

PARKES PLACE AND THE NATIONAL ROSE GARDENS HERITAGE MANAGEMENT PLAN

VOLUME 1



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**for the
National Capital Authority**

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EXECUTIVE SUMMARY

The National Capital Authority anticipates undertaking a masterplan for Parkes Place, including the National Rose Gardens, at some future time and wishes to have relevant heritage guidance for the masterplanning. This heritage management plan for Parkes Place provides that heritage guidance which is integral to the good management and conservation of this place and its heritage significance. The study:

- briefly describes Parkes Place;
- provides an overview of the history of the place;
- offers evidence related to aesthetic, social and scientific values;
- analyses all of this evidence and provides a statement of significance for the place;
- explores issues related to constraints and opportunities affecting the place;
- provides a conservation policy and implementation strategies to guide management and conservation; and
- provides a tree replacement strategy.

Parkes Place is part of the Parliament House Vista which is entered on the Commonwealth Heritage List under the *Environment Protection and Biodiversity Conservation Act 1999*. However, it is not separately listed. Parkes Place also includes two individually listed places – the King George V Memorial and National Rose Gardens. These listings protect the heritage values of Parkes Place as part of the Parliament House Vista, and the individually listed places, and the listings impose a number of obligations including the need to prepare management plans.

A plan has been developed for the Parliament House Vista. No separate plan is formally needed for Parkes Place because this area is not individually heritage listed. However, a plan is needed for the National Rose Gardens and this plan meets this obligation. Given the complexity of Parkes Place, the preparation of a heritage management plan is otherwise a sensible step. Every effort has been made to draw upon the Parliament House Vista heritage management plan and otherwise to ensure consistency.

A management plan is also required for the King George V Memorial and the NCA will make separate arrangements for this to be prepared.

Parkes Place is an integral part of the Parliament House Vista conservation area, and the Vista is of outstanding heritage value to the nation. It is a central and highly visible part of the Vista, is associated with the history of the development of Canberra as Australia's national capital, and is integral with the central national landscape of the capital.

Parkes Place, including the National Rose Gardens, is also of significant heritage value related to its history, design, aesthetic qualities, creative achievement, social value, and strong and special associations. At some stage Parkes Place probably deserves to be considered for individual listing on the Commonwealth Heritage List.

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

- liaison;
- Indigenous heritage;
- landscape and rose gardens;
- built elements;
- setting;

- use;
- new development; and
- interpretation.

Major issues addressed in this plan include:

- problems with the treescape of the area such as dead, declining or missing trees, replacement and succession plantings, and the need for a tree replacement strategy; and
- the generally poor health of the roses in the National Rose Gardens, and the need for large-scale replacement plantings.



IMPORTANT INFORMATION CONCERNING DECEASED ABORIGINAL PERSONS

People accessing and using this report should be aware that this report includes a reference to persons who participated in the consultative process associated with this assessment but who subsequently passed away before this report was completed. In some Aboriginal communities, seeing images of deceased persons in photographs, film and books or hearing them in recordings and references to the deceased person by name may cause sadness or distress and in some cases, offend against strongly held cultural prohibitions.



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1. INTRODUCTION

1.1 BACKGROUND AND PROJECT OBJECTIVES

The National Capital Authority anticipates undertaking a masterplan for Parkes Place, including the National Rose Gardens, at some future time and wishes to have relevant heritage guidance for the masterplanning. This heritage management plan for Parkes Place provides that heritage guidance which is integral to the good management and conservation of this place and its heritage significance.

Parkes Place is part of the Parliament House Vista which is entered on the Commonwealth Heritage List under the *Environment Protection and Biodiversity Conservation Act 1999*. However, it is not separately listed. Parkes Place also includes two individually listed places – the King George V Memorial and National Rose Gardens. These listings protect the heritage values of Parkes Place as part of the Parliament House Vista, and the individually listed places, and the listings impose a number of obligations including the need to prepare management plans.

A copy of the current Commonwealth Heritage List citations for the Parliament House Vista, King George V Memorial and National Rose Gardens are reproduced at Appendix A.

