

people place heritage

# CONTEXT

## OLD PARLIAMENT HOUSE GARDENS PRECINCT HERITAGE MANAGEMENT PLAN

January 2015

Prepared for  
National Capital Authority



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Cover image: Horses being used to level and prepare the ground in what became the Senate Gardens in 1926 (Source: NAA, Mildenhall Collection, Series A3560/863).

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## **Report Register**

This report register documents the development and issue of the report entitled 'Old Parliament House Gardens Precinct Heritage Management Plan' undertaken by Context Pty Ltd in accordance with our internal quality management system.

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## Executive Summary

The Old Parliament House (OPH) Gardens Precinct is entered on the Commonwealth Heritage List as an individual listing and as part of the larger conservation area called the Parliament House Vista. The Gardens Precinct is a place of some heritage value related to its history, aesthetics and social value. Entry on the Commonwealth Heritage List entails a number of obligations under the *Environment Protection and Biodiversity Conservation Act 1999*, including the preparation of a management plan such as this one.

The lead conservation policy for the Precinct contained in Section 7 of this management plan includes the following:

Significance as the basis for policy: The OPH Gardens Precinct is a mixture of original and reconstructed elements that together provide evidence of the significant planning, form and fabric of the place. The shape of the Precinct is associated with the original plan for Canberra and its planning was associated with the changes made to provide for the Provisional Parliament. Significant original fabric includes, in particular, the street tree plantings by Charles Weston surrounding and dividing the Precinct into the Gardens and former parkland areas (now Magna Carta Place and Constitution Place) and the early tree plantings in the garden quadrants themselves. While much of the current fabric of the place dates to 2004, this contributes to significance with the reconstruction of the original quadrant form of the Gardens, its hedges and its rose garden beds to that of its key historic period. These 2004 works also assisted public use and access to the place (paths, kiosks and amenities).

Policy Vision: The vision for the management of the OPH Gardens Precinct is founded on the role of the place in the functioning of the Provisional Parliament House from 1927 to 1988. The OPH Gardens Precinct provides important evidence of the operations of the parliament and has strong associations with the members of parliament and their activities in that period. The policy vision is to continue providing the public with access to and an appreciation of this significance. Policy is aimed at retaining the significant attributes of planning, form and fabric; by reinforcing the design form of the place with the conservation of original and early framework trees and removal of recent trees that obscure that form, and by retaining rose and companion planting beds (and the planting themes established in 2004) but with flexibility on future replacement species selected. Continuing public use and access will be augmented by heritage interpretation that communicates both significance and stories of place. Policy will include strategies for long term landscape replacement and ongoing maintenance.

Key policy and strategy recommendations contained in Section 7 of this report include:

- An OPH Gardens Precinct Landscape Maintenance Plan should be prepared to address detailed aspects of landscape maintenance, including: survey and audit, cyclic maintenance, long term replacements, condition monitoring and defining and reviewing contractor maintenance standards and providing a heritage induction for contractors.
- That an OPH Gardens Precinct Interpretation Plan be prepared to communicate to visitors both on site and remotely the significance of the place and stories of the place. The Interpretation Plan should include strategies to acknowledge and commemorate the contributors to the Rose Patronage Scheme that will cease at the end of 2014.
- While public access and use of the place assists in the communication of the heritage values of the place, events that will, or potentially have, an adverse impact on the place and its heritage values should not be permitted.



# 1 Introduction

## 1.1 Project Background and Objectives

The National Capital Authority (NCA) is responsible for the conservation and management of the Old Parliament House Gardens Precinct (Gardens Precinct). The NCA has commissioned this heritage management plan to help guide the conservation and the future management of the Gardens Precinct.

The Gardens Precinct is comprised of the Old Parliament House Gardens (the Gardens) and the adjacent Magna Carta Place and Constitution Place. The Gardens, in turn comprised of the Senate Gardens and House of Representative Gardens, are entered in the Commonwealth Heritage List (CHL) as an individual listing (Place ID 105616),

Figure 2 (a copy of the Commonwealth Heritage List citation for the Gardens is reproduced at Appendix A). The Gardens Precinct is part of the larger conservation area on the CHL called the Parliament House Vista (Figure 1).

The report satisfies the *Environment Protection & Biodiversity Conservation Act 1999* (EPBC Act 1999) obligation for Commonwealth agencies that own or control a place included in the Commonwealth Heritage List to prepare a management plan for the place in accordance with the timetable included in the heritage strategy for that agency.

## 1.2 Old Parliament House Gardens Precinct

The Old Parliament House Gardens Precinct is located within the Parliamentary Zone and is divided into two parts, east and west of Old Parliament House (known as Provisional Parliament House prior to 1988) (Figure 1, Figure 2, Figure 3).

The Gardens Precinct is bound by King Georges Terrace (north), Walpole Crescent (east), Queen Victoria Terrace (south) and Langton Crescent (west) yet excludes the central portion occupied by Old Parliament House in Parliament Square.

The Gardens Precinct is divisible into a number of interconnected areas. These include the two main square gardens, the Senate Gardens (west of the House) and the House of Representatives Gardens (east of the House).<sup>1</sup> These two gardens are divided into four unequal quadrants (Figure 3). The Senate Gardens consists of a cricket pitch, tennis courts, the Broinowski Rose Garden and Rex Hazlewood Rose Garden. The quadrants of the House of Representatives Garden include a bowling green, the Macarthur Rose Garden, Ladies' Rose Garden and tennis courts.

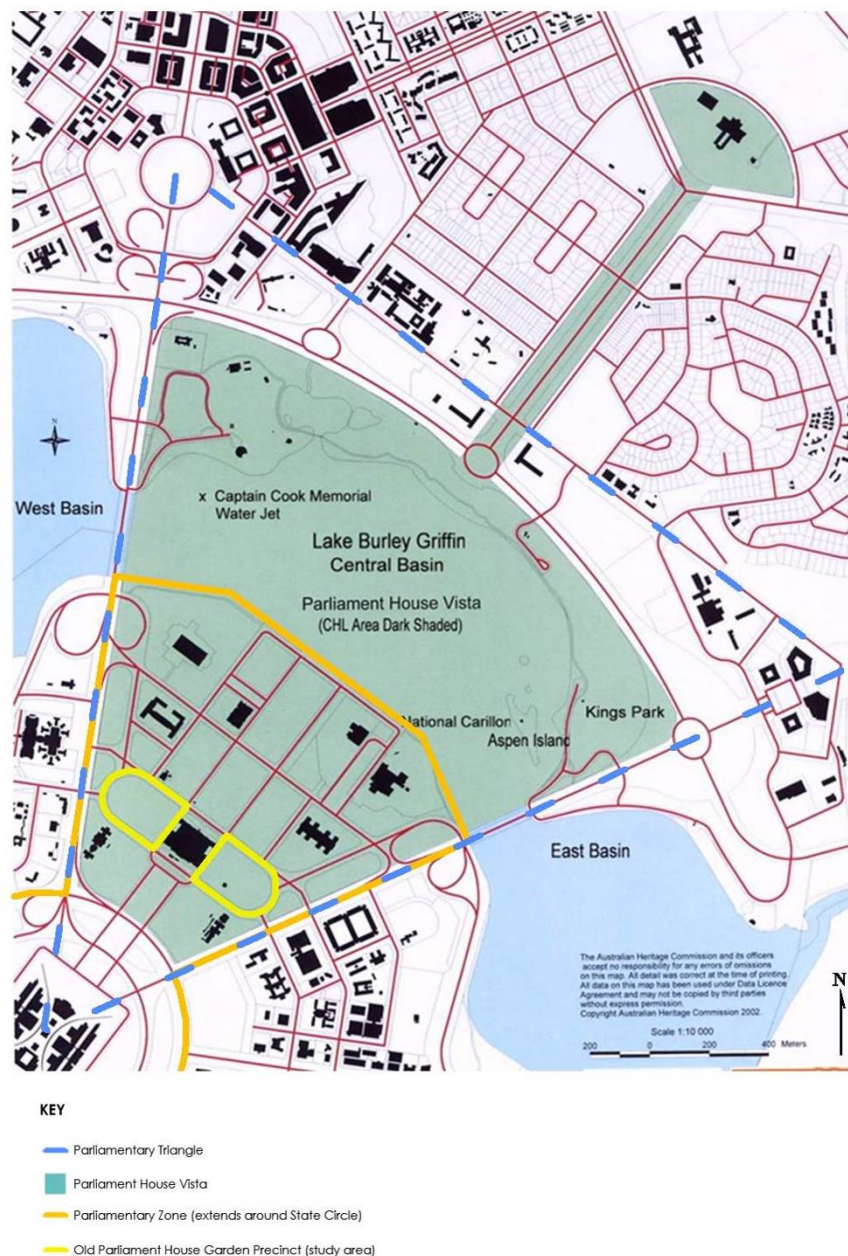
Extending further away from the House are two semi-circular parklands originally known as the Senate and House of Representatives parklands but respectively defined as Magna Carta Place and Constitution Place since 1997 and 1998. The original formation of the Gardens Precinct included a connection between these parklands with the corresponding main garden. This is exemplified by the use of continuous perimeter plantings (Figure 3).

The Old Parliament House Gardens Precinct is strongly associated with three other places. These include Old Parliament House and Curtilage, the National Rose Gardens and the Parliament House Vista (Figure 1 and Figure 2).

<sup>1</sup> These were formerly known only as the 'Senate side' and the 'House of Reps side'. Source: CMP workshop 22 February 2005.

The relationship between Old Parliament House and Old Parliament House Gardens Precinct is fundamental to the significance of both places. The Parliament House Vista is an extensive landscape which includes the Gardens Precinct as a substantial component. To a lesser degree, but still noteworthy, is the connection between the National Rose Gardens and the Gardens Precinct, which have a historical connection as they were established in the same period and within close proximity. Both gardens contribute to the overall landscape setting of the Parliamentary Zone.

The gardens that directly abut the Old Parliament House building and its two inner courtyards lie within the Old Parliament House and Curtilage Commonwealth Heritage List area (Figure 2) and are the responsibility of the Museum of Australian Democracy (MOAD), (although NCA does contract maintenance). These areas are not part of this study.



*Figure 1. Location Plan for the Old Parliament House Gardens Precinct, within the National Triangle, the Parliament House Vista and the Parliamentary Zone (Source: Australian Heritage Commission 2002, via the Department of Environment, annotated by Context 2013).*



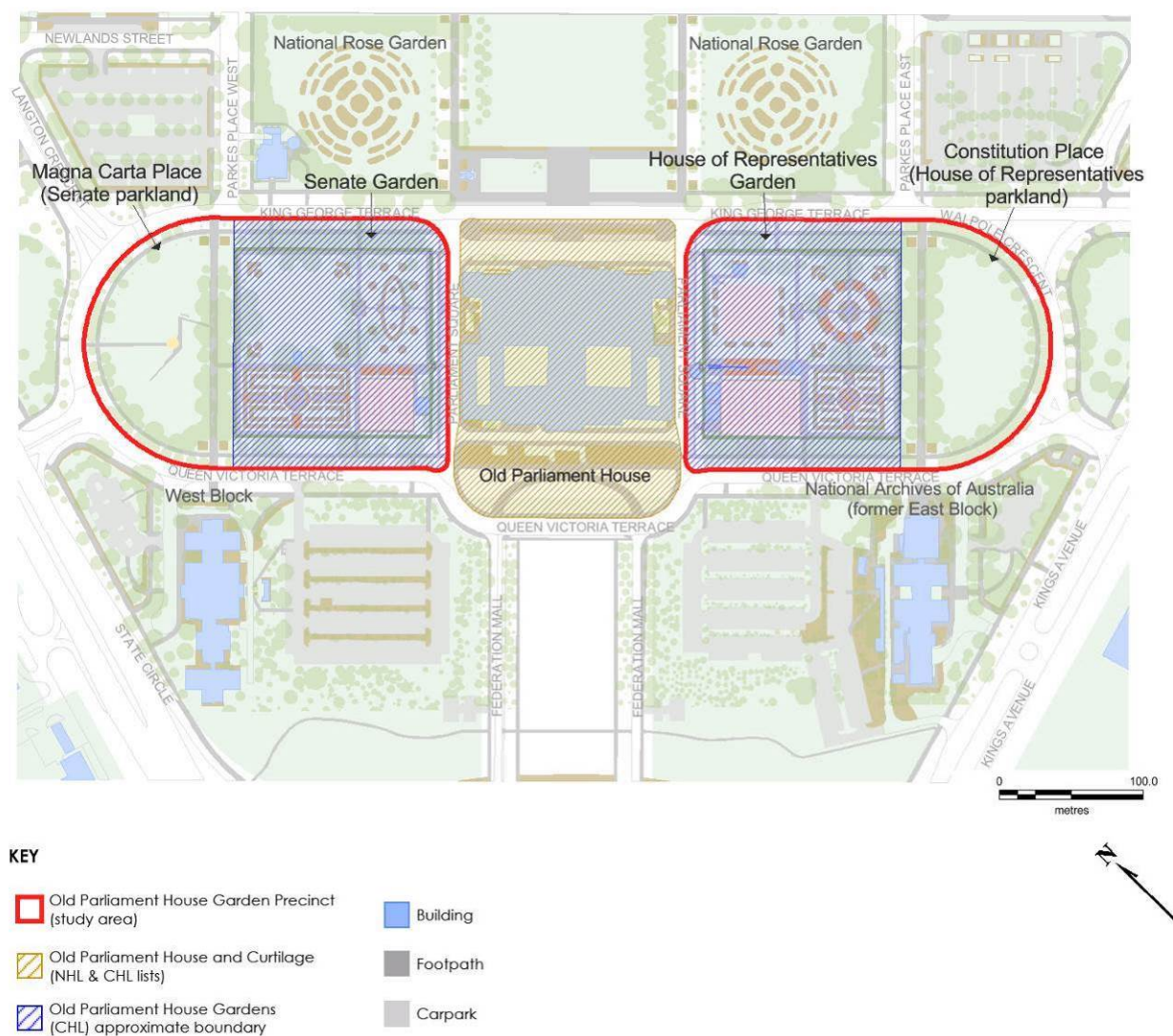
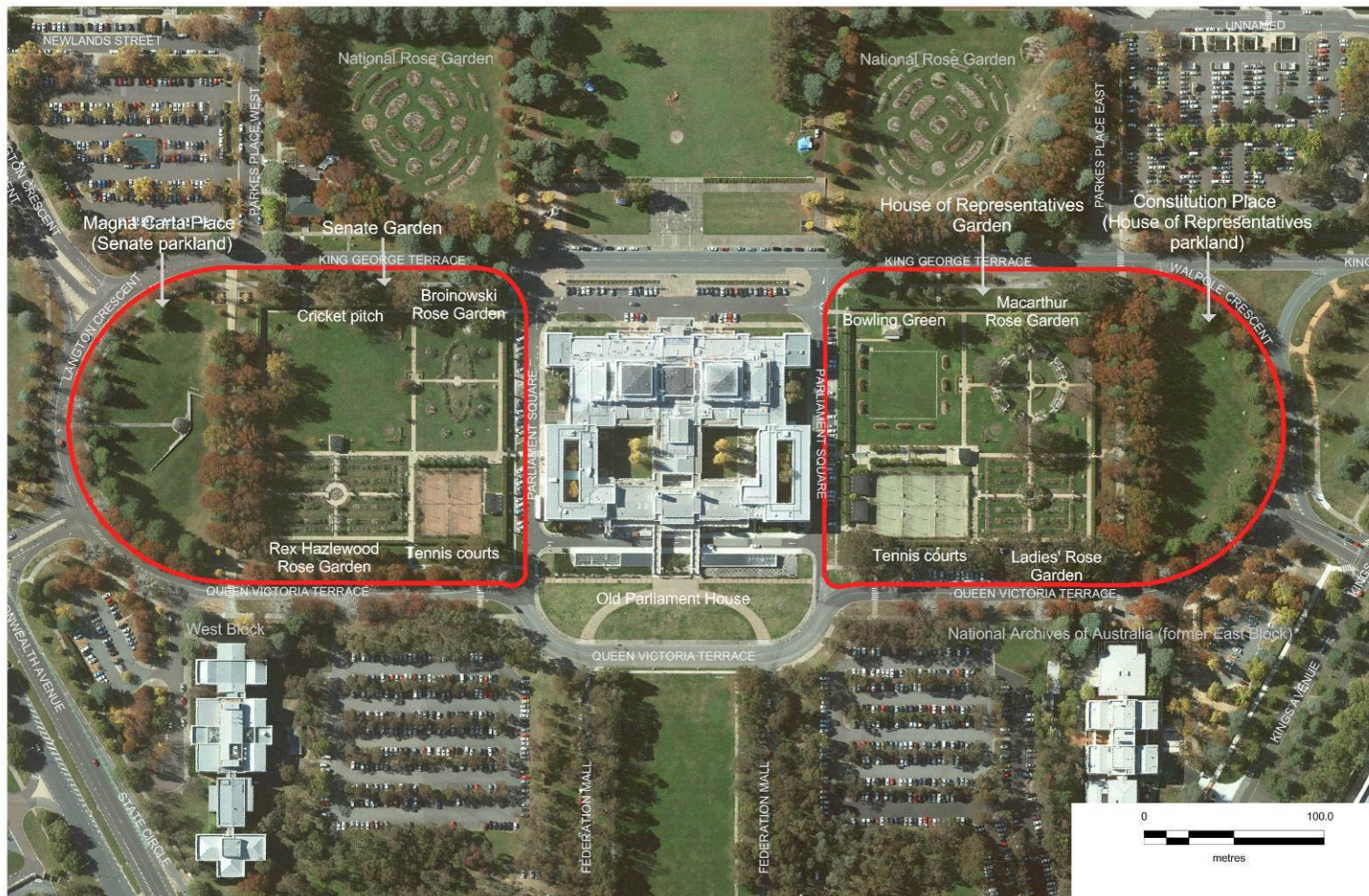


Figure 2. Site Plan for OPH Gardens Precinct. Adjacent National and Commonwealth listed heritage places include Old Parliament House and Curtilage and the National Rose Garden (Source: NCA GIS data and Context plan, 2013).





**KEY**

  Old Parliament House Gardens Precinct (study area)

Figure 3. Aerial photograph of the study area, noting the quadrants within each of the Senate and House of Representatives Gardens (Source: Context additions to NCA aerial, 2013).

## 1.3 Project Methodology and Report Structure

### Methodology

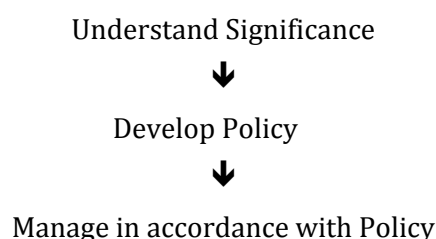
The brief for the project included the following tasks:

- an update of the significance of the heritage values of the place; the fabric that demonstrate these values, or the way that the values are manifested;
- the identification of opportunities and constraints that apply to their management; and
- the development of management policies for the conservation of the cultural resources of the place and the interpretation, management and use of the place that are compatible with its significance and heritage values.

This heritage management plan has been prepared using the same methodology and structure as for a conservation management plan which is the more commonly used term for such plans. As such, this plan follows the methodology for conservation plans as described in the *Burra Charter*<sup>2</sup> and James Kerr's *The Conservation Plan* published by the National Trust of Australia.<sup>3</sup> This process may be summarised as follows.

### ***Basic Steps of Conservation Management Planning***

(Source: Australia ICOMOS 1999)



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

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

### Report Structure

**Section 2** provides an overview of the historical development of the Gardens Precinct and is structured according to key phases with sub-sections included to discuss the history of the adjacent parklands and parliamentary use during these periods.

**Section 3** describes the place according to its different areas and identifies features and spaces from the key phases.

**Section 4** provides an analysis of the key aspects of physical and documentary evidence.

**Section 5** includes reference to the existing listing of the study area and also applies the relevant heritage significance criteria to notes potential additional values. It includes a statement of significance, an identification of the physical attributes of these values and their relative contribution to the significance of the place.

**Section 6** provides an understanding of the constraints and opportunities related to the current and future management of the place, including the constraints arising from the significance of the place identified in Section 5.

**Section 7** identifies the conservation policies and implementation strategies for the future conservation and management of the Old Parliament House Gardens Precinct.

<sup>2</sup> Australia ICOMOS 1999

<sup>3</sup> James Semple Kerr, *The Conservation Plan*, National Trust of Australia, 1995.

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## Public consultation

To be completed following the public consultation phase

### 1.4 Limitations

In addition to the normal requirements arising from the *Burra Charter*, a number of other tasks were undertaken in response to the principles and requirements contained in Schedules 7A and 7B of the *Environment Protection & Biodiversity Conservation Act Regulation 2003 (No. 1)*—see Appendix D for EPBC Act compliance. This management plan also conforms to the requirements of the *Burra Charter*<sup>4</sup> and there are no non-conforming aspects to note.

This report does not consider possible National Heritage values.

The potential for the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts, and the related research potential relating to these aspects are yet to be formally established.

### 1.5 Authorship and Acknowledgements

The consultants for the preparation of the draft management plan 2007 were Context Pty Ltd (Chris Johnston and Karen Olsen) together with sub-consultants Duncan Marshall and Madeleine Maple (history).

The consultants for the finalisation of this management plan are Context Pty Ltd (Geoff Ashley, Annabel Neylon, Chris Johnston and Jessie Briggs).

Various sources were used to prepare the 2007 overview of events and garden development. Patrick and Wallace's 1989 *Old Parliament House Gardens Conservation Study and Management Plan* and Dr John Gray's 1994 research into the history of the gardens have been the primary sources of historical information.

The consultants wish to acknowledge the kind assistance of the following people and organisations that assisted with the 2007 draft report.

Ros Ransome	National Capital Authority
Natalie Broughton	National Capital Authority
Vicki Hingston-Jones	National Capital Authority
Winnifred Rosser	National Capital Authority
Ian White	National Capital Authority
Dr Robert Boden	
Richard Broinowski	Patron, Old Parliament House Gardens
Kate Cowie	DoCITA/Old Parliament House
Phil Creaser	DoCITA/Old Parliament House
Max Bourke AM	Australian Garden History Society
Dr Dianne Firth	
Dr John Gray	
Colin Griffiths	National Trust of Australia (ACT)

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<sup>4</sup> Australia ICOMOS 1999



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Ree Kent	DoCITA/Old Parliament House
Malcolm Longstaff	Australia-Britain Society
Virginia Anne Lyon	DoCITA/Old Parliament House
Eric Martin	National Trust of Australia (ACT)
Dr Warren Nicholls	Natural heritage consultant
Russell Tapp	Canberra Horticulture
John Taylor	
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Georgia Conduit	OPH
Bronwyn Coupe	OPH
Peter Cox	Patron and Rosarian
Steven Fox	OPH
Dr John Gray	former Consultant
Colin Hollis	Patron and former parliamentarian
Ree Kent	OPH
Chris Jobson	NCA
Robin Johnson	former Gardener
Tony Lamb	Association of Former Members of Parliament of Australia and former parliamentarian
Michael McGuigan	John Hindmarsh Pty Ltd
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Ros Ransome	NCA
Glenda Smith	OPH
Jenny Trustrum	Office for Women
Ian White	NCA

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Anna Wong	NCA Cultural Heritage Manager and project manager for this project
Pamela Owen	NCA Exhibitions & Facilities Manager
Roslyn Hull	NCA Education and Outreach Officer
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Vivienne Rolfe	NCA Project Officer Estate
Nigel Ward	NCA Visitor Services Officer
Edwina Jans	Museum of Australian Democracy, Manager, Heritage and Interpretation
Greg Cornwell	Friends of the Old Parliament House Rose Gardens

## 1.6 Terminology

### 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 as defined below:<sup>5</sup>

**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.

### Significance

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 (eg. 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)

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<sup>5</sup> Australia ICOMOS 1999

## **Horticulture**

**Cultivar** means a particular plant or group of plants which has been deliberately bred for specific characteristics. The cultivar name is in inverted commas after the species name i.e.: *Malus domestica* 'Granny Smith' (Granny Smith Apple)

## **Place Naming**

For many years, the two semi-circular areas that are adjacent to the House of Representatives Garden and Senate Garden were known as the Senate and House of Representatives parklands. These areas were renamed Magna Carta Place in 1997 and Constitution Place in 1998, respectively. When discussing the areas in historical terms, they are referred to as Senate parklands or House of Representatives parklands with current naming used when referring to these places after their renaming

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## 2 Historical Overview

### 2.1 Introduction

The Old Parliament House Gardens Precinct was the parliamentary gardens and adjacent parklands that were associated with the Federal Government's first purpose-built parliament house in Canberra (called the Provisional Parliament House at the time). These gardens were continuously used as parliamentary gardens from 1927 to 1988, when the Federal Parliament moved to the new Parliament House on Capital Hill. The Provisional Parliament House then became known as 'Old Parliament House'.

This section provides an overview of the historical development of the Gardens Precinct and is structured according to key phases with sub-sections in each phase discussing the history of parliamentary use and of the adjacent parklands during these periods.

### 2.2 1901-1927: Planning and Establishment

#### 2.2.1 The Griffin Plan for Canberra

Following Federation in 1901, Melbourne acted as the temporary meeting place of the Federal Parliament. In 1908, the Yass-Canberra district was selected as the National Capital site. In 1912, Walter Burley Griffin, in association with his wife Marion Mahony Griffin, won the international design competition for the design of the new Australian national capital. Griffin was appointed Federal Capital Director of Design and Construction in the following year.

The location selected for the Provisional Parliament House and Gardens is visible on the Griffins' 1911 plan for the National Capital (and later plans dated 1913 and 1918) (Figure 4). It is clear that the layout and perimeter of the Gardens reflected Griffins' plans, upon which the elongated oval shape is repeated, split across the Griffins' major axis line (the Land Axis).

T C G (Charles) Weston was a horticulturalist and arboriculturalist with extensive experience in prestigious British garden estates, who migrated to Australia in 1896. Weston was Head Gardener of Admiralty House and later, Government House, Sydney. He was also Superintendent of the New South Wales State Nursery before being appointed Chief Afforestation Officer and Superintendent, Parks and Gardens, ACT, in 1913.<sup>6</sup> The Griffins and Weston transformed the treeless, degraded, pastoral landscape into an attractive setting for the new capital city.

The Griffins' original plan positioned Parliament House on Camp Hill, designed to overlook a formal fountain basin and a terraced area called the Government Group (Figure 4). Its location on the Land Axis, on an elevated site, between the Capitol and the Government Group was designed for symbolic effect related to Walter Burley Griffin's philosophical views on the nature of Government and the role of Parliament in a democracy where the Capitol representing 'the people' was symbolically placed above the Parliament.

Griffin also prepared some detailed drawings for Parliament House in preparation for an international competition for the design of an Australian national parliament building. This competition was twice postponed due to World War I. The competition never went ahead.

After several controversial years, Griffin left his government post in 1921. He continued to provide comment on the development of the city but his formal role in the design of the city finished on his departure.

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<sup>6</sup> Gray 1994, p. 7-8

### 2.2.2 The Provisional Parliament House

Soon after the end of World War I, attention was again focused on the move of the Federal Parliament from Melbourne to Canberra. In 1921, the development of Canberra came under the control of the Federal Capital Advisory Committee (FCAC), then chaired by John Sulman, consulting architect and town planner. The Committee was appointed to complete sufficient permanent buildings to enable Parliament to move from Melbourne to Canberra. As a result, work on the plans for the new Parliament House started again with a sense of urgency. The proposals of the FCAC were referred to a Parliamentary Standing Committee on Public Works, who recommended to the Government that there were two options: erection of the nucleus of a permanent building on Camp Hill, or the construction of a provisional building on a site below Camp Hill. It is in this Committee's report that the garden surrounds were first mentioned. The site of the provisional building was to 'front the Parliamentary gardens, which in the course of time, will be beautified, so that the provisional building ... will enjoy all the advantages of the amenity'.<sup>7</sup>

In 1923, Parliament agreed to build a provisional parliament house (estimated life of about 50 years) in front of Camp Hill. Cost and time constraints seem to have been primary concerns in relation to this decision.

John Sulman is thought to have been a significant advocate for the proposal of a temporary or Provisional Parliament House located in front of Camp Hill. This location was a major departure from the Griffins' Plan. John Smith Murdoch, Chief Architect of the Commonwealth Department of Works and Railways, also gave advice on location options, later submitting plans for the provisional building.<sup>8</sup>

### 2.2.3 The Design of the Provisional Parliament House and the Gardens Precinct

John Smith Murdoch (1862-1945) was the first Commonwealth Architect and was central in the development of Commonwealth Public works architecture between 1904 and 1930. Murdoch developed an interest in the French classical school, the *Ecole des Beaux-Arts*. His knowledge of Beaux-Arts increased, as he embraced the fundamentals of the *Ecole's* doctrine of symmetry, order, proportion, unity and harmony, which would guide his future works.<sup>9</sup>

Murdoch immigrated to Australia in 1884 and soon moved to Queensland to fill a position in the Public Works Department. By the turn of the century, Murdoch became the District Architect, designing many public buildings that were characterised by his Beaux-Arts principles, as well as integrating both the 'national' Federation style and the 'imperial' genre of the Edwardian Baroque. Murdoch's works were an 'outward expression of the internal spatial hierarchy' and emanated a 'unified image', as required by the State government.<sup>10</sup>

In 1904, Murdoch joined the Commonwealth Department of Home Affairs (later Works and Railways) in Melbourne and became the first Commonwealth Government Architect. After an overseas trip in 1912-13, Murdoch became involved with the early development of Canberra and was promoted to Chief Commonwealth Architect in 1919.

Throughout the next decade, he consolidated his transitional Modern French Renaissance ideology of the 1910s into a more streamlined idiom, which he called Modern Renaissance. Maintaining his allegiance to the principles of Beaux-Arts composition, he developed a highly eclectic and complex classical style, amalgamating various contemporary and revivalist stylistic traits. During these years, he was responsible for the design and construction of many of early Canberra's most

<sup>7</sup> Patrick & Wallace 1989, p. 7

<sup>8</sup> Patrick & Wallace 1989, p. 8

<sup>9</sup> Trethowan & Schmeder 2010, p. 6

<sup>10</sup> Trethowan & Schmeder 2010, p. 6

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important buildings, such as the Provisional Parliament House (1924-27), the East and West Block Secretariat Offices (1924-27) and the Hotel Canberra (1922-25), as well as buildings in other states: the General Post Office in Perth (1923) and the High Court of Australia (1925) in Melbourne. He laid out Forrest Place in Perth (1924), and Anzac Memorial Square in Brisbane (1918-25).<sup>11</sup>

Murdoch incorporated courtyards, verandas and loggias into his design for the Provisional Parliament House. This approach reflected a Beau-Arts interest in breaking down the external volume of a building and relating this to its external landscape setting, thus allowing for strong visual relationships between a building and its landscape setting. Thus Murdoch also considered the 'garden arrangements' to be a feature of his design of amenities for the building. Roof gardens were included in these amenities and the building's courtyard spaces contained pergola structures and seating (Figure 15).

Murdoch's Beau-Arts influenced Modern Renaissance style is evident in his plans for shelter pavilions intended for the Old Parliament House tennis courts and bowling green (Figure 14). Although these pavilions were not built, Murdoch's design principles are evident. These pavilions inspired the 2004 kiosk and public amenity pavilions constructed in the Gardens.

The formal arrangement of the gardens speaks to the design of the building set at its centre. The inclusion of gardens within gardens, the quadrant arrangements and deliberate attempts to capture differing vistas and cross-axes to the surrounding natural landscape, the designed landscape and the House itself are Beaux Arts/Edwardian in influence. Many of these vistas are now obscured by the mature plantings and development which surround the site. The use of boundary hedging is also interesting in that it creates a series of private gardens (or designed space) within a public gardens space, within the broader garden city space of early Canberra, set within its encircling Mountain range.

While there is no record of a grand garden plan for Murdoch's Provisional Parliament House, it appears likely that the Senate and House of Representatives Gardens were modelled on the Victorian Parliament House gardens in Melbourne, where Federal Parliament sat between 1901 and 1927. The private parliamentary gardens in Melbourne had extensive lawns and walks, a bowling green, a tennis court and a pavilion. A tall clipped hedge was also planted around the perimeter of the gardens. While the design of the gardens was not directly copied, the idea of private, formal gardens for the amenity and recreation of parliamentarians appears to have become established, or at least expected.<sup>12</sup>

Plans for the gardens at this time do not appear to have been developed to the same detail as the building. Some reasons have been put forward for this. The gardens, for example, may have been considered to be of a secondary nature to the building. Alternatively it may have been assumed that Canberra, the 'garden city', would eventually develop around the building.<sup>13</sup> Most likely however are the budgetary constraints on the construction of Parliament House where the garden spaces was laid out into its classical 'room' arrangement together with street plantings to define the plan with the intention that detail to be determined later and funding permitted.

Work began on the construction of the Provisional Parliament House in 1923. From 1924, there are records of discussions between key figures which indicate that the design of the gardens was being formulated—see Figure 9 for an early plan of the layout of the garden area and surrounding roads. Murdoch had already set his parliament building symmetrically across the Griffins' Land

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<sup>11</sup> Trethowan & Schmeder 2010, p. 9

<sup>12</sup> Gray 1994, p. iv & 5

<sup>13</sup> Patrick & Wallace 1989, p. 7-8

Axis with a division of the Senate and House of Representatives chambers. The gardens were to repeat this division and symmetry.

James Orwin, of the Department of Works and Railways in Sydney, suggested in the July 1924 issue of *Architectural Forum* that the garden in front of the House should derive its layout from 'illustrations of formal gardens' (note: Orwin is not referring here to the Senate and House of Representatives Gardens).<sup>14</sup> Initially, the FCAC agreed that it would be appropriate for Murdoch to be consulted on the layout of the gardens. However, within a week of this decision, Colonel Owen of the FCAC wrote to Murdoch suggesting that James Orwin present Murdoch with sketches for the garden design. It was agreed at this date that the 'garden should be strictly formal'. Ultimately, it was the FCAC who had the final say on the treatment of the gardens and expenditure allowed.<sup>15</sup>

Murdoch received the sketches and layout suggestions by Orwin, made revisions to the plans and submitted them to the FCAC in March 1925. There is no proof that Murdoch's plans were officially approved nor how much of Orwin's concepts were retained, however, Murdoch later expressed that it was his garden layout and planting scheme that was to be implemented. He also provided instructions on plantings in this letter, and admitted his limited knowledge on which trees were best suited to Canberra. Murdoch's plans have since been lost.<sup>16</sup>

Murdoch intended the general effect of the planting to be 'loose and low', in order to not dwarf the horizontally proportioned building and obscure views with the use of trees. It is also noted that the design related to the Griffins' road pattern and spaces and wide path system.<sup>17</sup> The gardens were intended to be used—the grass areas for walking and picnicking—while the tennis and squash courts were reserved purely for parliamentarians, over time parliamentary staff and families were provided access to the gardens.<sup>18</sup>

It is suggested that the species selection and detailed layout of the planting appears to have been decided by the FCAC and particularly Charles Weston<sup>19</sup>. It is probable that Weston assisted Murdoch in the design of the planting scheme, having had 13 years horticultural experience with the difficult Canberra landscape.

A key plan that has been attributed to Weston and dated c1928 gives detail on the location and species of trees to be planted (see Figure 10 and Figure 11 - details from this plan and the tree index to these plans at Figure 12).<sup>20</sup>

#### **2.2.4 The Gardens established: hedges, street plantings and recreational functions in place**

Work on the gardens was likely to have commenced by 1925.<sup>21</sup> Ground levels in the Parliamentary Zone (the Government Area) were also to be prepared in time for a winter planting in 1925.<sup>22</sup> Figure 5 shows horses being used to prepare the ground in the Senate Gardens in 1926.

In the immediate vicinity of the buildings, Weston planted low-height species to retain visibility of the Provisional Parliament House as required by Murdoch and noted above. However, Weston's plan (Figure 10, Figure 11 and Figure 12) also included large trees at close spacing, and Acacia

<sup>14</sup> Patrick & Wallace 1989, p.9

<sup>15</sup> Patrick & Wallace 1989, p. 9-10

<sup>16</sup> Patrick & Wallace 1989, p. 9-10

<sup>17</sup> Gray 1994, p. 5

<sup>18</sup> Department of the Environment & Water Resources 2005c

<sup>19</sup> Gray 1994, p. 5

<sup>20</sup> Grey 1994, p.7

<sup>21</sup> Patrick & Wallace 1989, p. 8

<sup>22</sup> Gray 1994, p. 5



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(*Acacia baileyana* and *decurrens*) planted along either side of larger trees in order to create an environment in both microclimate and aesthetic terms. Weston is reported to have overplanted the site, foreseeing a poor survival rate and thinning of the garden in 20 years.<sup>23</sup> This practice was common in newly established parks and large gardens in the twentieth century. The *Acacia* were fast growing and provided shelter for the adjacent plants. Their role would always have been as an intermediate measure, and the plan would have been to remove them once the large trees had established.

Weston's plan show streetscape planting to include *Eucalyptus globulus* and *Eucalyptus rubida* (Candlebark) at the periphery of the gardens, along King George and Queen Victoria Terraces (see for example Figure 11). The *Eucalyptus globulus* shown on Weston's are now known to be *Eucalyptus bicostata* (Southern Blue Gum) and *Eucalyptus maidenii* (Maiden's Gum), and are either known as distinct species or as a sub species of *Eucalyptus globulus*.<sup>24</sup>

Figure 6 provides clear photographic evidence that the boundary planting of Eucalypts were newly established street trees by 1926-27. Figure 6 also shows a row of *Cupressus semprevirens* (Italian Cypress) along the eastern boundary of the House of Representatives Gardens by this time.

Photographic evidence confirms that the basic structure of the gardens was in place when the Provisional Parliament House was officially opened on 9 May 1927 (Figure 7). Figure 8, taken on the day of the opening, shows that the boundaries of the gardens were established, some street planting had occurred and there is an outline of the bowling green.<sup>25</sup>

By 1927 the gardens also included three tennis courts in the House of Representatives Gardens and two tennis courts and a concrete wicket pitch together with practice nets in the Senate Gardens.<sup>26</sup> The bowling green in the House of Representatives Gardens was completed by March 1928. At this date, the remaining garden areas within the hedges were rough graded paddock.

Between 1928 and 1931, when the rose gardens were started, the perimeter hedge of the Senate and House of Representatives gardens and the adjacent parklands were planted, and along with the street plantings, were well established (Figure 13).

### **Senate and House of Representatives parklands (now Magna Carta Place and Constitution Place)**

Figure 6, dated c1926-27, clearly shows the new cypress hedge planted around the boundary of the House of Representatives Garden. This planting was mirrored on the Senate Gardens, and both hedges are clearly evident by the c1930 aerial photograph shown in Figure 13. Both the Senate and House of Representatives parklands (now Magna Carta Place and Constitution Place) also had the same Cypress hedges as shown on Weston's plan (Figure 10, Figure 11 and Figure 12).<sup>27</sup>

The aerial photograph (Figure 8) taken during the opening of the Provisional Parliament House in May 1927 shows the Senate parkland. The shape of the Senate parkland is now well defined and this shape corresponds to what we see today. The north-south pathway is in place as is the semi-circular pathway around the perimeter of the parkland. The four (two at each end of the north south path) poplar squares were also in place. Photographs of the parklands over time show a

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<sup>23</sup> Gray 1994, p. 7; Patrick & Wallace 1989, p. 9-10

<sup>24</sup> The Royal Botanic Gardens Sydney and Royal Botanic Gardens Melbourne have differing views as to whether *Eucalyptus bicostata* and *Eucalyptus maidenii* are a sub species of *Eucalyptus globulus*.

<sup>25</sup> Photos of the Provisional Parliament House opening, 1927

<sup>26</sup> Gray 1994, p. 9

<sup>27</sup> Federal Capital Commission Plan of Westn Tree Planting 1928 in Grey p 7 and Figs 9-11 here

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mirrored development and design so it is therefore assumed that the House of Representatives parkland would have shown similar development at this time. This indicates that the perimeter trees were planted around the entire Gardens Precinct during the same period, forming one cohesive and interrelated garden.

