35.2 All major events will have a traffic management/carparking plan including consideration of:

- the need for barriers to protect fragile areas;
- the need for on-ground traffic wardens; and
- overflow arrangements.

*Commentary:* As part of managing events in Canberra, the NCA has defined the range of possible events, including major events.

‘A major event is an organised gathering involving a significant number of people (generally more than 5,000) that requires a specific venue and has significant associated structures and involves changes to normal traffic and parking conditions. Major events may require exclusive access to a venue and other facilities for a number of days.’  
(NCA 2003, p. 12)

35.3 Any temporary parking on grass areas will only occur if the area is temporarily fenced, including protection of the dripzone (ie. the area under the tree canopy) for any mature trees.

35.4 Any temporary parking works will make allowance for making good any damage to grass areas, irrigation, etc.

35.5 The NCA will reconstruct the Patrick White Lawns by the removal of the temporary gravel carpark and reinstatement of the lawn.

*Commentary:* This reinstatement work does not preclude possible future use of the lawn area for temporary parking, as discussed at Strategy 35.3.

### ***Policy 36 Signs and furniture***

Existing signs and furniture may be maintained or removed. (Refer to Policies 57 and 58 in the case of new signs and furniture.)

### ***Policy 37 Lighting***

Generally maintain existing lighting, including the specially designed street/promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights.

In addition, a lighting plan for the Parliament House Vista will be developed consistent with the conservation of heritage values. The plan will consider the range of lighting provided in the area, including for public areas, buildings and other structures, and any heritage values related to the lighting. This plan will

be implemented and changes made accordingly.

*Commentary:* Issues to be considered include:

- the hierarchy of lighting recommended by Holford and the masterplanning work of the NCDC (Holford 1962; Lester Firth & Murton 1979; Anchor Mortlock & Woolley, Julius Poole & Gibson, and McKellar 1979; National Capital Development Commission & Department of Works nd);
- guidelines about the temporary coloured lighting of features in the study area; and
- contemporary environmental/energy use issues.

It may also be worth considering/coordinating with the Parliament House lighting and the Department of Parliamentary Services.

Refer also to Policy 60 in the case of new lighting.

### ***Policy 38 Infrastructure***

Generally maintain existing infrastructure, such as services, unless they fail to meet current or projected needs or standards. Infrastructure may be upgraded or adapted but this should involve no increase in impact. (Refer to Policy 61 in the case of new infrastructure.)

*Commentary:* There are proposals to possibly alter/upgrade the northern lakeshore wall in the Central Basin. Such changes will be guided by the Lake Burley Griffin heritage management plan (GML 2006).

### ***Policy 39 Maintenance planning and works***

The Vista will be well maintained and all maintenance and repair work should respect the significance of the place. Maintenance and repair will be based on a maintenance plan that is informed by:

- a sound knowledge of each part of the place and its heritage significance; and
- regular inspection/monitoring.

It will also include provision for timely preventive maintenance and prompt repair in the event of damage or breakdown.

#### *Implementation Strategies*

39.1 The NCA will review existing maintenance planning to ensure consistency with this management plan.

39.2 The NCA will ensure maintenance planning is periodically informed by a monitoring program (refer to Policy 41).

39.3 The NCA will develop a life-cycle maintenance plan for the place, and this should complement the suite of maintenance planning.

### ***Policy 40 Upgrading and adaptation works***

The NCA will replace or upgrade fabric and services, or undertake adaptation works as required by their condition or changed standards. Such works will

not compromise significance unless there is no alternative, in which case every effort will be made to minimise the impact on significance.

*Commentary:* Adaptation in this plan involves no, or minimal impact on significance, in accordance with the *Burra Charter* (Australia ICOMOS 2000).

***Policy 41 Condition monitoring***

A program of monitoring of the condition of fabric will be implemented. This program will be distinct from the maintenance program but should be linked to it for implementation. The information gained will identify components experiencing deterioration, which should in turn inform maintenance planning.

*Implementation Strategies*

- 41.1 The NCA will develop and implement a monitoring program to identify changes in the condition of the place. Priority will be given to components of high use or vulnerability.
- 41.2 Mechanisms will be put in place to ensure timely reporting by maintenance contractors to a coordinating officer with overall responsibility for the maintenance of the Vista.



## Setting

The policies in this section apply to the area around the Vista including Mount Ainslie, Capitol Hill/new Parliament House, and Red Hill beyond, and in a general sense the whole former Molonglo River valley in the vicinity including the East and West Basins of the lake, and Black Mountain.

### ***Policy 42 Protection of the Setting***

The NCA will protect the setting of the Parliament House Vista to the extent possible within its powers. Beyond this, the NCA will encourage such protection for those areas which fall outside its responsibilities.

The NCA will protect the forested character of the surrounding hills, and will protect or encourage protection of views to the hills from within the Parliament House Vista.

*Commentary:* The NCA has planning control over the surrounding hills and a large part of the river valley. However, much of the valley is under the planning control of the ACT Government.

It is noted the study into the impact on the Vista of future developments along Constitution Avenue recommended a range of additional plantings (Lester Firth & Associates 2007).