A management plan has been developed for the Parliament House Vista. No separate plan is formally needed for Parkes Place because this area is not individually heritage listed. However, a plan is needed for the National Rose Gardens. Given this obligation and the complexity of Parkes Place, the preparation of a heritage management plan is a sensible step. Every effort has been made to draw upon the Parliament House Vista heritage management plan and otherwise to ensure consistency.

It is important to note that while the management plan for the Parliament House Vista provides much information useful for Parkes Place, it deals with issues at a broad or landscape scale, and it does not provide the full level of detail sought for component areas such as Parkes Place. The Parkes Place heritage management plan should be capable of operating as the primary management document for Parkes Place and providing more detailed guidance. Given its consistency with the Vista heritage management plan, reference back to this other plan should be minimal.

A management plan is also required for the King George V Memorial and the NCA will make separate arrangements for this to be prepared.

It should be noted this plan considers Parkes Place and the National Rose Gardens, and the contribution to these places made by components within Parkes Place such as the Lobby Restaurant and King George V Memorial. However, the plan does not consider the full and individual heritage values of these components. These components already have some individual heritage status, and have values which go beyond their contribution to the parkland which is Parkes Place.

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)*, the Commonwealth Heritage Management Principles at Schedule 7B of the regulations, 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.)

<i>Land Axis Corridor</i>	The east and west boundaries of the Land Axis corridor is defined by: <ul style="list-style-type: none">• 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.
<i>National Rose Gardens</i>	The eastern section is bounded by King George Terrace, Parkes Place East, the northeastern internal service road in Parkes Place, and the northwestern footpath. The western section is bounded by King George Terrace, Parkes Place West, the northeastern internal service road in Parkes Place, and the southeastern footpath. The western section excludes the land including the Lobby Restaurant.
<i>National Triangle</i>	Within this report, the term National Triangle means the land bounded by Constitution Avenue, Kings Avenue and Commonwealth Avenue.
<i>Parkes Place</i>	The area bounded by King George Terrace, King Edward Terrace, and Parkes Place East and West.
<i>Parliamentary Triangle</i>	The Parliamentary Triangle is another term often used to describe part or the whole of the National Triangle. Because of ambiguity, this report tries not to use the latter term, unless it arises because of an historical reference.
<i>Parliamentary Zone</i>	The Parliamentary Zone is part of the National Triangle, being that part south of the lake.

1.2 CONDUCT OF PROJECT

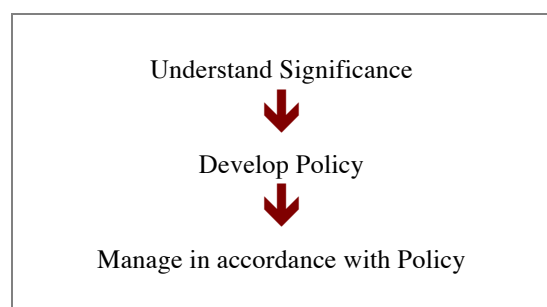
Overview

This heritage management plan builds upon the Parliament House Vista heritage management plan (Marshall and others 2009).

The methodology adopted for this study 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.

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.

Aboriginal Embassy/Aboriginal Tent Embassy Site

The Aboriginal Tent Embassy is recognised in this study but no research was undertaken on it and no detailed management guidance is provided. 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. The nominated area is all of Block 1, Section 58 (see Figure 2), between King George Terrace and the internal road southwest of the Reflection Ponds.

Throughout this plan the name Aboriginal Tent Embassy is used.

Assessing Social Significance

Methods designed to identify and assess social significance need to:

- identify and confirm the 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 components or 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 analysed and tested against the criteria, and a statement of social significance is prepared, along with a summary of the evidence and using the 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 by Context Pty Ltd for the Regional Forest agreement process (Australian Heritage Commission and Department of Conservation & Natural Resources (Victoria) 1994) and has been applied in assessing the social significance of Parkes Place. It is included in Appendix C.

Tree Replacement Strategy

Following substantial development of this draft plan, the NCA agreed to an additional task to develop in detail a tree replacement strategy for Parkes Place. This was drafted by Geoff Butler, Dr Dianne Firth and Duncan Marshall, and is included in the plan.

Public Consultation

A draft of this heritage management plan was provided for public comment in May 2010 with the deadline for comments being 2 July 2010. A public information session was also held on 9 June 2010.