Therefore by around 1930, the Parliamentary Gardens Precinct had been formally laid out into its current symmetrical arrangement of square gardens terminating in a semi-circular garden area, arranged on either side of the new Parliament House.

Pathways dividing the square and semi-circular gardens on either side of the Gardens Precinct had been formed and surfaced, as had pedestrian routes in the road reserve around the gardens. Hedges of Cypress (Arizona cypress and Monterey cypress) had been established around the garden areas which would become Magna Carta Place, Constitution Place, the Senate Garden and the House of Representatives Garden. A bowling green and tennis courts were established in the House of Representatives Garden, and street plantings of Eucalyptus and other species had commenced in the road reserves. A row of *Cupressus sempervirens* (Italian Cypress) were planted on the east boundary of the Senate Gardens and likely to have been planted on the west boundary of the House of Representatives garden. However, photographs show that the Parliamentary precinct gardens at this time had few if any plantings or built structures beyond the bowling green and tennis courts, and were principally areas of lawn surrounded by new hedging plants, and beyond this, street tree plantings (see Figure 6, Figure 8 and Figure 14).

### **Parliamentary use of the gardens**

Parliamentarians coming to Canberra in the 1920s and 1930s found the Capital as a whole, remote and lacking in most of the facilities and amenities found in their more developed home cities or towns. As a result, the Provisional Parliament House would have been in some respects a home, a place for recreation and a work place.

The gardens, while under developed in comparison to the former parliamentary gardens in Melbourne, would have at least provided the opportunity for tennis, bowls and social cricket.





National Library of Australia

nla.pic-an24079950-v

*Figure 6. Old Parliament House in 1926-7, looking south west across the corner of the House of Representative gardens note the street, hedge and cypress plantings (Source: NLA).*



*Figure 7. Opening ceremony of Old Parliament House in May 1927 from the north (Source: NLA).*



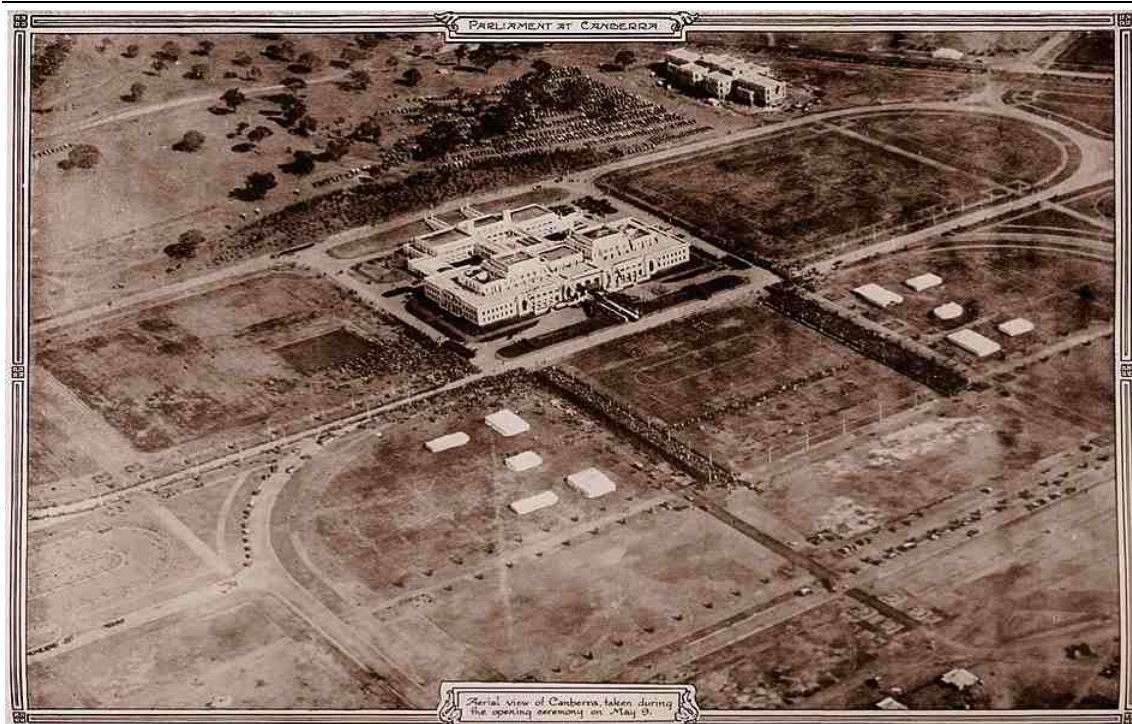


Figure 8. An aerial view of Old Parliament House Gardens during the opening ceremony on 9 May 1927 that shows the layout and pathways for the Gardens Precinct in place as well as the beginning of the bowling green in the House of Representatives Garden (Source: NCA).

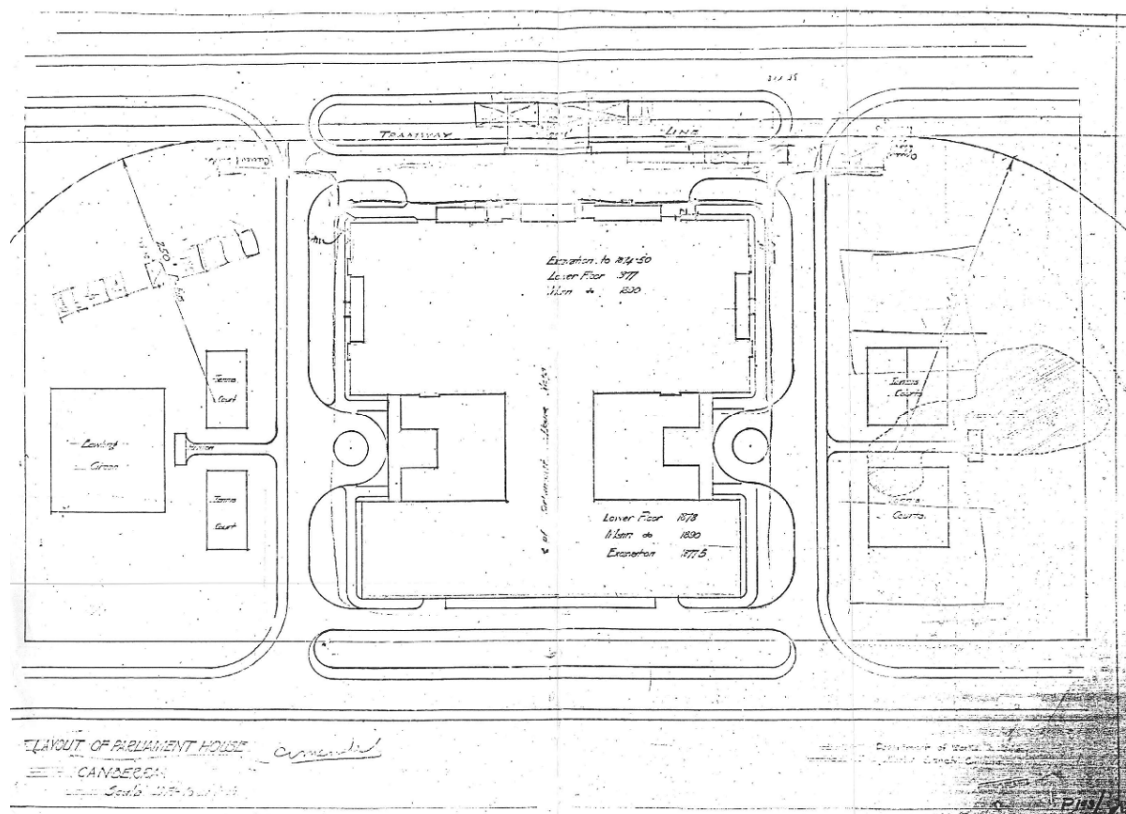


Figure 9. Plan titled 'Layout of Parliament House, Canberra, amended'. Possibly dating to 1925. It pre-dates the c1928 plans in Figures 9 and 10 (Source: Australian Archives Act A199, Item FC 1925/236 as cited in Patrick & Wallace 1989: Appendix P).

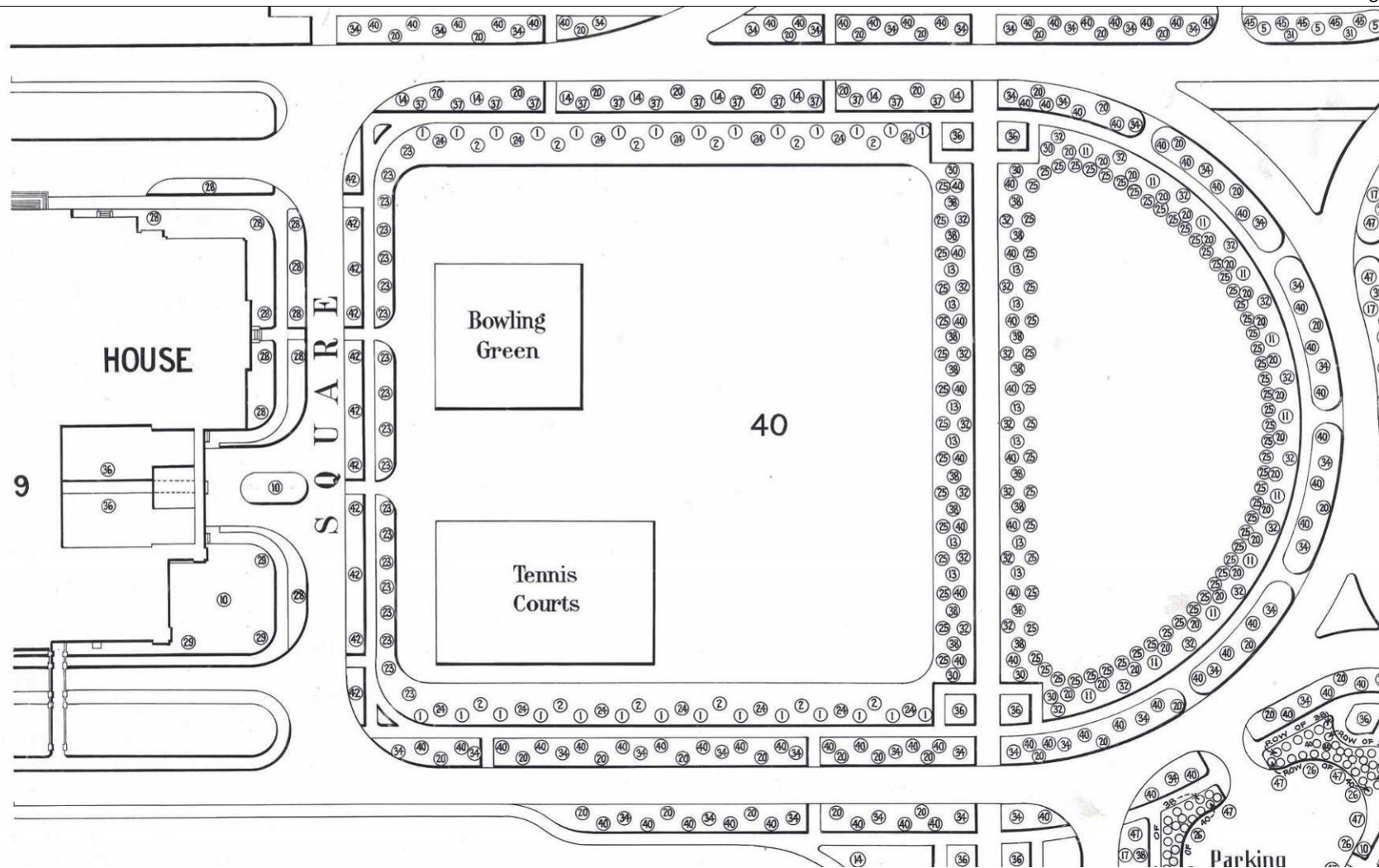


Figure 10. The planting scheme for the Gardens Precinct, dated 1928 most likely is reflecting the work of Charles Weston. The numbers refer to the Reference Table in Figure 12. This detail shows the House of Representatives Garden and parkland (Constitution Place). Note the original extent of the Old Parliament House building, in relation to the inner courtyard that was later enclosed. (Source: Federal Capital Commission Plan, National Library of Australia).



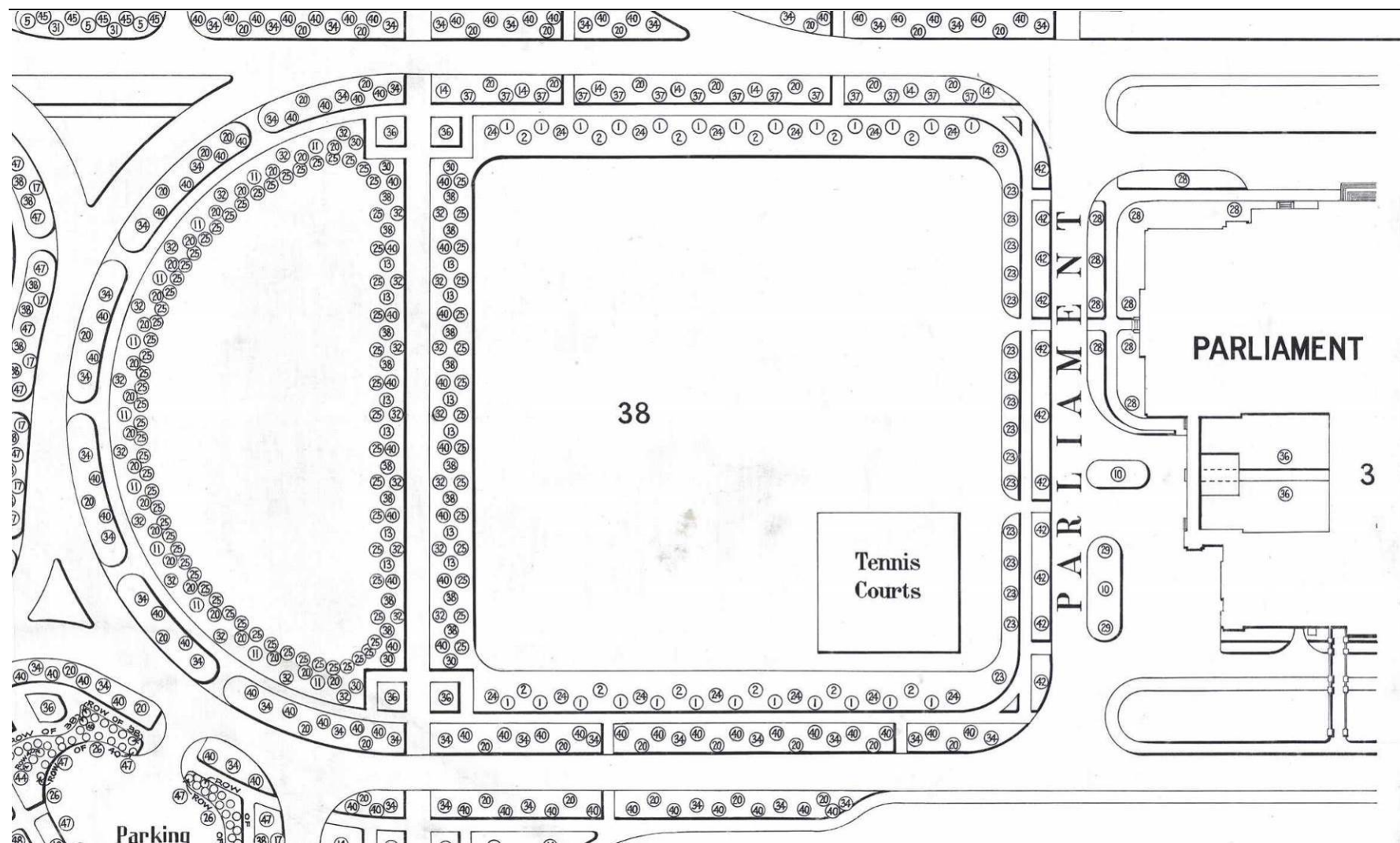


Figure 11. The planting scheme for the Gardens Precinct, dated 1928, most likely reflects the work of Charles Weston. The numbers refer to the Reference Table in Figure 12. This detail shows the Senate Gardens and parkland (Magna Carta Place). Note the original extent of the Old Parliament House building, in relation to the inner courtyard (Source: Federal Capital Commission Plan, National Library of Australia).

## REFERENCE

Nº	NAME	Nº	NAME	Nº	NAME
①	Acacia Baileyana	①7	Cupressus Knightiana	③4	Populus alba
②	Acacia decurrens	①8	Cupressus Lambertiana	③5	Populus alba Bolleana
③	Acer platanoides	①9	Cupressus Lambertiana aurea	③6	Populus pyramidalis
④	Acer Pseudo-Platanus	②0	Cupressus Lawsoniana	③7	Prunus Pissardii
⑤	Acer rubrum	②1	Cupressus Mac Nabiana	③8	Pyrus Aucuparia
⑥	Amygdalus Persica	②2	Cupressus majestica	③9	Quercus ambigua
⑦	Araucaria Bidwillii	②3	Cupressus sempervirens fastigiata	④0	Quercus palustris
⑧	Callitris calcarata	②4	Eucalyptus globulus	④1	Quercus paniculata
⑨	Catalpa bignonioides	②5	Eucalyptus rubida	④2	Retinospera plumosa
⑩	Cedrus atlantica	②6	Fraxinus sambucifolia	④3	Robinia Pseudacacia
⑪	Cedrus Deodara	②7	Grevillea robusta	④4	Sequoia gigantea
⑫	Cedrus Libani	②8	Ilex Aquifolium	④5	Sequoia sempervirens
⑬	Crataegus	②9	Juniperus africana	④6	Thuya aurea
⑭	Cupressus arizonica	③0	Juniperus chinensis	④7	Ulmus americana
⑮	Cupressus Benthiana	③1	Juniperus procera	④8	Ulmus chinensis
⑯	Cupressus Goveniana	③2	Libocedrus decurrens	④9	Ulmus vegeta
		③3	Platanus orientalis	⑤0	Salix Sacramenta

Figure 12. Tree planting scheme for the Gardens Precinct, 1928. This legend refers to Figure 10 and Figure 11 (Source: Federal Capital Commission Plan, National Library of Australia).



Figure 13. Aerial view of the Gardens Precinct, and entire Parliamentary Zone plantings, c1930 (most likely between 1928-1931 as no rose gardens have been developed, but plantings are maturing). Note the curvilinear roads and repeated lozenge shape; a clear reflection of the Griffins' original plan (Source: NCA).



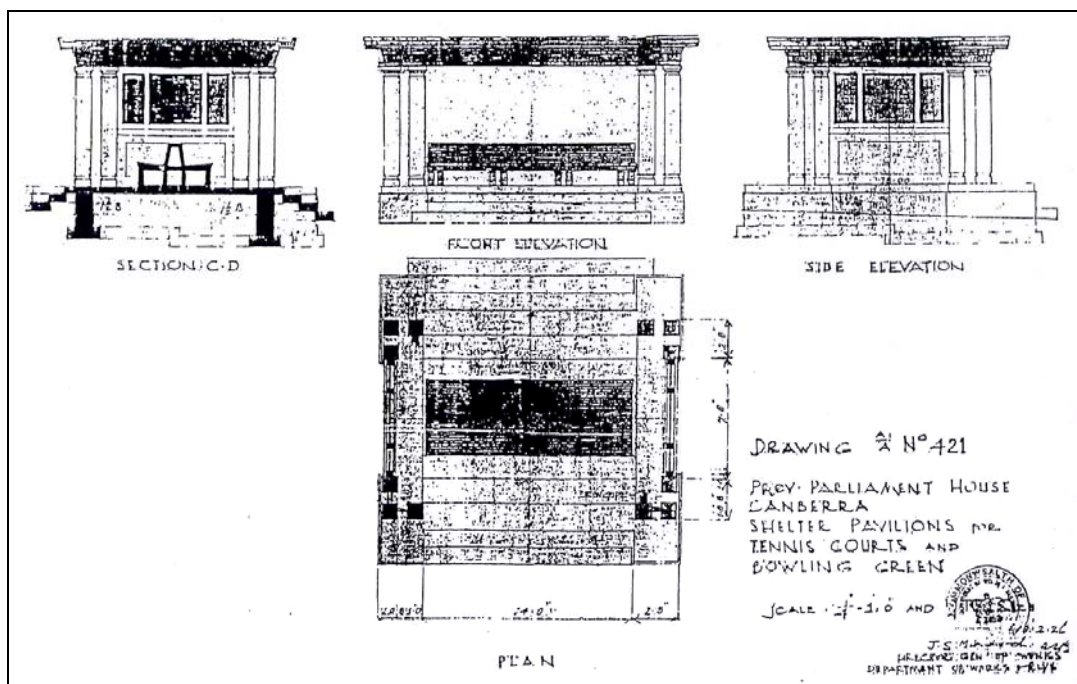


Figure 14. Plans for Shelter pavilions designed by Murdock but not constructed (Source: National Archives of Australia, Department of Works Drawing No. 421, 1926)

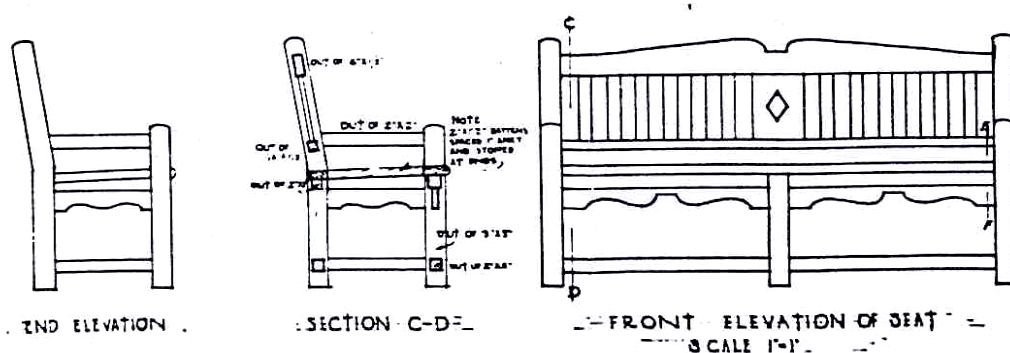


Figure 15. Detail of garden seating drawn in 1926, as part of Federal Capital Commission Plan No. P191 for garden courts nos. 1 and 2, 1926 (Source: Architect's Dept., Federal Capital Commission, Australian Construction Services, as cited in Patrick & Wallace 1989: Appendix M).



## 2.3 1927-1938: The Broinowski period

### 2.3.1 Rose Gardens Established

Following the opening of the Provisional Parliament House in 1927, little development occurred on the gardens in the next five to six years apart from the establishment of the bowling green and tennis courts in the House of Representative Gardens (Figure 17) and the tennis courts in the Senate Gardens (Figure 18).

Any major improvements may have been difficult to implement due to constraints on Government expenditure, as by 1929 the Great Depression was beginning to have an impact. The construction cost of the Provisional Parliament House building was a source of public criticism at the time.<sup>28</sup>

From 1930, maintenance of particular areas of the gardens fell to Parliament House gardeners, with the areas under their control including the immediate lawns of the House, the inner courtyards, the bowling green and the tennis courts. No major works were carried out on the Senate and House of Representatives Gardens before October 1930.<sup>29</sup>

Robert Arthur (Bruno) Broinowski was appointed Clerk Assistant and Secretary of the Joint House Department in 1930.<sup>30</sup> Broinowski had joined the staff of the Senate from 1911 and was Usher of the Black Rod from 1920-1930. Broinowski remained in the role Secretary, Joint House Department role until 1938. He would later take a position as Clerk of the Senate between 1939 and 1942.<sup>31</sup>

In 1931, Broinowski persuaded the President of the Senate, Sir Walter Kingsmill, to agree to a rose bed scheme in the Senate Garden.<sup>32</sup> The first planting was in the same year, with 100 climbing roses planted around the tennis court to act as a screen to the unsightly fences. The rose cultivars chosen were predominately red or pink, with one white and one yellow cultivar also chosen.

Further plantings of roses were then established, in formal arrangement. In 1932, work began on the south-west quadrant of the Senate Garden, now known as the Rex Hazlewood Garden, as well as the Broinowski Rose Garden, in the north-east quadrant. In 1933, work began on the rose plantings in the House of Representatives Garden. This consisted of the Ladies Rose Garden, established in 1933, and the Macarthur Rose Garden in 1937. In addition, new circular garden beds with bedding plants were established and trees planted around a newly established cricket oval in the Senate Gardens.

In addition, between 1931 and 1938, groups of three lozenge shaped blocks of shrubbery were established on the north, east and southern sides of the bowling green in the House of Representatives Garden. Beyond the gardens themselves, planting of the road reserves continued, including the addition of structure plantings such as *Populus nigra* 'Italica' (Lombardy Poplar) on the termination of axial paths between the Senate and House of Representative gardens and their respective parklands (now Magna Carta Place and Constitution Place).

Under the financial pressures of the Great Depression, Broinowski sought to obtain further plant material for the rose gardens by the development of donation schemes. Donations were received

<sup>28</sup> Gray 1994, pp. 10-11

<sup>29</sup> Patrick & Wallace 1989, p. 13

<sup>30</sup> Gray 1994, p. 12

<sup>31</sup> Ibid.

<sup>32</sup> Gray 2007, p. 23

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from companies, individuals and societies throughout the nation. Further personal donations were made by a number parliamentary staff, house staff and parliamentary press reporters.<sup>33</sup>

### **Design of the Rose Gardens**

Between 1931 and 1938, Broinowski undertook to design and layout the internal areas of the House of Representatives Gardens and the Senate Gardens. Broinowski aimed at a very open garden design based on a patterned rose and annuals display beds, set in lawns with eight trees in each garden.<sup>34</sup>

With regard to the design of the garden layout, Patrick & Wallace refer to horticultural literature of the period, which deal with establishing formal gardens with geometric beds and enclosing hedges. Roses appear to have been the most popular plants of the period, featuring in dramatic and large rose gardens. In this way, the Old Parliament House Gardens are consistent with the dominant taste since the latter half of the nineteenth century, and are typical of public landscapes of the 1920s.<sup>35</sup>

There has been suggestion that Broinowski implemented the series of rose gardens as he was influenced by earlier successful rose garden plantings; namely, Weston's Canberra (now Hyatt) Hotel rose garden (c.1925) as well as rose plantings in both Commonwealth Avenue and Kings Avenue (removed in the 1940s).<sup>36</sup> Roses would also have been favoured for other reasons including their reasonable cost, their colour, their cultural associations with England, and their use in the established public gardens in Melbourne.

Rose gardens, particularly formal rose gardens have been popular in the private and public realm in Australia since around 1880. At various times, rose gardens have been incorporated into the public realm, particularly in the later Victorian period and early Edwardian period in Victoria and New South Wales. The 1920s was one of the most intensive periods of garden popularity, with the belief that everyone could have a beautiful, maintained garden space, and rose gardens were particularly popular. The genesis for formal rose gardens at the House and Senate gardens may have partly been due to fashion, but possibly as much to do with what was available at the time; they would produce an 'instant' garden of attractive blooms, colour and form.<sup>37</sup>

### **National Rose Garden**

A 1932 article in the *Canberra Times* (23 Aug 1932:1) reported on the government approved scheme for a National Rose Garden, to be implemented after years of stalling due to a lack of funds. The site chosen totalled approximately five acres and was located in two sections, flanking the reserve directly in front of Provisional Parliament House. A total of 5,000 roses were estimated to be planted, featuring Australian varieties. These formal rose gardens were designed to provide a setting for Provisional Parliament House, whereas the Parliament House gardens were a key amenity for parliamentarians and House staff.<sup>38</sup>

Apparently Broinowski ruffled feathers in the Horticultural Society of Canberra by approaching the National Rose Society of NSW for assistance in his work. The Horticultural Society of Canberra saw Broinowski's work as conflicting with the establishment of the National Rose Gardens.<sup>39</sup> An understanding was reached by both parties as reflected in an article in the *Canberra Times* in September 1932 that confirmed that the Horticultural Society of Canberra had 'agreed to extend

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<sup>33</sup> Gray 2007, p. 23

<sup>34</sup> Gray 1994, p. iii

<sup>35</sup> Patrick & Wallace 1989, p.71

<sup>36</sup> Gray 1994, p. 12

<sup>37</sup> Patrick & Wallace 1989, p. 131

<sup>38</sup> Department of the Environment & Water Resources 2005c

<sup>39</sup> Grey 1994, p.16

the scope of the National Rose Garden of Canberra to include the areas which [was] being developed in the Parliament House grounds by the Joint House Department of Canberra'.<sup>40</sup>

### **Rex Hazlewood Garden, Senate Garden, 1932**

This rose garden is the largest in the Gardens Precinct and the first to be planted in 1932.<sup>41</sup> The President of the Senate, Senator Sir Walter Kingsmill endorsed a proposal by Broinowski for the development of a rose garden in the Senate Gardens and the proposal was developed with the invited assistance of Rex Hazlewood of the National Rose Society of New South Wales. Hazlewood prepared plans for a rose garden to be located in the south-west corner of the Senate Gardens. The National Rose Society of NSW also donated approximately two hundred roses for this garden, which were planted in the winter of 1932.<sup>42</sup>

Broinowski engaged parliamentary staff and others in making donations for rose plantings. Figure 16 is a plan that shows part of the Rex Hazlewood Garden with donors' names.<sup>43</sup> Broinowski had wooden interpretive boards installed (since removed or lost) to note the names of those who donated roses. The beds were laid out in accordance to Hazlewood's plan, except a proposed central fountain was replaced with a rose bed due to financial constraints.

In 1995, the Rex Hazlewood Garden was given its present name in recognition of the landscape designer and photographer Rex Hazlewood.<sup>44</sup> Hazlewood was the designer of the garden and collaborated with Broinowski in the establishment of the rose gardens and, as representative of the National Rose Society of NSW, encouraged the involvement and support of other rose societies.

In 2013, the rose garden is a representative display of hybridisation and portrays the international history of rose cultivation. The western half includes early European roses while the eastern half consists of early Asiatic roses.<sup>45</sup>

### **Broinowski Rose Garden, Senate Garden, 1932**

In 1932, Broinowski established a horse-shoe shaped bed in the north-east corner of the Senate Garden. A photo dating to 1933 shows that this garden was almost certainly planted with roses at this date (Figure 23).

In 2004, the Robert Broinowski Garden was named in honour of Broinowski, who was instrumental in the completion of the original gardens, and in particular responsible for the development of the rose gardens (including this garden) and a rose patronage scheme.

### **Ladies' Rose Garden, House of Representatives Garden, 1933**

In 1933, Broinowski began work on the House of Representatives Garden.<sup>46</sup> In August 1933, Broinowski wrote to Dame Mary Hughes, wife of William Morris Hughes (Prime Minister 1915-1923) seeking her support and involvement for a ladies' garden in the House of Representatives Gardens. Following Broinowski's letter, Dame Mary Hughes forwarded an invitation (written by

<sup>40</sup> The Canberra Times, 16 September 1932, as seen in Gray 1994, p. 16.

<sup>41</sup> Historic interpretation panel for the Rex Hazlewood Rose Garden, on site, viewed 2013.

<sup>42</sup> Gray 2007, p. 23

<sup>43</sup> Australian Archives A7587/1 Part plan of rose garden and names of donors.

In addition to this plan, other pencil plans for other gardens established by Broinowski may also be held by the National Archives of Australia—these were undergoing conservation in the mid-1990s. Gray 1994, p 13

<sup>44</sup> Conybeare Morrison & Partners and Context Landscape Design. c1994

<sup>45</sup> Historic interpretation panel for the Rex Hazlewood Rose Garden, on site, viewed 2013.

<sup>46</sup> Gray 2007, p. 25

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Broinowski) to the wives of the members of the House of Representatives and the wives of Senators, asking them to donate a rose, each representing a wife of the Members of Parliament.<sup>47</sup>

Work commenced on this rose garden in 1933, located in the south-east quadrant of the House of Representatives Garden. Popular donations included the Hybrid Tea rose and Floribunda rose.<sup>48</sup> Dame Mary Hughes donated Daily Mail roses, which were planted in the central bed.<sup>49</sup>

A total of fifty-five women donated roses during this period. Figure 20 shows the list of donors to the Ladies Rose Garden as of July 1936.<sup>50</sup> In 1938, Miss Sibella Macarthur-Onslow, who donated roses for the creation of the Macarthur Rose Garden in 1937 (see below) made a donation of fifty 'shot silk' roses as a memorial to Mrs John Macarthur. These roses were planted in the Ladies' Rose Garden, with a memorial sign marking the donation.<sup>51</sup> Broinowski's daughter, who had donated in the 1930s, donated more roses in 2004 as part of the reconstruction of the rose gardens her father had created.<sup>52</sup>

The Ladies' Rose Garden was given its present name in 1995, in honour of the women associated with the Parliament in the 1930s, who provided patronage of for this garden in particular.<sup>53</sup>

### **Macarthur Rose Garden, House of Representatives Garden, 1937**

In 1937, a second rose garden was proposed for the House of Representatives Gardens, the John and Elizabeth Macarthur Memorial Rose Garden.<sup>54</sup> On 17 March 1937, Broinowski wrote to Miss Sibella Macarthur-Onslow (great grand daughter of the merino sheep pioneers John and Elizabeth Macarthur) to accept her offer of a rose donation, in the memory of John Macarthur's contribution to the breeding of merino sheep at Paramatta (Elizabeth Farm) and Camden.<sup>55</sup> The Macarthur-Onslow family donated one hundred 'Etoile de Holland' red roses.<sup>56</sup>

In May 1937, a large circular bed was prepared for the planting of these roses in the north-east corner of the House of Representatives Gardens. A board was erected in the garden, reading 'In memory of Captain John Macarthur, the founder of the Merino Wool Industry in Australia'. This was later replaced with a similar memorial panel.<sup>57</sup>

In 1938, Miss Sibella Macarthur-Onslow made a further donation of fifty 'shot silk' roses as a memorial to Mrs John Macarthur. These roses were planted in the Ladies' Rose Garden, with a second memorial sign marking this donation.<sup>58</sup>

The Macarthur Rose Garden was given its present name in 1995, in honour of the early donation of roses for this garden by the Macarthur family.<sup>59</sup>

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<sup>47</sup> Gray 1994, p. 17

<sup>48</sup> Historic interpretation panel for the Ladies' Rose Garden, on site, viewed 2013.

<sup>49</sup> Fray 2007, p. 25

<sup>50</sup> NAA, as cited in Gray 1994, p. 17

<sup>51</sup> Gray 1994, p. 19-20; Historic interpretation panel for the Macarthur Rose Garden, on site, viewed 2013.

<sup>52</sup> Gray 2007, p. 25

<sup>53</sup> Conybeare Morrison & Partners and Context Landscape Design. c1994

<sup>54</sup> Gray 1994, p. 18

<sup>55</sup> Historic interpretation panel for the Macarthur Rose Garden, on site, viewed 2013.

<sup>56</sup> Gray 1994, p. 19

<sup>57</sup> Gray 1994, p. 19

<sup>58</sup> Gray 1994, p. 19-20; Historic interpretation panel for the Macarthur Rose Garden, on site, viewed 2013.

<sup>59</sup> Conybeare Morrison & Partners and Context Landscape Design. c1994

### 2.3.2 Other Developments

By the late 1930s, the Senate and House of Representatives Gardens were developed to a stage where most of the garden spaces were utilised either for a range of active recreation pursuits or rose gardens. The hedges had now grown and were being maintained in a formal clipped manner. The streetscape plantings were maturing and growing well.<sup>60</sup>

In addition to the four new rose gardens, a number of other rose beds surrounding the House of Representatives tennis court and the bowling green had been created by 1938 (Figure 22).<sup>61</sup> Although the gardens focused on roses, annuals and bulbs were also known to be planted.<sup>62</sup> Broinowski supplemented the rose beds with foreign plants, such as lily bulbs from Japan and bulbs from Holland. Broinowski was also known to have exchanged rose varieties internationally. In 1937, the Canadian Central Experimental Farm sent five rose varieties and in return Broinowski offered roses for the gardens at Parliament House, Ottawa.<sup>63</sup>

In 1933, eight trees were planted in the gardens on each side of the Provisional Parliament House, for shade, as part of Broinowski's intended design.<sup>64</sup> In the House of Representatives Garden, the trees were planted in the Macarthur Rose Garden quadrant, prior to the creation of the circular rose gardens. Four species were used in each garden: Southern Nettle (*Celtis australis*), Desert Ash (*Fraxinus oxycarpa*), Silver Maple (*Acer saccharinum*) and Honey Locust (*Gleditsia triacanthos inermis*).<sup>65</sup> The Silver Maples were donated by the Canadian Government to the people of Australia in 1932.<sup>66</sup> These trees in the House of Representatives Gardens are shown in a 1938 aerial (Figure 22). Similar tree arrangements are evident in Figure 24, a 1940s photograph of the Senate Gardens.

A glasshouse was erected in December 1933 and a bowling green pavilion 1937. These are visible in a c1938 aerial photograph (Figure 22).<sup>67</sup> The roof gardens of Old Parliament House were closed in the 1930s due to problems with roof leakages.

A few significant proposals fortunately did not go ahead during this period, including the plan of December 1933 for the location of the new National Library in the Senate Gardens. Nor was Broinowski's proposal for the removal of the cricket wicket in November 1936 accepted.<sup>68</sup>

### 2.3.3 Parliamentary use of the gardens

While Canberra was still in its infancy, the Provisional Parliament House provided facilities for both leisure and sport. The 'private club' atmosphere of the House was recognised as a distinctive part of parliamentary life during this time. This private atmosphere extended to the gardens, with its tall clipped hedges and gates. Access to the gardens was extended to all staff, but Parliamentarians were given priority access, particularly to the recreational facilities.<sup>69</sup>

<sup>60</sup> NCA Photographic Collection, Aerial photo 1938

<sup>61</sup> NCA Photographic Collection, Aerial photo 1938

<sup>62</sup> Department of the Environment & Water Resources 2005c

<sup>63</sup> Gray 2007, p. 24

<sup>64</sup> Gray 1994, p. iii, 21

<sup>65</sup> Gray 1994, p. 21

<sup>66</sup> Historic interpretation panel for the Macarthur Rose Garden, on site, viewed 2013.

<sup>67</sup> NCA Photographic Collection, Aerial photo 1938

<sup>68</sup> Grey, 1994 p.20

<sup>69</sup> Department of the Environment & Water Resources 2005c; Gray 1994, p. 26







*Figure 17. View of the House of Representatives Gardens, looking south-east over the bowling green and tennis courts, c1928. The building in the distance is East Block, later the GPO and now Australian National Archives (Source: NCA).*



*Figure 18. View of the Senate Gardens, tennis courts and Old Parliament House, looking north-east, 1928 (Source: NAA, A3560, 4235).*



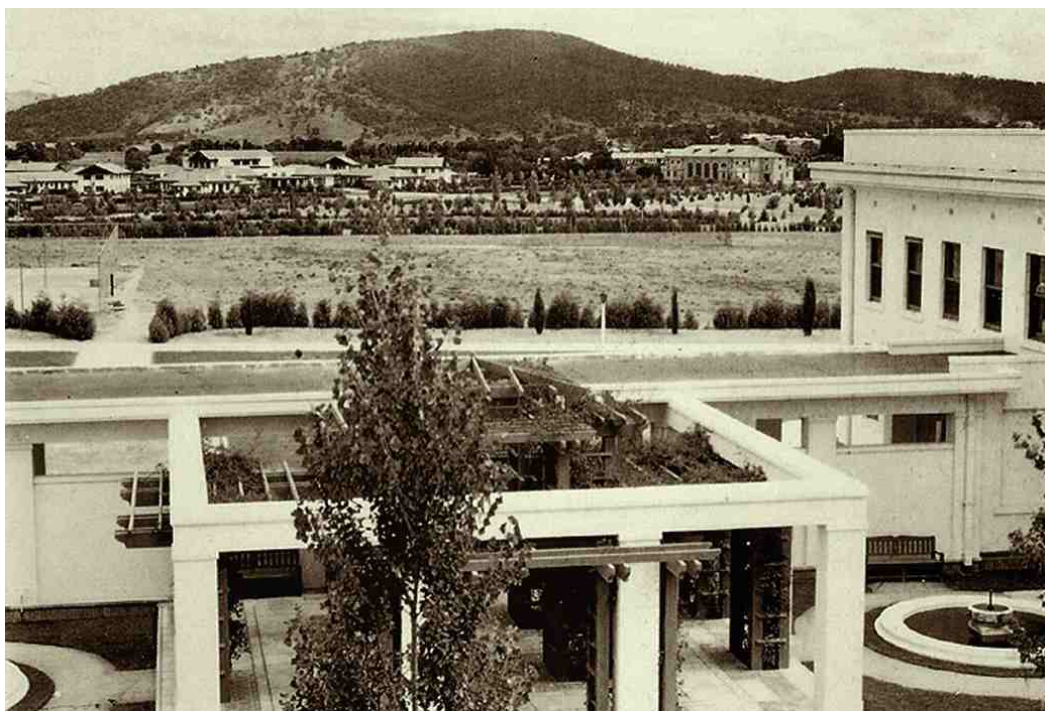


Figure 19. View of Senate Garden from the western inner courtyard, 1929. The tennis courts are visible in the left of the photo (Source: NAA, A3560, 5596).