Depending on the final proposal for the intersections of King Edward Terrace and Commonwealth and Kings Avenues, there may be an impact on the mature trees in median strips of the avenues. The Department of Parliamentary Services is interested in any impact on these trees, as this may affect the relationship of Parliament House to its vista and approach.

The changes to the Kings Avenue/Parkes Way intersection are within the setting, and should be considered in the light of this policy.

### *Implementation Strategies*

- 42.1 The NCA will liaise with the ACT Planning and Land Authority to encourage protection of that part of the setting within the control of ACTPLA.
- 42.2 The NCA will take particular care to ensure the protection of the forested character of Mount Ainslie, especially in views along the Land Axis. Any new development on Mount Ainslie should have, at most, minimal visual impact from within the Vista, and be subject to an impact study.
- 42.3 The NCA will at least consider the conservation of the Anzac Park East and West Buildings (the Portal Buildings), given their important contribution to framing the Land Axis vista.
- 42.4 In addition, the NCA will further consider the potential impact of developments in accordance with the *National Capital Plan* proposals for Constitution Avenue taking into account:
  - the existing tree heights in the area; and

- if there is any discrepancy between potential development height and existing canopy height, what is the timeframe for the existing or proposed trees to match the development, especially if the current drought continues.

***Policy 43 Protection of views to and from the Area***

The significant views to and from the Vista will be protected. The significant views include:

- to the surrounding hills, especially Mount Ainslie, Black Mountain and Mount Pleasant;
- to the west and the mountains across West Basin;
- to East and West Basins;
- to the current Parliament House;
- from Mount Ainslie, Mount Pleasant, Black Mountain, Red Hill and Parliament House;
- from Commonwealth and Kings Avenues, especially the bridges; and
- from the eastern part of Parkes Way adjacent to Kings Park.

*Commentary:* This policy deals with external relationships and not specifically with views inside the area.

The NCA has planning responsibility for all of the important view points into the Parliament House Vista, with maintenance of these view points being the responsibility of the ACT Government or the Commonwealth Department of Parliamentary Services.

The NCA has proposals to change the character of Parkes Way. These should respect the significant views from the eastern part of Parkes Way adjacent to Kings Park.

## Use of the Place

### **Policy 44** *Primary and secondary uses*

The primary and secondary uses of the Parliament House Vista area will vary according to the nature of the component precincts. Acceptable uses are detailed in the following table.

*Commentary:* The Department of Parliamentary Services is interested in uses of the Land Axis and Parliamentary Zone.

<b>Precinct</b>	<b>Primary Uses</b>	<b>Secondary Uses</b>
Land Axis corridor	<ul style="list-style-type: none"> <li>• Ceremonial, including protests</li> <li>• Symbolic</li> <li>• Visual/aesthetic</li> <li>• Old Parliament House related uses</li> <li>• Commonwealth Place public events/performances</li> <li>• Temporary public events/major events/performances (eg. Australia Day Live Concerts, Opera at Rond Terraces, major charitable displays. See Note 1)</li> <li>• Passive recreation</li> <li>• See also Anzac Parade and Australian War Memorial below</li> </ul>	<ul style="list-style-type: none"> <li>• Active recreation (See Note 2)</li> <li>• Vehicle traffic on roads</li> <li>• Parking</li> <li>• Bicycle and pedestrian traffic on footpaths</li> <li>• Minor support facilities in screened locations</li> <li>• Minor services in screened locations</li> <li>• Cafes/restaurants</li> </ul>
Parliamentary/Government complex in Parkes (also known as the Parliamentary Zone)	<ul style="list-style-type: none"> <li>• Parliamentary and government uses, including buildings</li> <li>• National public institutions</li> <li>• Active recreation (See Note 2)</li> <li>• As for the Land Axis corridor</li> </ul>	<ul style="list-style-type: none"> <li>• Parking</li> <li>• Cafes, restaurants, shops</li> <li>• As for the Land Axis corridor</li> </ul>
Central Basin of Lake Burley Griffin	<ul style="list-style-type: none"> <li>• Ceremonial and visual/landscape</li> <li>• Water based recreation (Note 3)</li> <li>• Major events (eg. Skyfire/Australia Day fireworks)</li> </ul>	
Commonwealth Park	<ul style="list-style-type: none"> <li>• Ceremonial, especially related to memorials</li> <li>• Passive and active recreation (Note 2)</li> <li>• National Capital Exhibition related uses</li> <li>• Public events/displays/performances at Stage 88</li> <li>• Temporary public events/displays/performances in other locations (eg. Floriade) (Note 1)</li> </ul>	<ul style="list-style-type: none"> <li>• Parking</li> <li>• Commercial concessions such as refreshments and other facilities for visitors but only when they are compatible with recreation use</li> <li>• Minor support facilities, preferably in screened locations</li> <li>• Minor services, preferably in screened locations</li> </ul>
Kings Park	<ul style="list-style-type: none"> <li>• Blundells' Cottage related uses</li> <li>• National Carillon related uses</li> <li>• Ceremonial, especially related to memorials</li> <li>• Passive and active recreation (Note 2)</li> <li>• Temporary public events/</li> </ul>	<ul style="list-style-type: none"> <li>• Parking</li> <li>• Commercial concessions such as refreshments and other facilities for visitors but only when they are compatible with recreation use</li> </ul>