As a result, four submissions were made providing comments. The comments were reviewed and the heritage management plan was amended in response to many of the comments.

1.3 PURPOSE OF REPORT

The purpose of this report is to provide a management plan for Parkes Place and the National Rose Gardens consistent 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).

It should be noted this is not a statutory management plan under the EPBC Act for Parkes Place

itself, although is a management plan for the National Rose Gardens. Because Parkes Place is not individually Commonwealth Heritage listed, no statutory management plan is needed for this place. On the other hand, the National Rose Gardens are Commonwealth Heritage listed and a management plan is required for this place. In addition, the Parliament House Vista, including Parkes Place, is Commonwealth Heritage listed, and a statutory management plan for this larger area has been prepared.

1.4 LIMITATIONS AND NON-CONFORMING ASPECTS

General

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

- the Aboriginal Tent Embassy 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; and
- the specific values of the Lobby Restaurant and King George V Memorial were not researched as part of preparing this plan, except regarding their contribution to the overall landscape.

Social and Aesthetic Values

The following limitations need to be considered when reading the conclusions about social and aesthetic values in this report.

Within the scope of this project the sample size of some communities with potential associations with Parkes Place was small and the data received therefore limited. Further research may reveal additional communities located outside Canberra for whom Parkes Place has social significance.

No data was readily available to enable a comparative assessment with other places to determine the relative significance of Parkes Place to the defined associated communities.

Within the scope of this project, potential social significance of individual commemorative trees and rose plantings was not researched. Further research may reveal particular individuals or communities for whom these smaller components of Parkes Place hold special meanings.

In accordance with the requirements of the brief, a comprehensive assessment of aesthetic values as may apply to the wider Australian community was not undertaken. Conclusions in this report relating to criterion (e) emerged from an assessment process primarily designed to assess social significance, but which also explored aesthetic values held by the communities assessed. Aesthetic value has not been comprehensively tested in terms of inspiring creative response represented in art, literature, or tourism media, for example.

In accordance with the project brief, data was not specifically gathered to test the social and aesthetic significance of the Aboriginal Tent Embassy.

Burra Charter

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, Geoff Butler, Chris Johnston and Christina

Dyson (Context Pty Ltd), Dr Dianne Firth and Maureen Ross.

1.6 ACKNOWLEDGMENTS

The consultants wish to acknowledge the kind assistance of the following people and organisations.

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Joanna Nelson	National Capital Authority

ACT Heritage Library	
Graeme Evans	Canberra Horticulture
Dr John Gray OAM	Heritage Consultant

The authors also wish to thank the following individuals and organisations for their assistance in the undertaking research for the social values assessment, and also those who participated in the interviews, the focus group workshop at Old Parliament House on 9 December 2008, and responded to the email survey.

Dianne Firth	Landscape Architect, University of Canberra
Maureen Ross	National Rose Society
Natalie Broughton	National Capital Authority
Max Bourke	Australian Garden History Society
Prof. Richard Clough	Retired landscape architect and former NCDC
Merylyn Condon	Horticulture Society of Canberra
Kate Cowie	Old Parliament House
Seona Doherty	National Capital Authority
Graeme Evans	Canberra Horticulture
Margôt Jolley	Old Parliament House
Ree Kent	Old Parliament House
Brett Odgers	Walter Burley Griffin Society
Michael Pearson	ACT Heritage Council
Geoff Pryor	Old Parliament House Governing Council
Juliet Ramsay	
Keith Storey	Former NCDC
Rowena Yette	Department of Finance and Deregulation
Horticulture Volunteers	
National Rose Societies	

Representatives of Representative Aboriginal Organisations (Buru Ngunawal Aboriginal Corporation, Consultative Body Aboriginal Corporation in Indigenous Land and Artefacts in the Ngunnawal Area, Ngarigu Currawong Clan, Little Gudgenby River Tribal Council), other members of the academic community (with research interests and skills specifically related to landscape architecture, history, and/or cultural heritage conservation), the Lobby Restaurant, and the National Trust of Australia (ACT) were also invited to participate in the project through the social values focus group. Representatives of these groups were unable to attend.