NATIONAL ROSE GARDEN.	
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List of Donors.	
Dame Mary Hughes	Lady Pearce
Lady Kingsmill	Mrs. Massey Green
Mrs. E. Mackay	" Duncan Hughes
Lady Ewing	" MacBride
" Groos	" Prowse
Mrs. M. Dennis	" Riordan
" Thorby	" Ford
" Gabb	Lady Gullet
" Harrison	Mrs. Baker
" MacNicoll	Sen. Guthrie
" Jennings	Mrs. E.A. Broinowski.
" G. MacLaughlin	Mr. Parkes
" Perkins	Mr. Monahan
" F. Brennan	Miss Broinowski.
" Latham	
" Lane	
" MacMillan	
" Maxwell	
" G. MacDonald	
" Dooley	
" Casey	
" Blakely	
" Green	
" E.L. Green	
" White	
Lady Lawson	
Mrs. H. Hayes	
" Badman	
" J.B. Hayes	
" Soullin	
" Francis	
" Holman	
" Guy	
" Gibson	
" C.L.A. Abbott	
" Plain	
" Hutchins	
" Stewart	
" Crawford	
" Corser	
" Lynch	

Figure 20. List of donors to the Ladies' Rose Garden, to 1936 (National Archives of Australia reproduced in Gray 1994: 18)

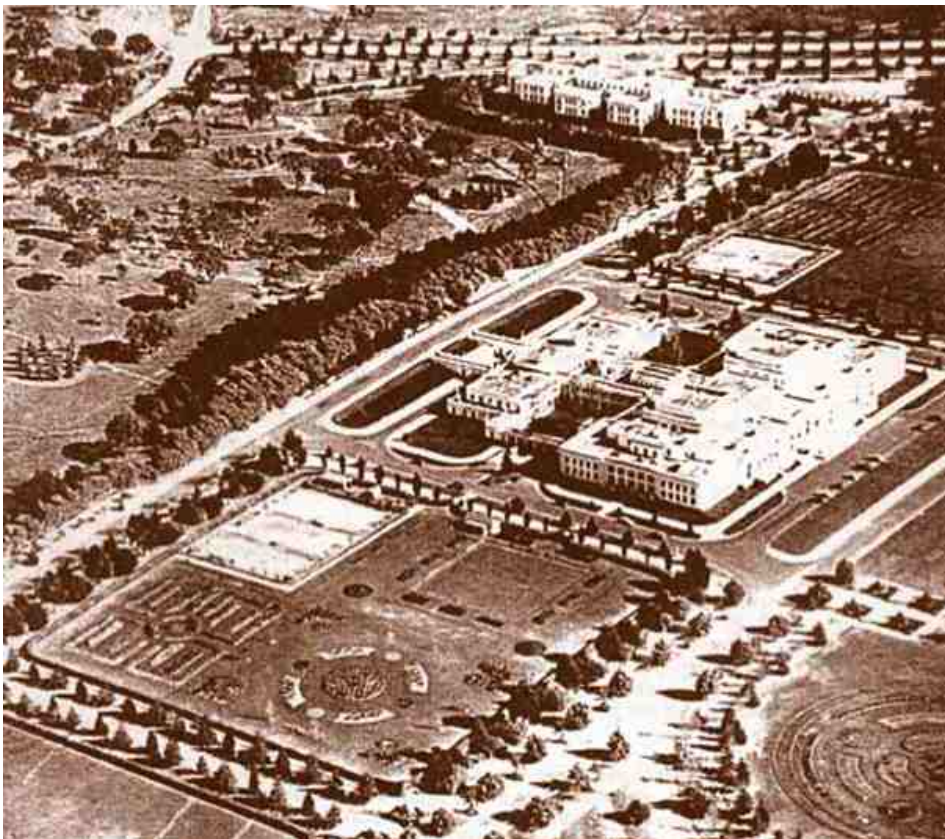




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*Figure 21. The House of Representatives garden, looking west towards Old Parliament House, dated between 1930 and 1950. This appears to be an image of the Macarthur Rose Garden in the foreground, and bowling green in the background (Source: NLA).*



*Figure 22. Aerial view of the House and Gardens Precinct, c1938. This photo shows the House of Representatives Garden, including (clockwise from 12 o'clock) the three tennis courts, bowling green, Macarthur Rose Garden and Ladies' Rose Garden. In the distance, the Senate Garden is visible with the pair of tennis courts and Rex Hazlewood Rose Garden (Source NCA).*



*Figure 23. Senate Gardens with the shape of the Broinowski Rose Garden and in the distance, Albert Hall and Black Mountain, 1933 (Source: National Archives of Australia, A3560, 3159).*



*Figure 24. View looking north-west from Old Parliament House, to the Senate Gardens with the Broinowski Rose Garden in the foreground and cricket pitch in the background, in the 1940s. Note the formal tree planting which were the only trees intended in the original design. The gates were installed in the early 1940s (Gray 1994:21) (Photo source: NCA).*



## 2.4 1938-1988: The Gardens as part of Provisional Parliament House

### 2.4.1 The 1940s and 1950s

By 1938, the Depression was lifting, but World War II was about to commence. The war would have placed labour and financial constraints on the maintenance of the gardens and restricted any major improvements. The foreman gardener, for example, left to serve in the war.<sup>73</sup> It is likely that over the war years the gardens would have been maintained at basic levels.<sup>74</sup> During this period, slit trenches were dug in the gardens in preparation in case of air raids.<sup>75</sup>

It was during World War II that the location of sponsored roses was lost as a result of the lack of maintenance and deterioration of not only the roses, but the wooden sponsor identification signs, established by Broinowski in the 1930s.<sup>76</sup>

Photographs of the gardens taken between the late 1930s and the 1980s show that the basic layout of the gardens did not change (Figure 25, Figure 26, Figure 28 and Figure 29). There were, however, a number of small changes or additions made.

The Gardens Precinct underwent rejuvenation in the post-war years, when it is believed that many of Broinowski's original rose varieties were changed. The extent of alterations is not clear, due to the lack of records.<sup>77</sup>

Between 1944 and 1946 the original tree and rose plantings on the street boundaries, surrounding the parliamentary gardens received some thinning and pruning under the direction of Lindsay D Pryor (1915-1998), the Director of Parks and Gardens between 1944 and 1958. Pryor was an internationally respected forest scientist, botanist and landscape architect. He is accredited with 'unifying Central Canberra with his tree planting' and 'assured the continuing development of Canberra as a city in the landscape'<sup>78</sup>.

Members and Senators often suggested new concepts for the Gardens Precinct. In 1946, for example, Prime Minister Ben Chifley requested that the garden be planted with spring tulip displays; a challenge for the gardeners, at that time, from a horticultural perspective. Despite early failures, tulip displays continued in the 1950s, but were eventually abandoned.<sup>79</sup>

The boundary hedges within the Senate and House of Representatives parklands (not to be confused with the hedges of the actual Senate and House of Representatives gardens) were removed c1946.<sup>80</sup> In addition, many of Charles Weston's early tree plantings were thinned during this period. The intention was to reduce maintenance costs. In 1951, the Department proposed to part removal of the hedges around the Senate and House of Representatives gardens, however, this was strongly opposed by the Joint House Committee and the hedges remained.<sup>81</sup>

The Parliament continued to grow and accommodation pressures increased, as the number of members and staff to be accommodated in the House grew.<sup>82</sup> These pressures led to a series of

<sup>73</sup> Gray 1994, p. 31

<sup>74</sup> Gray 1994, p. 31

<sup>75</sup> Department of the Environment & Water Resources 2005c

<sup>76</sup> Gray 2007, p. 40

<sup>77</sup> Gray 2007, p. 40

<sup>78</sup> NCA, Lindsay Pryor National Arboretum information leaflet.

<sup>79</sup> Gray 2007, p. 39

<sup>80</sup> Gray 1994, p. 23

<sup>81</sup> Gray 2007, p. 40

<sup>82</sup> National Trust of Australia (ACT) 2005

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building additions and enclosures of verandahs and loggias, as well of the removal of three of the four fountains.<sup>83</sup> As a result, the visual and pedestrian links from the Senate and House of Representatives gardens to the inner courtyard gardens were closed in 1948, and finally removed in the 1960s and 1970s when further wings were built on either side of the Provisional Parliament House.<sup>84</sup>

In the 1940s, gates were installed in the gardens for privacy and possible prevention of theft of plants.<sup>85</sup> Prior to this, pergola-like gateways linked the inner courtyards of the House to the gardens. These led to elaborate Murdoch-designed gates which survived until at least 1943, before being removed due to extensions made to the House. The Murdoch gates were proposed to be relocated to the southern end of the extension, to retain the visual link, but it is not known if this was carried out. The gateways and entrances illustrate the important link between the House and the Gardens Precinct, in Murdoch's original design.<sup>86</sup>

Interest in the House gardens was renewed in 1951, prompted in part by the proposed Royal visit by Princess Elizabeth (later Queen Elizabeth) in 1952 to Australia and New Zealand, via Kenya. In 1951, the purchase of 2,052 assorted rose bushes was approved, in order to decorate the garden and provide roses for the House, for the royal visit. In discussions surrounding the purchase, it was proposed that these new roses were intended to replace those planted in the 1930s; this was supported by Prime Minister Menzies. It is not known to what extent the roses were replaced within the Senate and House of Representatives gardens.<sup>87</sup>

The death of King George VI on 6 February 1952 when the Princess was in Kenya meant that the remainder of the royal tour was cancelled. Elizabeth visited Canberra as part of her inaugural tour of the Commonwealth as Queen, in 1954.

In 1951, the purchase of 2,072 assorted rose bushes was approved, in order to decorate the garden and provide roses for the House, for the royal visit. In discussions surrounding the purchase, it was proposed that these new roses were intended to replace those planted in the 1930s; this was supported by Prime Minister Menzies. It is not known to what extent the roses were replaced within the Senate and House of Representatives gardens.<sup>88</sup>

In 1952, the streets surrounding Old Parliament House were re-named Langton and Walpole crescents. These were named in honour of Archbishop Stephen Langton, who led the Barons who forced King John to sign the Magna Carta; and Robert Walpole, the first British Prime Minister. The re-naming was a symbolic reflection of the close connections between the British and Australian government and legal systems.<sup>89</sup>

In July 1954, Mr R H C Loof, Secretary of the Joint House Department requested that L D Pryor, Director of Parks and Gardens to submit 'a plan for the improvement of the layout of the Gardens including at the same time an additional area to be used mainly for growing flowers for the Parliamentary Refreshment Rooms'.<sup>90</sup> The redesign proposed a major reduction in rose beds and higher numbers of shrubs, to enhance the intimacy that was thought lacking in the original plan.

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<sup>83</sup> Patrick & Wallace 1989, p. 16

<sup>84</sup> Department of the Environment & Water Resources 2005c

<sup>85</sup> Gray 1994, p. 21

<sup>86</sup> Department of the Environment & Water Resources 2005c

<sup>87</sup> Correspondence relating to purchase of rose bushes for the gardens, August 1951, as cited in Patrick & Wallace 1989, p. 15

<sup>88</sup> Patrick & Wallace 1989, p. 15

<sup>89</sup> "Names of Monarchs given to Streets near Parliament", in *The Canberra Times*, 11 October 1952

<sup>90</sup> Gray 1994, p. 25



This plan to increase the number of shrubs within the Gardens Precinct was not executed at this date.<sup>91</sup>

In 1956, the original concrete strip cricket wicket was converted to a grass wicket.

Supplementary tree planting was carried out during this period, throughout the Gardens Precinct, apparently with little recognition of the original design. Further tree removal was conducted to allow for additional car parking in Parliament Square and Queen Victoria Terrace.<sup>92</sup>

#### **2.4.2 From the 1960s to 1988**

Some new structures were introduced to the gardens during this period. These included a squash court which was located in the south-west corner of the Ladies' Rose Garden (constructed 1965 and removed 2002) (Figure 32); the office annexe located between the bowling green and tennis courts in the House of Representatives Garden (constructed 1985 and demolished between 1994 and 2002) (Figure 31); and golf practice nets which were installed adjacent to the squash courts (1986). The original glasshouse (discernible in the c1938 aerial photograph, Figure 22) was replaced in 1960 (Figure 36).

The proposal for squash courts first arose in 1959 at the suggestion of parliamentarians. However, it was not until 1965 that the courts were constructed as part of other works undertaken to the Old Parliament House building.<sup>93</sup> The office annexe was a large two storey demountable building erected to provide urgently needed accommodation for the Parliament. A bridge structure at first floor level connected to the main House building.

In the late 1970s, the internal House courtyards underwent renovations, as did the small courtyards in the centre of the east and west elevations of the House.<sup>94</sup> During this period, a variety of trees were planted at the sides of Old Parliament House and shrub planter boxes constructed at the front. In the 1980s, rose beds were also established immediately around the building, in keeping with the Broinowski rose garden theme.<sup>95</sup>

In the 1970s, additional trees were also added to the Senate and House of Representatives gardens, to provide more shade.<sup>96</sup> Until the 1980s, the Senate and House of Representatives gardens had remained largely untouched (Figure 28). In 1984, the roses in the Broinowski Rose Garden were replaced with tall shrubs (Figure 30). In the 1980s, the bowling green was re-turfed and some tennis courts were rejuvenated with new playing surfaces.<sup>97</sup>

The bowling club pavilion was dismantled and reconstructed in its present location on the north side of the bowling green in 1985, due to the construction of the office annexe in the House of Representatives Garden (Figure 29 and Figure 31).

The garden staff steadily increased from a foreman gardener and 3 gardeners in 1945 to a foreman gardener and 7 gardeners in 1984.

As accommodation needs became more urgent, a decision was eventually made to build a new Parliament House, which was completed in 1988.

<sup>91</sup> Gray 2007, p. 41

<sup>92</sup> Gray 1994, p. 23-4

<sup>93</sup> Gray 1994, p. 24

<sup>94</sup> Patrick & Wallace 1989, p. 16

<sup>95</sup> Gray 2007, p. 55

<sup>96</sup> Gray 2007, p. 41

<sup>97</sup> Patrick & Wallace 1989, p. 16

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### 2.4.3 Parliamentary use of the gardens 1938-1988

The parliamentarians began to appreciate the gardens and consider them an important part of the 'club' atmosphere which was a feature of Parliament in the post-war period.<sup>98</sup> Despite this 'club' atmosphere, it is also noted that segregation occurred, with Senators preferring the Senate Garden and Members of the House of Representatives keeping to the House of Representatives Garden, although the senators often used the bowling green.<sup>99</sup>

The gardens would have continued to provide an almost domestic amenity to social life at Parliament House and as a place for quiet contemplation by members.<sup>100</sup> The tennis courts were the most frequently used recreation facility.

The increase in the number of people working in the Provisional Parliament House and the increase in the attractiveness of the gardens led to them being used for functions associated with the opening of Parliamentary sessions and special events such as Royal visits (Figure 27).<sup>101</sup>

With the commencement of television in 1956 the gardens were also used for television interviews and demonstrations. Senator Neville Bonner, for example, demonstrated the art of boomerang throwing to journalists.<sup>102</sup> The gardens were also used for launching community campaigns from the 1970s onwards.

As the use of the gardens became established, Parliament extended the privileges of the gardens to a few local Canberrans, particularly the sporting facilities during out-of-session periods. This extended use was limited and tightly controlled.<sup>103</sup> The gardens were increasingly used by school children visiting the House.<sup>104</sup>

The gardens continued to be used as a source of cut flowers for floral decoration of the House.

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<sup>98</sup> Gray 1994, p. 28

<sup>99</sup> Department of the Environment & Water Resources 2005c; Gray 1994, p. 26

<sup>100</sup> Department of the Environment & Water Resources 2005c

<sup>101</sup> Gray 1994, p. 36

<sup>102</sup> Department of the Environment & Water Resources 2005c

<sup>103</sup> Gray 1994, pp. 38-39

<sup>104</sup> Patrick & Wallace 1989, p. 17



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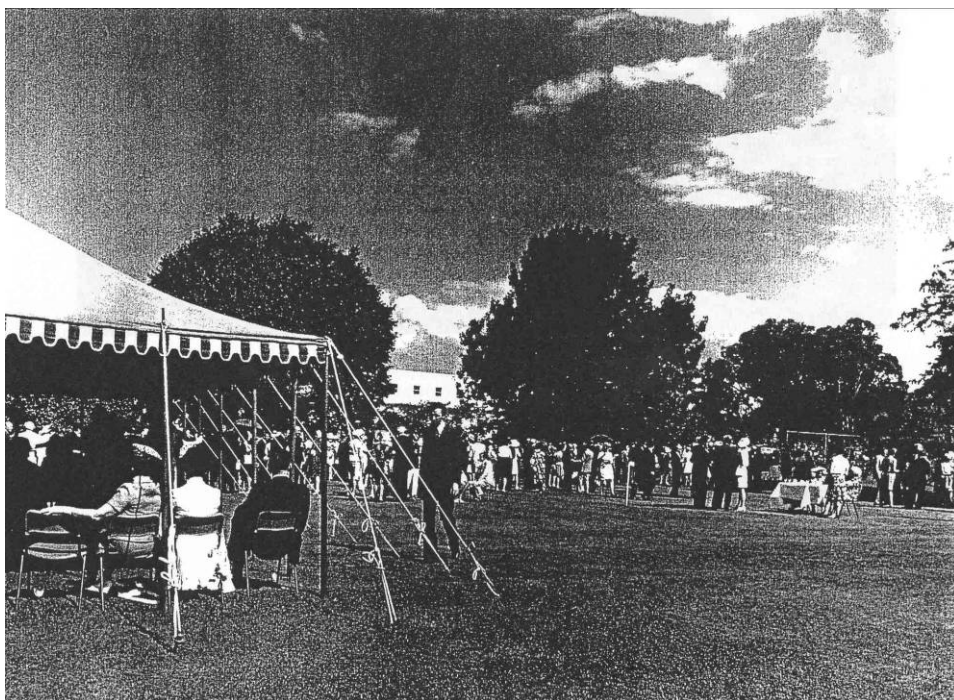
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*Figure 25. Senate Garden, looking south west towards West Block in the period 1930-60 (Source: NLA).*

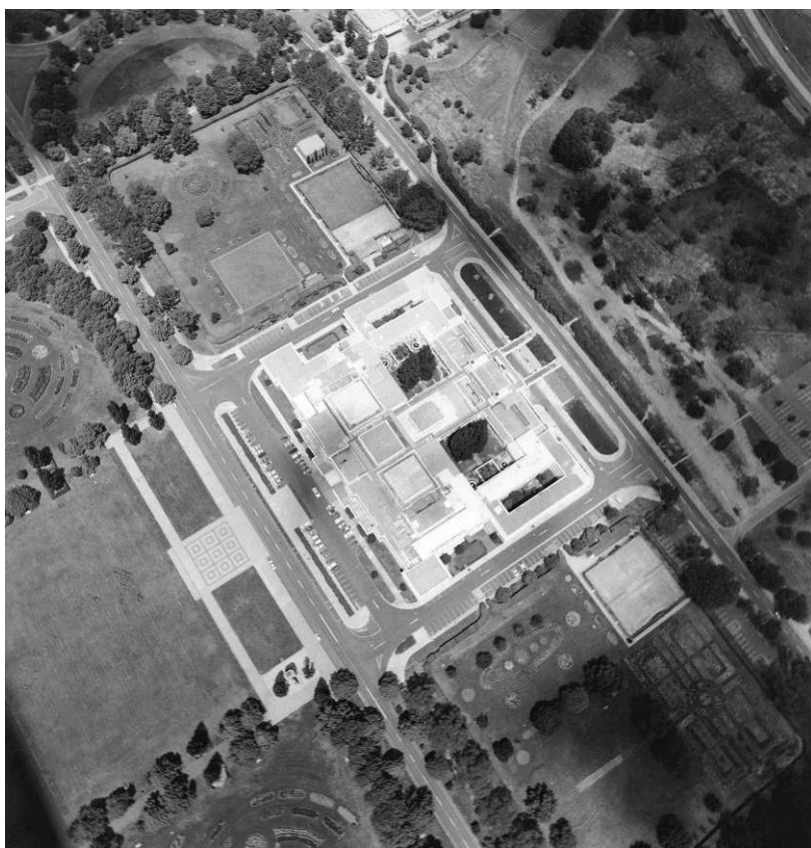


*Figure 26. View of House of Representatives Gardens looking east from old Parliament House, in the period 1940-1960. The bowling green is apparent in front of the Macarthur Rose Garden (Source: NCA).*





*Figure 27. Senate Garden party after the opening of Parliament by the Queen on 28 February 1974. She opened the Second Session of the 28<sup>th</sup> Parliament. The Senate Garden was used for afternoon tea for the 1200 guests, rather than using the courtyards as previously. This marquee was erected on the cricket field (Gray 1994:36) (Photo source: NCA).*



*Figure 28. Aerial view of the Gardens Precinct, c.1970. House of Representatives Garden is at the top of the picture and the Senate Gardens at the bottom (Source: NCA).*





*Figure 29. Aerial view of Gardens Precinct, late 1980s (Source: NCA).*



*Figure 30. Broinowski Garden in 1996 showing the shrubs that replaced roses from 1984 (Source NCA).*





*Figure 31. The House of Representatives Garden, showing the Annexe that was located there between 1985 and 1994. See also Figure 34 (Source NCA).*



*Figure 32. Tennis courts and Squash Courts that were located in the south west corner of the Ladies Rose Garden between 1965 and 2002; see also Figure 34 (Source NCA).*

## 2.5 1988-1991: Temporary Closure

In 1988, the new Parliament House was opened and the Provisional Parliament House was left vacant for several years. During this period the gardens were maintained at minimal levels until a future use for the building was decided. Some hedges were damaged due to fire in 1991 and 1993. After 1988, the southern part of the Broinowski Rose Garden was removed due to the impact of a nearby hedge.

Over this period the gardens came under the control of the Department of Administrative Services who contracted the ACT Parks and Conservation Service to maintain the gardens.<sup>105</sup>

While there was a period of hiatus between the closure of the Provisional Parliament House and new uses being found for the building and associated gardens, this also afforded the opportunity to undertake conservation assessment and planning. In 1989, Patrick and Wallace Pty Ltd were engaged by the National Capital Planning Authority to prepare a Conservation Study of the Old Parliament House Canberra.

This report finalised in December 1989 concluded that:

- ...the gardens should be returned to their original form in conjunction with changes to the buildings while early changes may be made to the supporting gardens and parklands east and west of Parliamentary Square to re-establish their original form;
- ...the gardens in their 1927 form should be re-established and then protected in perpetuity. Most especially there should be no further development with the gardens; and
- future use of the gardens should be sympathetic to the uses of the Parliament House buildings and should accommodate public visits and enjoyment of both a passive and active nature as would have been the case at the time of the gardens foundation.<sup>106</sup>

The removal of building intrusions, the reconstruction of the early garden form and plantings and the provision for public access and use that were recommended in this report were carried through to the conservation planning and master planning reports of the mid 1990s and to the eventual implementation in 2004 (see Section 2.6).

The 1989 CMP also included a tree survey and the plans for this survey are included here as Figure 33 and Figure 34. Indexes to these plans are contained in Appendices N and O to that report.

During this period several beds in both gardens were grassed over and mechanical edging machines widened the beds and reduced turf areas. Photographs and correspondence from this period show that sometime around 1994, the House of Representatives Garden office annexe was removed, with the squash courts removed around 2002.<sup>107</sup>

<sup>105</sup> Patrick & Wallace 1989, p. 17

<sup>106</sup> Patrick & Wallace 1989, p1

<sup>107</sup> Department of the Environment & Water Resources 2005c



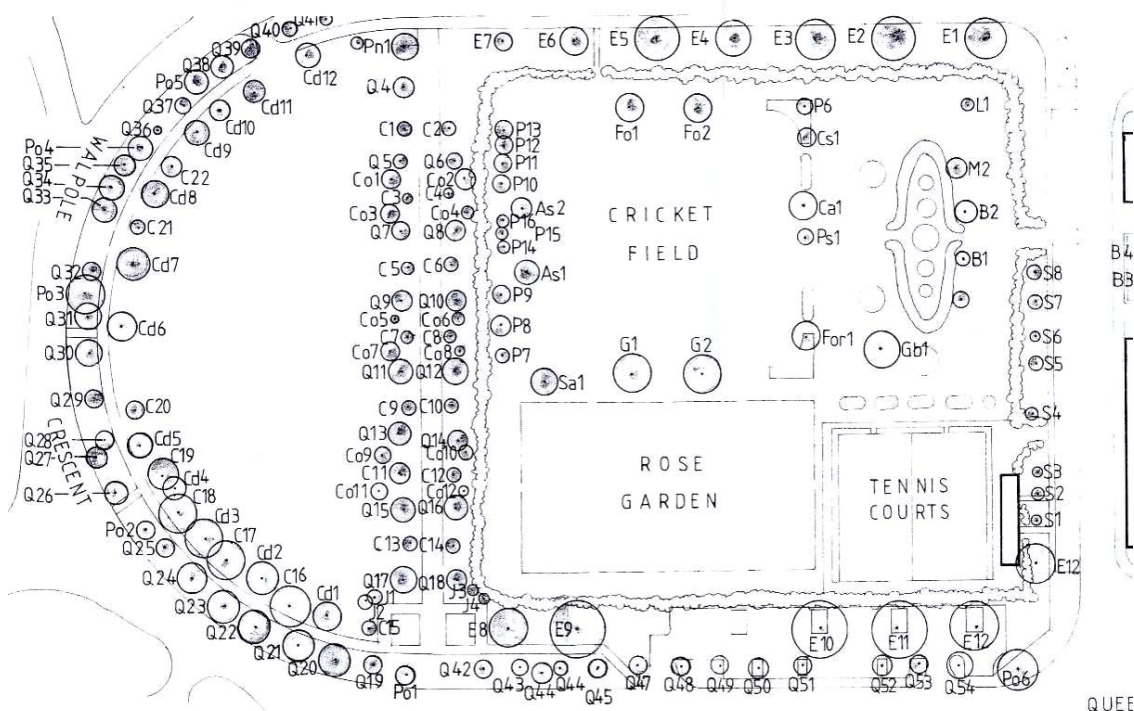


Figure 33. The Tree Survey of the Gardens Precinct, prepared in 1989 for the Conservation Study and Management Plan. This detail shows the Senate Gardens and western parkland (Source: Patrick & Wallace 1989—a tree index is located in Appendix O of that report).

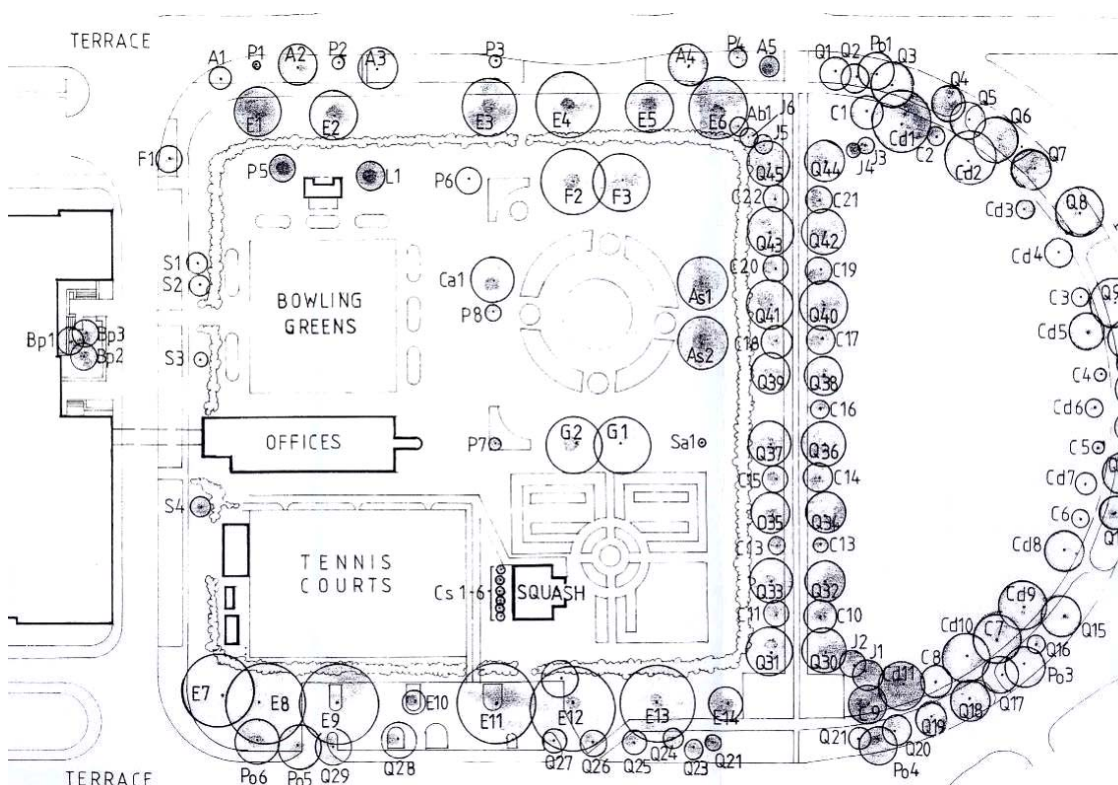


Figure 34. The Tree Survey of the Gardens Precinct, prepared in 1989 for the Conservation Study and Management Plan. This detail shows the House of Representatives Garden and eastern parkland. Note the location of the annexe and squash courts building in the south-west corner of the Ladies' Rose Garden (Source: Patrick & Wallace 1989—a tree index for this plan is located in Appendix N of that report).



## 2.6 1992-2005: Old Parliament House

### 2.6.1 Conservation and Master planning 1992-1996

In 1992, the Commonwealth Government decided on a number of new uses for the Provisional Parliament House building. Its principal use was as a museum of political history run by the National Museum of Australia as Old Government House. To reflect this change the building was re-named Old Parliament House. For a time the National Portrait Gallery was located here prior to the construction of a new National Portrait Gallery in 2006.

From July 1992, the land management of the Parliamentary Zone was transferred to the National Capital Planning Authority.<sup>108</sup> The House of Representatives and Senate Gardens were managed by the National Capital Authority (NCA) separately from the Old Parliament House. The NCA opened the House of Representatives and Senate Gardens to the public and these were used continuously for general recreation, weddings and picnics.

Tree planting works were carried out in about 1993. The original pattern of eight trees in each garden was modified with the addition of both deciduous exotics and evergreen conifers. By 1994 twenty two trees had been added to the Senate Gardens and twenty four to the House of Representatives Gardens (see Appendix B for details).<sup>109</sup>

Further building additions were also in place by 1994; these included a brick substation/garden store, a gardeners shed and a bush house, all located in the House of Representatives Gardens (Figure 36). A timber garden store building was also added to the south-east corner of the Senate Gardens (Figure 37).

In 1993 and 1994, a number of planning documents were prepared for the National Capital Authority by Conybeare Morrison & Partners and Context Landscape Design in association with John Gray, Consultant, including:

- 'Restoration of Old Parliament House Gardens, Appraisal Report', December 1993;
- 'Report on History of the Gardens' by John Gray, May 1994;
- 'Restoration of Old Parliament House Gardens' in the 'Landscape Management Plan' by John Gray Consultant, Conybeare Morrison & Partners and Context Landscape Design May 1994 – this was prepared concurrently with the above history of the Gardens by Gray, May 1994; and
- 'Master Plan Report' by Conybeare Morrison & Partners, Context Landscape Design, in association with John Gray consultant and Renfree Hanrahan Architects, 1994.<sup>110</sup> This Master Plan received a Merit Award in 1994 by the Australian Institute of Landscape Architects.<sup>111</sup>

Public interest in the Gardens Precinct was limited until they became better known to both tourists and residents. In 1995, the National Museum of Australia introduced occasional walking tours. These guided tours expanded interest in the gardens, particularly for Canberra residents.<sup>112</sup>

A Conservation Management Plan prepared for Old Parliament House 1996, while focussing on OPH itself, also recommended that the surrounds and garden courtyards of Old Parliament House be conserved and adapted to provide an appropriate setting for the building and recommended the removal of the c1986 office annexe from the House of Representatives Garden.<sup>113</sup>

<sup>108</sup> Gray 2007, p. 47

<sup>109</sup> Gray 1994, p. 24

<sup>110</sup> National Capital Authority Design Brief 1998 NCA files

<sup>111</sup> National Capital Authority letter 5 October 1999 99/383

<sup>112</sup> Gray 2007, p. 48

<sup>113</sup> National Capital Authority letter 5 October 1999 99/383 p2

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In 1996 the first landscape restoration took place, when the internal courtyards were partially restored to their original 1927 condition. Clones of the original poplar trees were planted ceremoniously in the same year.<sup>114</sup>

## 2.6.2 Reconstruction Project 1995-2004

From 1995 onwards the Old Parliament House Gardens reconstruction project was developed by the NCA. The project was based generally on the recommendations in the conservation reports of 1989 and 1993/94 to reconstruct the 1927 form of the gardens.

A brief for the design and documentation of this project prepared in 1997 was based on the master plan approach to:

*Remain with the 1927 originally conceived concept for the gardens (eg. the division into quadrants with each sector developed for differing leisure pursuits or horticulture and amenity) but with some embellishment to ensure the Gardens are suitable for public use and to facilitate efficient management and maintenance.*

*The conscious effort to honour the historic conceptual design provides a structure for the Gardens which is flexible, robust and respects the spatial integrity of the Gardens. The spaces for circulation and architectural elements proposed by the Master Plan can accommodate a variety of activities that may arise from the different uses of Old Parliament House and the proposal establishes greater connectivity between the Gardens, Parkes Place and the Parliamentary Zone.*

The key objectives identified for the works were to:

- ensure the setting of the Old Parliament House is upgraded to create an appropriate setting for the building;
- restore and reinforce the design concept and key elements of the Gardens;
- develop the garden experience by improving accessibility and enriching the complexity of the Gardens;
- integrate the landscape spaces, eg. the Senate and Representatives Gardens with the Parklands to the forecourt of Parkes Place to establish a structured 'public park' associated with the Old House; and
- ensure the landscape integrity of the gardens is maintained through an appropriate management and maintenance regime and kept in a condition able to withstand the pressures imposed by greater public use.

The extensive garden works consisted of reconstruction of the rose gardens, with adjustments to the layout, and the addition of new structures and facilities. The intent was to restore the Gardens Precinct to reflect the original design by Murdoch, and Broinowski's rose garden additions. The works required the replacement of most of the fabric of the existing gardens, with the exception of some trees.

The reinstatement of the original rose varieties and arrangements proved impossible due to the loss of original fabric and records. Although former Foreman Gardener Robin Johnson was able to provide some guidance on the location of some rose types and post-1988 changes to the Gardens Precinct. In 1995, rose specialist Peter Cox proposed a theme for each garden, with the assistance of rose specialist Milton Simms during the reconstruction phase. Some early roses, found to be of interest or of an unknown variety, were retained in a bed behind the Bowling pavilion.<sup>115</sup>

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<sup>114</sup> Gray 2007, p. 47

<sup>115</sup> Gray 2007, p. 56-7

Key aspects of the project included:

- removal and replacement of the boundary hedges; removal of existing garden beds and their formalisation and replanting, the removal of the squash courts, maintenance sheds, existing services and installation of new hydraulic services, car parking along Queen Victoria Terrace and some trees;
- replanting of street trees, park trees, shrubs and rose bushes;
- retention of tennis courts and bowling green and bowling green pavilion;
- construction of 6 new entrance gates to the Senate Garden and 5 to the House of Representatives Garden; a toilet block, kiosk, seating and pergolas in the both gardens and an additional maintenance office in the House of Representatives Garden, paving elements in the Magna Carter Place and Constitution Place; and
- erection of planting structures in the Rex Hazlewood and Robert Broinowski rose gardens.

In the Senate Garden, the Rex Hazlewood Garden was designed to trace the history of the rose, with a variety of roses from Asia in the eastern half of the garden and European varieties planted in the western half. The central beds display cultivated Hybrid Tea and Floribunda roses. The Broinowski Rose Garden was planted mainly with English Shrub roses, bred by David Austin.<sup>116</sup>

In the House of Representatives Garden, the Ladies' Rose Garden was planted with Hybrid Tea and Floribunda roses, grouped by colour. The Macarthur Rose Garden was planted with roses that were popular at the turn of the century, including Tea and China roses and Noisette climbing roses for the new pergolas.<sup>117</sup>

On the fences of the tennis courts in both gardens, climbing roses, bred by Australian breeder Alister Clark in the 1930s, were planted. Perennial plantings were added in a sensitive manner, in the existing beds of the Gardens Precinct, which were also refurbished. Panels were positioned in the gardens to provide additional information.<sup>118</sup>

The original form of the parklands, Magna Carta Place and Constitution Place, was largely retained. The border of tree planting and grassed space was not altered, although the surrounding hedges were not re-instated.<sup>119</sup>

The new structures and facilities included lighting, pedestrian pathways, seating, new tennis courts (with night lighting), pergolas, garden interpretation panels, additional pavilions, new drainage systems and new irrigation systems.

*As noted in Section 3 these elements were constructed along with an additional kiosk in the Senate Gardens.*

Figure 35 is an NCA plan that was prepared at the completion of the works.

The project development included extensive consultation with the Australian Heritage Commission (AHC) which resulted in a number of changes to the scheme. The AHC was keen to see the horizontal character of the garden design being emphasised with a minimum introduction of new structures. A number of elements were deleted following liaison with the AHC including arbours, fountains and sculptures.

In addition to AHC liaison the project proposal was referred to other Government departments for comment pursuant to Section 30 of the then *Australian Heritage Commission Act*. A submission by Old Parliament House to the Australian Heritage Commission regarding the reconstruction project

<sup>116</sup> Gray 2007, p. 56

<sup>117</sup> Gray 2007, p. 56

<sup>118</sup> Gray 2007, p. 56-7

<sup>119</sup> Gray 2007, p. 59

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made reference to the need to retain a sense of connection to OPH and also noted that the proposal favoured an ideal of the gardens at the time of their conception rather than their use that spanned a longer period.<sup>120</sup> The AHC elsewhere noted the difference between the interpretive messages in OPH about the full history of the place versus a more narrow definition of the time frame for the garden reconstruction project.<sup>121</sup>

The scheme was approved by Senate in March 2000 (Hansard 15 March 2000). In August 2000, the NCA arranged for a photographic record to be made of the existing gardens, and this record is held by the NCA.

In 2001, the original remaining *Cupressus macrocarpa* and *Cupressus arizonica* hedge was removed and replaced with *Cupressus* hybrid varieties (*Cupressocyparis leylandii* Leighton Green and *C. leylandii* Naylor's Blue). The hedge was replaced with two hybrid varieties to provide a variety of colour, to match the original character of the hedge plants. Additional entries were created through the hedging into each garden on the sides that were not facing OPH. The large metal gates that were present since the 1940s were removed.<sup>122</sup> Although this provided better public access it also reduced the 'private' aesthetic of the garden and connection of the gardens to the House. New gates were installed at the existing service entries. A security fence was also installed behind the new boundary hedging to enable the gardens to be locked at night.