Table 15. Primary and Secondary Uses for the Parliament House Vista		
Precinct	Primary Uses	Secondary Uses
	displays/performances (Note 1)	<ul style="list-style-type: none"> <li>• Minor support facilities, preferably in screened locations</li> <li>• Minor services, preferably in screened locations</li> </ul>
Anzac Parade	<ul style="list-style-type: none"> <li>• Ceremonial, especially related to war memorialisation</li> <li>• Symbolic</li> <li>• Visual/aesthetic</li> <li>• Vehicle traffic on roads</li> </ul>	<ul style="list-style-type: none"> <li>• Parking</li> <li>• Minor support facilities, preferably in screened locations</li> <li>• Minor services, preferably in screened locations</li> <li>• As for the Land Axis corridor</li> </ul>
Australian War Memorial	<ul style="list-style-type: none"> <li>• Australian War Memorial related uses</li> <li>• Ceremonial, especially related to war memorialisation</li> <li>• Symbolic</li> <li>• Visual/aesthetic</li> <li>• Passive recreation</li> </ul>	<ul style="list-style-type: none"> <li>• Parking</li> <li>• Cafes, restaurants</li> <li>• Minor support facilities in screened locations</li> <li>• Minor services in screened locations</li> </ul>
<p><b>Notes</b></p> <ol style="list-style-type: none"> <li>In the case of temporary public events/displays/performances: <ul style="list-style-type: none"> <li>• the nature of the event/display/performance will be consistent with the character of the area being used, the Land Axis being especially sensitive;</li> <li>• every effort will be made to maintain the values of the area during the period of the event/display/performance including the visual and aesthetic qualities, and including measures which can be taken during any down-time;</li> <li>• every effort will be made to maintain access to the area; and</li> <li>• the NCA will consider any impact on values (not necessarily requiring a formal impact statement).</li> </ul> </li> <li>Active recreation includes formal and informal sporting activities. Such recreation may involve temporary goals, nets, boundary markers and the like, and all reasonable steps must be taken to restore the area at the conclusion of the activity (eg. removal of equipment). In the case of temporary structures related to active recreation, see Note 1.</li> <li>Water based recreation on the Central Basin should be consistent with the existing <i>Lake Burley Griffin Recreation Policy 2005</i> (National Capital Authority 2005a).</li> <li>The uses listed in this table are provided to supplement the formal land use definitions provided in the <i>National Capital Plan</i>.</li> </ol>		

### *Implementation Strategies*

44.1 The NCA will consider zoning specific areas within the Parliament House Vista suitable for temporary public events/performances, other functions, active recreation/sport, temporary parking, support facilities, service structures, cafes and restaurants. Such zoning will be consistent with this heritage management plan. If zoning is undertaken, this will be used to manage uses.

*Commentary:* Note that Policy 53 provides for a comprehensive plan to identify all possible future memorial sites, consistent with the heritage

management plan. These two tasks should ideally be consolidated.

44.2 The NCA will promote the inclusion of support facilities, service facilities, cafes, restaurants and commercial premises (eg. shops) within major buildings rather than as specific separate structures for these purposes. Where such secondary uses have an outdoor operation (eg. an outdoor café), the design and extent will be considered as part of new development (see the policies on new development below).

44.3 The NCA will ensure, as far as possible, that mechanisms are in place to coordinate uses in the case of major events.

***Policy 45 New and continuing uses compatible with significance***

Any continuing use or new use proposed for the Vista will be compatible with the significance of the place, and should ideally be complimentary to the primary uses.

*Commentary:* The Department of Parliamentary Services is interested in consistent planning between the Vista and Parliamentary precincts.

***Policy 46 Access***

The NCA will promote ready public access to the area. Temporary restrictions may apply to parts of the area related to particular events.

There may be occasions when groups with particular associations to a component within the area (eg. a memorial) may have exclusive use of the component for commemorative activities for a defined period of time.

Vehicle access to the Parliament House Vista will be controlled to ensure any impact is minimal. Access by pedestrians and people on bicycles will be encouraged.

*Commentary:* With regard to the impact of vehicle access, for example, adverse impacts might arise from substantially increased east-west traffic flows through the Parliamentary Zone. The Department of Parliamentary Services is interested in consistent access planning between the Vista and Parliamentary precincts.

***Policy 47 Carrying capacity***

The NCA will consider the need to monitor use of the area and its components, and to establish carrying capacity limits, to ensure no adverse impact on the values and experience of the area.

*Commentary:* This task should ideally be integrated with the use zoning to be undertaken at Strategy 44.1.

***Policy 48 Control of leased areas/activities***

Any lease arrangements for components of the Vista will protect the heritage significance of the place.

*Implementation Strategies*

48.1 Lease arrangements will:

- be compatible with the heritage significance of the place;
- stress the heritage significance of the place;
- provide clear guidelines about appropriate uses and signage; and
- provide for a process of notification to and approval by the NCA of any activities/functions.

*Commentary:* See Policy 57 regarding signage.

## New Development

### ***Policy 49 General provisions relating to new development***

The following general provisions will be implemented:

- new permanent developments will not impact on the heritage values of the area nor on important spatial relationships between individual buildings and open spaces (eg. the relationship between the High Court and National Gallery, or between the Gallery and Sculpture Garden);
- new permanent development in the area will be part of a planned approach which is in keeping with the values of the area. Ad hoc development will be avoided;
- developments will generally maintain public access to parklands and open spaces, and will not close off spaces;
- new structures will not exceed the mature tree canopy in the vicinity or, in the case of the Parliamentary Zone, the RL of the height of the National Library, whichever is the higher;
- permanent structural or building intrusions to the Land Axis, Water Axis and the cross axes in the Parliamentary Zone (National Library of Australia – National Gallery of Australia and Treasury Building – John Gorton Building) will not be permitted;
- permanent intrusions which block or substantially intrude into significant views/vistas will not be permitted – proposals should carefully consider any visual impact (Commentary: such views are noted in Policies 16-17 and 43, which provide specific conservation guidance to supplement this general provision);
- consideration will be given to the impacts of new development on the values attributed to the study area and its components by specific and broader associated communities, as well as the impacts on existing institutions, government agencies, groups associated with specific sites (eg. memorials), lessees and businesses, and other users and visitors to the study area (see Section 7.3). This will include consideration of construction-phase impacts; and
- temporary intrusions may be permitted however:
  - every effort will be made to maintain the values of the area during the period of the intrusion including the visual and aesthetic qualities, and including measures which can be taken during any down-time (eg. when an event has stopped for the day); and
  - every effort will be made to maintain access to the area affected.

*Commentary:* In the case of temporary intrusions, see also Policy 44 regarding temporary public events/performances.

The Department of Parliamentary Services is interested in coordination regarding the timing, nature and scale of temporary intrusions given possible impacts on national and international events held at Parliament House.

### ***Policy 50 New landscaping, landscape structures and plantings***

New landscaping, landscape structures and plantings, not including replacement plantings, may be permitted subject to the following:

- that it is consistent with the general landscape conservation provisions and provisions relating to specific components (see Policies 16 and 17);
- that it respects the existing tree planting patterns within the area; and

- that it is consistent with any management plan for the specific component affected.

*Commentary:* Known proposals/works include that related to the proposed campus squares, landscaping associated with the extensions to the National Gallery of Australia, creation of the Rond terraces amphitheatre, and shade and shelter plantings for Kings Park. This policy may also include minor landscaping associated with new buildings or screen plantings associated with parking.

In addition, a study related to the proposed *Griffin Legacy* developments along Constitution Avenue recommends plantings within the study area (Lester Firth & Associates 2007, p. 14).

Other issues to be considered include planting trees only at the intended mature spacing, that is avoiding over-planting, and the sensitivity of certain species to competition from other trees through close planting, such as conifers.

Opportunities may exist to complete the Crowe masterplan for Commonwealth Park, including intensive horticulture areas, a conservatory and hilltop native garden.

#### *Implementation Strategies*

- 50.1 The educational and botanical interest of Commonwealth and Kings Parks may be enhanced by selective addition of closely related species not yet represented (eg. Dawn and Californian redwoods to complement existing Giant redwoods).
- 50.2 The NCA will consider creating a much denser informal landscape character with an evergreen framework around the margins of the National Library of Australia, especially to the west. This will be similar to the High Court of Australia-National Gallery of Australia precinct. Notwithstanding, the formal landscape core of the National Library of Australia precinct will be conserved.

#### ***Policy 51 New major buildings***

New major buildings may be permitted subject to the following:

- the provisions of the *National Capital Plan* including Appendix H regarding design and siting, and the master plan at Appendix T6 for the Parliamentary Zone;
- major buildings may be located in the Parliamentary Zone flanking the Land Axis on sites as indicated in Appendix T6 of the *National Capital Plan*, or similar. In addition, consideration should be given to a new building on the east side of the Land Axis between it and the High Court of Australia, again to achieve a more balanced effect;
- otherwise, a few major buildings may be carefully located within Commonwealth Park and Kings Park – scaled to suit their parkland settings and subject to specific impact studies;
- a comprehensive planned approach to the provision of major buildings within the area will be undertaken;



- building designs will be of high quality, either consistent for the overall area or consistent within major precincts, or designed in sympathy with other buildings in the immediate setting;
- with regard to design qualities:
  - the style of buildings will pay due regard to adjacent buildings and the overall balanced development objective for the Parliament House Vista;
  - maximum building heights will generally relate to the mature tree canopy of the area. Buildings in the vicinity of the Australian War Memorial will not exceed the parapet height of the existing building;
  - predominant building materials and colours will generally draw on the palette of existing materials and colours used; and
  - buildings should be predominantly oriented to the Land and Water Axes. That is, components of the building may depart from this orientation but the overall effect should match the axes.