The office annexe, the squash courts and the maintenance shed in the Senate Gardens (described in Section 2.5) had been removed by 2002 and prior to the construction project commencing.

Works commenced in May 2003 with the gardens closed during this period. The project was completed in November 2004. The Gardens re-opened to the public on 2 December 2004 and re-named the Old Parliament House Gardens.<sup>123</sup> The National Capital Authority's Senior Landscape Architect, Rosalind Ransome, played a key role in finalising the plan and achieving the Garden Precinct's reconstruction.<sup>124</sup>

The NCA invited the Australian community to contribute to the project by sponsoring a rose. Five thousand roses were sponsored by the opening of the new gardens. Patron and sponsorship labels have been placed in the new rose gardens to indicate these contributions. The contributions, including for the construction of the Magna Carta Monument, came from over 650 individuals, groups, governments and organisations and totalled approximately \$1.3 million.<sup>125</sup>

In 2004, the Centenary of Women's Suffrage Commemorative Fountain was built in the House of Representatives Gardens, south of the bowling green. The fountain commemorates the passing of the Commonwealth Franchise Act in 1902, which paved the way for women to vote in federal elections and be elected to the Commonwealth Parliament.<sup>126</sup> The fountain consists of a low, shallow pool which is seven metres long and two and half metres wide, located at the entrance to the House of Representatives Gardens. The pool has a coloured mosaic interior surface with a stone coping and water jets have been placed inside the pool as an additional fountain feature. A linear timeline mosaic extends from the pool to the east. Interpretative material has been added to the pool and to the nearby path.

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<sup>120</sup> Old Parliament House letter to AHC 20 July 1999, NCA files

<sup>121</sup> NCA Files

<sup>122</sup> Department of the Environment & Water Resources 2005c

<sup>123</sup> NCA Files Ministerial Minute

<sup>124</sup> Gray 2007, p. 54

<sup>125</sup> Gray 2007, p. 634

<sup>126</sup> Gray 2007, p. 52



### 2.6.3 Senate and House of Representatives parklands (Magna Carta Place and Constitution Place)

The Senate parklands were renamed Magna Carta Place on 1 October 1997. The creation of Magna Carta Place was proposed by the Australia-Britain Society in 1997 to commemorate the 700<sup>th</sup> anniversary of the signing of the edition of the Magna Carta owned by Australia.

The site was chosen because of the proximity to Parliament House and the association with Langton Crescent that had been previously named in honour of Archbishop Stephen Langton (who was instrumental in persuading King John to sign the Magna Carta).<sup>127</sup> Magna Carta Place was developed with the construction of the Magna Carta monument. In 1999, a competition was held for the design of the monument, which was won by Alistair Falconer in association with Marcus Bree, Gary Eggleton and Ron Rodgers. Construction of the monument began in 2001 and was dedicated on 26 September 2001 (see Section 3.6 for a description of the Magna Carta Monument).

The Magna Carta monument represents the shared belief between Australia and Britain in the rule of law, freedom of speech and assembly, and the sovereignty of Parliament. Significant assistance was provided to this project by the Australia-Britain Society and the British Government.

The House of Representatives parkland was officially named Constitution Place on 13 February 1998, the last day of the historic Constitutional Convention held at Old Parliament House. This parkland was named as a tribute to the Constitutional Convention which was held to consider whether the current Australian constitution should be changed to provide for a republican form of Government. A small interpretation area and some seating were added to the parkland area at a later date. Only minor work was carried out on Constitution Place. Significant maintenance work was carried out on the original streetscape planting; some trees were removed and replacement tree planting were added to in-fill the tree lines both immediately adjacent to the road, and in the other tree lines bordering the pedestrian paths.

In both Constitution Place and Magna Carta Place the parkland layout of the area was retained, however, some improvement works were carried out. The new work included the re-surfacing of the north-south pathways, the replacement of the existing grass with new grass, the introduction of pedestrian lighting, the introduction of some seating and the planting of replacement poplar trees in the original 'squares' at each end of the walkways through these spaces. Two additional poplars adjacent to each of these squares were also planted. These Poplars are located as focal points on the axial paths which separate the square gardens from the semi-circular parklands of Magna Carta Place and Constitution Place. The 1928 plan shows them clearly as tree #36. They originally formed part of a visual link along axial paths with the poplars acting as focal points and as transitions between spaces. The poplars are now in squares of earth, surrounded by angled paved material and irregular box hedges.

In addition to the above work more extensive tree replacement work was carried out. Small replacement trees were planted alongside the two tree lines bordering the north-south pathway. The mature trees were kept at this stage.

<sup>127</sup> National Capital Authority 1998, pp. 28-9

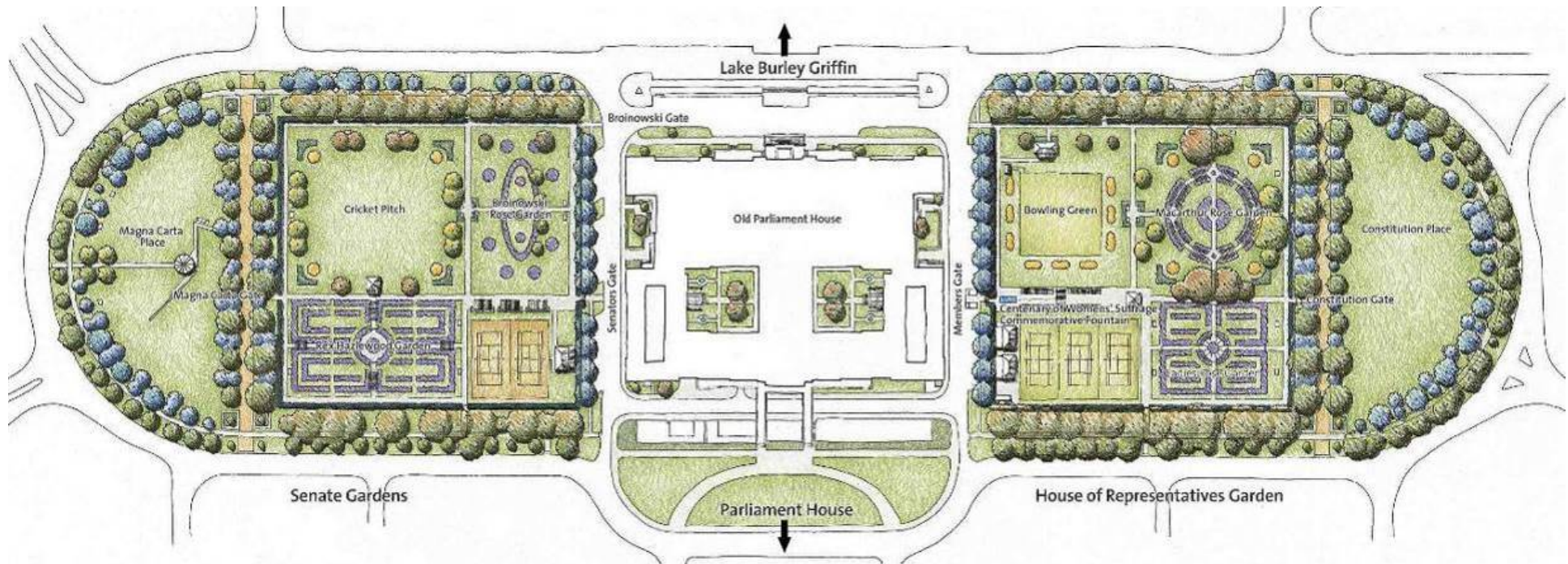


Figure 35. Old Parliament House Gardens Precinct following the reconstruction project c2004 (Source: NCA).



*Figure 36. The c1990s brick substation building and glass house in the House of Representatives Garden (Source: NCA)*



*Figure 37. Garden maintenance shed located beside and to the east of the tennis courts in the Senate Gardens in the 1990s; see also Figure 33 (Source: NCA).*



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## 2.7 2006 to present: post-reconstruction use of the Gardens

Since the completion of the reconstruction project in 2004 the Old Parliament House Gardens have been used continuously by the residents of Canberra and visitors from interstate and overseas (Figure 38). There are several types of users of the Gardens Precinct today. Some visitors are interested in the pre-1988 history and some are interested in the important symbols of Australian democracy, such as Magna Carta Place, Constitution Place and Centenary of Women's Suffrage Fountain. Other visitors include the rose patrons, school children and those using the Gardens Precinct for various recreational purposes.<sup>128</sup>

Approximately 4,000 roses were planted in 2004 as part of the Rose Patronage Scheme. These are located throughout the four rose gardens. The Patrons of the Rose Patronage Scheme are Tamie Fraser (the wife of former Prime Minister Malcolm Fraser), and Adjunct Professor Richard Broinowski (the son of Robert Broinowski). The Rose Patronage Scheme was established as a ten year program and will conclude in 2014.

The Museum of Australian Democracy (MOAD) attracts in the order of 100,000 people per annum with about 80% of these booked school groups, primarily from NSW and Victoria. Many of the visitors to MOAD take the opportunity to visit the Old Parliament House Gardens with many school groups gathering in the Gardens before or after visits to MOAD (Figure 39 and Figure 41).

The Friends of the Old Parliament Rose Gardens Inc. was established in November 2010 following the demise of the earlier Friends of the Old Parliament Gardens. Tamie Fraser and Adjunct Professor Richard Broinowski are also Patrons of the Friends. The Friends hold 4-5 meetings per year as well as organising other social gatherings and activities (such as producing a rose themed music CD). There is no formal relationship between the Friends and the NCA in regard to the Gardens, however, a number of the Friends are also volunteers who assist the NCA in garden maintenance.

The NCA arranges guided walking tours of the Gardens Precinct through its website. These tours are run by the volunteers using a printed guide. Seniors bus trips often use the guided services.

The OPH Rose Gardens Volunteers is a group of approximately 60 people who are rostered to undertake routine maintenance of the Gardens under the supervision of NCA staff and co-ordinators. Their activities include 'dead heading' roses, pruning and weeding.

Parts of the Gardens can be booked for private functions such as weddings and birthdays, although private weddings can be undertaken without bookings. The Gardens are still used by individuals for reflection and quiet contemplation (Figure 41).

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<sup>128</sup> Gray 2007, p. 65





*Figure 38. Visitors in 2013 admiring the Rex Hazlewood Garden (Source: Context 2013).*



*Figure 39 . School groups that visit the MOAD often use the Gardens before and after these visits (Source: Context 2013).*



*Figure 40. The former bowling green in the House of Representatives Garden is a popular space for visitors to gather and relax (Source: Context 2013).*



*Figure 41. The Gardens were conceived as a place to allow quiet contemplation by Members of Parliament and they are still used for visitors for this purpose (Source: Context 2013).*

## 2.8 Chronology of Key Changes to the Gardens Precinct

### Overall development

1911	The Griffin's plan wins the competition for the Nation's capital city.
1923	Parliament agrees to built a Provisional Parliament House at its current location
1923	Construction of the Provisional Parliament House commences
1925	Work believed to have commenced on the Gardens Precinct by this date
9 May 1927	Provisional Parliament House officially opened.
9 May 1927	Basic garden structure is in place, including some street trees. The two sets of tennis courts and the cricket pitch have been completed.
c1928	Perimeter street trees have been planted around entire perimeter, including the gardens and parklands.
1992	Gardens open to the public
2001-2004	Major reconstruction of Gardens Precinct to original design. The gardens are closed during this period.
2001	Original remaining hedge removed from Senate and House of Representatives gardens.
2 Dec 2004	Gardens Precinct is reopened to the public, and renamed the Old Parliament House Gardens.

### House of Representatives Gardens

	Tennis courts quadrant
By 1927	Three tennis courts constructed
1931	Broinowski planted 100 climbing roses around the base of the tennis court fences.
1985-6	Construction of a large two storey House of Representatives Annexe building
Post-1988	Demolition of the large two storey House of Representatives Annexe building
2002-3	Demolition of island beds which edged the tennis courts (seven to the north of the courts, four to the east) <sup>129</sup>
2004	Demolition of the whole of the area, including original garden sheds, brick electrical sub-station building and tennis courts, including fence form and fabric, and re-design
	Climbing roses and Wisteria on the tennis court fences 'greatly reduced over time.' <sup>130</sup>
	bowling green quadrant

<sup>129</sup> Patrick & Wallace 1989, p. 28

<sup>130</sup> Gray 1994, p. 6



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## House of Representatives Gardens

By March 1928	Bowling green completed
1937	Bowling green pavilion completed.
1980s	Bowling green returfed.
1985	The bowling green pavilion was dismantled and moved to its present location, due to the construction of the House of Representatives annexe building.
2004	Original decorative garden beds, shown in historical photographs have been replaced and slightly re-aligned Macarthur Rose Garden quadrant
1937	The beds are prepared and the donated 100 'Etoile de Holland' red roses were planted shortly after.
1938	Further donation of 50 roses for a memorial garden to Mrs John Macarthur. Exact location of planting not known.
1951	A major rose replanting program resulted in the planting of over 2000 new rose plants, in preparation for Princess (later Queen) Elizabeth's visit in 1952. The death of King George VI in February 1952 meant that the royal tour was cancelled. Queen Elizabeth II visited in 1954 as part of her tour of the Commonwealth.
By 2004	Of the original eight trees, the southernmost Southern Nettle Tree ( <i>Celtis australis</i> ) on the western perimeter has been lost. Several trees have been added to the northern perimeter over time. Apart from the trees, all other fabric is new Ladies' Rose Garden quadrant
1933	Work commenced on the garden and roses were planted 1933-4.
c1950	All roses in the south west part of the Ladies' Rose Garden were removed and the area used for other purposes. <sup>131</sup>
1951	A major rose replanting program resulted in the planting of over 2000 new rose plants, in preparation for Princess (later Queen) Elizabeth's visit in 1952 (which was cancelled). Changes to the alignment of the gardens ('bed pattern at right angles to the original pattern') at an unknown date, subsequently demolished. Loss of in situ signs and information plaques.
1965	Construction of squash courts building at the western edge of the Ladies Rose Garden (see Figure 32)
2002	Demolition of squash courts building

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<sup>131</sup> Gray 1994, p. 6



## Senate Gardens

	Cricket pitch quadrant
By 1927	Concrete cricket pitch constructed with additional practice nets.
1956	The original concrete cricket pitch was converted to a grass wicket Original decorative garden beds, shown in historical photographs have been lost over time, and then replaced and re-aligned. Details of the current alignments can be found in the Conybeare Morrison & Partners demolition drawings for the Masterplan. Addition of the kiosk to this area, and planting loss of the Thornless Honey Locusts ( <i>Gleditsia triacanthos</i> ) originally in this part of the site.
	Broinowski Rose Garden quadrant
c1932	The garden beds existed at this date, photo evidence indicates that it was probably planted with roses at this date.
c1933	Photos confirm that the garden consists of roses at this date.
1951	A major rose replanting program resulted in the planting of over 2000 new rose plants, in preparation for Princess (later Queen) Elizabeth's visit in 1952 (which was cancelled).
1970s-80s	Incremental additions of individual trees
1984	The roses were replaced with tall shrubs in this quadrant.
2004	Demolition and re-construction of the original garden beds and area as a whole (including realignment of the layout). Details of the re-alignments can be found in the Conybeare Morrison & Partners demolition drawings for the Masterplan.
	Rex Hazlewood Rose Garden quadrant
1932	200 donated roses planted.
1951	A major rose replanting program resulted in the planting of over 2000 new rose plants, in preparation for Princess (later Queen) Elizabeth's visit in 1952 (which was cancelled).
1989	Widening of garden beds at the expense of turfed areas. <sup>132</sup>
1989	Failure of some rose species in the most southerly beds
2004	Demolition and re-construction of the original garden beds, details of which can be found in the Conybeare Morrison & Partners demolition drawings for the Masterplan.
	Tennis courts quadrant
By 1927	Two tennis courts constructed
1932	Broinowski planted 100 climbing roses at the base of the tennis court fences, although these were removed over time <sup>133</sup> .
2002	Removal of the gable roofed maintenance shed, east side of tennis courts

<sup>132</sup> Conybeare Morrison & Partners and Context Landscape Design c1994

<sup>133</sup> Gray 1994, p. 6

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## Senate Gardens

2004	The layout, fabric and plant materials of the Senate Gardens tennis courts prior to 2004 are described in the 1989 CMP. <sup>134</sup> The courts were reconstructed with new fencing with climbing roses planted in beds beside the courts, together with an adjacent toilet block and change room.
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## Constitution Place (former House of Representatives Parkland)

By 1927	The north-south and curved perimeter pathways presumed to be in place, mirroring Senate parkland (Magna Carta Place) at this date.
c1928	Perimeter street trees planted around entire perimeter, including the gardens and parklands.
c1946	The boundary hedges in Senate parkland (Magna Carta Place) and House of Representatives parkland (Constitution Place) are removed.
1998	House of Representatives parkland renamed Constitution Place on 13 February 1998 at the end of the Constitutional Convention that was held in Old Parliament House.  Over time various perimeter trees have failed and, mostly, been replaced.

## Magna Carta Place (former Senate Parkland)

By 1927	The north-south and curved perimeter pathways are in place.
c1928	Perimeter street trees planted around entire perimeter, including the gardens and parklands.
c1946	The boundary hedges in the Senate and House of Representatives parklands are removed.  Over time various perimeter trees have failed and, mostly, been replaced.
1997	Renamed Magna Carta Place
2001	Construction of the Magna Carta monument which included changes to the ground plane, and introduction of built structures.

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<sup>134</sup> Patrick & Wallace 1989

## Boundary hedges and street trees

By 1928	By c1928 the perimeter hedge of the Senate and House of Representatives gardens were planted, along with the street plantings.
1944-6	Major thinning and pruning of street trees.
c1946	The boundary hedges in Magna Carta Place and Constitution Place are removed.
1950	A hedge fire in 1950 resulted in the loss of 34 lineal metres of hedge being destroyed. The affected hedge was replanted soon after.
1991	A fire burnt 60 lineal metres of the eastern hedge. The affected hedge was replanted soon after.
1993	A fire damaged 17 lineal metres of hedge. The affected hedge was replanted soon after. <sup>135</sup>
2000	The whole of the two main hedges ( <i>Cupressus arizonica</i> and <i>Cupressus macrocarpa</i> ) were demolished.
2000	The hedge was replanted in 2000 ( <i>Cupressocyparis x leylandi</i> 'Leightons Green')
2004	The steel picket fence and gateways were installed.
2000-2004	<p>The curved hedge walls to the original entrances were removed.</p> <p>The original entrances from Parliament Square was relocated</p> <p>The corners of the hedges have been replanted as right-angles rather than as originally curved, all as part of the 2000 to 2004 works.</p> <p>The expansion of the lateral dimensions of the hedges (from 2.5 metres to 2.5-4.5m by 1994<sup>136</sup>), due to variations in pruning regimes over time.</p>

<sup>135</sup> Gray 1994, p. 5

<sup>136</sup> Gray 1994, p. 5

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## 3 Description and condition

### 3.1 Introduction

This section provides a description and analysis of the Old Parliament House Gardens Precinct in 2013 (Figure 3 and Figure 42), including an analysis of the setting of the Gardens Precinct, the current condition and integrity of the Gardens Precinct and a description of objects that are associated with the place.

The section is structured in the same way as the Gardens Precinct is physically structured. Starting with the setting of the Gardens Precinct and the boundary hedges, each quadrant of the Senate and House of Representatives Gardens is described followed by Magna Carta and Constitution Places. Figure 42 is a current plan of overall Gardens Precinct with relevant parts of that plan also used at the introduction of each subsection.

The four quadrants in each of the Senate and House of Representatives Gardens are not equal and appear to have been created around the areas that were needed for their different uses, for example the tennis courts and bowling green that were the first elements established. The quadrants are now strongly defined by their recent edging paths and built elements, such as the pergola structures.

As described in Sections 2.5 to 2.8, following the closure of the Provisional Parliament House in 1988, a period of conservation and master planning in the mid to late 1990s resulted in a major reconstruction program in 2002-2004. The objective of the reconstruction program was the removal of recent structures and returning the gardens generally to a 1930s form associated with use by parliamentarians and the provision of public access. New structures introduced in 2002-2004 include pergolas, fences, gate openings and gates, tennis court pavilions, toilet blocks, tennis court fencing and lighting, kiosks, paths, hard paving, interpretive signage and memorial features.

As part of these works, original and early roses were removed from the Garden, and new specimens were planted. Where possible, the new species and cultivars were close to the original colour and form of the earlier cultivars. A small number of the early roses in good health were retained and replanted at the rear of the bowling green pavilion. Several new trees were planted in the gardens at this time. Some new trees were planted around the cricket pitch area and in the Broinowski rose garden so that the trees are now a mixture of these new trees, original trees and long term replacements for original trees (some which are in different locations to the originally trees).

The key thing to note in this description section is that while the majority the fabric of the Gardens Precinct (structures, infrastructure, services and rose plant material) are new, the overall layout of the gardens, including the quadrant forms in each garden and the location of features and uses such as the tennis courts and the bowling green are based on the original layouts and design. Similarly, while the hedge is new plant material, the alignment and enclosure of the hedge is generally as originally conceived, save several new gate and entrances to assist public access and the loss of curved hedge entries (Figure 24).



### 3.2 Setting

*The Old Parliament House Gardens Precinct is located within the Parliamentary Zone, the key component of the Central National Area that is specified in Section 10.1 of the Australian Capital Territory (Planning and Land Management Act 1988 (*

Figure 1).

The National Capital Plan includes a Master Plan for the Parliamentary Zone and in turn that Master Plan includes principles and policy and objectives and intentions for management of the Parliamentary Zone.<sup>137</sup>

Key elements of the setting of the Parliamentary Zone are both the tangible aspects of the physical layout of the spaces and roads that strongly reflect the Griffins' plan for this area centred on the Land Axis, as well as intangible aspects associated with the formation of a national democracy at this place.

While the construction of the Provisional Parliament House across the Land Axis was departure for the Griffin plan, the shape of the Gardens Precinct retains that shown on the 1911 and subsequent Griffin plans; a remarkable feature (Figure 4). Other tangible aspects are the road and footpath alignments that with tree plantings reinforce the original plan and create important vistas to and past key buildings such as Old Parliament House—in this way the roads such as King George Terrace and Parkes Place become important spaces in their own right and so eucalypt plantings, planted by Weston, along Queen Victoria and King George Terrace have an important function in not only enclosing the Gardens Precinct, but helping to define the original Griffin planning and in linking elements in the broader Parliamentary Zone space.

The Parliamentary Zone Master Plan identifies a number of precincts, or campuses, within the Zone. The Gardens Precinct is part of the Parliamentary Executive Campus that includes the former East (Australian National Archives) and West Blocks.<sup>138</sup>

*Beyond the Parliamentary Executive Campus and the broader Parliamentary Zone within which the Gardens Precinct exists are the spatial areas of the National Triangle and Parliament House Vista that extend across Lake Burley Griffin as foundation elements of the Griffin Plan (*

Figure 1 and Figure 4). Beyond these formal spaces and vistas are the encircling hills of Canberra and beyond to the Brindabella Mountain range, that together with the formal geometry, were a key element of the Griffin design. In this way, the Gardens Precinct can be seen as a garden within a garden (central Canberra), within a larger landscape.

The Old Parliament House Gardens Precinct has particular associations with three other heritage places described below.

#### Old Parliament House

Old Parliament House (OPH) is included on both the National and Commonwealth Heritage Lists. It is described as the Old Parliament House and Curtilage in the Commonwealth and National Heritage listings, Australian Heritage Database references 105318 and 105774). The listing area for OPH is shown in

Figure 2.

The OPH Heritage Management Plan 2008-2013 divides the building into six zones, with the external facades, front, rear and side entrance, the courtyards and the setting including views and intangible values forming the Landmark Zone. Unfortunately a heritage management plan

<sup>137</sup> The National Capital Plan Appendix T6, [www.nca.gov.au](http://www.nca.gov.au)

<sup>138</sup> The National Capital Plan Appendix T6, [www.nca.gov.au](http://www.nca.gov.au)

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prepared for the Landmark Zone does not acknowledge the role of the OPH Gardens as a key component of the setting of the Landmark Zone and OPH as a whole.<sup>139</sup>

The relationship between Old Parliament House and Old Parliament House Gardens Precinct is fundamental to the significance of both.<sup>140</sup> The building and gardens were developed essentially as the two major components of the one place. They operated as one entity, were both managed by the Parliament and shared the same overall history from 1927 through to 1988. The gardens were the private recreational gardens for the Parliament. To some extent this relationship has altered through time, for example:

- the construction of the several southeast and southwest wings to Old Parliament House from 1943-72 have blocked the physical and visual link between the building courtyards and the gardens. This link was, in part, formerly evident by the extension of the courtyard axis of Old Parliament House into the gardens in the form of the east-west pathways. This link is now obscured; and
- after 1988, management of the building and gardens was undertaken by separate agencies. The NCA took over management of the gardens given its land management responsibilities for the Parliamentary Zone.

One aspect of the relationship is the connection between the Gardens Precinct and the small surviving gardens areas, including roses, located immediately around Old Parliament House.

### **Parliament House Vista**

Called the Parliament House Vista conservation area (Australian Heritage Database reference 105466), especially the Parliamentary Zone. The extent is shown on Figure 1.

The Parliament House Vista is an extensive landscape which includes the Gardens Precinct as a substantial component. To some extent, the landscape focuses on Lake Burley Griffin, the Land Axis between Capital Hill and Mount Ainslie, and the symmetry of major buildings and landscaped precincts and gardens either located on or placed either side of the axis. The Old Parliament House is one focus of the area.

The Gardens Precinct contributes to the vista through its broadly symmetrical qualities including layout and plantings. The layout and plantings are also historical artefacts, which are part of the story of the design of Canberra, and the vista. The plantings which were planned and initiated by Weston also contribute to the landscape qualities of the vista. The vista provides a sympathetic setting for the Gardens Precinct, as it shares many of the same symmetrical, historical and landscape qualities related to layout and plantings.

### **National Rose Gardens**

Listed as the National Rose Gardens (Australian Heritage Database reference 105473) in King George Terrace Figure 2.

The relationship with the National Rose Gardens is partly an historical one in that both gardens were established, within very close proximity, at about the same time but in a situation that sometimes involved rivalry.<sup>141</sup> While both the National Rose Gardens and Old Parliament House Gardens Precinct were intended to enhance the setting of Old Parliament House, the use and character of the two gardens was different. The National Rose Gardens were physically open and public gardens while the Old Parliament House Gardens were enclosed and private. This

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<sup>139</sup> OPH Landmark Zone Heritage Values, Godden Mackay Logan, June 2012.

<sup>140</sup> Department of the Environment & Water Resources 2005b

<sup>141</sup> Department of the Environment & Water Resources 2005a

relationship has changed with the opening of the Old Parliament House Gardens to the public since 2004. None the less, in a broad sense, both sets of gardens contribute to the overall landscape setting. However, there is no strong dependent relationship based in the significance of either garden to the other. The relationship is stronger to the vista.

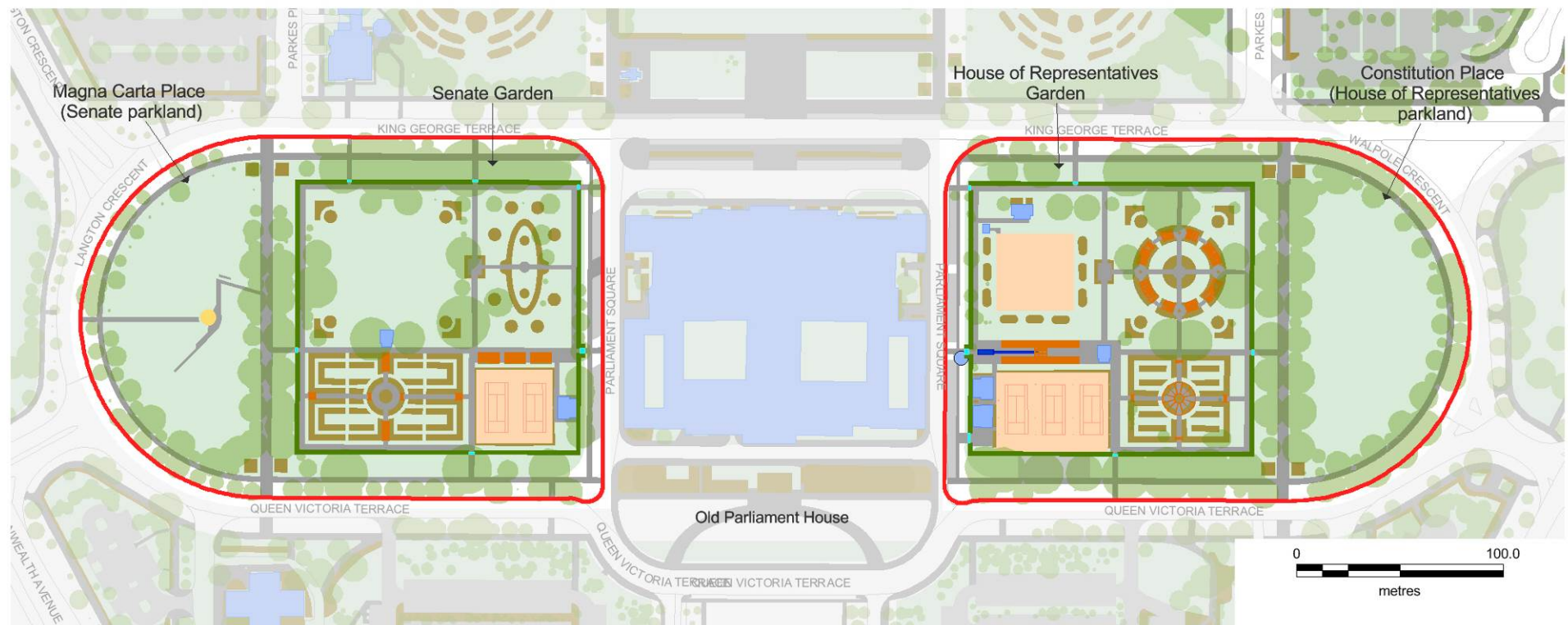
### 3.3 Boundary Hedges

The Senate Gardens and the House of Representatives Gardens are each bounded by a hedge of Cypress hedge and black powder-coated steel picket fence. The original hedges (a combination of *Cupressus macrocarpa* and *Cyprinus arizonica*) hedges were replaced with the current single species (*Cupressocyparis leylandii* 'Leighton Green') in the redevelopment of the gardens between 2002 and 2004, and are now reaching their intended form of 2.4 metres tall and width range of 1.5-2.5 metres.<sup>142</sup>

A paved pathway extends around the entirety of the Senate Gardens and House of Representatives Gardens, immediately inside the cypress hedge (excluding the tennis court area), and divides each of the gardens into four parts. White painted pre-cast concrete pillars and painted decorative steel security gates terminate each end of the two main paths (four entries), as well as at two other points.

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<sup>142</sup> Gray 1994, p. 5



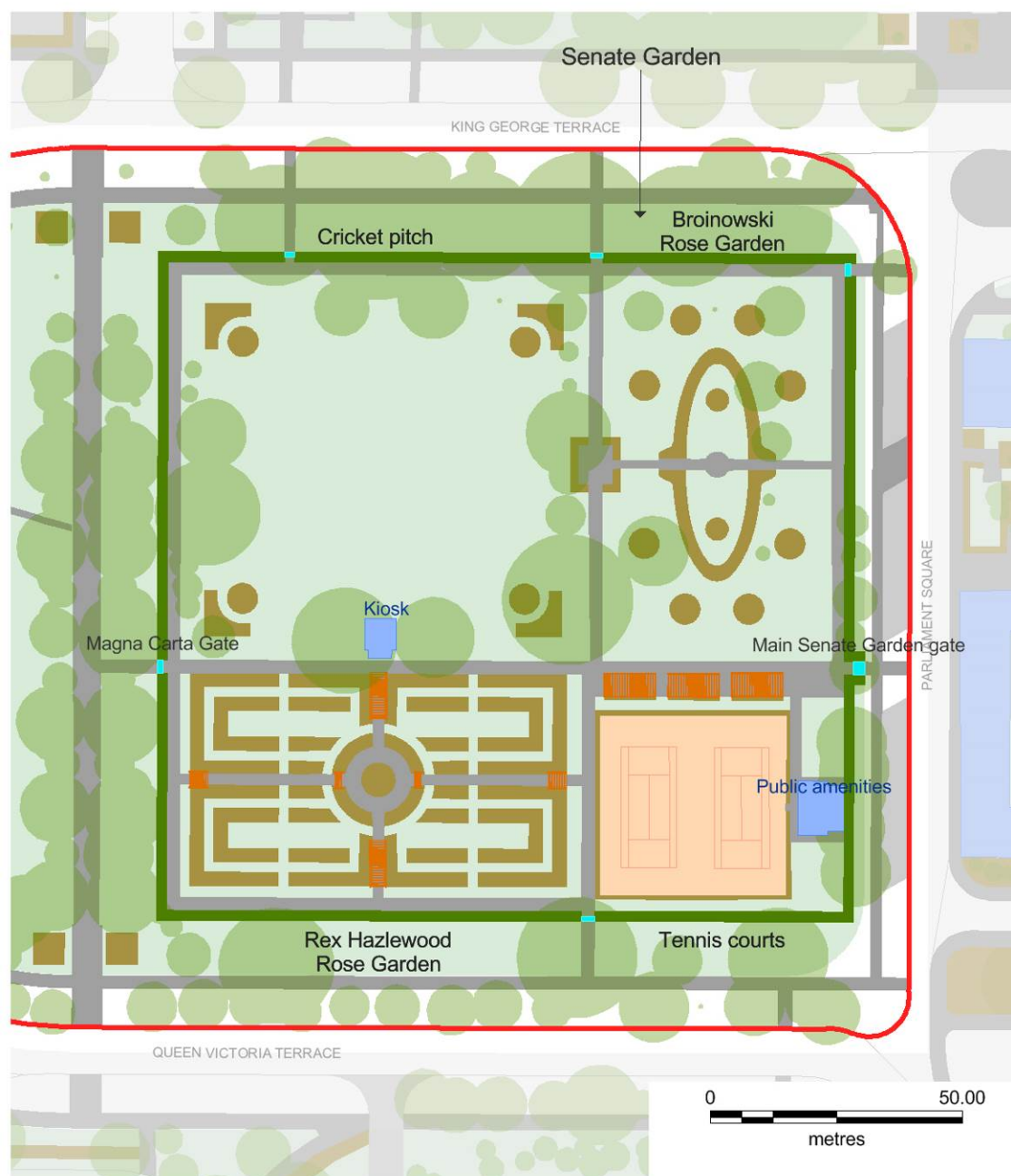
#### KEY

<span style="border: 2px solid red; padding: 2px;"> </span> Old Parliament House Garden Precinct (study area)	<span style="display: inline-block; width: 15px; height: 15px; background-color: orange; border: 1px solid black;"></span> Pergola	<span style="display: inline-block; width: 15px; height: 15px; background-color: blue; border: 1px solid black;"></span> Centenary of Women's Suffrage Commemorative Fountain
<span style="display: inline-block; width: 15px; height: 15px; background-color: lightgreen; border: 1px solid black;"></span> Tree	<span style="display: inline-block; width: 15px; height: 15px; background-color: lightorange; border: 1px solid black;"></span> Tennis court & bowling green	<span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black;"></span> Magna Carta Monument
<span style="display: inline-block; width: 15px; height: 15px; background-color: darkgreen; border: 1px solid black;"></span> Hedge	<span style="display: inline-block; width: 15px; height: 15px; background-color: lightblue; border: 1px solid black;"></span> Building	
<span style="display: inline-block; width: 15px; height: 15px; background-color: brown; border: 1px solid black;"></span> Gardenbed	<span style="display: inline-block; width: 15px; height: 15px; background-color: cyan; border: 1px solid black;"></span> Gate	
<span style="display: inline-block; width: 15px; height: 15px; background-color: gray; border: 1px solid black;"></span> Footpath		

Figure 42. The Old Parliament House Gardens Precinct (Source: NCA data, Context plan 2013).



### 3.4 Senate Gardens



#### KEY

- |   |   |
|---|---|
| <span style="border: 2px solid red; padding: 2px;"> </span> Old Parliament House Garden Precinct (study area)                       | <span style="display: inline-block; width: 10px; height: 10px; background-color: orange; border: 1px solid black;"></span> Pergola                      |
| <span style="display: inline-block; width: 10px; height: 10px; background-color: lightgreen; border: 1px solid black;"></span> Tree | <span style="display: inline-block; width: 10px; height: 10px; background-color: blue; border: 1px solid black;"></span> Building                       |
| <span style="display: inline-block; width: 10px; height: 10px; background-color: darkgreen; border: 1px solid black;"></span> Hedge | <span style="display: inline-block; width: 10px; height: 10px; background-color: orange; border: 1px solid black;"></span> Tennis court & bowling green |
| <span style="display: inline-block; width: 10px; height: 10px; background-color: brown; border: 1px solid black;"></span> Gardenbed | <span style="display: inline-block; width: 10px; height: 10px; background-color: cyan; border: 1px solid black;"></span> Gate                           |
| <span style="display: inline-block; width: 10px; height: 10px; background-color: gray; border: 1px solid black;"></span> Footpath   |   |

Figure 43. Plan of the Senate Garden (Source: Context with NCA data, 2013).

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The Senate Gardens are located on the west side of the Gardens Precinct and are named for their proximity to the Senate side of the Old Parliament House. They are loosely divisible into four quadrants of varying proportions, as shown on the plans at Figure 3 and Figure 42. Each quarter is bounded by the perimeter path system, and bisected by major pathways on the north-south and east-west axes. The 2004 east-west pathway and its pergola (Figure 52) and the 2004 main gate (Figure 50) correspond to the courtyard axis of Old Parliament House.

### 3.4.1 Cricket Pitch Quadrant

The cricket pitch occupies the north-west quadrant of the Senate Gardens. The area has been used as a cricket pitch since the early development of the site, albeit sporadically according to some sources.<sup>143</sup>

A feature of the early design was as a large area of lawn with a strong planting design of pairs of trees at its cardinal points (*Fraxinus oxycarpa* on the north, *Gleditsia triacanthos* to the south, *Celtis australis* to the east, and *Acer saccharinum* to the west). This pattern and species selection was mirrored in the Macarthur Rose Garden in the House of Representatives Garden.

While the Cricket pitch still presents as a large grassed area akin to a playing field, the original planting pattern has been somewhat compromised by the addition of new trees of different species in non-traditional locations around its perimeter. In addition, some replacement specimens of the original trees have been planted beyond their original location, disrupting the symmetry of the original design.

In each of the four corners of the Cricket pitch area, there is a small decorative planting bed in the cup and ball shape (Figure 46). These are currently planted with a combination of central shrubs fronted by various annual plantings. These do not appear to be part of the early design of this area and do not appear in photographs from the 1930s (Figure 23). These cup and ball beds are however clearly evident around the Macarthur Rose Garden from 1938 (Figure 21 and Figure 22).

The kiosk pavilion structure on the axis of the western half of the Senate Gardens that was constructed as part of the 2004 is a prominent visual element between the adjacent open lawn areas of the cricket pitch and the adjacent Rex Hazlewood Rose Garden space (Figure 49). While not part of the original construction, pavilions of this form were planned by Murdoch and it is sympathetic to the Stripped Classical Inter-war style favoured by Murdoch. It also provides an amenity associated with public access.

Attached to the south face of the kiosk are a series of interpretive panels outlining the design intent of the Rex Hazlewood Garden and its historical basis. A free-standing panel (identical to that in the House of Representatives Gardens) lists the designers involved in the 2004 works project, and current sponsors.

There appear to be drainage issues along western perimeter of lawn, which may affect tree health in both the short and long term. These may be associated with recent changes to irrigation of the gardens.

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<sup>143</sup> CMP workshop; Patrick & Wallace 1989

The perimeter tree plantings in this area are (as at December 2012), are shown on Table 1 below in clockwise order from the southern corner of the area.