*Commentary:* Current work includes the major extensions to the National Gallery of Australia. Known proposals include relocation of the existing maintenance depot in Commonwealth Park, a new exhibition facility in Kings Park, possibly a conservatory in Commonwealth Park as originally proposed by Crowe, and a large underground carpark at the Australian War Memorial.

#### ***Policy 52 New minor buildings***

New minor buildings may be permitted subject to the following:

- the number of minor buildings will be kept to a minimum, every effort will be made to consolidate functions, and also to house these within major buildings;
- a comprehensive planned approach to the provision of minor buildings within the area will be undertaken;
- careful consideration will be given to the location of minor buildings, generally to site them in screened locations (eg. hidden by plants), not in major views or vistas (eg. the Land Axis and cross axes), and otherwise to screening minor buildings;
- building designs will be of high quality, either consistent for the overall area or consistent within major precincts, or designed in sympathy with buildings in the immediate setting;
- with regard to design qualities:
  - the style and form of buildings will pay due regard to adjacent buildings and the overall balanced development objective for the Parliament House Vista. Where buildings will be screened, for example by mature vegetation, greater stylistic and form variation may be acceptable. Consideration will be given to a consistent style and form, or palette of styles and forms, for minor buildings in the area;
  - predominant building colours will generally draw on the palette of existing colours used; and
  - buildings should be predominantly oriented to the Land and Water Axes. That is, components of the building may depart from this orientation but the overall effect should match the axes.

*Commentary:* Current or possible proposals include new toilets and/or kiosk

facilities in the Parliamentary Zone, Central Parklands and Anzac Parade.

**Policy 53 *New memorials and artworks***

New memorials and artworks may be permitted.

A comprehensive plan should be prepared specifically identifying all possible future memorial sites which are consistent with this heritage management plan, and also identifying the general memorial character and landscape treatment appropriate to those sites. The general thematic approach to the location of memorials is defined in the *Guidelines for Commemorative Works in the National Capital* (NCA 2002b).

*Commentary:* Current active proposals include a new memorial in Anzac Parade to Peacekeepers, and two new memorials adjacent to the Rond Terraces related to World Wars 1 and 2. Another possible long-term proposal is the relocation of the King George V Memorial.

**Policy 54 *New parking***

New parking within the Parliament House Vista may be permitted provided that:

- generally, basement parking is to be provided in new buildings;
- it is otherwise underground;
- minor new surface parking may be provided as part of new building development; and
- there is no nett encroachment into parkland areas in the case of new surface parking areas to replace existing areas, and new surface carparks will be screened.

*Commentary:* It is noted that new/replacement parking is proposed as part of the changes to the National Gallery of Australia. The existing southern carpark is being landscaped and a new carpark created to the east. Also, a new underground carpark is proposed for the Australian War Memorial, along with new bus parking to the rear of the Memorial's site replacing existing bus parking. There is also a proposal to relocate bus parking from Enid Lyons Street to the Mall Road West.

**Policy 55 *New jetties***

New jetties may be provided on the northern lakeshore. The jetties:

- will be designed to pay careful attention to the balanced development approach for the area (see Policy 16);
- will be designed consistent with the policy for minor buildings (see Policy 52); and
- will not be located on Aspen Island.

The design of any jetty at Rond Terraces in particular will respect the balanced development approach by providing a design symmetrical about the Land Axis.

**Policy 56 *Temporary changes***

Temporary changes of short duration may be permitted subject to the range of policies in this plan, in particular: Policy 35 regarding temporary parking, Policy 44 regarding uses, Policy 46 regarding access and Policy 49 regarding

temporary intrusions.

**Policy 57 Signage**

New signage may be permitted provided that:

- every effort is made to provide good quality signage, either consistent with the overall area or within major precincts, or designed in sympathy with the immediate setting (eg. the High Court of Australia sign on King Edward Terrace);
- signs will be carefully sited, especially in the case of signs in major vistas;
- every effort will be made to avoid having signs or to minimise the number of signs; and
- no large signs will be permitted in the Land Axis corridor.

In addition, with regard to signs on or related to a specific building, these will be carefully designed to respect both any significance of the building itself as well as the significance of the area.

Signage related to commercial activities will be carefully controlled consistent with the secondary nature of such uses.

*Commentary:* Signs on or related to specific buildings, such as the institutions, will generally also be guided by management plans for those places, where such plans exist.

In this policy, signs include freestanding and attached signs, as well as banners and flags. The policy also relates to temporary and permanent signs.

*Implementation Strategies*

57.1 The NCA will develop guidelines for signs in the area consistent with this plan, including those related to institutions and commercial uses.

57.2 The NCA will encourage institutions in the Parliament House Vista to develop specific signage plans related to their buildings, consistent with this plan and any signage guidelines for the area.

**Policy 58 Furniture**

New street or park furniture may be permitted provided that:

- every effort is made to provide good quality furniture, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- furniture will be carefully sited and grouped, especially in the case of furniture in major vistas and the Land Axis corridor; and
- in the case of the Land Axis corridor, furniture will generally be sited to the sides of the corridor.

**Policy 59 Paths and paving**

Limited new paths and paving may be permitted provided that:

- every effort is made to provide good quality paths or paving, consistent either for the overall area or within major precincts, or designed in sympathy with the immediate setting;

- it is carefully sited, especially in the case of major vistas;
- it pays careful regard to and is sympathetic with the geometry of the vicinity (eg. the strong rectilinear geometry of the Parliamentary Zone);
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with the guidance provided in Policy 33.

*Commentary:* Such paths and paving may arise because of new buildings.

***Policy 60 Lighting***

Limited new lighting may be permitted provided that:

- every effort is made to provide good quality lighting, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with the guidance provided in Policy 37, especially the proposed lighting plan for the Parliament House Vista.

*Commentary:* Such lighting may arise because of new buildings. Refer to Policy 37.

***Policy 61 Infrastructure***

Limited new infrastructure may be permitted provided that:

- where possible, such infrastructure is included as part of existing or new buildings or other structures;
- every effort is made to provide good quality publicly visible finishes for infrastructure, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with Policy 52 regarding any associated minor new buildings.

## Interpretation

### ***Policy 62 Interpreting the significance of the Vista***

The significance of the place will be interpreted to the range of visitors and audiences who use the Vista, and to NCA staff responsible for the place in any way. This interpretation will include reference to the broader setting.

#### *Implementation Strategies*

62.1 The NCA will develop and implement a simple interpretive strategy considering the range of possible messages, audiences and communication techniques. The interpretation will focus on the heritage values of the place, and this will include the commemorative trees.

The strategy will accept there may be overlapping and conflicting stories and values, and will not seek to unreasonably privilege one story over another. The area has layers of meaning and these will be reflected in the interpretation.

Audiences will include the local Canberra community, visitors as well as Australians living in other parts of the country.

*Commentary:* Substantial interpretation is already provided such as through the National Capital Exhibition at Regatta Point, the NCA's website, visitor brochures and other publications. Other options might include:

- the use of oral histories to provide stories linking individuals with the larger national stories, or to tell stories not obvious in the landscape;
- additional interpretation panels for the Vista or components, subject to careful design and siting, such as at the major viewing points inside and outside the area;
- additional printed materials available at the National Capital Exhibition and other outlets; and
- additional information on the NCA's website.

Refer to Strategy 11.3 regarding consultation with stakeholders about interpretation.

62.2 The interpretive strategy will be periodically reviewed as part of the review of this management plan (see Policy 9).

### ***Policy 63 Signage***

Appropriate, consistent and good quality directional, interpretive and information signage will be provided.

*Commentary:* This policy does not apply to commercial or advertising signs. See Policy 57 regarding new signage.

#### *Implementation Strategies*

63.1 Existing or proposed signage will be reviewed to ensure consistency with

this policy and also in the light of the interpretive strategy (Strategy 62.1).



## Unforeseen Discoveries

### *Policy 64 Unforeseen discoveries or disturbance of heritage components*

If the unforeseen discovery of new evidence or the unforeseen disturbance of heritage fabric or values requires major management or conservation decisions not envisaged by this heritage management plan, the plan will be reviewed and revised (see Policy 9).

If management action is required before the management plan can be revised, a heritage impact statement will be prepared that:

- assesses the likely impact of the proposed management action on the existing assessed significance of the place;
- assesses the impact on any additional significance revealed by the new discovery;
- considers feasible and prudent alternatives; and
- if there are no such alternatives, then considers ways to minimise the impact.

If action is required before a heritage impact statement can be developed, the NCA will seek relevant expert heritage advice before taking urgent action.

Urgent management actions shall not diminish the significance of the place unless there is no feasible and prudent alternative.

#### *Commentary:*

Unforeseen discoveries may be related to location of new documentary or physical evidence about the place or specific heritage values that are not known at the time of this report, and that might impact on the management and conservation of the place. Discovery of new heritage values, or the discovery of evidence casting doubt on existing assessed significance would be examples. This might relate to a range of values, including Aboriginal heritage values.

Discovery of potential threats to heritage values may also not be adequately canvassed in the existing policies. Potential threats might include the need to upgrade services or other operational infrastructure to meet current standards, the discovery of hazardous substances that require removal, or the physical deterioration of fabric.

Unforeseen disturbance might be related to accidental damage to fabric, or disastrous events such as fire or flood.

Such actions may be referable matters under the EPBC Act.

## Keeping Records

### ***Policy 65 Records of intervention and maintenance***

The NCA will maintain records related to any substantial intervention or change in the place, including records about maintenance.

*Commentary:* Refer to the NCA's Heritage Strategy and heritage register regarding provisions about records.

#### *Implementation strategies*

- 65.1 The NCA will retain records relating to decisions taken in accordance with Policy 8 - Decision making process for works or actions.
- 65.2 The NCA will retain copies of all maintenance plans prepared for the place, including superseded plans, and records about monitoring. (Refer to Policies 3, 18, 25, 39, 41 and Strategy 27.3)
- 65.3 A summary of substantial interventions, changes and maintenance will be included in the NCA heritage register entry for the place, including a reference to where further details may be found.