**Table 1 Trees in cricket pitch quadrant**

Tree ID <sup>144</sup>	Common name	Species name	Period of Significance	Condition	Height (approx)	Canopy (approx)
1002438	Desert Ash	<i>Fraxinus oxycarpa</i>		Not assessed	22m	26m
1002439	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Long term replacement planting	Not Assessed	16m	16m
1002440	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Long term replacement planting	Good	19m	21m
1002449	Rowan	<i>Sorbus aucuparia</i>	1980s	Fair	14m	8.5m
1002448	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000	New	7.5m	6m
1002447	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000	New	6m	5m
1002446	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000	New	7.5m	6m
1002444	Silver maple	<i>Acer saccharum</i>	Long term replacement planting	Fair	17.5m	21m
1002443	Double Flowering Almond	<i>Prunus dulcis</i>	C.2000	New	3.5m	2m
1002442	Double Flowering Almond	<i>Prunus dulcis</i>	C.2000	New	2m	6m
1002441	Silver Maple	<i>Acer saccharinum</i>	Original (1933)	Fair	19m	14m
1002474	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000	New	4m	3.5m
1002475	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000	New	4m	3.5m
1002429	Desert Ash	<i>Fraxinus oxycarpa</i>	Long term replacement planting	Fair/Poor	12m	11m
1002431	Pin Oak	<i>Quercus</i>	c. 2010	New	2m	1m

<sup>144</sup> This table references all data contained in recent GIS layers provided by the NCA, March 2013 (tree ID number, species, height etc.).

Tree ID144	Common name	Species name	Period of Significance	Condition	Height (approx)	Canopy (approx)
		<i>palustris</i>				
1002432	Purple Leaf Cherry Plum	<i>Prunus cerasifera 'nigra'</i>	c. 2000	Not Assessed	7m	8m
1002433	Judas Tree	<i>Cercis siliquastrum</i>	c.2000	Not Assessed	3.5m	4m
1002434	Silver birch	<i>Betula pendula</i>	c.2000	Not Assessed	6m	3m
1002435	European Nettle Tree	<i>Celtis Australia</i>	Original (1933)	Not Assessed	14m	17m
1002436	Japanese Cherry	<i>Prunus serrulata</i>	c.1990-2000	Not Assessed	5m	8m
1002437	Claret Ash	<i>Fraxinus oxycarpa 'Raywood'</i>	c.1990-2000	Not assessed	9m	8m
1002438	Desert Ash	<i>Fraxinus oxycarpa</i>	Long term replacement planting	Not assessed	22m	26m

### 3.4.2 Robert Broinowski Rose Garden

The Robert Broinowski Garden that was established 1932 was named in 2004 in honour of Broinowski who was instrumental in the completion of the original gardens, and in particular responsible for the development of the rose gardens (including this garden - see 1930s Figure 23) and a rose patronage scheme.

The Robert Broinowski Rose Garden is located in the north east quadrant of the Senate Gardens, and is an ellipse divided by a central pathway (sometimes referred to as two horse-shoe shaped bed). The ellipse has two symmetrically arranged circular beds within each end, and four symmetrically arranged circular beds around the outside of each 'horseshoe'. While the area was established as a formally arranged ornamental rose garden, over time, particularly during the 1970s and '80s, various small-to-medium size trees have been added in this area, and the roses and the formality of the layout became lost amid a predominantly shrub planting (Figure 30). The reconstruction works in 2002-2004 re-established this as a formal rose garden (inter-planted with perennials) in its original shape, but have retained the small trees which detract from the highly formalised design intent.

The rose beds are planted with English shrub roses, bred by David Austin, which were developed and popularised during the 1970s. Perennial plantings in the garden beds include foxgloves, delphinium and penstemons. Beds have low English lavender hedge (Hidcote) edgings, and there are blocks of box (*Buxus sempervirens*) plantings at the garden bed in the centre west of this area. These are similar to arrangements elsewhere in the gardens.

The area is bounded by a paved perimeter path as well as the boundary hedge on the north and east sides. Within the circular beds stand tall, treated timber, copper-capped rose tripods that were constructed in 2004 and are visually prominent (Figure 45).



At the centre of the western perimeter path, adjacent to two large trees (*Celtis australis* European Nettle Tree and *Fraxinus oxycarpa* 'Raywood' Claret Ash—discussed in relation to the Cricket pitch—see above table) there is a seating area with a timber bench and perimeter plantings of Box (*buxus sempervirens*) which has seats that face both the cricket pitch and Broinowski Garden (Figure 44). Trees in the Broinowski Rose Garden quadrant are shown on Table 2.

**Table 2 Trees in the Broinowski Rose Garden**

Tree Id (2013)	Common name	Species	Period of Significance	Condition	Height (approx)	Canopy (approx)
1002454	Crabapple	<i>Malus purpurea</i>	1970s/80s	Fair	4m	6m
1002457	Crabapple	<i>Malus purpurea</i>	1970s/80s	Fair	5m	6m
1002455 & 1002456	Silver Birches (2)	<i>Betula pendula</i>	1970s/80s	Fair	13m	5.5m
1002452	Liquidamber	<i>Liquidamber styraciflua</i>	1970s/80s	Good/Fair	15m	12-14m
1002451	Hawthorn	<i>Crataegus ?monogyna</i>	Unknown	Fair/Good	6m	7m
1002453	Pin Oak	<i>Quercus palustris</i>	New	New	2m	1m
1002450	Japanese Maple	<i>Acer palmatus</i>	c.1980	Not assessed	3.52m	14m

### 3.4.3 Rex Hazlewood Garden

The Rex Hazlewood Garden was given its present name in 1995, in recognition of the landscape designer and photographer Rex Hazlewood.<sup>145</sup> Hazlewood was the designer of the garden and collaborated with Broinowski in the establishment of the rose gardens and, as representative of the National Rose Society of NSW, encouraged the involvement and support of other rose societies.

The Rex Hazlewood Garden is located in the south west quadrant of the Senate Gardens and was reconstructed in 2004. The garden is laid out in a symmetrical rectilinear pattern, with a central circular bed and is bisected by a paved pathway along its east-west alignment. Its series of individual garden beds are also bounded by paved pathways and, in some places along the external perimeter (such as along the southern edge), lawn edging (Figure 47). The beds are planted with shrub and climbing roses, as well as subsidiary perennial plantings. White steel lattice colonnades topped with hardwood beams form a series of rose arbours in a symmetrical arrangement (Figure 51). In common with all of the rose gardens, engraved paint filled brass plaques at ground level identify various patrons as part of the Rose Patronage Scheme and/or rose names. The Rose Patronage Scheme was re-established in 2004 following on from the 1930s scheme established by Broinowski.

The main plant material is roses; these are under-planted with cottage style perennials, including clumps of Dianthus, Penstemon, Iris, Salvia, Campanula, Geranium, Pansies, Peonies, Viola and

<sup>145</sup> Conybeare Morrison & Partners and Context Landscape Design. c1994

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Catmint. The current design is intended to portray the ‘international history of the rose’, and includes central rose plantings of Australian breeder Alistair Clarke.

### 3.4.4 Tennis Courts Quadrant

The tennis courts are located in the south east quadrant of the Senate Gardens. This area has been used for tennis courts since the first development of the site, appearing in a 1928 photograph (Figure 18).<sup>146</sup> Elements include two sand-filled, red earth coloured synthetic grass tennis courts which are fenced with a black powder-coated chain mesh fence (Figure 48), a pavilion with changing room, shower and toilet facilities, and a colonnaded pergola roofed walkway with bench seats along its length (Figure 52 and Figure 53).

Plant materials include rose and perennial plantings around the tennis court fence line (Figure 48), and wisteria along the colonnade. All existing elements were constructed in 2004. Climbing roses were planted along the fence line as a reference to the first plantings of climbing roses which were planted on the newly established tennis court fences in 1931 at Broinoswki’s request.



Figure 44. Seating and interpretive sign in Robert Broinowski Garden (Source: Context 2013).



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<sup>146</sup> Patrick & Wallace 1989, p. 52

*Figure 45. Rose tripod in the Robert Broinowski Rose Garden  
(Source: Context 2013).*



*Figure 46. Cricket pitch with cup and ball planting beds (Source:  
Context 2013).*



*Figure 47. Rex Hazlewood Rose Garden (Source: Context 2013).*



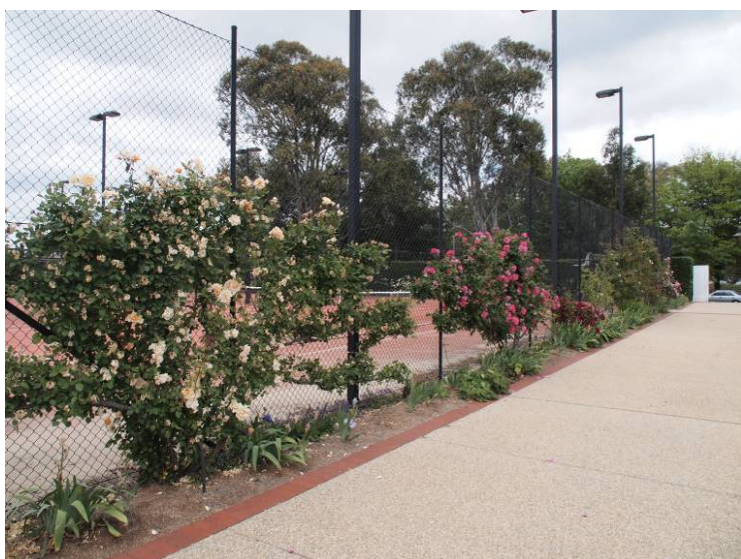


Figure 48. Rose plantings adjacent to the Senate garden tennis courts (Source: Context 2013).

### 3.4.5 Built Elements in the Senate Gardens

All built elements were constructed in 2004, unless otherwise noted.

#### Buildings

##### Kiosk

- Comprises an open sided shelter attached to a small building (Figure 49).
- Shelter: Painted pre-cast concrete columns supporting a low pitched copper roof with a painted timber fascia and copper trim. It has a painted sheet soffit with cover battens. The area is paved with red brick edging and exposed aggregate concrete panels.
- Building: Red brick plinth, painted rendered walls and low pitched copper roof, stained timber windows and shutters.
- Glass interpretive panels mounted on southern wall of building.

##### Tennis Court Toilets and Change Room

- Generally similar form and construction to pavilion.
- Painted steel decorative security gates to toilets in attached small building.
- Painted timber doors.
- Modern toilet interior fit out.

#### Tennis courts

- Red earth coloured synthetic surface courts, nets, black chain-link fences, black painted steel post top court lights.

#### Paths and edgings

- Red brick edged, exposed aggregate path, with occasional red brick banding across path.
- Concrete edge to garden bed for hedge.
- Metal garden edgings/mowing strips to beds.

#### Gates and fences

- Main Gate (Figure 50): white painted concrete/rendered pillars with expressed panels, timber framed canopy/roof, low-pitched metal roof, painted sheet soffit, painted pair of decorative metal gates, and



	<p>suspended sign.</p> <ul style="list-style-type: none"> <li>• Secondary gates: white painted concrete/rendered pillars with expressed panels, painted decorative metal gates, lettering on pillars. Five sets of secondary gates: 2 double gates, three single gates.</li> <li>• Black painted metal palisade fence around perimeter of gardens.</li> </ul>
Pergolas, trellises and frames	<ul style="list-style-type: none"> <li>• Entry Pergola: Painted precast concrete columns with expressed panels, hardwood roof frame, surface mounted spotlights on roof timbers, uplights mounted in pavement.</li> <li>• Round timber pole rose tripods with metal finial (Broinowski Garden).</li> <li>• Painted metal pole and wire trellis structures (Rex Hazlewood Garden).</li> <li>• Rex Hazlewood Garden Pergolas: painted concrete bases, painted steel lattice columns, hardwood roof frame.</li> <li>• Hardwood used is recycled <i>Eucalyptus paniculata</i>.</li> </ul>
Furniture	<ul style="list-style-type: none"> <li>• Stained timber benches set on exposed aggregate finished concrete pads.</li> <li>• Nickel bronze drink fountain (designed by Mark Cox).</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights (of a different design to those outside the gardens).</li> <li>• Low rise in-ground path lighting ("Dome" by Louis Poulson).</li> <li>• Uplighting set into paving under entry pergola ("Spectra" fittings).</li> <li>• Spotlights mounted on entry pergola.</li> </ul>
Signs	<ul style="list-style-type: none"> <li>• Dedication plaque: painted precast concrete plinth with engraved patterned brass plaque.</li> <li>• Engraved paint filled brass patronage and rose identification signs.</li> <li>• Powder coated stainless steel and toughened glass interpretive and sponsor signs with adhesive graphics and stainless steel patch fittings.</li> <li>• Glass interpretive panels on the kiosk.</li> </ul>
Other	<ul style="list-style-type: none"> <li>• Painted metal electrical distribution board cabinets and power bollards.</li> <li>• Plastic wheelie bins.</li> </ul>



*Figure 49. Senate Gardens Kiosk (Source: Context 2013).*



*Figure 50. The main gate of the Senate Gardens (Source: Context 2013).*



*Figure 51. Rex Hazlewood Garden pergola (Source: Context 2013).*



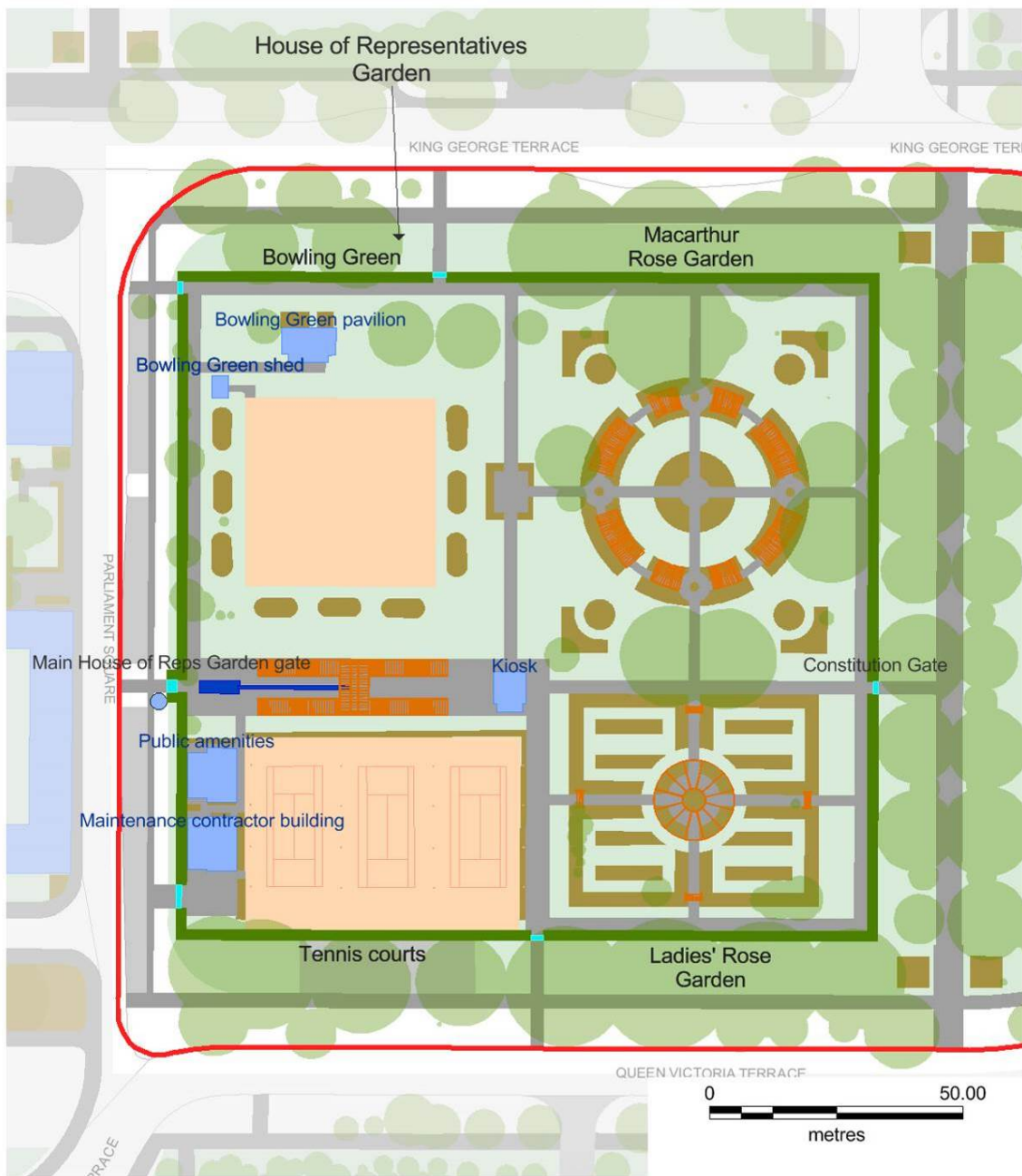
*Figure 52. Senate Gardens' pergola (Source: Context 2013).*



*Figure 53. Tennis court and public amenities building (Source: Context 2013).*



### 3.5 House of Representatives Gardens



#### KEY

- |   |  |
|---|--|
| <span style="border: 2px solid red; padding: 2px;"> </span> Old Parliament House Garden Precinct (study area) | <span style="background-color: orange; border: 1px solid black; padding: 2px;"> </span> Pergola  |
| <span style="background-color: lightgreen; border: 1px solid black; padding: 2px;"> </span> Tree              | <span style="background-color: lightblue; border: 1px solid black; padding: 2px;"> </span> Building  |
| <span style="background-color: darkgreen; border: 1px solid black; padding: 2px;"> </span> Hedge              | <span style="background-color: orange; border: 1px solid black; padding: 2px;"> </span> Tennis court & bowling green                       |
| <span style="background-color: brown; border: 1px solid black; padding: 2px;"> </span> Gardenbed              | <span style="background-color: cyan; border: 1px solid black; padding: 2px;"> </span> Gate   |
| <span style="background-color: grey; border: 1px solid black; padding: 2px;"> </span> Footpath                | <span style="background-color: blue; border: 1px solid black; padding: 2px;"> </span> Centenary of Women's Suffrage Commemorative Fountain |

Figure 54. Plan of House of Representatives Gardens (Source: NCA data, Context 2013).



The House of Representatives Gardens, located on the east side of Old Parliament House, are named for their relationship with the House of Representatives parliamentary facilities inside the House. Until 2004, it was known only informally as the House of Representatives 'side'.

The gardens are loosely divisible into four quadrants of varying proportions, as shown on the plan at Figure 3 and Figure 42. Each quarter is bounded by the perimeter path system, and bisected by major pathways on the north-south and east-west alignments. The east-west pathway corresponds to the courtyard axis of Old Parliament House.

The whole of the Gardens Precinct is bounded by a cypress hedge (*Cupressocyparis leylandii* Leighton Green and a black powder-coated steel picket fence. White masonry pillars and decorative steel gates terminate each end of the two main paths (four entries), as well as at one other point. A paved pathway extends around the perimeter of the gardens, immediately inside the cypress hedge.

Beneath the gardens lies the historic Lamson Tube which once connected the Parliament House to the Government Printers office in Kingston (Figure 66).

The following text provides a description of each component of the gardens and this is followed by further details regarding the built elements.

### 3.5.1 Bowling green

The bowling green is a large lawn area with a sunken lawn designed for playing lawn bowls. It has a 200 mm deep black rubber/synthetic lined plinth, and is topped with a concrete kerb, set into the lawn. The bowling green is not currently used for bowling and is not maintained to support that use. The green itself is bounded by decorative lozenge-shaped garden beds on three sides as a reconstruction of the original design. These beds are planted variously with shrub plantings including azaleas and camellias and annual displays.

To the north of the bowling green is the relocated 1937 weatherboard bowling green pavilion building (Figure 61). A second, small c1930s weatherboard garden shed in its original location on the north-western boundary holds lawn-mowing equipment (Figure 63).

Behind the bowling green pavilion adjacent to the northern boundary fence, a small garden bed holds remnant roses which were part of the rose collection removed during the 2004 works program (Figure 59). These roses are overcrowded and in fair-to-poor condition. The roses have not been identified in terms of species, source, or original garden locations. A weathered interpretation sign notes these early roses (Figure 76).

Adjacent to this area, along the north-eastern perimeter of the area, there is a semi-mature Liquidamber (*Liquidamber styraciflua*, 14m high, with a 10m canopy) and a semi-mature English Oak (*Quercus robur*, 7m high, with a 4m canopy). Both are recent additions, probably dating from the 1970s or 1980s.

A large glass and metal printed and illustrated panel, approximately 2 metres by 90 cm, stands in a hard stand area at the centre western perimeter of the gardens. It lists, on one side, the various designers and other individuals involved in the 2004 works program (recording the moral rights holders) and, on the reverse, current sponsors.

### 3.5.2 Macarthur Rose Garden

The Macarthur Rose Garden is located in the north-east quadrant of the House of Representatives Gardens and was given its present name in 1995 in honour of the early donation of roses for this garden by the Macarthur family.<sup>147</sup>

It comprises a large lawn bounded by tree plantings, and with a symmetrically laid out rose garden, across its east-west axis. The garden is bisected on its north-south and east-west axes by paved pathways; a pathway also extends around the perimeter, adjacent to the boundary fence and hedge on the north and east sides.

The main tree planting was first established in 1933,<sup>148</sup> and consisted of eight trees planted in pairs at the central perimeter of each side of the lawn, a mirror image of the species and arrangement around the Cricket pitch in the Senate Garden. Pairs of seven of the original trees remain, one of the pair of *Celtis australis* (European nettle tree) is missing.

Additionally, there are several more recent trees in this area, planted around the perimeter on an *ad hoc* basis, since about 1980, plus long-term replacement trees for the original eight. Of the long-term replacement trees, the new plantings adjacent to the Canadian Silver Maples (*Acer saccharinum*) are actually Sugar Maples (*Acer saccharum*), which were planted in error by a contractor.

Trees in this area are described in Table 3, listed in a clockwise direction from the south-east corner of the area.

**Table 3 Trees in the Macarthur Rose Garden**

Tree Id (2013)	Common name	Species name	Period of Significance	Condition	Height (approx)	Canopy (approx)
	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	2004: Long-term replacement planting	New	N/a	N/a
1002630	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Original (1933)	Good/Fair	20m	19m
1002629	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Original (1933)	Good	20m	19m
	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	2004: Long-term replacement planting	New	N/a	N/a
1002632	Southern Nettle Tree	<i>Celtis australis</i>	Original (1933)	Good	13.5m	13m
	Southern Nettle Tree	<i>Celtis australis</i>	2004: Long term replacement planting	Good	N/a	N/a

<sup>147</sup> Conybeare Morrison & Partners and Context Landscape Design. c1994

<sup>148</sup> Gray 1994

Tree Id (2013)	Common name	Species name	Period of Significance	Condition	Height (approx)	Canopy (approx)
1002640	Desert Ash	<i>Fraxinus oxycarpa</i>	Original (1933)	Fair	26m	17m
1002639	Desert Ash	<i>Fraxinus oxycarpa</i>	Original (1933)	Fair/Poor	9m	9.5m
1002638	Claret Ash	<i>Fraxinus oxycarpa</i> 'Raywood'	c.2000	n/a	4.5m	1m
1002535	Desert Ash	<i>Fraxinus oxycarpa</i>	1970s/80s	Fair	11m	6m
1002637	Claret Ash	<i>Fraxinus oxycarpa</i> 'Raywood'	c.2000	Good	3m	.5m
	Sugar Maple	<i>Acer saccharum</i>	2004: Long-term replacement planting	New	N/a	N/a
	Sugar Maple	<i>Acer saccharum</i>	2004: Long-term replacement planting	New	N/a	N/a
1002635	Canadian Silver Maple	<i>Acer saccharinum</i>	Original (1933)	Good	21m	20m
1002636	Canadian Silver Maple	<i>Acer saccharinum</i>	Original (1933)	Fair	17.5m	14m
1002631	Flowering Peach	<i>Prunus persica</i>	c.2000	n/a	4.5m	7m
1002633	Cherry	<i>Prunus avium</i>	c.2000	n/a	4m	6m
1002642	Cherry Plum	<i>Prunus cerasifera</i>	c.2000	n/a	6.5m	7m
1002641	Silver Birch	<i>Betula pendula</i>	c. 2000	n/a	3m	3m
1002634	Pin Oak	<i>Quercus palustris</i>	c. 2000	n/a	5m	3m

Trees on above table without reference numbers were noted in project site survey but are not included in current tree survey maps.

The condition of the trees is good to fair. The canopy coverage, foliage colour and size of the 1933 trees (especially the *Celtis australis*) indicate a level of stress to tree health. Causes may be various and may be short or long term, and recent changes to this area may also have had an impact on tree health. These include disturbance of the topsoil in the vicinity of the trees and upper levels of the tree root systems.

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The rose garden is laid out in a circular pattern, with four large white steel pergola frames forming arcs around the circle (Figure 60). The rose garden is bisected by both main pathways, and includes further paved paths in a circular alignment which divide the individual garden beds. Roses include Tea, China and Noisette climbing varieties for the arbours, with a central planting of Etoile de Hollande roses (the variety originally donated by the Macarthur-Onslow family and used in this part of the garden). The garden beds are under-planted with various perennials.

An interpretive panel is titled 'Macarthur Rose Garden History' on one side, and 'Macarthur Rose Garden Design' on the reverse.

### **3.5.3 Tennis courts**

The tennis courts are located in the south west quadrant of the House of Representatives Gardens (Figure 58). This area has been used for tennis courts since the first development of the site, appearing in a 1927 photograph (Figure 8).<sup>149</sup> Elements include three hard-court tennis courts which are fenced with a black powder-coated chain mesh fence, a pavilion with changing room, shower and toilet facilities. To the north of the pavilion a small garden bed includes four lemon trees transplanted from the edge planting around the tennis courts, as part of the recent major works project. The original date of these trees is unclear. There is a colonnaded walkway with bench seats along its length. Plant materials include rose and perennial plantings around the tennis court fence line, and wisteria along the colonnade. All existing elements were constructed in 2004 replacing the earlier courts.

### **3.5.4 Ladies' Rose Garden (House of Representatives Gardens)**

The Ladies' Rose Garden is located in the south-east quadrant of the House of Representatives Gardens and was given its present name in 1995 in honour of the women associated with the Parliament in the 1930s who provided patronage of for this garden in particular.<sup>150</sup>

The garden is laid out in a symmetrical rectilinear pattern (Figure 55), and is bisected by a paved pathway along its east-west axis. Its series of individual garden beds are also bounded by paved pathways and, in some places along the external perimeter (such as along the southern edge), lawn edging. The beds are planted with shrub and climbing roses, as well as subsidiary perennial plantings. Hard landscape features include large white steel colonnades at four points around the perimeter of the rose plantings, and a central, circular arbour (Figure 56). Paint filled brass plaques identify various donors as part of the Rose Patronage Scheme in the gardens, and/or rose species names.

A large glass and metal printed and illustrated interpretive panel, approximately 2 metres by 90 cm, stands at the centre western perimeter of the garden (Figure 57). It is titled 'Ladies' Rose Garden History' on one face, and 'Ladies' Rose Garden Design' on the reverse. The latter panel explains that the roses are arranged by colour in the four quadrants (white, yellow, red and pink), and under-planted with perennials to provide a 'bouquet effect'. Historical information about Hybrid Tea and Floribunda roses used in the garden is also included.

The 2004 kiosk structure at the approximate centre of the House of Representatives Gardens is a key visual element, and addresses the open lawn areas of adjacent bowling green space (Figure 64).

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<sup>149</sup> Patrick & Wallace 1989, p. 52

<sup>150</sup> Conybeare Morrison & Partners and Context Landscape Design. c1994





*Figure 55. Hedge and Fence in House of Representatives Gardens (Source: Context 2013).*



*Figure 56. Ladies' Rose Garden (Source: Context 2013).*



*Figure 57. Interpretive sign in the Ladies Rose Garden (Source: Context 2013).*





*Figure 58. Tennis courts, House of Representatives Gardens (Source: Context 2013).*



*Figure 59. Early roses replanted behind the 1937 bowling green pavilion as part of the 2004 works (Source: Context 2013).*



*Figure 60. Macarthur Rose Garden (Source: Context 2013).*

### 3.5.5 Built Elements in the House of Representatives Garden

All built elements were constructed in 2004, unless otherwise noted.

Buildings	<p>Kiosk</p> <ul style="list-style-type: none"> <li>• Comprises an open sided shelter attached to a small building.</li> <li>• Shelter: Painted precast concrete columns supporting a low pitched copper roof with a painted timber fascia with copper trim. It has a painted sheet soffit with cover battens. The area is paved with red brick edging and exposed aggregate concrete panels.</li> <li>• Building: Red brick plinth, painted rendered walls and low pitched copper roof, stained timber windows and shutters.</li> </ul> <p>Tennis Courts Toilets and Change Rooms</p> <ul style="list-style-type: none"> <li>• Generally similar form and construction to pavilion.</li> <li>• Painted steel decorative security gates to toilets in attached small building.</li> <li>• Painted timber doors.</li> <li>• Modern toilet interior fit-out.</li> </ul> <p>Contractors Maintenance Facility–southwest corner</p> <ul style="list-style-type: none"> <li>• Two sheds generally similar in construction to pavilion and toilet block, though without the open sided shelter component.</li> <li>• Painted roller doors to storage areas.</li> </ul> <p>Bowling green pavilion, 1937-relocated</p> <ul style="list-style-type: none"> <li>• Painted rendered masonry plinth, painted weatherboard walls, hipped concrete tiled roof, metal skillion roof over porch, painted timber and glass doors, and painted timber windows.</li> <li>• Interior modernised.</li> <li>• Old roller located nearby.</li> </ul> <p>Bowling green machine shed, 1940s</p> <ul style="list-style-type: none"> <li>• Painted rendered masonry plinth, painted weatherboard walls, hipped concrete tile roof, and painted timber and glass doors.</li> </ul> <p>Centenary of Women's Suffrage Fountain</p> <p>Pool with painted rendered masonry on outside, granite coping on top of pool wall and Italian glass mosaic tiled interior to pool; fountains set into wall of pool; cast brass overflow/spillway; and tiled timeline extending east from pool; patternated engraved brass timeline, grate and inserts (Figure 62).</p> <p>Tennis courts</p> <p>Green synthetic surface courts, nets, black chain-link fences, black painted steel post top court lights.</p> <p>Bowling green</p> <p>Original space in place by 1927. Grassed area set lower than surrounding lawn and edged with plastic angle and rubber/synthetic buffer/skirting.</p> <p>Paths and edgings</p> <ul style="list-style-type: none"> <li>• Red brick edged, exposed aggregate path, with occasional red brick banding across path.</li> <li>• Concrete edge to garden bed for hedge.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Metal garden edgings/mowing strips to beds.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>• Main Gates: white painted precast concrete pillars with expressed panels, timber framed canopy/roof, low-pitched metal roof, painted sheet soffit, painted pair of decorative steel gates, and suspended sign.</li> <li>• Secondary gates: white painted concrete/rendered pillars with expressed panels, painted decorative steel gates, lettering on pillars. Four sets of secondary gates: 2 double gates, 2 single gates.</li> <li>• Black painted metal palisade fence around perimeter of gardens. Very noticeable inside gardens.</li> </ul>
Pergolas, trellises and frames	<ul style="list-style-type: none"> <li>• Entry Pergola: Painted rendered/concrete columns with expressed panels, timber roof frame, surface mounted spotlights on roof timbers, uprights mounted in pavement.</li> <li>• Ladies' and Macarthur Rose Gardens Pergolas: painted precast concrete bases, painted metal lattice columns or painted square metal columns, timber roof frame.</li> <li>• Timbers are recycled, principally <i>Eucalyptus paniculata</i>.</li> </ul>
Furniture	<ul style="list-style-type: none"> <li>• Stained hardwood benches set on exposed aggregate finished concrete pads.</li> <li>• Nickel bronze drink fountain (designed by Mark Cox).</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights (of a different design to those outside the gardens).</li> <li>• Low rise/in ground path lighting ("Dome" by Louis Poulsen).</li> <li>• "Spectra" uplighting set into paving under entry pergola.</li> <li>• Spotlights mounted on entry pergola.</li> </ul>
Signs	<ul style="list-style-type: none"> <li>• Dedication plaque: painted precast concrete plinth with engraved patternated brass plaque.</li> <li>• Engraved paint filled brass patronage and rose identification signs.</li> <li>• Powder coated stainless steel and toughened glass interpretive panels and sponsor signs with adhesive graphics and stainless steel patch fittings.</li> </ul>
Other	<ul style="list-style-type: none"> <li>• Painted metal electrical distribution board cabinets and power bollards.</li> <li>• Plastic wheelie bins.</li> </ul>





*Figure 61. 1937 bowling green pavilion (relocated in the 1980s)  
(Source: Context 2013).*



*Figure 62. Centenary of Women's Suffrage Fountain (Source:  
Context 2013).*



*Figure 63. 1940s weatherboard garden shed in its original location on the north-western boundary of the bowling green (Source: Context 2013).*



*Figure 64. 2004 Kiosk in House of Representatives Gardens (Source: Context 2013).*



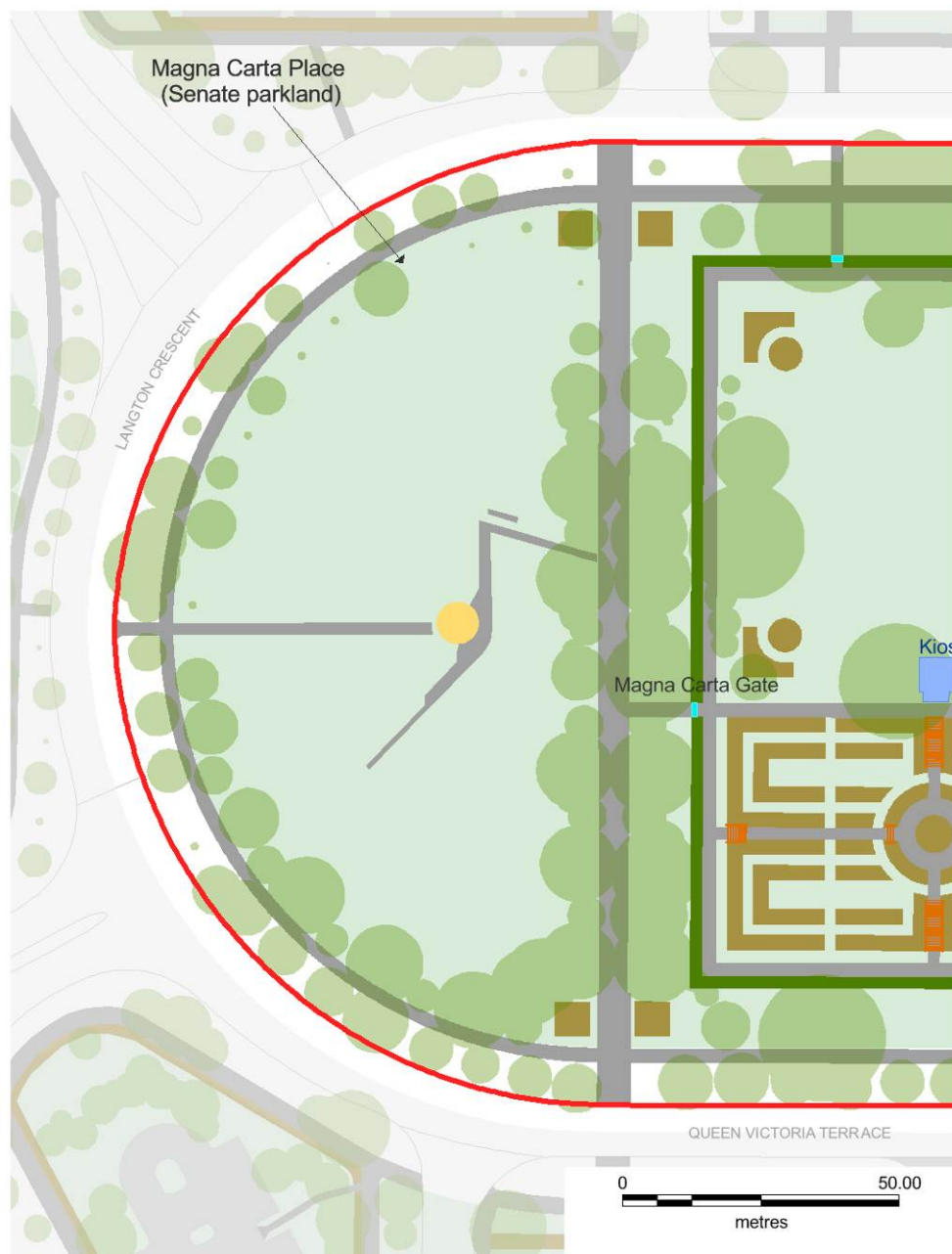
*Figure 65. Tennis court Public Amenities and Maintenance Contractor Building adjacent to tennis courts in House of Representatives Gardens (Source: Context 2013).*



*Figure 66. Lamson tube cover with House of Representatives Gardens Main Gate in the background (Source: Context 2013).*



### 3.6 Magna Carta Place



#### KEY

- |   |  |
|---|--|
| <span style="border: 2px solid red; padding: 2px;"> </span> Old Parliament House Garden Precinct (study area) | <span style="background-color: orange; border: 1px solid black; padding: 2px;"> </span> Pergola                      |
| <span style="background-color: lightgreen; border: 1px solid black; padding: 2px;"> </span> Tree              | <span style="background-color: blue; border: 1px solid black; padding: 2px;"> </span> Building                       |
| <span style="background-color: darkgreen; border: 1px solid black; padding: 2px;"> </span> Hedge              | <span style="background-color: orange; border: 1px solid black; padding: 2px;"> </span> Tennis court & bowling green |
| <span style="background-color: brown; border: 1px solid black; padding: 2px;"> </span> Gardenbed              | <span style="background-color: cyan; border: 1px solid black; padding: 2px;"> </span> Gate                           |
| <span style="background-color: grey; border: 1px solid black; padding: 2px;"> </span> Footpath                | <span style="background-color: yellow; border: 1px solid black; padding: 2px;"> </span> Magna Carta Monument         |



Figure 67. Plan of Magna Carta Place (Source: NCA data, Context 2013).



Magna Carta Place is a semi-circular area of parkland forming the westernmost boundary of the Gardens Precinct that was formerly known as the Senate parkland. Its layout mirrors that of Constitution Place, with the exception of the Magna Carta monument located near the centre of the area. The semi-circular space was part of Walter Burley Griffin's 1911 plan for Canberra. The hedging that originally surrounded this area was removed in the 1940s due to economic constraints.

The inner north-south avenue which bounds the Senate Gardens consists of alternating Pinoaks (*Quercus palustris*) and Incense Cedars (*Calocedrus decurrens*) in pairs, which are mature and appear in early aerial photographs. There are also some remnant Hawthorns (*Crataegus oxycantha*), the origins of which are unclear. At each end, the avenue is bounded by a pair of Italian Poplars (*Populus nigra*) set in an ornamental concrete-edged 'portal' garden bed and underplanted with box (*Buxus sempervirens*) hedging. These are recently constructed and planted.

The semi-circular avenue bounding Walpole Crescent is planted with Deodar Cedar (*Cedrus deodara*), and Incense Cedar (*Calocedrus decurrens*), Pinoak (*Quercus palustris*), and also, irregularly, with White Poplar (*Populus alba*).

The Magna Carta monument (2001) includes a pavilion, paved pathway and earthworks with angled retaining wall. The earthworks form a large mounded area across the south and east of the area, which results in a substantially modified ground plane. There are also four English oaks with a commemorative plaque set into the paving.

## Built Elements in Magna Carta Place

All built elements were constructed in 2001, unless otherwise noted.