## Further Research

### ***Policy 66 Addressing the limitations of this management plan***

Opportunities to address the limitations imposed on this study (see Section 1.4) should be taken if possible, and the results used to revise the management plan.

## Other Matters

### ***Policy 67 Targetted information products derived from the HMP***

The NCA should facilitate ready access to information in this heritage management plan to the range of audiences who need or have an interest in the Parliament House Vista.

*Commentary:* Audiences may include those within the NCA itself, the stakeholders noted in Section 7.3, and the various communities who have an interest.

Given the considerable size of the plan, it may be worth considering producing daughter products which are much smaller in size and provide targetted information to match the needs of audiences.



## Policy Guidance from Existing Management Plans

The following text provides a summary of key policies or issues from existing management plans or similar documents which are relevant to the broader focus of this report for the Parliament House Vista. In all cases, conservation of the specific heritage values of the component places is an imperative.

### Australian War Memorial:

- maintain the symmetry of the existing building design in the landscape and for any additional accommodation or building;
- recognise the important design principle that the building is now and is meant to be seen ‘in the round’ when considering proposals for additional accommodation;
- maintain the dominant nature of the Australian War Memorial on the land axis in any proposal for additional accommodation to the extent that new buildings are not visible from Anzac Parade or their profile (silhouette) does not rise above the height of the parapet of the gallery walls of the east west axis, when viewed from Parliament House;
- retain and protect the dominant status of the dome and its external structure when considering additional accommodation and the impact it may have on the importance of the building silhouette from all parts of the site and from Mt Ainslie;
- consider ways to enhance the physical connection between the Memorial, its grounds and Anzac Parade to encourage pedestrian access between these areas;
- respect the differing nature of the two sides of the site wherein the character of the eastern side is predominately native species plant material and the western side is predominately exotic plant material. Where planting is necessary, continue to plant material in accordance with this principle (Pearson, Crocket & Bligh Voller 1995, pp. 82-99. Note: These provisions may be superseded by the updated management plan currently under preparation.).

### Blundells’ Cottage Conservation Management Plan:

- to be conserved and interpreted as a farming group/farm landscape;
- minor new support functions to be housed in a new building adjacent to the precinct;
- provision of a new interpretive shelter in precinct;
- interpretation should highlight the remnant pre-Federal Capital landscape;
- Wendouree Drive should be closed to vehicle through traffic, and the Parkes Place underpass converted to pedestrian access only (*Commentary*: These actions have been overtaken by other proposals described in this Vista heritage management plan);
- the surrounding landscape should be open woodland with grassland understorey; and
- opportunities should be taken to demonstrate rural activities in the landscape (Freeman Collett & Partners 1994-95, volume 4, pp. 45-51).

### Blundells’ Cottage Strategic Plan (Draft, not adopted) proposes:

- installation of NCA-style signage;
- development of landscape interpretation plan and its implementation; and
- a feasibility study for the closure of Wendouree Drive (Griffin nrm [2002?], p. 3).

### Canberra Central Parklands (Commonwealth Park, Rond Terraces and Kings Park):

- conserve the trees of distinction and Weston plantings (identified in the report); and
- the design concept of irregular group plantings of the one species as initiated by Weston and followed by Pryor will be retained. Nevertheless there are a few

examples of line plantings which will also be retained for their heritage significance eg. the Roman cypress boundary planting between the park and the Presbytery (Marshall and others 2007).<sup>8</sup>

#### East Block:

- major extensions must be complimented by extension to West Block, plan symmetry to be retained, appearance from all sides to be carefully considered, low horizontal massing to predominate;
- extensions should not affect mature trees or be placed on the Kings Avenue side;
- new landscape works should be sympathetic to the original landscape character;
- reinstatement of original Kings Avenue plant species;
- Incense Cedar in Kings Avenue planting to be replaced with Atlantic Cedar to match remainder of trees;
- native shrubs to be replaced with shrubs appropriate to 1920s planting, except possibly that to the west of the building; and
- monitor health of trees around carpark, and possibly removing carpark (Philip Cox, Richardson, Taylor & Partners 1995, p. 31; Ratcliffe 1993, pp. 11-12).

#### High Court of Australia-National Gallery of Australia Precinct:

- conservation of the Sculpture Garden and Address Court;
- conservation of the woodland, parkland and lawn landscape character and related landscape features (such as grouped plantings and formed earthworks) occupying the Precinct;
- maintaining or re-emphasising significant views and vistas;
- planning for the subsequent stages of the development of Reconciliation Place should seek effective emphasis of the east-west axis between the Gallery and the National Library of Australia and protect views to the High Court of Australia; and
- the decreasing density of plantings from east to west across the Precinct is maintained (Pearson, Burton & Marshall 2006, pp. 127-133).

#### John Gorton Building:

- no increase in height;
- roof outline should be retained, without satellite dishes;
- roof mounted plant to be screened;
- no extensions or ground level plant;
- maintain original details, materials and colours; and
- control signage (Philip Cox, Richardson, Taylor & Partners 1992, pp. 65-66).