Buildings	<ul style="list-style-type: none"> <li>• Magna Carta Monument, 2001</li> <li>• Shelter/structure: Open metal cupola with inscription on fascia; supported on three pairs of stained timber clad columns resting on concrete bases which have bush hammered panels. Several bronze rubbing plaques are set into the concrete bases.</li> <li>• Enclosing wall: Concrete wall with bush hammered panels, stone clad sections – some etched with interpretive information, an attached brass strip, bronze interpretive panels, and a bluestone topping. The ground is mounded behind the wall and grassed.</li> <li>• Paving: Exposed gray aggregate paving with sawn basalt sections, with inlaid brass strip and lettering.</li> <li>• Lighting: Uplights set in paving.</li> <li>• Flagpoles: Two stainless steel flagpoles set in a sawn basalt paved area.</li> </ul>
Paths and edgings	<ul style="list-style-type: none"> <li>• Concrete paths.</li> <li>• Concrete edge to garden bed for hedge.</li> <li>• Red brick edged, exposed aggregate path at entrance to gardens and north-south pathway.</li> <li>• Sawn basalt and gray exposed aggregate concrete path from Langton Crescent to monument.</li> <li>• Gray concrete aggregate pavers with small square gray granite stones set on a slope, surrounding poplars.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>• Secondary gate in hedge to Senate Gardens: white painted concrete/rendered pillars with expressed panels, painted single</li> </ul>

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	decorative metal gate, lettering on pillars.
Furniture	<ul style="list-style-type: none"> <li>• Stained timber benches set on concrete pads (Figure 69).</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights.</li> <li>• Metal street light pole.</li> <li>•</li> </ul>
Signs	<ul style="list-style-type: none"> <li>• Metal interpretive plaque set into pavement of central path with stone surround, somewhat deteriorated and difficult to read.</li> <li>• Basalt plinth with bronze plaque and time capsule below.</li> <li>• Naming and opening bronze plaques set on basalt plinths at entry/eastern path.</li> </ul>
Other	<ul style="list-style-type: none"> <li>• Painted metal lighting distribution frame cabinets.</li> </ul>

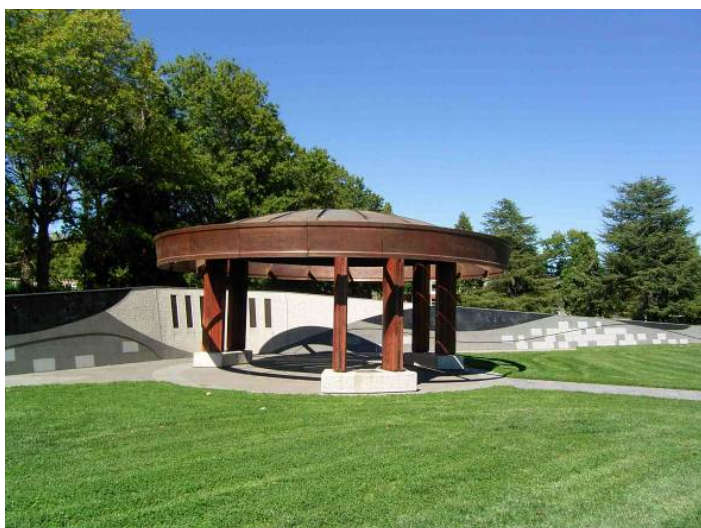
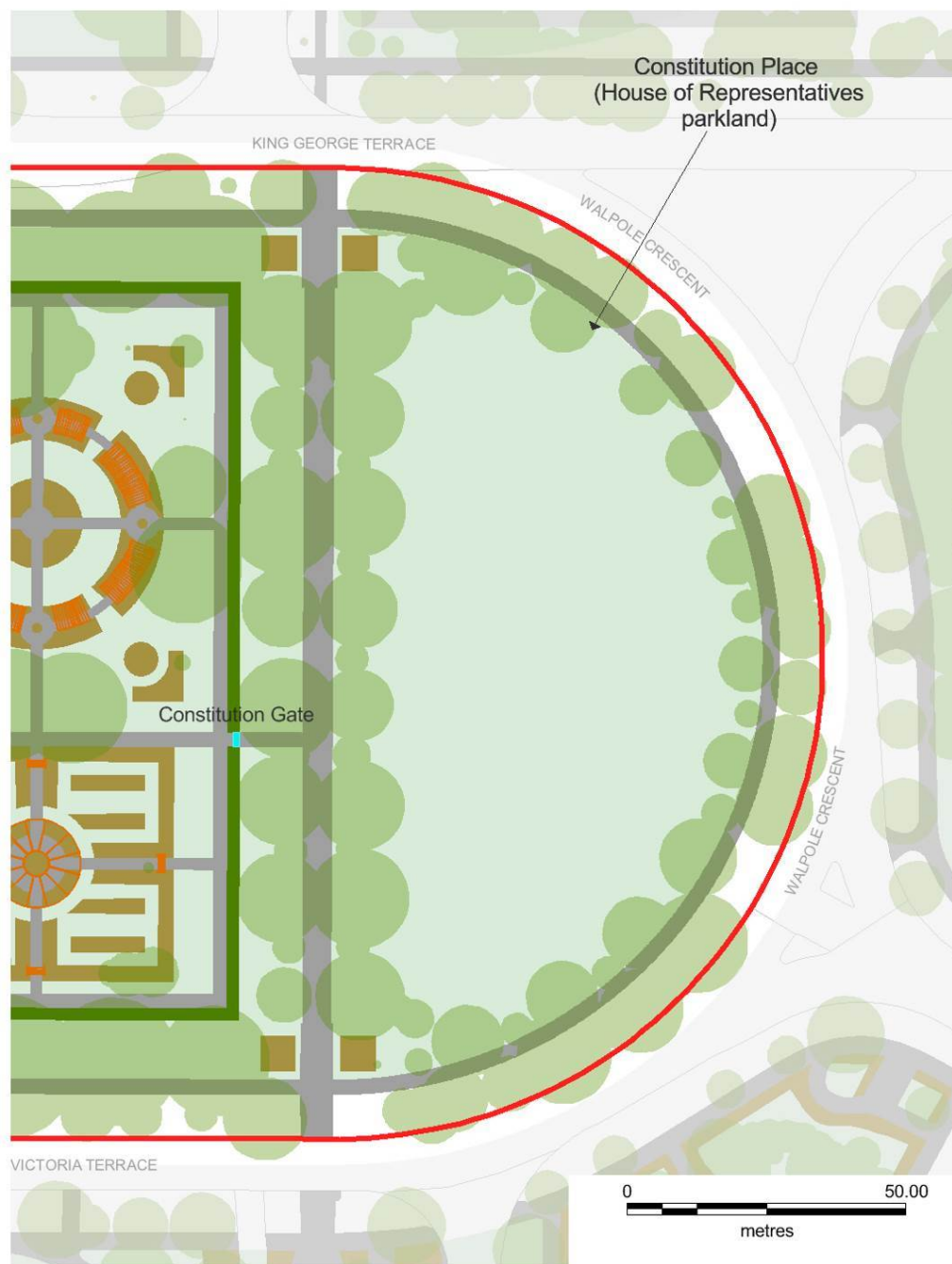


Figure 68. Magna Carta Monument (Source: Context 2013).



Figure 69. Bench seating donated by Britain Australia Society in Magna Carta Place (Source: Context 2013).

### 3.7 Constitution Place



#### KEY

- |   |  |
|---|--|
| <span style="border: 2px solid red; padding: 2px;"> </span> Old Parliament House Garden Precinct (study area) | <span style="background-color: orange; border: 1px solid black; padding: 2px;"> </span> Pergola                      |
| <span style="background-color: lightgreen; border: 1px solid black; padding: 2px;"> </span> Tree              | <span style="background-color: blue; border: 1px solid black; padding: 2px;"> </span> Building                       |
| <span style="background-color: darkgreen; border: 1px solid black; padding: 2px;"> </span> Hedge              | <span style="background-color: orange; border: 1px solid black; padding: 2px;"> </span> Tennis court & bowling green |
| <span style="background-color: brown; border: 1px solid black; padding: 2px;"> </span> Gardenbed              | <span style="background-color: cyan; border: 1px solid black; padding: 2px;"> </span> Gate                           |
| <span style="background-color: grey; border: 1px solid black; padding: 2px;"> </span> Footpath                |  |

Figure 70. Plan of Constitution Place. (Source: NCA data, Context plan 2013).

Formerly known as the 'House of Representatives parkland', Constitution Place forms the easternmost part of the site, and is part of the broader park landscape which constitutes the Parliamentary Zone. The layout, the strong boundary avenue plantings, and their open lawned areas across the majority of the ground, form part of a larger scale, symmetrical pattern of the Parliamentary Zone in accordance with Walter Burley Griffin's planning for Canberra. An inner perimeter low evergreen hedging was removed in 1946.

The inner north-south avenue which bounds the House of Representatives Gardens consists of alternating Pinoaks (*Quercus palustris*) and Incense Cedars (*Calocedrus decurrens*) in pairs, which are mature and appear in early aerial photographs. At each end, the avenue is bounded by a pair of Italian Poplars (*Populus nigra*) set in an ornamental concrete-edged 'portal' garden bed and underplanted with box (*Buxus sempervirens*) hedging. These are recently constructed and planted.

The semi-circular avenue bounding Langton Crescent is planted with Deodar Cedar (*Cedrus deodara*), and Incense Cedar (*Calocedrus decurrens*), Pinoak (*Quercus palustris*), and also, irregularly, with White Poplar (*Populus alba*).

## Built Elements in Constitution Place

All built elements were constructed in 2004, unless otherwise noted.

Paths and edgings	<ul style="list-style-type: none"> <li>• Concrete paths (Figure 71).</li> <li>• Concrete edge to garden bed for hedge.</li> <li>• Red brick edged, exposed aggregate path at entrance to gardens and north-south pathway.</li> <li>• Gray concrete aggregate pavers with small square gray granite stones set on a slope, surrounding poplars.</li> <li>• Gravel area and mulched area set in timber borders.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>• Secondary gate in hedge to House of Representatives Gardens: white painted concrete/rendered pillars with expressed panels, painted single decorative metal gate, lettering on pillars.</li> </ul>
Furniture	<ul style="list-style-type: none"> <li>• Stained timber benches set on concrete pads (Figure 72).</li> <li>• Painted metal and timber bench.</li> <li>• Brass plaque mounted on painted metal frame.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights.</li> <li>• Metal street light pole.</li> </ul>
Signs	<ul style="list-style-type: none"> <li>• Painted metal interpretation sign.</li> </ul>
Other	<ul style="list-style-type: none"> <li>• Painted metal lighting distribution frame cabinets.</li> </ul>





*Figure 71. Walkway between House of Representatives Gardens and Constitution Place (Source: Context 2013).*



*Figure 72. Perimeter cedar trees, Constitution Place (Source: Context 2013).*

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### 3.8 External Perimeter Plantings

The external perimeter plantings consist of a single row of *Eucalyptus globulus* (Tasmanian Blue Gum) immediately adjacent to the gardens on both the north and south sides, divided from the street tree plantings by a gravel path (Figure 74 and Figure 75)). The Street tree plantings (immediately adjacent to the road) were originally arranged by Weston in a complicated pattern of three rows including specimens of *Cupressus arizonica* (Arizona cypress), *Cuypressus lawsoniana* (Lawson's Cypress) and *Prunus pissardi* (Ornamental purple cherry plum) on the northern side of the Gardens, and *Populus alba* (White Poplar), *Cupreussus lawsoniana* (Lawson's Cypress) and *Quercus palustris* (Pin Oak) on the south side of the gardens. Remnants of the street tree plantings survive with little pattern or reason in the streetscape, however, the rows of Tasmanian Bluegum are reasonably intact. Details of the losses and gains to the external perimeter plantings are described in Gray.<sup>151</sup> As shown on the tables in Appendix B the many of the c1928 plantings by Weston survive.

### 3.9 Built Elements related to the Road Verges

All built elements were constructed in 2004, unless otherwise noted.

#### Parliament Place - West

Paths and edgings	<ul style="list-style-type: none"><li>• Concrete paths.</li><li>• Concrete edge to garden bed for hedge.</li><li>• Red brick edged, exposed aggregate path at entrance to gardens.</li></ul>
Gates and fences	<ul style="list-style-type: none"><li>• Main Gates: white painted precast concrete pillars with expressed panels, timber framed canopy/roof, low-pitched copper roof, painted sheet soffit, painted pair of decorative steel gates, and suspended sign.</li><li>• Secondary gate: white painted precast concrete pillars with expressed panels, painted pair of decorative steel gates, lettering on pillars.</li></ul>
Lighting	<ul style="list-style-type: none"><li>• Painted metal poles with post-top mounted lights ("Nyhavn Boulevard Post" by Louis Poulsen).</li><li>• Concrete posts with post-top mounted floodlights to illuminate Old Parliament House.</li><li>• Uplights set into the paving near main gates.</li></ul>
Signs	<ul style="list-style-type: none"><li>• Standard metal parking signs.</li></ul>

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<sup>151</sup> Gray 1994

## King George Terrace - West

Paths and edgings	<ul style="list-style-type: none"> <li>• Concrete paths.</li> <li>• Concrete edge to garden bed for hedge.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>• Secondary gates to Senate Gardens: two gates - white painted precast concrete pillars with expressed panels, painted single decorative steel gate, lettering on pillars.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights ("Nyhavn Boulevard Post").</li> </ul>
Signs	<ul style="list-style-type: none"> <li>• Standard metal parking signs.</li> </ul>

## Queen Victoria Terrace - West

Paths and edgings	<ul style="list-style-type: none"> <li>• Concrete paths.</li> <li>• Concrete edge to garden bed for hedge.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>• Secondary gate to Senate Gardens: white painted precast concrete pillars with expressed panels, painted pair of decorative steel gates, lettering on pillars.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights ("Nyhavn Boulevard Post").</li> <li>• Metal street light poles.</li> </ul>
Signs	<ul style="list-style-type: none"> <li>• Standard metal parking signs.</li> </ul>
Other	<ul style="list-style-type: none"> <li>• Standard plastic wheelie rubbish bin with concrete base and pipe stand frame.</li> <li>• Painted metal electrical distribution board cabinet.</li> <li>• Painted metal services cabinet and metal checkerplate covered pit.</li> </ul>

## Parliament Place - East

Paths and edgings	<ul style="list-style-type: none"> <li>• Concrete paths.</li> <li>• Concrete edge to garden bed for hedge.</li> <li>• Red brick edged, exposed aggregate path at entrance to gardens.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>• Main Gates to House of Representatives Gardens: white painted precast concrete pillars with expressed panels, timber framed canopy/roof, low-pitched copper roof, painted sheet soffit, painted pair of decorative steel gates, and suspended sign.</li> <li>• Secondary gates to gardens and gardeners' sheds/yard: two sets of gates - white painted precast concrete pillars with expressed panels, painted pair of decorative steel gates, lettering on pillars.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>• Painted metal poles with post-top mounted lights ("Nyhavn Boulevard Post").</li> </ul>

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	<ul style="list-style-type: none"> <li>Boulevard Post”).</li> <li>Concrete posts with post-top mounted floodlights to illuminate Old Parliament House.</li> <li>Uplights set into the paving near main gates.</li> </ul>
Signs	<ul style="list-style-type: none"> <li>Standard metal parking signs.</li> </ul>

### King George Terrace - East

Buildings	<ul style="list-style-type: none"> <li>Painted concrete bus shelter.</li> </ul>
Paths and edgings	<ul style="list-style-type: none"> <li>Concrete paths.</li> <li>Concrete edge to garden bed for hedge.</li> <li>Concrete paved bus stop area.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>Secondary gate to House of Representatives Gardens: white painted precast concrete pillars with expressed panels, painted single decorative steel gate, lettering on pillars.</li> </ul>
Furniture	<ul style="list-style-type: none"> <li>Painted metal and timber benches.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>Painted metal poles with post-top mounted lights (“Nyhavn Boulevard Post”).</li> </ul>
Signs	<ul style="list-style-type: none"> <li>Standard metal parking signs.</li> </ul>
Other	<ul style="list-style-type: none"> <li>Painted metal rubbish bin.</li> </ul>

### Queen Victoria Terrace - East

Car park	<ul style="list-style-type: none"> <li>Bitumen car park with concrete kerbing broken and unsettled by tree roots.</li> </ul>
Paths and edgings	<ul style="list-style-type: none"> <li>Concrete paths.</li> <li>Concrete edge to garden bed for hedge.</li> </ul>
Gates and fences	<ul style="list-style-type: none"> <li>Secondary gate to House of Representatives Gardens: white painted precast concrete pillars with expressed panels, painted pair of decorative steel gates, lettering on pillars.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>Painted metal poles with post-top mounted lights (“Nyhavn Boulevard Post”).</li> <li>Metal street light poles.</li> </ul>
Signs	<ul style="list-style-type: none"> <li>Standard metal parking signs.</li> </ul>



Other

- Painted metal electrical distribution board cabinet.
- Painted metal services cabinet and metal checkerplate covered pit.

### 3.10 Condition of Built Elements

This section provides information about the condition of the various built elements of the place. Section 5.5 provides an analysis of condition and integrity related to the actual significance of the place.

The general condition of the Gardens Precinct appears to be good. However, there are a few condition issues related to built elements as follows:

- the bronze plaque set into the pavement of the central path in Magna Carta Place is somewhat deteriorated and difficult to read;
- the metal palisade fence around the perimeter of both the Senate and House of Representatives gardens is very noticeable inside the gardens, and detracts from the sense of the hedge being the boundary of the gardens; and
- the concrete kerbing and pavement in the car park on Queen Victoria Terrace adjacent to the House of Representatives Gardens is broken and unsettled by tree roots.

The interpretive signage is generally starting to fail and will need to be reviewed and renewed.

### 3.11 Associated Objects

An historic bowling green roller is located near the Bowls pavilion (see Figure 73). The NCA is currently developing a collections policy and if any further movable heritage items are located they should be catalogued and conserved as part of the NCA's movable heritage collection. It is understood that the following items are held by MOAD at Old Parliament House:

- original gates;
- garden shears;
- a cricket ball;
- a towel; and
- a tennis racquet cupboard.

There are also items held by others:

- bowls set (held in the Maintenance Facility Building on site); and
- bowls set (Department of Parliamentary Services?).

### 3.12 Indigenous Heritage

A report on the Parliament House Vista contains the following text regarding Indigenous heritage in the Gardens Precinct.

*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)*

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*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. Inquiries undertaken in the course of this project revealed that Old Parliament House holds no records relating to either the axe-head or the boomerang.<sup>152</sup>*



*Figure 73. Early bowling green roller in the House of Representatives Garden (Source: Context 2013).*



*Figure 74. Plantings along King George Terrace (Source: Context 2013).*

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<sup>152</sup> Marshall and others 2007



Figure 75. Car park south of the House of Representatives Gardens  
(Source: Context 2013).



Figure 76. Faded interpretation sign behind the bowling green pavilion  
(Source: Context 2013).



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## 4 Analysis of Other Values

### 4.1 Aesthetics and Creative Achievement

The aesthetic and creative achievement of the Old Parliament House Gardens Precinct lies both in its role within the broader design framework of the Parliamentary Zone, as well as within its specific internal garden environment.

#### Parliamentary Zone context

In the context of the Parliamentary Zone (Figure 1), the Old Parliament House Gardens Precinct is an integral component of the Old Parliament House complex that occupies a prominent and strategic location at the southern end of the main Land Axis of the Griffins' city design.<sup>153</sup> The lozenge-shaped area within which OPH and the Gardens Precinct sit was shown on the original Griffin design for Canberra 1911 (Figure 4). The study area also represents changes that the Griffin plan faced during early implementation; in this case, the construction of the Provisional Parliament House across rather than as a termination to the Land Axis.

In addition to the Griffin association, the Gardens Precinct is also associated with the work of both J S Murdoch and Charles Weston, the two most prominent characters in the early physical form of Canberra. Murdoch's original design intentions for the gardens included the objective that they form a low-line context to the Old Parliament House building, employing horizontal lines to highlight the building itself. With the passage of time, the maturing parkland and gardens perimeter street tree plantings have modified this vision, now more closely embodying the lush and leafy green aesthetic that is so strongly associated with Canberra today.

The outer parkland semi-circles of Magna Carta and Constitution Places are part of the park landscape which constitutes the Parliamentary Zone. The layout, their strong boundary avenue plantings, and their open lawn areas across the majority of the ground, result in clear visual reading of the spaces as part of a larger scale, strictly symmetrical pattern across the whole of the Parliamentary Zone.

The commemorative pavilion, pathway and earthworks associated with the Magna Carta Memorial (2001), have their own aesthetic values apart from those of the Parliamentary Zone (Figure 68). The memorial is modest in scale and the associated earthworks and retaining wall, while not relating to the broader pattern of the Parliamentary Zone described above, are visually contained within the strong perimeter plantings around Magna Carta Place.

#### Gardens Precinct

The aesthetic values of the Gardens Precinct is generated by the design layout, the historic associations of the Precinct and also from the range of sensory effects produced by this design.

Key sensory experiences are generated by the enclosed nature of the gardens: the hedge provides a visual barrier both internally and externally, yet the open internal layout of each 'side' results in all of the individual garden areas being revealed to the eye immediately on entrance. The mature external perimeter canopy (*E. maidenii* etc.) reinforces this sense of enclosure by restricting views to areas outside of the gardens almost entirely. Apart from this perimeter tree canopy, there are no external views to the north side, while views to the south are extremely restricted. Garden gateways introduced in 2004 punctuate the length of the hedges on either side garden, but do not substantially alter this feeling of enclosure.

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<sup>153</sup> Department of the Environment & Water Resources 2005c



Within the hedges, the initial design and layout of the garden areas was both simple and modest. The four quadrants of each side were practical as well as visually important, whereby specific activities were confined to particular areas. As noted in Section 2, early planning and construction set the overall framework. The recreation functions, such as the bowling green and tennis courts, that were constructed first probably created the quadrants, and the garden spaces later established by Broinowski who grouped particular plant collections in specific areas (for example, the Ladies' Rose Garden and the Macarthur Rose Garden). The modesty of the original design was expressed through minimal hard landscaping—for example, through the grassed paths—and the relatively small amount of infrastructure, apart from the two groups of tennis courts, the cricket pitch and the bowling green.

This characteristic has changed substantially with the 2004 works, primarily as a result of the brief to have the gardens be available for, and to be able to withstand, public use.

Original design drawings demonstrate a close relationship between the House and its gardens. John Smith Murdoch's incorporation of courtyards, verandahs and loggias in his design for the building allowed opportunities for strong visual relationships between the surrounding landscape (and gardens) and the building. Murdoch designed pavilions for the gardens, and although these were never built, they inspired the 2004 kiosk and amenities building designs. While the various extensions and changes to the Old Parliament House over time have resulted in some loss of these aspects over time, the Senate Gardens walk and House of Representatives Gardens walk constructed in 2004 align with the courtyard axis of Old Parliament House.

Until 2004, part of the aesthetics of the Old Parliaments House also lay in what has been described as their 'period charm', as it was 'derived from the relationship of the gardens to the adjacent Old Parliament House building, and the modest built features of the historic croquet/bowls pavilion, glasshouse, tennis court fences and old style gates'.<sup>154</sup> While the former fabric may not have all been 'original' and in fact had been modified incrementally over many years, this characteristic has been associated with an understanding of the gardens as an 'authentic' manifestation and record of their early history. While the 2004 works did recover and emphasise the quadrant based garden form there was also some loss of authenticity and 'charm'.

The 2004 works recovered the 1930s form of the gardens and while some of the simple charm was lost, it is important not to overlook the significant impacts of the annex and squash courts and various garden sheds and shrub plantings of the 1980s and 1990s that diminished the heritage values of the place. The objectives of the 2004 works was to reconstruct the significant 1930s design features, while introducing new infrastructure to support public access. Over time the charm has returned. Policy should aim to curb new construction and structures (eg. shade canopies) that formalise and clutter the place. The cup and ball beds from the cricket area should be removed.

The symmetry and division of the garden areas is accentuated by the hard paving materials for paths and hard stand areas of the 2004 works, and is further reinforced by the extended colonnades of pergolas and centrally located kiosk buildings in each garden. Green lawns—particularly the cricket pitch and the bowling green, but also all grass edgings to the decorative garden bed layouts—are a key visual element. The detailed garden bed layout is characterised by the array of roses as a primary plant material throughout the gardens; saturated in colour when in flower, and predominantly exposed woody plantings during some periods. The inclusion of herbaceous perennial plantings in 2004 has altered this typical rose garden characteristic to some extent, lengthening the flowering period in the gardens. It is not apparent that the original rose gardens were really a 'grand scheme' of roses only and the woody characteristic in winter is not a

<sup>154</sup> Department of the Environment & Water Resources 2005c

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key element of significance. While the annuals and perennials may not be significant they do provide character in winter months in the public gardens. However, restraint in their use will help retain a simple garden characteristic more than a highly planted one.

The early introduction of the four pairs of trees to each garden side was a development beyond, or in spite of, the design objective to develop a low-line, strongly horizontal garden setting for Old Parliament House itself, however are located at such a distance from the building as to be not inconsistent with the articulated original design intent. The trees also reinforce the symmetrical design.

Today, the internal gardens tree canopy is still extremely limited, although it has nevertheless expanded and modified, from its initial symmetrical design of eight large tree specimens per 'side'. The Broinowski Garden is probably the most altered in this regard, having accumulated its small-to-medium sized tree species over time. Internally, the additional Broinowski Garden trees, plus the new colonnades and pergolas in other areas, add elements of height that are recent to the garden design. The trees around the Broinowski Rose Garden are considered intrusive and should ideally be removed.

## 4.2 Evidence of Scientific Value

Potential scientific values of the Old Parliament House Gardens relate to the few old roses remaining from the pre-2004 works program and which are located in a small bed behind the bowling green pavilion. This is because of their older genetic material. However, given the lack of records relating to their provenance it is most likely that their value is primarily of historic and interpretative interest rather than scientific value.

Some future scientific value may emerge from the new rose collection which was introduced in 2004, on the basis that the collection has educational values for visitors in terms of its design, species and rose types. For example, layout, species roses and their cultivars in the Rex Hazlewood Garden are intended to represent 'the history of the rose'. Other areas similarly focus on particular rose varieties. While not being of heritage significance this approach has an interpretive and education value.

On this basis, the rose collection at Old Parliament House Gardens is currently of limited scientific (educational) value, however this value may change in the future.

With regard to the few Australian native trees in the Gardens Precinct (*Eucalyptus bicostata* and *E. maidenii*), it is understood these do not have any natural heritage values related to these species. Neither is native to the Canberra region.<sup>155</sup> In addition, an inspection of some of these trees in 2005 found there was no evidence of threatened fauna being reliant on the trees.<sup>156</sup>

## 4.3 Evidence of Community Associations and Social Value

The nature of the Old Parliament House Gardens Precinct is a strong indicator of potential social significance. The former function of this place was as the gardens associated with Parliament House. The parliamentary activities carried out here were, by their nature, episodic and intense. Parliamentarians lived and breathed parliament during parliamentary sessions, and staff likewise. The gardens were a respite from the House and offered their particular freedoms and pleasures.

The stories told by parliamentarians and staff are rich and full of interest. Those telling the stories appear actively engaged still with those times and the participants in their stories. There is an

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<sup>155</sup> Dr Warren Nicholls, personal communication, 26 October 2005.

<sup>156</sup> Letter from Environment ACT to the NCA of 9 March 2005.

immediacy about the stories. As well, many people worked at Parliament House over a long period of time. For the members of parliament, getting elected and taking their seat in Parliament was a major achievement, suggesting that this would be the start of an important period in their lives and that associated places may be highly valued.

Experience with other places with equally intense working or living arrangements is that strong associations are made with the place (in a physical sense) and these tend to endure over a long period. The strongest indications of social significance for the gardens relate to more intangible aspects of the place - stories and memories; activities and event; people and their doings – and not to the fabric of the place. Equally it is likely that recent public attachment to the place has formed because of the meanings of the gardens from their historic associations with parliament and parliamentarians.

A number of explanations are possible:

- It may relate to the particular nature of parliamentary life for the members – its episodic quality may detract from connection to the place, or the intensity of events in the House, the Party Room or working in their own office may be far more important than the social activities and space offered by the gardens.
- At the conclusion of parliamentary life, members of parliament may seldom revisit Canberra and any connections may therefore fade with time.
- Not all members serve a long period in Parliament.
- Decisions about the works program in the gardens were made by Parliament, and some people with parliamentary associations to these gardens would have participated in those decisions.

The drafts of this report prepared in the period 2005-2007 concluded that social significance was not demonstrated. While additional social values assessment was not carried out for the finalisation of the report in 2013, it appears that there is now substantive evidence of the existence of social values for the Canberra community who now actively visit and use the gardens, including those with particular attachment such as through association with the Rose Patronage Scheme. Potential social values would also arise from the symbolic value of the gardens as part of early history of a democratic Commonwealth and the sense of 'ownership' arising from a place that was once 'private' as part of that history and is now public.

## 4.4 Comparative analysis

The Old Parliament House Gardens Precinct can be compared with gardens and parks which surround many of the Australian State and Territory parliaments, and with similar areas associated with the parliaments in other countries.

In the Australian context, there are eight State and Territory parliaments in addition to the Federal parliament in Canberra. Summary details are provided in the following table, with the dates shown relating to key phases of development for each place. In addition, comments are offered about the other garden areas associated with the Old Parliament House.

**Table 4 Gardens associated with State and Territory Parliament buildings**

Location	Date	Gardens	Parks
Sydney	1811-1816, 1843-1856 and 1980s	Private. Internal courtyards and gardens, and a roof garden from the early 1980s. No recreational facilities.	Adjacent to the Domain
Hobart	1840-1980	Public. Parliament Square - by 1901 the grounds were landscaped. Open garden with lawn area and mature deciduous trees. No recreational facilities.	None
Adelaide	1843-1939	None	None
Melbourne	1856-1929	Private. Extensive enclosed garden area designed 1888. Contains a tennis court and bowling green for the use of members.	Additional garden/park areas adjoin the parliamentary gardens – Parliament Gardens and Gordon Reserve
Brisbane	1868-89	None	Adjacent to the Botanic Gardens and Domain
Perth	1904-1964, 1978-1980 & 1988	Part private/public? Grounds established 1904. Sunken gardens to southeast of building.	None
ACT Old Parliament House	1927 and later	Originally mostly private, now public. Large enclosed gardens, courtyard gardens, and gardens immediately surrounding OPH. Recreational facilities originally for members in the Senate and House of Representatives Gardens.	Extensive surrounding park areas
Darwin	1994	The Speaker's Green is an expansive lawned area located on the western side of the building. No recreational facilities.	Liberty Square is within Parliamentary precincts and contains the lawned area adjacent to Parliament House
ACT Government	1961 and 1996	Private. Paved and landscaped Eastern Courtyard. No recreational facilities.	None
ACT Commonwealth Parliament	1988	New Parliament House, State Circle: Extensive landscaped and lawned areas, indoor and outdoor recreational facilities.	Landscaped/lawned area and immediate garden setting.



In this context, the Old Parliament House Gardens:

- fall between the early and the recent parliament houses with their associated gardens, noting that in the case of the NSW parliament house the gardens are actually recent;
- are similar to a number of other parliamentary gardens in being for the private use of members, noting that some parliaments had public gardens or none at all;
- differ from several parliamentary gardens which are courtyard gardens, although Old Parliament House also had courtyard gardens; and
- is unusual in the provision of recreation facilities.

In some ways, there is greater variety amongst the parliamentary gardens than similarities. Perhaps the best comparison is with the Victorian Parliamentary gardens, which dates from the 1880s. This is not surprising given the initial use of the Victorian building and gardens for the Commonwealth Parliament after Federation. While there are similarities regarding some features (enclosed, private gardens and sporting facilities), each is a garden of its time with quite a different stylistic and floristic character. The Victorian Parliamentary gardens being in the gardenesque style with its irregular form and use of specimen plantings, and:

*the overall character is one of curvilinear gravel walks edged with brick; open lawn, large specimen trees including the commemorative Federation Oak, and densely planted shrub beds.*<sup>157</sup>

The Victorian gardens have extensive lawns and walks, a bowling green, tennis court and pavilion surrounded by an ornate wrought iron fence with bluestone kerb.<sup>158</sup> The Victorian gardens have apparently been eroded by the construction of additional accommodation for the Parliament within the gardens.

The Old Parliament House Gardens are symmetrical and formal in layout with a more restrained range of plants.

Patrick & Wallace offered a comparative analysis in their 1989 study of the gardens.<sup>159</sup> Key points in this analysis were:

- that few public buildings were constructed during the 1920s in Australia, especially those of the scale and purpose as Old Parliament House;
- that, in particular, the States had (mostly) established their parliament houses in the nineteenth century; and
- as a consequence, few gardens were designed and constructed to accompany such buildings in the period.

Accordingly, they conclude the Old Parliament House Gardens are a rare garden form in Australia, especially in conjunction with the building.

Patrick & Wallace also compare the gardens with overseas examples. The Patrick & Wallace study dealt with the courtyards of Old Parliament House itself and much of their analysis relates to courtyard gardens within buildings, and to architectural style.

However, an interesting comparison is with the gardens to the south of Teen Murti Bhawan or the Nehru Memorial Museum (formerly Flagstaff House) in New Delhi designed by R T Russell. These displayed curved island bedding cut into turf, reminiscent of the curved rose beds in the Senate Gardens.

<sup>157</sup> Victorian Heritage Register citation for the Parliament House (Including Grounds, Works and Fences), VHR Number H1722

<sup>158</sup> Swanson 1984, p. 41

<sup>159</sup> Patrick & Wallace 1989, pp. 67-72

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Roses appear to have been the most popular plants of the later half of the nineteenth century and the early twentieth century that featured dramatic and large rose gardens. In this way, the Old Parliament House Gardens are consistent with that dominant taste.<sup>160</sup>

The Senate and House of Representatives Gardens may be considered along with the Old Parliament House courtyards and the garden areas immediately surrounding the building. The courtyards date from several periods, and the main courtyards are partial reconstructions of the original designs. The main courtyards are simple, symmetrical designs, each with extensive lawn areas and a corner fountain, massive pergola structure, some perimeter shrub plantings and a pair of poplars. Other courtyards display c1970s or later landscapes. The surrounding gardens feature lawn areas, rose beds and a few trees. There are some similar elements and design features between the various garden areas, with the exception of the modern courtyard landscapes.

### Summary

The gardens demonstrate substantial elements of the style of gardens for public settings, reflecting the international movement of landscape design, by the use of garden beds cut into the grass sward in formal patterns, enclosing hedges, the extensive and dominant use of roses, and the creation of extensive open lawned areas.<sup>161</sup> The accurate and partially reconstructed features demonstrate a design with a symmetrical structure, consistent with the Federal Capital style and the Parliament House complex.<sup>162</sup> The basic division of the garden areas reflects an Edwardian design approach of creating 'garden rooms' for individual landscape treatment. The predominance of rose species in the reconstructed gardens, originally developed during the 1930s, in conjunction with the development of the National Rose Gardens immediately to the north of the site, continues a garden fashion and fascination with roses since the early twentieth century.

The gardens are important in demonstrating reconstructed aspects of the Edwardian design approach and, in reflecting the international movement of landscape design, they also demonstrate the style of gardens for public settings. The gardens reflect the long-standing fashion and fascination with roses. However, this significance has been diminished by the:

- loss of historic fabric, especially in the gardens; and
- changes to details of the original/early garden design.

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<sup>160</sup> Patrick & Wallace 1989, p. 71

<sup>161</sup> Department of the Environment & Water Resources 2005c

<sup>162</sup> Department of the Environment & Water Resources 2005c

## 5 Assessment of Significance

### 5.1 Introduction

This assessment has been undertaken by applying the Commonwealth Heritage Criteria (reproduced at Appendix E.2) to the analysis of the documentation and physical evidence presented in previous sections. The assessment has been undertaken in order to determine whether the Old Parliament House Gardens Precinct, as a Commonwealth Government-owned place, has significant heritage values. The full framework for this assessment is provided at Appendix E.

This section begins with a discussion of the evidence of previous sections that is relevant to the application of the criteria that follow. The application of CHL heritage criteria and the statement of significance arising from those criteria are followed by a comment on this new assessment relative to the current CHL statement of significance. Following subsections then identify the attribute of heritage values (including the components such as quadrants and trees) and their relative significance to the place as a whole.

### 5.2 Discussion of significance

The Gardens Precinct represents two historical phases; 1927 to 1988 and from 1988 to present.

Key aspects of the first phase, 1927 to 1988, include:

- the Griffin's original plan for Canberra and the key change made to this by placing the Provisional Parliament House over the Land Axis;
- planning and initial construction under the design and direction of Murdoch and Weston in the period 1924 to 1927—including the quadrant arrangements;
- the rose garden establishment in the 1930s by Broinowski; and
- post War pragmatic use of the gardens that included the construction of a number of intrusive structures such as the squash courts and the large Annex

By the end of this first period in 1988, the place had been altered to pragmatically accommodate new structures, in turn reflecting the crowding of Old Parliament House itself. While the place had a simple character, it had lost some of its integrity.

Key aspects during the second phase, 1988 to present, include:

- conservation planning in the late 1980s and mid 1990s to recover the 1930s form associated the parliamentary use of the place and its rose gardens before post War intrusions;
- the establishment of Magna Carta and Constitution Places and the removal of intrusive structures in the Gardens in the late 1990s and early 2000s;
- reconstruction and redevelopment 2002 to 2004 providing largely new fabric based on early planning and form; and
- public access and use of the Gardens from 2004 to present.

The place is currently modelled on the form of the place from the 1930s but with fabric primarily from 2004 (apart from early trees and the bowling green pavilion etc.). It is a new symbolic place—a peoples place honouring, in its reconstructed form, the past use as a private place.

While the new fabric is not in itself significant, it contributes to the form of the place that reflects and continues its historic use and associations. An example is the 2004 paths that divide the Senate and House of Representatives Gardens into the four quadrants, which are key aspects of the form of the place. The paths themselves are not significant; in fact they are probably more substantial in width than the original paths and of a harder edge exposed aggregate concrete

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paving than the original gravel paths, however, the alignment of the paths is significant as they help define the quadrants. The fabric contributes to significance rather than being significant in its own right. Equally, while the new roses have interest and value aligned to the stories of the different rose gardens they are really more important as providing the character of the time when it was a private recreation and relaxation place for politicians. An exception is the Etoile roses that specifically reflect the Macarthur family donations to that rose garden.

### 5.3 Application of CHL criteria

#### **(a) the place's importance in the course, or pattern, of Australia's natural or cultural history**

The Old Parliament House Gardens in Canberra are the parliamentary gardens associated with the Federal Government's first purpose-built parliament house. The gardens were continually used as parliamentary gardens from 1927 until the Federal Parliament moved to the new Parliament House on Capital Hill in 1988. The Old Parliament House and its gardens symbolised the commencement of Canberra as the national capital.

The gardens and adjacent parklands (Magna Carta Place and Constitution Place) provide the frame and immediate context for Old Parliament House as the central focus and a landmark of the fully planned capital city of Canberra, and as the symbolic centre of Australian Federal politics from 1927-1988. The perimeter layout and planting treatment of the gardens, their parkland, and other nearby landscapes, highlight the central importance of Old Parliament House to the Parliamentary Zone scheme.<sup>163</sup> The garden sides extend and make visible in the broader urban landscape the separation of the House itself, which was divided strictly into the principal components of parliamentary government.<sup>164</sup>

The Old Parliament House was the second home of the Parliament, which was located in the Victorian Parliament House in Melbourne from Federation in 1901 until 1927. Constructed from 1923 or 1924,<sup>165</sup> the gardens were developed to provide amenities comparable to those enjoyed by parliamentarians in its Victorian predecessor,<sup>166</sup> which included a bowling green, tennis courts, and other facilities for passive and active recreation.

Notwithstanding the importance of the gardens as the context for Old Parliament House, their development as relatively modest gardens was very much shaped by the financial and other pressures of the Great Depression and World War II. The development of the rose gardens in particular was only able to be realised through the development of donation schemes, whereby donations were received from parliamentary wives, companies, various individuals and societies throughout the nation. Additional donations were received from foreign countries and in one case a visiting English Cricket Team in 1933. Further donations were also given by Parliamentary staff, House staff and Parliamentary press reporters. At a practical level, the roses also provided an on-going supply of cut flowers for members and for the decoration of the House.

In the life of the national parliament, Old Parliament House Gardens were the venue for annual and other formal social functions, such as campaign launches from the 1970s. With the advent of colour television in 1975, the gardens also became an important venue as a 'backdrop' for political media coverage for the Australian public. The event of politician Neville Bonner demonstrating the art of boomerang throwing to journalists is one such notable event.<sup>167</sup> The gardens were also used for community campaign launches from the 1970s onwards.

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<sup>163</sup> Department of the Environment & Water Resources 2005c

<sup>164</sup> Department of the Environment & Water Resources 2005c

<sup>165</sup> Patrick & Wallace 1989, p. 8

<sup>166</sup> Gray 1994, p. iii

<sup>167</sup> Department of the Environment & Water Resources 2005c



Old Parliament House Gardens are also significant for their association with the working lifestyle and activities of the parliament, its parliamentarians and other staff, as a passive and active recreational space that was planned as an integral part of the parliamentary life. This is reflected in the general form and layout of the Old Parliament House Gardens, and associated extant fabric.

The gardens are considered to have provided an almost domestic amenity to social life at Parliament House. For the exclusive recreational use by parliamentarians, sporting facilities – including the bowling green, tennis courts, cricket pitch and, for a time, the squash courts – were complemented by the rose gardens as areas for passive recreation and leisure. The gardens provided a private and restful haven from the stresses of parliamentary life. They were places of relaxation, places where Senators and Members would go every day when parliament was sitting for quiet contemplation, tennis or bowls, to practise fly-fish casting, or for a game of cricket. The gardens were also important for individual reflection on the political issues being considered inside the House and for informal negotiation between individual politicians.<sup>168</sup> The recreational groups also bridged gaps between parliamentarians and non-parliamentarians, especially parliamentary staff, and were across party divides.<sup>169</sup>

The gardens had extensive lawns and walks, a bowling green, a tennis court and a pavilion. A tall clipped hedge was also planted around the perimeter of the gardens. These stylistic elements of the gardens reflected the idea of the gardens being a private amenity for parliamentarians, and their almost total enclosure by the tall boundary hedges in part also generated a continuing perception of the place as a private amenity.

The general form and layout of elements in the gardens, and the use of particular areas for particular recreational activities (tennis, lawn bowls, cricket, as well as passive activities in the rose garden areas) demonstrate the nature and use of the gardens in part, as the exact form and layout of all areas has been re-designed and re-aligned as part of the 2004 works project. The bowling green, the relocated bowling green pavilion, a limited number of roses which have been relocated to a garden bed behind the pavilion, and the remaining mature trees from the four pairs originally planted, are the extant fabric which relates to the early gardens. Archival material, especially photographs, and demolition drawings for the 2004 works project, also provide evidence of the historic fabric associated with the garden. This material provides evidence of minimal levels of original infrastructure, especially in terms of hard landscaping, which characterised the modest nature of the gardens. Movable items which are associated with the gardens include those listed in Section 2.3.

The creation of Magna Carta Place and Constitution Place in the late 1990s provides another layer of symbolism related to the legal and parliamentary history of the Gardens Precinct. Being recent creations, their historical value will become clearer with the passing of time.

The gardens have historic associations from their 61 years of use as the former Senate and House of Representatives Gardens, designed for recreation, relaxation and special events for Members of Parliament. The retention and public access and use for twenty five years has allowed for the continued appreciation of these historical associations and potential meaning for contemporary Australians about the creation of a federated Commonwealth and parliament.

## Summary

The Gardens Precinct is important in Australia's cultural history for its associations with Old Parliament House and the parliamentary use of the place from 1927-1988. It is also important for its associations with the early design of Canberra as the national capital. Although Griffin did not

<sup>168</sup> CMP workshop

<sup>169</sup> Department of the Environment & Water Resources 2005c

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intend for a Parliament House in this location, the strong symmetry of both the building and gardens, and the semi-circular parklands reinforce Griffin's original idea of a land axis.

While the relocation of Parliament and the loss of use has diminished this significance, this period of use retains its meaning for contemporary Australians. The Gardens Precinct expresses the history and operation of parliament during this period and allows for a reflection of its meaning within its spaces.

## **(b) the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history**

### **Historic heritage**

The general layout and elongated oval shape form of the Old Parliament House Gardens Precinct are an integral component of the fully planned Australian capital city of Canberra and is one of key spaces in the Griffins' original plan (Figure 4). The landscape plan for Canberra remains the most ambitious city plan of this scale and complexity in an Australian context, realised in full through the completion of the permanent Parliament House in 1988. The Gardens Precinct frames and contains the Parliament Square and House, (itself reflecting a key change in the Griffin plan) providing the immediate context to Old Parliament House as the focus of the larger city plan.

### **Indigenous heritage**

Consultation on potential Indigenous heritage values will be undertaken by the NCA during the public consultation phase of the project.

A report on the Parliament House Vista contains the following text regarding Indigenous heritage in the Gardens Precinct.

*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.<sup>170</sup>*

This potential value also arises under Criterion (c).

### **Summary**

The Gardens Precinct is significant as a key component of the unique design for the national capital, which is a major aspect of the cultural history of Australia. The Gardens Precinct has considerable rarity value by reflecting key aspects of both the original Griffin's plan for Canberra and early changes to the plan instigated by the FCAC.

The gardens are of interest as one of few gardens designed and constructed to accompany a public building in the first half of the twentieth century (see the justification under Criterion (d)).

The gardens are also of interest because of the evidence of facilities provided for members of Parliament. As noted under Criterion (d), such facilities are uncommon in Australian parliaments.

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<sup>170</sup> Marshall and others 2007

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 because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history**

Refer to the discussion under Criterion (b) regarding Indigenous heritage. 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. Otherwise, the Gardens Precinct has no apparent potential to yield further information about Australia's cultural history. Its role and value in Australian history are well understood.

Old Parliament House Gardens does not meet the threshold for listing under the criterion.

**(d) the place's importance in demonstrating the principal characteristics of a class of Australia's natural or cultural places**

The Gardens Precinct demonstrates substantial elements of the types of gardens designed for public settings in this period. The Gardens Precinct reflect the international movement of landscape design that was popular during the Edwardian period, including the use of garden beds cut into the grass sward in formal patterns, enclosing hedges, the extensive and dominant use of roses, and the creation of extensive open-lawned areas.<sup>171</sup>

The Gardens Precinct is an example of gardens that were designed to be part of parliament buildings, and comparable with other examples including the parliaments in Australian State capitals and former British colonies, such as India.

**(e) the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;**

The Gardens Precinct contributes to the planned aesthetic qualities of the Parliamentary Zone and have an aesthetic quality derived from their formal design layout within an enclosed area, the floral display of the roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen foundation from the intact sweeping lawns, the hedges and background canopies of adjacent trees, including eucalypts.<sup>172</sup>

The gardens contribute to the planned aesthetic qualities of the significant cultural landscape of the National Triangle and the Parliament House Vista by reinforcing the land axis and the axial alignment of Old Parliament House with the Australian War Memorial, Anzac Hall and the current Parliament House. The gardens' relatively low-level planting and profile, together with the formal hedging (particularly in the inner areas closest to the House), maintain a relatively open landscape and a clear focus on the House itself, of which views to and from are considered some of the most important views in the city.<sup>173</sup> At the same time, the now-mature and extensive perimeter plantings of the gardens associated parklands strengthen the controlled view-lines by further framing the House itself and providing a contrast in both texture and colour. The perimeter plantings also frame the foreground of views to the present Parliament House.

The Old Parliament House Gardens contribute to the Parliamentary Zone and Parliament House Vista as an important landmark in Canberra, Australia's national capital.<sup>174</sup>

<sup>171</sup> Department of the Environment & Water Resources 2005c

<sup>172</sup> Department of the Environment & Water Resources 2005c

<sup>173</sup> Department of the Environment & Water Resources 2005c

<sup>174</sup> Department of the Environment & Water Resources 2005c

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Prior to the recent re-opening, the gardens were largely unknown and unused by the majority of Canberra residents; they were 'secret' gardens, enclosed from the gaze of the public. For the Canberra community, the aesthetic values of the redeveloped gardens, re-opened in 2004, is now likely to grow as the gardens mature and are more widely used.

### **Summary**

The Gardens Precinct is important for its aesthetic characteristics which are valued by the community, both on its own and as part of the Parliamentary Zone and the Parliament House Vista.

These aesthetic values include the contribution the Old Parliament House Gardens Precinct makes to the cultural landscape setting of Old Parliament House and more broadly, the Parliament House Vista and the land axis. There are other aesthetic values from its qualities as a formal garden space with rose garden beds enclosed by hedges, and more broadly, the mature street tree plantings. These later qualities have been more easily appreciated by the public, since 2004.

### **(f) the place's importance in demonstrating a high degree of creative or technical achievement at a particular period**

The gardens and semi-circular parklands, together with Parliament Square and Old Parliament House, are one of the central components of the broader designed landscape of the capital city. They are integrally related to the position of Old Parliament House, which itself occupied a prominent and strategic location at the southern end of the main Land Axis of the Griffins' city design. A component in the layout of the Griffins' earliest plans for the national capital, the elongated oval shape of the site was adapted for the location of the Provisional Parliament House when it was determined that provisional accommodation was to be developed in 1921.

The Gardens are an expression of the functional division of the Australian parliament into the House of Representatives and the Senate. The planning and form of the original design and Gardens layout by J S Murdoch and plantings by Charles Weston strongly expressed this functional arrangement. The layout of the quadrants around the recreational functions of the bowling green and tennis court aligning with the courtyards of Old Parliament House is a well ordered and creative design that was integral to the design for the Parliament complex as a whole. The quadrant design formed the basis of the later rose gardens that were implemented by Broinowski in the 1930s.

The broader landscapes of the Parliament House Vista, the Parliamentary Zone and the complex comprising the Old Parliament House and the Old Parliament House Gardens Precinct are all of high creative achievement. The Gardens Precinct makes a contribution to each of these landscapes/areas.

### **Summary**

The Gardens Precinct is important for its creative achievement that reflects the essential composition of the Australia parliament and forms part of a total design composition with Old Parliament House. It makes a contribution to the creative achievement of a series of larger landscapes/areas that are all of high creative achievement including Parliament House Vista.

### **(g) the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons**

People involved in the working life of the Parliament—parliamentarians and staff—have, as a group, a long association with the gardens. The gardens are recognised as part of Parliament House, and offer a link to the past, especially through stories and continuing uses. Given the parliamentary use stopped in 1988 it is now considered that this value is most likely to reflect an historic value rather than a contemporary social value.



The wider Canberra community had limited opportunity to experience the gardens until 1988; prior to that time it was largely a 'private' garden. In the twenty five years since they became more public, and particularly since 2004, the public of Canberra and other visitors have had the opportunity to experience this special 'private' place where its enclosed form still reflects its historic parliamentary use. While not specifically assessed, it is considered that the evidence of public use that include school groups visits to OPH (now housing the Museum of Australian Democracy); functions; quiet public use; the rose patronage scheme; volunteer use, and the activities of the Friends of the OPH Rose Garden have now most likely resulted in social significance for the people of Canberra. Similarly, the recent associations related to Magna Carta Place may have resulted in social significance. Beyond these use related associations there is likely to be a broader social significance for both the Canberra and the Australian community resulting from the place of Old Parliament House and by extension the OPH Gardens representing 'our' democratic history rather than the ongoing parliamentary process in the new Parliament House.

### Summary

It is now likely that the Gardens Precinct does have strong or special associations with the Canberra community, primarily for its meaning it provides as a former 'private' place associated with the establishment of Australian parliament that is now publicly accessible and in a sense 'owned' by the people of Canberra and other states.

### **(h) 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**

As part of the home of Commonwealth Parliament from 1927 to 1988, Old Parliament House Gardens are significant for their association with the people and processes which were part of parliamentary processes and life. They are associated with individual parliamentarians and parliamentary staff.

Old Parliament House Gardens have some interest for their association with a range of donors and patrons. Donations of trees and roses were a practical demonstration of good will and support for the gardens as part of the Parliamentary facility. Of the tree plantings within the gardens proper, four of the original framework planting of sixteen trees are understood to have been donations made by the Canadian Embassy in Canberra in 1933. The original four Canadian Silver Maples (*Acer saccharinum*) (two on the west side of the Senate Gardens, and two on the east side of the House of Representatives Gardens) and the two Thornless Honey Locusts (*Gleditsia tricanthos*) in the House of Representatives Gardens remain intact.

The early rose collection was developed through donations by various individuals and groups of people, including parliamentary wives (leading to the establishment of the Ladies' Rose Garden), Sibella Macarthur-Onslow (Macarthur Rose Garden), and various state and national rose societies. There are no confirmed early rose donations extant in the garden, although a small number of unidentified roses have been retained in a small garden bed behind a pavilion near the bowling green (House of Representatives Gardens). The identification, sources and original location of these roses is unknown.

The overall form of the Gardens Precinct reflects the block and road pattern for this area that is shown on the original design competition plan for Canberra by the Griffins. The Griffins are important figures in Australian history for their design of Canberra.

While no specific design plan prepared by JS Murdoch of the Gardens survive, Murdoch did claim responsibility for its planning and layout. It is clear that the planning for the Gardens was part of Murdoch's design approach for Provisional Parliament House as a whole. Murdoch is a very important figure in the early design and construction of Canberra.

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Old Parliament House Gardens is also significant as the work of Thomas Charles Weston, who was responsible for the original framework plantings and perimeter avenue plantings around the gardens and Magna Carta and Constitution Places. Of the tree plantings within the gardens proper, the 1933 framework plantings of eight trees in one quadrant of each side of the gardens, laid out geometrically in four pairs according to species, is partly extant, and continues through further long term replacement plantings adjacent to or in close relationship to the original positions. The perimeter avenue plantings of the gardens and surrounds were part of Weston's comprehensive development of the Parliamentary Zone landscape as a component of the early development of the national capital.

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. While there are many places in Canberra which share this association, it is arguable that the Parliamentary Zone, including the Old Parliament House Gardens Precinct, has a special association being the focus of the early Canberra plan.

The gardens are also significant for their association with Robert Broinowski, who was responsible for the internal completion of the gardens and, in particular, for the development of the gardens' focus on roses. This focus continues today. Broinowski was also a significant figure in Australia's history, through his roles with the Commonwealth Parliament. The gardens have a special association with Broinowski being the only public gardens he was involved with.

### **Summary**

Accordingly, the Gardens Precinct has special associations with the Griffins, Murdoch, Weston and Broinowski who were all important figures in Australia's history. In several cases, these associations arise in relation to a larger area or series of places.

### **(i) the place has significant heritage value because of the place's importance as part of indigenous tradition**

This aspect will be assessed following consultation by the NCA with Indigenous groups during the public consultation for the project.

## 5.4 Statement of Significance

The Old Parliament House Gardens Precinct is significant for its historic value and historical associations, its creative achievement and its design, and aesthetic qualities. Although only accessible to the public relatively recently, it is likely that the Gardens Precinct has social values for the people of Canberra for its associations with Old Parliament House.

The Gardens Precinct is significant as an integral component of the Old Parliament House complex that occupies a prominent and strategic location at the southern end of the Land Axis of Walter Burley and Marion Mahony Griffins' design for Canberra. The axis is the major element in the significant Parliament House Vista conservation area. As a component of the Old Parliament House complex, the general form and layout of the Gardens Precinct symbolises the commencement of Canberra as the national capital. (Criteria (a) and (f), Australian Historic Themes: 7.4 Federating Australia, 8.1.3 Developing public parks and gardens, 8.10.4 Designing and building fine buildings (and gardens)).

The elongated oval shape of the Old Parliament House Gardens Precinct was an integral component of the design for the Australian capital city of Canberra. The landscape plan for Canberra remains the most ambitious city plan of this scale and complexity in Australia and an important aspect of Australia's history. The Gardens Precinct is also a reflection of key change to the Griffins' original plan for Canberra where the Provisional Parliament House was placed on the Griffins' Land Axis. The Gardens Precinct has rarity value as evidence of both the original and a key early design change in the plan of Canberra.

The symmetrical elongated oval shape of the Gardens Precinct frame and contain the 'Parliament Square and Old Parliament House, providing the immediate context to the building as the focus of and a landmark in the larger city plan.

The gardens are important to understanding the operations of the Parliament throughout the period 1927-88 when the Parliament was located in Old Parliament House. The division of the House of Representatives and Senate Gardens either side of Old Parliament House is a landscape representation the essential composition of parliament. The gardens were an important part of the daily life of the Parliament for both parliamentarians and parliamentary staff as a place of relaxation, recreation and a venue for special events. The gardens also had for many years important historical links: with the parliamentary wives of the 1930s who donated many of the early roses; and for their use as a venue for formal events. The gardens' roses provided cut flowers for the Parliament. The existing roses continue the tradition of rose donation through the ten year patronage scheme introduced in 2004. (Criterion (a), Australian Historic Themes: 7.4 Federating Australia).

The historical associations have been diminished with the relocation of Parliament in 1988 and the loss of historic fabric and other changes to the original/early design. However, with public access to the Gardens since 1988, and with the increase in promotion and use of the Gardens since their redevelopment in 2004, it is likely that there are now meanings for the Canberra community and more broadly the Australian community (see below).

The gardens are of interest as one of few gardens designed and constructed to accompany a public building in the first half of the twentieth century, and because of the evidence of recreation facilities provided for members of Parliament. Such facilities are uncommon in Australian parliaments. (Criterion (b))

The gardens demonstrate substantial elements of the style of gardens for public settings, reflecting the international movement of landscape design, by the use of garden beds cut into the grass sward in formal patterns, enclosing hedges, the extensive and dominant use of roses, and the

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creation of extensive open lawned areas. The accurate and partially reconstructed features demonstrate a design with a symmetrical structure, consistent with the Federal Capital style and the Parliament House complex. The basic division of the garden areas reflects an Edwardian design approach of creating 'garden rooms' for individual landscape treatment. The predominance of rose species in the reconstructed gardens, originally developed during the 1930s, in conjunction with the development of the National Rose Gardens immediately to the north of the site, continues a garden fashion and fascination with roses since the early twentieth century. (Criterion (d))

The Gardens Precinct contributes to the planned aesthetic qualities of the Parliamentary Zone particularly through the symmetrical layout of the Gardens Precinct as a whole, the inner rectangle created by the gardens proper and Parliament Square, the semi-circular parklands and avenue tree plantings of Magna Carta and Constitution Places, and the other perimeter plantings along King George and Queen Victoria Terraces, Walpole Crescent and Langton Crescent. They reinforce the Land Axis, and the mature and extensive perimeter trees frame and strengthen a range of important views.

The gardens have an aesthetic quality derived from their formal design layout within an enclosed area, the gardens' relatively low-level planting and profile, relatively open landscape and a clear focus on the House itself, the contrast with the tall perimeter trees, the floral display of roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen backdrop from the sweeping lawns, the hedges and canopies of trees outside the gardens but within the Gardens Precinct. The gardens contribute to the landmark quality of Old Parliament House and the Parliamentary Zone. (Criterion (e))

The Gardens Precinct is important for its contribution to the creative achievement of a series of larger landscapes/areas including the Parliament House Vista, the Parliamentary Zone and the complex comprising the Old Parliament House and the Old Parliament House Gardens Precinct. (Criterion (f))

It is likely that the Gardens Precinct now has strong and special associations to the Australian community as special place associated with the history of Australian democracy including the parliamentary use of the Gardens that was once 'private' that is now a well used and appreciated public space. (Criterion (g))

The gardens have a strong and special association with parliamentarians and parliamentary staff related to their use of the gardens from 1927-88. The Gardens Precinct also has strong and special associations with:

- Walter Burley and Marion Mahony Griffin as the Gardens Precinct reflects their early road layout which is important as part of the collection of elements which are together significant as part of the original design for Canberra;
  - JS Murdoch the designer of Old Parliament House and who claimed responsibility for the overall layout and early construction of the Gardens;
  - Thomas Charles Weston who was responsible for the original framework plantings and perimeter avenue plantings, again part of the focus of the Canberra design; and
  - Robert Broinowski who was responsible for the original internal completion of the gardens.
- (Criterion (h))



## 5.5 Comparison with existing CHL Statement of Significance

The Commonwealth Heritage Listing (CHL) (Appendix A) was prepared in 2000 preceding the major works of 2004. As such, it is no longer accurate in relation to some of the aspects that it notes, such as the roses described in the Statement of Significance. In addition the significance assessment for this report, above, include some aspects not noted in the CHL citation such as the comparative and rarity aspects, as well as its technical and creative aspects and its potential social values.

## 5.6 Attributes relating to each heritage criteria

The following list of attributes, Table 5, are features that express or embody the heritage values detailed above, and these are useful in ensuring protection for the values.

**Table 5 Attributes relating to CHL heritage criteria**

Criteria	Attributes
Criterion (a)	<ul style="list-style-type: none"> <li>• General form and layout of the Gardens Precinct</li> <li>• The mature trees of the gardens, parklands and street plantings, largely from the late 1920s.</li> <li>• The enclosed/private character of the gardens</li> <li>• Surviving pre-2002 rose specimens</li> <li>• Use as gardens</li> <li>• Evidence of the recreations available to Members of Parliament, eg. tennis courts, bowling green and pavilion, and cricket pitch</li> <li>• Ladies' Rose Garden, Macarthur Rose Garden, Broinowski Rose Garden and Rex Hazlewood Rose Garden</li> <li>• The tradition of donating roses</li> </ul>
Criterion (b)	<ul style="list-style-type: none"> <li>• Boundary and general layout and form of the Old Parliament House Gardens and their immediate parklands, including symmetrical elongated oval shape of the gardens and their parkland</li> <li>• The gardens generally</li> <li>• Evidence of recreation facilities</li> </ul>
Criterion (d)	<ul style="list-style-type: none"> <li>• Use of garden beds cut into the grass sward in formal patterns, enclosing hedges, the extensive and dominant use of roses, and the extensive open lawn areas</li> <li>• Defined garden 'rooms' with hedges as boundaries</li> <li>• Form and layout of the four areas within the Gardens Precinct, including symmetrical structure</li> </ul>
Criterion (e)	<ul style="list-style-type: none"> <li>• Symmetrical layout of the Gardens Precinct as a whole, the inner rectangle created by the gardens proper and Parliament Square, the semi-circular parklands and avenue tree plantings of Magna Carta and Constitution Places, and the other perimeter plantings along King George and Queen Victoria Terraces, Walpole Crescent and Langton Crescent</li> <li>• Formal design layout within an enclosed area, the gardens' relatively low-level planting and profile, relatively open landscape and a clear focus on the House itself, the contrast with the tall perimeter trees, the floral display of roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen backdrop from the sweeping lawns, the hedges and canopies of trees outside the gardens but within the Gardens Precinct</li> </ul>
Criterion (f)	<ul style="list-style-type: none"> <li>• The general form and layout of the precinct (as part of larger landscapes/areas) including division into Senate and House of</li> </ul>

Criteria	Attributes
	Representatives sections, semi-circular Magna Carta Place and Constitution Place and the horizontal form of the Gardens beside OPH.
Criterion (g)	<ul style="list-style-type: none"> <li>Ongoing public use of the Gardens Precinct</li> </ul>
Criterion (h)	<ul style="list-style-type: none"> <li>Surrounding road layout (as part of a collection of elements associated with the Griffins)</li> <li>Framework plantings and perimeter avenue plantings</li> <li>Old Parliament House Gardens</li> </ul>

## 5.7 Attributes and their relative significance

The physical attributes of the heritage values of the Old Parliament House Gardens Precinct are reflected in its **planning**, its **form** and its **fabric**.

In turn, the heritage values of these attributes are assessed as have relative significance for their contribution to the whole as noted below:

**Significant** where this is a key attribute to the overall significance of the Old Parliament House Gardens Precinct (an original or early attribute)—see Figure 77;

**Contributory** where it adds to but is not fundamental to significance (it can be an early or a recent element);

**Neutral** where it may assist ongoing use and is of a sympathetic form and fabric (a recent element), or;

**Intrusive**, where it (a recent element) actively obscures or hides the attributes of significance.

The following tables, Tables 6-10, show the relative significance of the elements within the different areas of the Old Parliament House Gardens Precinct, listed according to whether they significance is reflected in the planning, form or fabric of the element, including the key trees. Figure 77 shows the significant elements in the Gardens Precinct and Appendix B shows the relative significance of all trees.

**Table 6 Overall OPH Gardens Precinct and its setting**

Attributes	Significance
<b>Planning</b>	
The original 1911 design for the National Capital by the Griffins that included symmetrical semicircular spaces either side of an open Land Axis and which are still reflected in the size and shape of the OPH Gardens Precinct.	Significant
The Federal Capital Advisory Committee (FCAC) changes to that plan that resulted in the Provisional Parliament House being constructed on the Land Axis space but which retained the symmetrical semicircular spaces either side of this—reflected in OPH and the Parliamentary Square.	Significant
The use of spaces either side of the Provisional Parliament House as gardens specifically for the different houses of Parliament more clearly reflects the democratic composition or ‘architecture’ of parliament than the exterior of the OPH building itself does.	Significant

Attributes	Significance
The Senate and House of Representatives parklands (now Constitution Place and Magna Carta Place) reflect a part of the Canberra Plan that was implemented.	Significant
The removal of hedges in the Parklands in 1946 was a post war change reflecting budget limitations and was generally opening up of this area beyond the 'private' spaces retained in the Senate and House of Representatives Gardens. These areas reflect in plan and the form of tree enclosure its beginnings but through the removal of the hedges are a more permeable space that connects to other key spaces and buildings in the Parliament Precinct. The new names and works in these two spaces also provide a philosophical transition from OPH to broader parliamentary ideals; to the foundations of democracy in the Magna Carta Place and with the Australian Constitution in the case of Constitution Place.	Contributory
<b>Form</b>	
The enclosure of the hedges around the Senate and House of Representatives Gardens.	Significant
The enclosure formed by the mature street trees around the Gardens Precinct as a whole.	Significant
The lines of original mature trees that form an enclosure of the former parklands (now Magna Carta Place and Constitution Place) as well as a separation with the Senate and House of Representatives Gardens and a continuation of the alignment of Parkes Way to East and West Blocks.	Significant
The form of the twin poplars within squares that act as landmarks defining each end of path between parklands and Gardens and the link between Parkes Way and East and West Blocks.	Significant
The quadrant arrangements of the OPH Gardens; including the initial layout during the construction of OPH under Murdoch (and alignment of quadrants with the courtyards of OPH) and the rose garden establishment under Broinowski in the early 1930s. The original quadrant forms were reinforced in the reconstruction work in 2004.	Significant
The location and form of the recreation spaces in the quadrants including the cricket pitch, bowling green and the two sets of tennis courts.	Significant
The garden bed reconstruction of 2004 that recovered the form of the place during its association with the 1930s parliament in particular, including beds around bowling green rather than the plantings per-se. The form of the beds and rose plantings had been largely lost by the 1980s and 1990s.	Significant
Original entries into Gardens and new gates on these locations	Contributory
New paths that define the quadrants; while their fabric does not reflect the character of the original garden, they do reinforce its original quadrant form.	Contributory

Attributes	Significance
New openings through hedges into the Gardens	Neutral
<b>Fabric</b>	
The cover and fabric from the Lamson Tube system adjacent to the House of Representatives Garden that was used for communication with the Government Printer in Kingston to prepare the Hansard.	Significant
New hedges—an element that is new but reinforces and reflects the original and early planning.	Contributory
The two kiosks (one in each Gardens), the two amenity buildings (one in each Gardens) and the contractor maintenance pavilion in the House of Representatives Gardens provide for a new public use that in turn provides an appreciation of the Gardens.	Neutral
The pergola structures along the paths in both Gardens and associated seating and interpretation signage.	Neutral
The Centenary of Women's Suffrage fountain in the House of Representatives Gardens that has been designed in a sympathetic manner.	Contributory
<b>Fabric—Trees</b>	
Original specimens in the double rows of trees along King George Terrace and Queen Victoria Terrace that are associated with Charles Weston—significant as a group—these include a mix of deciduous and evergreen species such as Victorian Blue Gums, Rough Barked Cypress and Pin Oaks— see Figure 77 for a representation of these significant boundary tree plantings and Appendix B for full details of all trees and their relative significance.	Significant
The original tree plantings separating Magna Carta Place and Constitution Place from the Senate and House of Representatives Gardens, and around the 'semi circular' ends of these parkland— significant as a group—includes Himalayan Cedars, Incense Cedars, English Hawthorns and Pin Oaks see Figure 77 for a representation of these significant boundary tree plantings and Appendix B for full details of all trees and their relative significance.	Significant
Poplars 'in squares' in both Magna Carta Place and Constitution Place—strong design elements of the early layout by Weston. These poplars draw the eye through and along the pathways between the parklands and Gardens and link Parkes Place and East and West Blocks. (see Figure 10 and Figure 11)	Significant
The early trees associated with the gardens established by Broinowski eg. the pairs of trees on cardinal points around the cricket pitch and the early donations c 1933 (eg. Canadian Government).	Significant
The replacement rows of <i>Cupressus semprevirens</i> (Italian cypress) outside the hedge in Parliamentary Square between the Precinct and OPH that were part of the original design contribute to the	Contributory



Attributes	Significance
designed landscape.	
Other recent trees in Parliamentary Square that do not intrude (2)—one outside each Garden.	Neutral

**Table 7 Senate Gardens**

Quadrant	Attribute	Significance
<b>Cricket pitch</b>	<b>Form</b>	
	The open square space of this quadrant	Significant
	The double tree plantings at the cardinal points of the quadrant	Significant
	Cup and ball garden beds—not original but may reflect the circular beds there prior to 2002.	Intrusive
	<b>Fabric—Trees</b>	
	Original cardinal point trees: Silver Maple, Desert Ash and European Nettle Tree	Significant
	Long term replacement cardinal point trees in original location: Thornless Honey Locust (2), Silver Maple	Significant
	Long term replacement cardinal point trees not in original location/species: Desert Ash	Contributory
	Trees not correct species and not in correct location—see Appendix B	Intrusive
<b>Broinowski Rose Gardens</b>	<b>Form</b>	
	The location and form of the Broinowski Rose Garden	Significant
	<b>Fabric</b>	
	Roses planted during and after 2004, the associated planting scheme and supports.	Contributory
	All trees in this quadrant. These are recent tree plantings that are replacements in the incorrect place (whether or not correct species) or are new trees with no relationship to the 1930s design that actively impact on an understanding of the original gardens. See Appendix B	Intrusive
<b>Rex Hazlewood Rose Gardens</b>	<b>Form</b>	
	The location and form of the Rex Hazlewood Rose Garden	Significant
	<b>Fabric</b>	

Quadrant	Attribute	Significance
	Roses planted during and after 2004 and the associated planting scheme and pergola structures.	Contributory
<b>Tennis courts</b>	<b>Form</b>	
	The use, location and form of the tennis courts	Significant
	Climbing roses on tennis court fence	Contributory
	<b>Fabric</b>	
	The tennis court surface and netting	Neutral

**Table 8 House of Representatives Gardens**

Quadrant	Attribute	Significance
<b>Bowling green</b>	<b>Form</b>	
	The location and form of the bowling green.	Significant
	The location and form of the lozenge garden beds	Significant
	<b>Fabric</b>	
	The flat grass surface and edge gutters of the bowling green.	Significant
	Early roses now located behind the bowling green pavilion.	Significant
	The bowling green pavilion and the bowling green Maintenance Shed that are early, c1937, structures.	Significant
	Plantings in the lozenge garden beds	Contributory
	Trees (5) around the bowling green pavilion that do not make a contribution, but nor do they intrude (see Appendix B - trees 1002645, 1002644, 1002643).	Neutral
	Other post 2000 trees (9) that do intrude in this quadrant (see Appendix B).	Intrusive
<b>Macarthur Rose Garden</b>	<b>Form</b>	
	The location and form of the Macarthur Rose Garden	Significant
	The form of the 'cup and ball' beds in the Macarthur Rose Garden area.	Significant
	<b>Fabric</b>	
	The Etoile roses at the centre of the Macarthur Rose Garden are the same roses	Significant

Quadrant	Attribute	Significance
	as donated by Macarthur family in the 1930s.	
	The 'cup and ball' beds in the Macarthur Rose Garden area are significant but not the plantings in them.	Significant
	Original tree plantings: Desert Ash (2) Thornless Honey Locust (2) Canadian Silver Maple (2) and Southern Nettle Tree	Significant
	Roses planted during and after 2004, the associated planting scheme and the pergola structures	Contributory
	Plantings in the cup and ball garden beds	Contributory
	Long term replacement trees, not currently on database: Thornless Honey Locust (2), Sugar Maple (2) and Southern Nettle Tree	Contributory
	1970/80s and post 2000 recent trees (8) in incorrect location and or species—see Appendix B	Intrusive
<b>Ladies Rose Garden</b>	<b>Form</b>	
	The location and form of the Ladies Rose Garden	
	<b>Fabric</b>	
	Roses planted during and after 2004, the associated planting scheme and pergola structures	Contributory
	Trees (4) in the Ladies Rose Garden quadrant that do not make a contribution, but nor do they intrude (see Appendix B - trees 1002617, 1002619, 1002621).	Neutral
	Trees in the Ladies Rose Garden quadrant that don't have much purpose (Cotoneaster [Tree 1002623, 1002625], European Nettle Tree [1002626], Lombardy Poplar [100624]).	Intrusive
<b>Tennis courts</b>	<b>Form</b>	
	The use, location and form of the tennis courts	Significant
	<b>Fabric</b>	
	The tennis court surface and netting	Neutral

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**Table 9 Magna Carta Place**

Attribute	Significance
The semi-circular form of Magna Carta Place that is largely an open grass space enclosed by mature trees	Significant
The Magna Charter memorial and associated earth banks, paths and seating that although are recent reflect important historic themes and are of a sympathetic scale and design.	Neutral

**Table 10 Constitution Place**

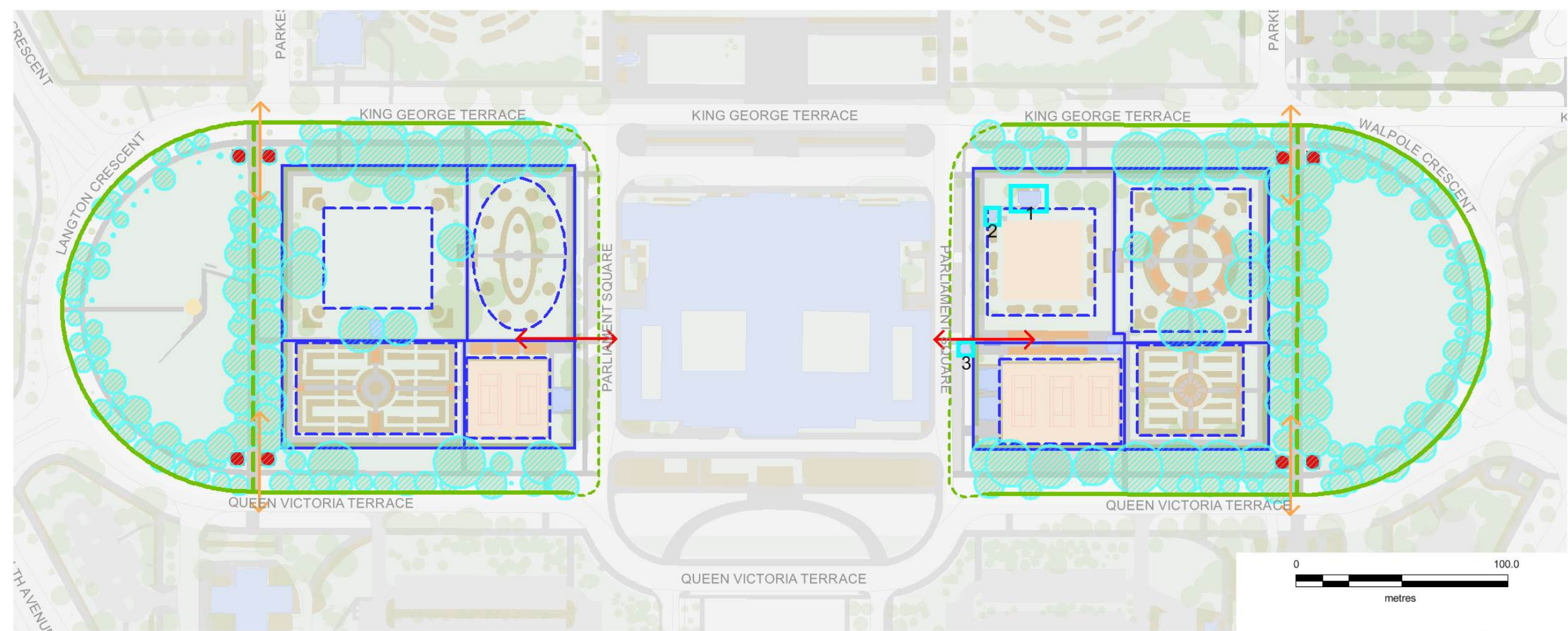
Attribute	Significance
The semi-circular form of Constitution Place that is an open grass space enclosed by mature trees	Significant

### Relative Significance of Particular Trees

Tables showing the relative significance of the trees in the different quadrants and other areas of the Gardens Precinct with the NCA reference number included are located in Appendix B.

Figure 77 identifies the significant trees and other elements in the Gardens Precinct, including boundary trees. The tables in Appendix B should be used to identify trees that are Significant or have other levels of significance; Contributory, Neutral and Intrusive.





KEY

SIGNIFICANT PLANNING

- Boundary of significant planning area:  
Space shown on the Griffins' 1911 plan
- Significant planning change:  
FCAC planning of Provisional Parliament House  
on the Griffins' Land Axis
- Significant planning element:  
Division of space to become parliamentary  
gardens and adjacent parklands (Murdoch)
- Significant planning element:  
Poplar planted in square
- Continuation of views and access from  
Parkes Place and to/from East and West  
Blocks, reinforced by poplars planted in  
small squares
- Alignment of gardens with Old Parliament House  
courtyards (visual connection now lost)

SIGNIFICANT FORM

- Boundary of significant form:  
Enclosure of parliamentary gardens  
and divisions into quadrants
- Significant form element:  
The form/layout of: the cricket pitch area,  
Rex Hazelwood Rose Garden, Broinowski Rose  
Garden, Senate tennis courts, bowling green & beds,  
Macarthur Rose Garden and cup & ball beds,  
HOR tennis courts and Ladies' Rose Garden

SIGNIFICANT FABRIC

- Significant fabric: trees
- Significant built fabric:  
1 Bowling Green pavilion  
2 Bowling Green shed  
3 Lansom tube

Old Parliament House  
Gardens Precinct  
Significance map

Client National Capital Authority  
Project Old Parliament House  
Gardens Precinct HMP  
Date 6/5/2013

**CONTEXT**  
22 Merri Street Brunswick, Vic 3056  
T: 03 9380 6933 F: 03 9380 4066  
www.contextpl.com.au

Figure 77. The planning, form and fabric attributes of the Old Parliament House Gardens Precinct that are assessed as being Significant. Other levels of significance for the elements of the Gardens Precinct (contributory, neutral and intrusive) are described in Section 5.7, including tables showing the relative significance of tree plantings (Source: Context 2013).

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## 6 Development of Policy—Opportunities and Constraints

### 6.1 Implications Arising from Significance

This sub-section identifies the implications for management arising from the statement of significance presented in Section 5. These implications do not automatically lead to management policy as there are a range of other factors noted in the remainder of Section 6 that should be considered in the development of policy.