#### King George V Memorial:

- the memorial should be relocated to a more appropriate site (Freeman Collett & Partners 1994a, vol. 3, p. 9). (*Commentary*: This proposal has no status at this time.)

#### National Carillon & Aspen Island:

- the acoustic environment of the Carillon should be protected from new sources of noise which would impact on the enjoyment of hearing the instrument;
- significant views to and from Aspen Island should be protected, including those to the southwest, west and north;
- the landmark qualities of the tall Carillon rising above the surrounding trees should

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<sup>8</sup> Much of the guidance provided in this document is integrated with the policies and strategies in the section above.

- be protected;
- the contribution of the Carillon to the informal balance of the Parliament House Vista and the symmetry of the National Triangle should be protected; and
- special consideration should be given to maintaining views to the island from the watergate (the point where the Land Axis meets the southwestern lakeshore, now Commonwealth Place) (Marshall & Firth 2006, p. 98).

#### Old Parliament House:

- the setting will be protected by: maintaining relationship with the adjacent House of Representative Gardens and Senate Gardens; ensuring the Parliament House Vista is unimpeded by works on Old Parliament House; and ensuring no additions or extensions are made to the external boundaries (elevations and roof) of the building and its curtilage; and conserving and protecting views to and from Old Parliament House (Franklin, Ireland, Kent, Manson, Marshall, Richards & Sneddon 2008, p. 51).

#### Old Parliament House Gardens Precinct:

- the existing carpark to the south of the House of Representatives Gardens will be removed in the medium to long term, the area revegetated as a grassed nature strip, trees planted to reconstruct the historical planting pattern, and existing trees replaced as necessary in accordance with the tree replacement strategy (Context 2006, p. 106).

#### Parkes Place:

- conservation of the present form and working towards the long term reconstruction of the original 1920s landscape character;
- implementation of a tree replacement strategy involving reconstruction and adaptation; and
- periodically reconstructed floral bedding displays within the Land Axis (Gray 1997, p. ii).

#### West Block:

- there is a significant axial relationship between the central entrances of East and West Blocks;
- West Block shares an important relationship to Queen Victoria Terrace with East Block;
- the connection between East and West Blocks and Old Parliament House should be preserved or enhanced – vegetation, land contours and the changed alignment of Queen Victoria Terrace disrupt this connection;
- there should be no further major new building construction in the vicinity or additions to West Block;
- minor outbuildings may be permitted on the east side, these should be unobtrusive, distanced from the building, be of plain finish and not imitate the fabric of West Block;
- some exterior additions which have a negative impact should be removed or relocated; and
- road, path and paving treatments on the northern and western sides should be changed to achieve the original intent (Freeman Collett & Partners 1994b, vol. 1, p. 30, vol. 2, pp. 8, 31, 33, 35).

## **8.5 IMPLEMENTATION PLAN**

### **Responsibility for Implementation**

The person with overall responsibility for implementing this management plan is the person holding the position of Chief Executive, National Capital Authority.

### **Commitment to Best Practice**

The NCA is committed to achieving best practice in heritage conservation, in accordance with its legislative responsibilities and Government policy, and in the context of its other specific and general obligations and responsibilities. This is reflected in the preparation of this management plan and in the adoption of:

- Policy 1 - Significance the basis for management, planning and work;
- Policy 2 - Adoption of Burra Charter; and
- Policy 7 - Expert heritage conservation advice.

### **Works Program**

Refer to Strategy 3.1 and Table 14 in the preceding section.

### **Criteria for Prioritising Work**

See Strategy 8.3.

### **Resolving conflicting Objectives**

See Strategy 8.4.

### **Annual Review**

Refer to Strategy 8.5.

### **Resources for Implementation**

It is difficult to be precise about the budget for maintenance of the Parliament House Vista because funding details are not kept for just the study area. Accordingly, it is not currently possible to isolate the maintenance budget for just this area. In addition, the future budgetary situation of the NCA is uncertain given the Government's response to the Parliamentary inquiry into the NCA in 2008.

None the less, funding has been provided in previous years in a range of categories relevant to the Vista, including:

- maintenance of civil infrastructure on National Land;
- maintenance of buildings on National Land;
- Maintenance of Captain Cook Memorial Jet and miscellaneous electrical installations on National Land;
- Anzac Parade/Australian War Memorial open space maintenance;
- Humanities, science and arts open space maintenance;
- Parkes Place open space maintenance;
- Parliamentary Executive open space maintenance;
- Commonwealth Park/Kings Park and Acton Peninsula open space maintenance;

- Lake Burley Griffin, general lake cleaning and maintenance;
- Lake Burley Griffin water quality monitoring;
- Irrigation Water; and
- memorials, fountains and artworks.

As noted in Section 7.4, the NCA has staff who undertake management of the maintenance contracts, interpretation planning, new works planning, functions management, and the NCA otherwise uses contractors to undertake actual maintenance. These staff and contractors will, to some extent, be involved in implementing aspects of this plan.

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