#### Conservation

- a. The Old Parliament House Gardens Precinct should be conserved, with detailed aspects addressed as below.
- b. The significant and contributory attributes relating to planning, form and fabric of the OPH Gardens Precinct, noted in the tables as the end of Section 5.7, should be retained and interpreted.
- c. The significant original/early attributes of the planning, form and fabric of the Old Parliament House Gardens Precinct, include the symmetrical elongated oval shape of the Precinct that was an integral part of the early plan for Canberra, the general Precinct layout, the mature trees of the gardens and street plantings, the enclosed/private character of the gardens, surviving pre-2002 rose specimens, spaces and fabric such as the bowling green and pavilion, and the symmetrical structure of the gardens internally.
- d. Attributes of fabric that are generally from the 2004 reconstruction works, such as paths, rose garden beds and roses, and the hedges, generally contribute to the form and ongoing use of Precinct and should be conserved with flexibility on fabric replacement and species used etc.
- e. The Gardens Precinct should be managed with regard to its integral relationship to the Old Parliament House and Curtilage complex and the Parliament House Vista conservation area, with its prominent and strategic location along the Land Axis.
- f. The framing effect of the Gardens Precinct for Old Parliament House should be conserved.
- g. The evidence of the recreations available to Members of Parliament in the period 1927-88 should be conserved and interpreted, eg. the tennis courts, bowling green and bowling green pavilion and the cricket pitch.
- h. The reconstructed form of the Ladies' Rose Garden should be conserved and its historic association with the parliamentary wives of the 1930s should be interpreted.
- i. The use of garden beds cut into the grass sward in formal patterns, enclosing hedges, the extensive and dominant use of roses, and the extensive open lawn areas should be conserved.
- j. The Gardens' relatively low-level planting and profile, relatively open landscape and a clear focus on Old Parliament House itself, the contrast with the tall perimeter trees, floral display of roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen backdrop from the sweeping lawns, the hedges and canopies of trees outside the gardens but within the Gardens Precinct, should all be conserved.
- k. The defined garden 'rooms' with hedges as boundaries should be conserved.
- l. The framework plantings in the gardens that include the significant cardinal point trees within the quadrants and the significant street planting trees should be conserved.
- m. The semi-circular parklands and avenue tree plantings of Magna Carta and Constitution Places, and the other perimeter plantings along King George and Queen Victoria Terraces, Walpole Crescent and Langton Crescent should be conserved.
- n. The alignment of the surrounding road layout of King Georges Terrace, Queen Victoria Terrace, and Walpole and Langton Crescents should be conserved.

## Use

- o. The gardens should continue to be used as gardens.
- p. Public access to the Gardens Precinct should continue.
- q. The use of the tennis courts and bowling green recreation facilities should continue.
- r. The tradition of rose patronage should be acknowledged.

## Interpretation

(Some implications are also noted under Conservation)

- s. The shared history and significance of the Gardens Precinct and Old Parliament House should be recognised and interpreted.
- t. The contribution of the Gardens Precinct as part of the suite of early Federal Capital features in the upper apex of the Parliamentary Zone which symbolise the commencement of Canberra as the national capital should be interpreted.
- u. The associations of the Griffins and Weston with the Gardens Precinct should be interpreted, although this may be undertaken at a larger scale, eg. interpreting their associations with the Parliamentary Zone as part of interpretation for the zone.
- v. The association of the gardens with Broinowski should be interpreted within the gardens.

## 6.2 Legislative Requirements

The management of the Old Parliament House Gardens Precinct operates within a legislative and quasi-legislative framework which includes the:

- Australian Capital Territory (Planning and Land Management) Act 1988;
- Parliament Act 1974;
- Environment Protection and Biodiversity Conservation Act (EPBC Act) 1999;
- Copyright Amendment (Moral Rights) Act 2000; and the
- Building Code of Australia.

These Acts and the Code and the relationship between these pieces of legislation are briefly described below.

### 6.2.1 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*.<sup>175</sup> 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 Old Parliament House Gardens Precinct is part of the Central National Area (Parliamentary Zone), a Designated Area as defined in the *National Capital Plan*. Therefore all ‘works’ affecting the Gardens Precinct require written approval from the NCA. Proposals for works may also require consideration under the Environmental Protection and Biodiversity Conservation Act, 1999, (EPBC Act)—see below.

The following section describes the *National Capital Plan*. However, the NCA also has an asset management role and this is separately described in Section 5.4.

### National Capital Authority and National Capital Plan

The object of the plan 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

<sup>175</sup> National Capital Authority 2002



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the special characteristics and those qualities of the National Capital which are of national significance.<sup>176</sup>

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 Old Parliament House Gardens Precinct. 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;
- detailed conditions of planning, design and development;
- heritage;
- design and siting conditions for buildings other than detached houses;
- design and siting conditions for signs; and
- the masterplan for the Parliamentary Zone.

Key extracts from the plan are reproduced at Appendix F.

The plan provides extensive and detailed guidance on a wide variety of matters, including:

- 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.

The plan provides the following principle. “The Parliamentary Zone will be given meaning as *the place of the people*, accessible to all Australians so that they can more fully understand and appreciate the collective experience and rich diversity of this country.”

To do this, *the place of the people* must reflect:

- The political and cultural role of Australia’s Capital;
- Federation and Australian democracy;
- The achievements of individual Australians in all areas of endeavour;
- The diversity of Australia, its peoples, natural environments, cultures and heritage; and
- The unique qualities of Australian creativity and craftsmanship.

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<sup>176</sup> National Capital Authority 2002



*The place of the people* must have:

- A sense of scale, dignity and openness;
- A cohesive and comprehensible layout;
- A large forum for public ceremony and debate;
- Intimate, enjoyable spaces for individuals and groups;
- A dynamic program of national, state and regional events; and
- Public facilities that are accessible and affordable.”<sup>177</sup>

It also provides a number of objectives, intentions and policies, including the following:  
 “conserve the unique heritage of the Parliamentary Zone for future generations”<sup>178</sup>

“enhance the existing character and quality of the landscape”<sup>179</sup>

“Permissible land uses include parliamentary uses, appropriate National Capital uses and other uses that enhance the function and character of the area. This can include limited commercial and tourism facilities that support the objectives for the Zone”<sup>180</sup>

“In the vicinity of Old Parliament House, the existing perimeter roads should be upgraded through the use of extended paving to enhance pedestrian movement but in a manner that has regard to the conservation values of the historic setting of the building and still capable of meeting the functional requirements of the building. This would give the building an appropriate, dignified setting and create a generous new pedestrian environment where currently only narrow footpaths and roads exist. To further connect Old Parliament House with the other parts of the Zone, some form of secondary entry should be created at the rear of the building facing Parliament House.”<sup>181</sup>

“Interpretative signs are to be included at commemorative and dedication points and at the entrances to gardens, places and venues. These signs should provide brief notes on the historical background, cultural significance and importance of these places.”<sup>182</sup>

<sup>177</sup> National Capital Authority 2002, pp. 285-6

<sup>178</sup> National Capital Authority 2002, p. 286

<sup>179</sup> National Capital Authority 2002, p. 287

<sup>180</sup> National Capital Authority 2002, p. 289

<sup>181</sup> National Capital Authority 2002, p. 291

<sup>182</sup> National Capital Authority 2002, p. 291

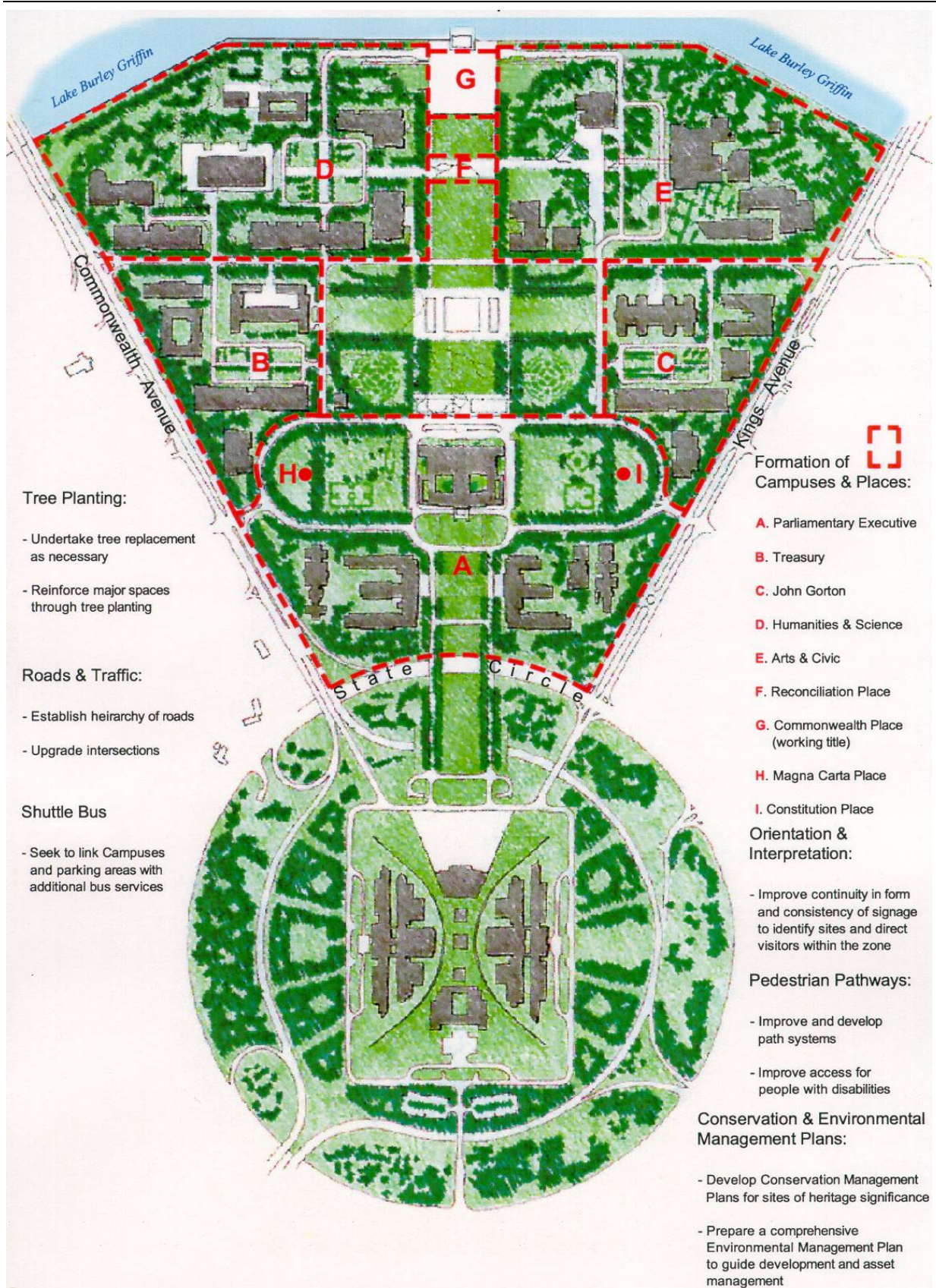


Figure 78. Indicative development plan for the Parliamentary Zone (Source: Figure T6.1 in the National Capital Plan).



### 6.2.2 Parliament Act 1974

Works proposed in the Parliamentary Zone also 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.

### 6.2.3 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 National Heritage List and the Commonwealth Heritage List. The Old Parliament House Gardens Precinct is entered in the Commonwealth Heritage List.

The Old Parliament House and Curtilage is included on the National Heritage List. Australia's National heritage comprises exceptional natural and cultural places that contribute to Australia's national identity and these places define the critical moments in our development as a nation. To ensure the on-going protection National Heritage listing requires that a management plan be produced that sets out how the heritage values of the site will be protected or conserved. The Old Parliament House and Curtilage is managed by the Museum of Australian Democracy (MOAD) and is subject to a Management Plan 2008-2013.

The EPBC Act requires approval from the Minister responsible for the environment 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 Gardens Precinct 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 responsible for the environment;
- 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.

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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).

### **Commonwealth Heritage Listing**

As noted above, this list is established under the EPBC Act. The Old Parliament House Gardens Precinct is listed on the Commonwealth Heritage List as an individual listing and as part of the larger conservation area called the Parliament House Vista.<sup>183</sup>

Commonwealth Heritage places are protected under provisions of the EPBC Act which are described above. In addition, all Commonwealth Government agencies that own heritage places are required to assist the Minister and the Australian Heritage Council to identify and assess the heritage values of these places. They are required to:

- develop heritage strategies;
- produce a register of places under their control;
- develop a management plan to manage these consistent with the Commonwealth Heritage Management Principles and Management Plan requirements prescribed in regulations to the Act; and
- ask the Minister for advice about taking action, if the action has, will have or is likely to have significant impact on a Commonwealth Heritage place.

These Commonwealth Heritage obligations apply to National Capital Authority in addition to the broader protective provisions for heritage places under the EPBC Act.

The National Capital Authority Heritage Strategy 2010-2013 addresses a range of issues related to heritage places and asset management systems.<sup>184</sup>

Guidelines for the preparation of management plans prepared have been used in the preparation of this plan. Appendix D records how this heritage management plan complies with the various EPBC Act requirements.

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<sup>183</sup> This Section is based on <http://www.deh.gov.au/heritage/publications/factsheets/general.html>

<sup>184</sup> [http://www.nationalcapital.gov.au/downloads/planning\\_and\\_urban\\_design/Heritage/Heritage\\_Strategy/Heritage\\_Strategy\\_2010\\_2013.pdf](http://www.nationalcapital.gov.au/downloads/planning_and_urban_design/Heritage/Heritage_Strategy/Heritage_Strategy_2010_2013.pdf)



A summary of the statutory and other heritage listings relevant to the Gardens Precinct is provided in Table 11.

**Table 11 Summary of heritage listings**

Heritage Listing and (Name of List/Register)	Listing Body	Impact of Listing
Old Parliament House and Curtilage (National Heritage List)	Minister responsible for heritage	The Old Parliament House and Curtilage that abuts the Gardens Precinct is subject to statutory protection and other measures under the EPBC Act 1999.
Old Parliament House and Curtilage (Commonwealth Heritage List)	Minister responsible for heritage	The Old Parliament House and Curtilage that abuts the Gardens Precinct is subject to statutory protection and other measures under the EPBC Act 1999.
Old Parliament House Gardens (Commonwealth Heritage List)	Minister responsible for heritage	The Gardens are subject to statutory protection and other measures under the EPBC Act 1999.
Parliament House Vista (Commonwealth Heritage List)	Minister responsible for heritage	The Gardens Precinct is subject to statutory protection and other measures under the EPBC Act 1999, as part of the vista.
Old Parliament House and Gardens (Register of Classified Places)	National Trust of Australia (ACT)	Community listing with no statutory provisions.
Parliament House Vista (Register of Classified Places)	National Trust of Australia (ACT)	Community listing with no statutory provisions.
Old Parliament House (ACT Heritage Register - nomination only)	ACT Heritage Council	Although a statutory list with protective powers, the Act does not directly apply to Designated Areas or National Land. However, a listing would have effect through the <i>National Capital Plan</i> . In any event, the place is only nominated at this stage.
Parliament House Vista (ACT Heritage Register - nomination only)	ACT Heritage Council	Although a statutory list with protective powers, the Act does not directly apply to Designated Areas or National Land. However, a listing would have effect through the <i>National Capital Plan</i> . In any event, the place is only nominated at this stage.

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#### 6.2.4 Copyright Amendment (Moral Rights) Act 2000

This Act protects the moral rights of architects, landscape architects and artists for designed aspects of the precinct.<sup>185</sup> These moral rights are the unassignable personal right of these people 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 precinct 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 a 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 (eg. not acknowledge an architect).

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. This aspect of the Act would appear to be relevant in regard to future changes to the 2004 works unless a moral rights waiver was obtained as part of the works in 2004, as noted above.

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.

#### 6.2.5 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.

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<sup>185</sup> Information in this section is based on legal advice available to the NCA which indicates that landscape architects hold moral rights over their work.

All building work in the Gardens Precinct 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 the existing circumstances of some places. The specific nature and level of significance of the attributes of the heritage values of the Gardens Precinct should be considered in relation to any BCA compliance issue.

### 6.3 Stakeholders

There are a range of stakeholders with an interest in and concern for the Old Parliament House Gardens Precinct. These include the:

- Commonwealth Parliament including the Joint Standing Committee on the National Capital and External Territories;
- Association of Former Members of Parliament of Australia, and former parliamentarians and parliamentary staff;
- people who hold moral rights regarding the Gardens Precinct;
- Patrons, Friends and Volunteers of the Old Parliament House Gardens;
- Museum of Australian Democracy at Old Parliament House (MOAD);
- Office for Women;
- Australia-Britain Society
- British Government;
- Department of the Environment;
- Australian Heritage Council;
- National Trust of Australia (ACT); and
- Australian Garden History Society.

The interests of some of these stakeholders are related to legislation which is described above and not repeated here.

#### **Association of Former Members of Parliament of Australia, and former parliamentarians and parliamentary staff**

The Association is a non-government body which maintains an interest in the current and future use of Old Parliament House and its related gardens. Many of the Association's members served in Old Parliament House and used the gardens.

Former parliamentarians may or may not be members of the association but may be anticipated to hold similar interests to those of the association. Similarly, former parliamentary staff are also likely to hold such interests.

#### **Moral Rights Holders**

The designers of the gardens or components of the gardens, and the designers of the Magna Carta Monument hold moral rights with regard to their creations, in accordance with the Act described above. Currently, the following people are moral rights holders:

- OPH Gardens 2004 project: Oi Choong; Bill Morrison; Milton Simms; John Easthope and Ros Ransome.
- Magna Carta Monument (2001): Alastair Falconer; Marcus Bree; Silvia Velez and Chris Meadham.

#### **Patrons, Donors, Friends and Volunteers of the Old Parliament House Gardens**

There are a number of patrons for the different phases or aspects of the gardens:

- Mrs Tammie Fraser AO was the Patron of the OPH Gardens Reconstruction Project;
- Mrs Fraser is also the Patron of the Rose Patronage Program;
- the Co-Patrons of the Friends of the OPH Rose Gardens are Mrs Fraser and Professor Richard Broinowski; and

- 
- the patrons who have contributed roses during the operation of the Rose Patronage Scheme.

The Friends of the OPH Rose Gardens is an organisation established by the NCA to assist in promoting and preserving the gardens. There are currently about 200 Friends, and these are mostly rose patrons. The Friends are now run as an independent group and have no formal links with the NCA.

The OPH Rose Gardens (OPHRG) Horticulture Volunteer Program is co-ordinated by the NCA and was established after the refurbishment of the Old Parliament House Rose Gardens. Currently, the program has over 60 volunteers who work in teams to complete regular weekly shifts to enhance and maintain the historic gardens. The maintenance contractor may undertake training of volunteers.

### **Museum of Democracy at Old Parliament House (MOAD)**

MOAD is located in the heritage listed Old Parliament House building that is located in the centre of the Gardens Precinct. MOAD is a museum of social and political history which explores Australia's 'journey to democracy'. In addition to the general public over 75,000 school children visit the building each year experience of democratic processes.

MOAD is an Executive Agency for the Attorney General's Department. The operations of MOAD are guided by an Advisory Council. MOAD has a Strategic Plan 2013-18.<sup>186</sup> As noted above Old Parliament House and Curtilage is included on the National Heritage List as well as the Commonwealth Heritage List and is also subject to a Heritage Management Plan 2008-13.<sup>187</sup>

Part of the function of MOAD includes interpretive programs about the history and significance of the Old Parliament House building and collections and, to some extent, about the gardens which were integral to the operating parliament from 1927-88. Prior to the works in 2004, MOAD ran garden tours. MOAD holds a number of heritage objects associated with the gardens, as noted in Section 2.3.

Given the fundamental historic relationship between the OPH and the Gardens Precinct that is part of the heritage significance of both places, it is essential that the different agencies managing MOAD and the Gardens Precinct work closely and ensure that the historic role and relationship of both places is communicated to the public. In recognition of this situation there is an existing Memorandum of Understanding (MOU) between the NCA and MOAD in relation to a number of matters, including that the NCA manages the open space and courtyard areas between OPH and the road. This MOU covers the maintenance of the roses that are located around OPH by the NCA on behalf of MOAD who are still the responsible agency for these roses.

Many of the school groups that visit MOAD use the Gardens Precinct to gather before or after tours and this represents an ideal opportunity to communicate the historic role of the Gardens in relation to the functions of parliament.

### **Office for Women**

The Office for Women is a government agency responsible for a range of activities related to women's issues. The agency was the client for the development of the Centenary of Women's Suffrage Fountain located in the House of Representatives Gardens and opened in 2004.

The agency maintains an ongoing interest in the fountain.

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<sup>186</sup> <http://moadoph.gov.au/about/>

<sup>187</sup> <http://static.oph.gov.au/ophgovau/media/docs/heritage/oph-hmp-master.pdf>



**Australia-Britain Society**

The Australia-Britain Society is an independent Australian organisation whose role is to maintain, encourage and strengthen the numerous links between the two countries. These include history, language and literature, culture, education and sport.

The major national project of the Society is Magna Carta Place in Canberra, and involved the establishment of a memorial to Magna Carta to serve as a permanent reminder to Australians that the 'freedom under law' they enjoy derives from Magna Carta.

Magna Carta Place was developed with support from the Australian and British Governments, and through fund-raising by the Society.

The Society maintains an ongoing interest in Magna Carta Place. It is consulted by the NCA when significant issues arise.

**British Government**

The British Government has an ongoing interest in Magna Carta Place as it was a significant donor to the development of the monument.

**Department of Environment**

This Commonwealth Department is responsible for managing the EPBC Act and providing advice to its Minister who makes decisions under the Act. As noted above, the Act has a major role with regard to proposed actions affecting the precinct.

**Australian Heritage Council**

The Council is a Commonwealth statutory body which advises the Minister for the Environment & Water Resources on a range of matters relating to heritage management, and it is a source of advice to the NCA on such matters. The Council would have a role in the assessment of any nomination of the precinct to the National Heritage List, or any revision to the Commonwealth Heritage and Register of the National Estate listing.

**National Trust of Australia (ACT)**

The National 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.

As noted in Section 5.2, the precinct is related to several heritage registrations by the Trust. The Trust maintains an ongoing interest in the conservation of the heritage values of the precinct.

**Australian Garden History Society**

The AGHS brings together people from diverse backgrounds united by an appreciation of and concern for parks, gardens and cultural landscapes as part of Australia's heritage. The Society promotes knowledge of historic gardens and research into their history. It aims to examine gardens and gardening in their widest social, historic, literary, artistic and scientific context.

The AGHS provided comment on the works in 2003-04 and should be consulted if any further significant works are proposed.

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## 6.4 Management Context, Requirements and Aspirations

The National Capital Authority has both a statutory planning role as well as an asset management role with regard to the Old Parliament House Gardens Precinct. The statutory planning role is discussed in the section on legislation above.

### 6.4.1 General NCA management framework

The Old Parliament House Gardens Precinct is owned by the Commonwealth and managed by the National Capital Authority (NCA). The NCA is a Commonwealth 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 precinct, 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.

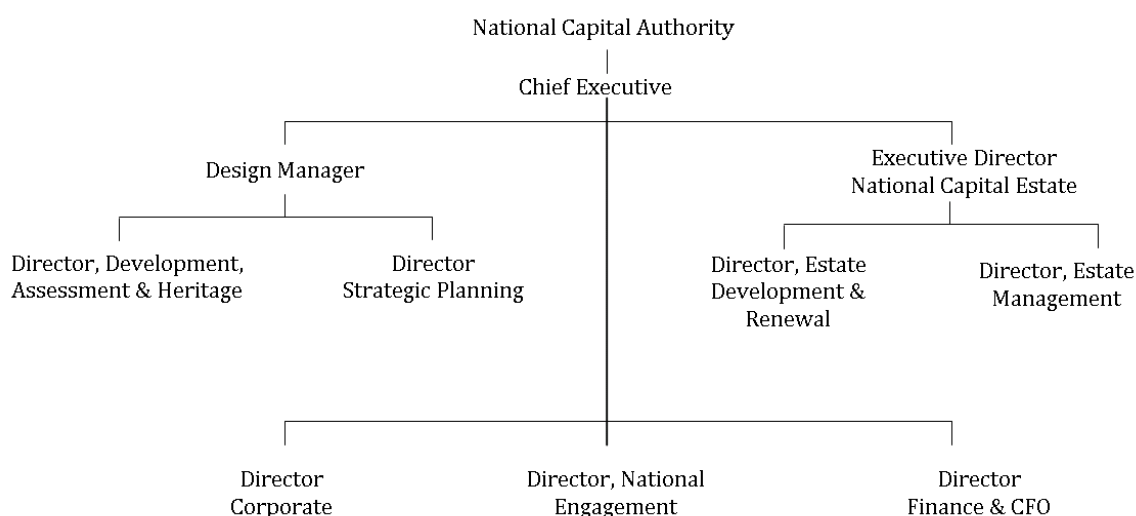
The NCA has an Asset Management Strategy linked underpinned by its Corporate Plan and linked to its operational activities including its Capital Works Budget Program. The strategy:

- provides the framework for the NCA's decision making about the creation of new assets and the care of existing assets;
- guides decision-making about the level and standard of care required for the respective assets; and
- identifies the heritage function of assets.

In managing its assets, the NCA aims to ensure that maintenance and other practices are consistent with their design intent, and support the objectives of the *National Capital Plan*.

The NCA undertakes asset management data collection and maintenance requests in various forms. The Asset Management system for the NCA is TechOne. This program has the capacity to allow data to be captured on key details such as rose species and maintenance history.

The organisational structure of the NCA that is relevant to the management of the OPH Gardens Precinct discussed below is as follows:



### 6.4.2 NCA Management of the OPH Gardens Precinct

The overall management of the OPH Gardens Precinct is undertaken by the Estate Management team of the NCA under the Director, Estate Management as shown on the above organisational structure. The daily operational management and maintenance of OPH Gardens Precinct is also coordinated by that team. This includes managing the Open Space Maintenance on National Land Contract.

The management of heritage values of OPH Gardens is responsibility of NCA Cultural Heritage Manager. This includes providing planning, assessment and heritage advice. The maintenance of the gardens is undertaken with consideration of the site's heritage values. NCA Estate staff will consult with the NCA Cultural Heritage Manager whenever required.

The education and interpretation aspects of the OPH Gardens Precinct is coordinated through the Exhibition Facilities Unit. This also includes the management of OPH Gardens horticultural volunteers who support the maintenance of the gardens and its presentation through a range of activities.

The NCA undertakes maintenance of the precinct through a number of contracts. These relate to:

- landscape/garden horticultural maintenance;
- building asset maintenance;
- civil works maintenance; and
- memorials, artworks and fountains maintenance.

The NCA also looks after the lighting and is responsible for signage. These maintenance contracts are administered by the Estate Management Unit of the NCA. Further details are provided below.

The Open Space Maintenance on National Land is let to an external service provider, Currently Citywide (2010-2016). The contract includes maintenance to all aspects of the soft landscape such as garden bed maintenance and arboriculture.

There is also a building and infrastructure maintenance contract. This includes periodic condition reports which generate a list of works to be undertaken. Otherwise, the contractor responds to problems as these arise. The eight buildings in the gardens are maintained under this contract.

Memorials, artworks and fountains are maintained by a specialist group within the Estate Management team. This includes periodic inspection and a schedule of periodic maintenance and cleaning.

The NCA Outdoor Events Policy covers the types of permissible events and uses in the Gardens—see Section 6.4.7 and Policy 36.3.

### 6.4.3 Maintenance Activities

Maintenance has changed significantly over the life of the gardens. The period of greatest change has occurred from 1988 when Parliament moved to the present Parliament House and the gardens maintenance was reduced considerably. Change has continued following the works in 2003-2004 with maintenance being provided through the Project Manager until June 2005. Maintenance to the area is now managed by the NCA and outsourced to a number of contractors.

Maintenance activities generally include weeding, pruning, mulching, irrigation and fertilising of trees, shrubs and herbaceous perennials and annuals, lawns, hedging, infrastructure (such as irrigation) and other elements. Irrigation and drainage and individual species requirements, and staffing, are discussed further below, as they are key issues for the site.

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## **Irrigation and drainage**

An automated irrigation system was introduced to the whole of the Senate and House of Representatives Gardens as part of the 2004 works. This is a Netafim brand drip irrigation/saturation watering system. Prior to this, watering was largely undertaken manually (at least until the 1980s according to a former Head Gardener).<sup>188</sup>

The irrigation and drainage requirements and tolerances of the various vegetation types and species in the Senate and House of Representatives Gardens differ considerably, on the basis of species requirements, environmental factors and history. For example, in terms of species requirements, irrigation needs of tree species such as the framework trees in the cricket pitch and Macarthur Rose Garden, can differ from those of roses or lawn. Environmental factors include the local Canberra climate, humidity and rainfall, as well as the micro-climatic conditions of individual areas in the gardens (including drainage) and these all impact on species requirements and tolerances. The last factor, history, is particularly significant in terms of long-lived species such as the framework trees, as well as for the external perimeter trees, including those around Constitution and Magna Carta Places.

Irrigation regimes for particular vegetation elements also have an impact on other maintenance activities. For example, high levels of irrigation for lawns will generally result in faster plant growth, and therefore higher frequency of mowing, as well as variations in fertilizing requirements. Similarly, irrigation levels for the hedges will generally result in faster plant growth and therefore higher frequency of pruning. More generally, excessive irrigation can result in or exacerbate existing drainage problems, as well as leading to poor vegetation health and problems of pests and disease (for example, black spot on roses and chlorotic lawns). It is also widely accepted that deep watering less often, as opposed to daily shallow watering, will result in improved plant root growth and general tolerances, as well as reducing water consumption.

For all of the above reasons, irrigation and drainage are key issues which require detailed management in the future management of the precinct. Irrigation should be zoned and calibrated specifically to meet the needs of individual plant specimens and species.

Furthermore, in terms of managing and conserving cultural significance, the maintenance of vegetation of high significance (for example the trees) should take precedence over other less significant vegetation. In terms of environmental sustainability, and conserving resources, vegetation with long term life expectancy and amenity roles (once again, the trees) should take precedence over other vegetation.

## **Individual species requirements**

As for irrigation and drainage, maintenance programs and regimes must invariably address the individual species requirements for all other activities ranging from pruning to fertilising, and sustaining long term amenity value.

While all species require this attention, for the Senate and House of Representatives Gardens in particular, certain species have been identified as needing specific attention and high levels of input to maintain long term health and amenity value - these are the rose species collection and the boundary hedges.

The high levels of input for these elements relate largely to pruning requirements (for example, deadheading of roses as well as formative and seasonal pruning, and continual maintenance of the hedge form and vigour through regular pruning). Fertilising, irrigation, and pest and disease control requirements for the roses are also quite specific.

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<sup>188</sup> Robin Johnson, pers. comm. 21 Feb 2005



The NCA will undertake an audit of current irrigation and future needs and include the findings of this audit within the OPH Gardens Precinct Landscape Maintenance Plan (see Implementation Strategy 21.4 and Section 7.4)

#### 6.4.4 Capital works and works approval

The National Capital Estate Development and Renewal 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.

The National Capital Plan unit has a role in providing works approval. The NCA's role in works approval is discussed in more detail in the section on legislation above.

#### 6.4.5 Uses and users

The precinct is used for a variety of current or possible purposes, as described below.

House of Representatives Gardens	<ul style="list-style-type: none"> <li>• Passive recreation (eg. picnics)</li> <li>• Commemorative functions related to the Centenary of Women's Suffrage Fountain</li> <li>• Bowls and croquet (bowling green)</li> <li>• Tennis (tennis courts)</li> <li>• Weddings/functions</li> <li>• Toilets</li> <li>• Maintenance (Gardeners' Sheds)</li> </ul>
Senate Gardens	<ul style="list-style-type: none"> <li>• Passive recreation</li> <li>• Weddings/functions (see Figure 79)</li> <li>• Cricket (cricket pitch)</li> <li>• Events/performances on the cricket pitch</li> <li>• Toilets</li> <li>• Tennis (tennis courts)</li> </ul>
Constitution Place	<ul style="list-style-type: none"> <li>• Passive recreation</li> <li>• Functions</li> </ul>
Magna Carta Place	<ul style="list-style-type: none"> <li>• Commemorative functions related to the Magna Carta Monument</li> <li>• Passive recreation</li> </ul>
Road verges	<ul style="list-style-type: none"> <li>• Walking/strolling</li> <li>• Bus stop</li> </ul>



*Figure 79. A function being held in the Senate Gardens (Source: Context).*

The NCA has guidelines for the use of the gardens. Under the NCA Events Policy, event permits are issued for private and public functions in the Gardens. Temporary structures can be erected in the cricket pitch area with works approval from the NCA. Temporary structures are not permitted in the House of Representatives Garden. The use of the gardens for private functions is increasing with a growing number of weddings held every year.

The tennis courts are available for hire and bookings are made through a private contractor.

Only rose petals can be used as confetti in the gardens but not picked from the gardens roses. Vehicles and camping are not allowed in the gardens.

The Bowls pavilion is currently used for storage. However, future use opportunities should be considered that provide for public access to and appreciation of this building, including uses associated with the use bowling green itself.

#### **6.4.6 Interpretation**

There are a range of interpretation techniques currently being used in relation to the OPH Gardens Precinct, including:

- interpretive panels and signs in the precinct, especially the gardens;
- a self-guided walking tour brochure is available which includes the precinct;
- guided tours; and
- information is available on the NCA's website.

The interpretation sign panels are in prominent locations throughout the gardens, mostly free-standing. These panels were installed following the 2004 works are in a reasonable condition, although some (see Figure 77), have fading text and water stain marks.

The content of the existing interpretation panels generally includes on one side of the panel a heading identifying the garden area to which it refers, an image and an outline of the biographical information relating to the individuals or groups after whom the rose gardens are named. On the reverse side of the panel there is a heading, an image, a statement about the design intent of the 2004 works and the date of the unveiling of the panels.

Notwithstanding the existence of interpretive signage within in the Precinct, the NCA recognises the need to review the interpretation and to provide interpretation planning, such as through an OPH Gardens Precinct Interpretation Plan.

Such an Interpretation Plan would identify key heritage themes and messages and include recommendations to promote the themes, audiences and other information. Some of the issues noted to date include:

- the need for improved directional and toilet signage; and
- permanent acknowledgement of the rose patrons on site (see Section 6.4.9).

A key aspect relevant to both the NCA and MOAD at Old Parliament House is the strong connection between the Old Parliament House building and the gardens and an Interpretation Plan prepared by the NCA for the OPH Gardens Precinct should consider the possibility of partnerships with MOAD in relation to interpretation.

With the physical form of the reconstructed gardens providing a strong interpretation of the rose garden aspects, the interpretation of the parliamentary use of the gardens for recreation, such as in the cricket pitch area, should be also be addressed in any future Interpretation Plan. Subtle demarcation of a mown pitch area and/or including photographs of their use should be considered.

A valuable additional interpretation content component would be to explain in detail the changes to the fabric of the garden which have taken place over time. This could include reference to the fabric that is no longer present and other changes such as the:

- squash courts and annex;
- early/older roses; and
- the massive replanting in 1950s.

One option worth considering to minimise the visual impact of signs is through incorporating future signage them into the structures (eg. wall-mounting to the rear of pavilions as has been done in the Senate Gardens).

#### **6.4.7 Current and future management issues**

There is a range of current and future management issues in the OPH Gardens Precinct that the NCA recognises that need to be addressed, including the following:

- the need more guidance about suitable uses, events and functions;
- defining standards of maintenance required;
- building knowledge about the gardens in maintenance staff;
- the removal of Queen Victoria Terrace car park;
- the ageing existing interpretative signs and need for interpretation planning;
- the planned cessation of the Rose Patronage Scheme;
- the long term tree and rose replacement strategy; and
- irrigation and drainage issues.

#### **The impacts from events and functions**

Small scale events and functions, such as weddings, are an appropriate use of the Gardens Precinct as they are associated with providing ongoing public access to and appreciation of the place. Larger scale events that have been hosted in the Gardens Precinct, while also providing public access, have required substantial infrastructure and have been shown to have some physical impacts on the place. This includes damage to irrigated areas, grass, trees and entrance gates / pillars caused by vehicular access and parking onto irrigated areas, support infrastructure and structures requiring pegging. Some limitation on the types of events and support infrastructure should be identified for the OPH Gardens Precinct. In general, public events that require structures, vehicular access and infrastructure that impact on the fabric, trees and irrigated lawns should not be permitted.

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### **Defining required maintenance standards**

As part of the existing maintenance contract administration, an ongoing review of the maintenance standards to be maintained by contractors and volunteers working on the landscape and built components of the OPH Gardens Precinct is required. This should identify both the maintenance tasks required and the cycle with which those tasks should be repeated. Records also need to be kept on these tasks and ongoing regular monitoring and assessment made as to the adequacy of the maintenance.

These maintenance standards should apply to components of the site such as the roses, annuals and perennials, the hedges, trees, grass areas, paths and structures. The most appropriate mechanism for defining these maintenance standards would be through an OPH Gardens Precinct Landscape Maintenance Plan. Such a Maintenance Plan should be linked to the NCA's TechOne records system.

### **Building knowledge of the Precinct's heritage values**

While new guides, volunteers and NCA staff have an induction that communicates the heritage values of the OPH Gardens Precinct, contractors may not currently be presented with this background. Contractor induction should be included at the start of contracts and when new contractor staff start work in the Precinct. The induction could draw on material in this HMP, any interpretation material prepared with a summary of values and policy also included in the OPH Gardens Precinct Landscape Maintenance Plan noted above.

### **Queen Victoria Terrace car park**

While the car park located adjacent to the Ladies Rose Garden and the tennis court in the House of Representatives Gardens does not have a direct impact inside the Gardens it is an intrusive element in the broader setting of the Precinct and may have impacts on the significant original eucalypt boundary trees planted by Weston. While not the highest priority, this should be progressed in planning and approval terms and implemented when funding permits.

### **Interpretation Planning**

As noted above, an OPH Gardens Precinct Interpretation Plan that provides a holistic approach to all the onsite and offsite (web based) interpretation provided for the OPH Gardens Precinct should be prepared as a priority. The existing signage is reasonable but has gaps in the messages conveyed and requires repair in some cases.

New interpretation technologies and opportunities such as partnerships with MAOD have great potential to more broadly tell the layered story of this place.

### **The Rose Patronage Scheme**

The Rose Patronage Scheme was launched very successfully in 2004 as a 10-year program. It was aimed at building knowledge and appreciation of the OPH Gardens Precinct, particularly within the Canberra community that had previously had limited access to the place. It was built on the episodes of rose patronage or sponsorship that supported the creation of the gardens in the 1930s and at other times more recently. As noted in Section 5.3 this has contributed to the potential social values of the place. However, the scheme has required significant ongoing resources to maintain and with the advertised period the scheme due to reach in Dec 2014, the NCA Board has endorsed the conclusion of the program. The Patrons of the Rose Patronage Scheme have been contacted and they have indicated their understanding and support for the finishing up of the scheme. The NCA is very mindful of the need to acknowledge and celebrate the contributions of all rose patrons and will ensure that all patrons are contacted and informed of the closure of the scheme and that an acknowledgement is made within the Gardens to acknowledge their contribution.



### Long term tree and rose replacement strategy

The trees in the Gardens Precinct are generally the most significant remaining fabric in place (as distinct from the form that the 2004 reconstruction works have retained/recovered). These trees should be protected and maintained as long as possible (see OPH Gardens Precinct Landscape Maintenance Plan). However, when they die and need replacement clear guidelines are needed. As noted in Section 5.7 the actual location of many of the boundary and structural/cardinal point trees are important and a replacement planted in the vicinity of the tree rather than the same location may impact the form of the overall Precinct. While the long term tree replacement needs to be consistent with the NCA's overall Removal and Replacement of Trees on National Lands policy the varied significance of the trees in the Precinct needs to also be considered in making decisions on replacement. For example, when a tree that is of Intrusive significance because it is in the wrong location is dying and needs to be replaced it would not be appropriate to replace that tree.

The roses are generally of contributory significance. Apart from the early roses behind the Bowling pavilion and the Etoile type of roses in the MacArthur Rose Garden, they continue the Gardens' form and appearance but are not in themselves significant, so flexibility on replacement types is reasonable. However, the roses planted in 2004 did follow careful thought and planning as to the intended form and message for each rose garden and these approaches should be retained in species selection and reflected in the OPH Gardens Precinct Landscape Maintenance Plan.

### Irrigation and drainage issues

An audit of the existing irrigation is being undertaken in the 2013-2014 financial year. As noted elsewhere the irrigation should as a priority address the needs of the more significant trees not the garden beds. The results should be included in the OPH Gardens Precinct Landscape Maintenance Plan.

### Boundary Tree Planting Scheme

When Charles Weston planted the boundary street plantings around and beyond what is now the Gardens Precinct he over-planted trees in the anticipation of losses. The resultant survival of trees has meant today some boundary trees are too closely spaced and a 'like with like' replacement policy would result in this over-planting remaining a problem. Today watering regimes for young trees avoids the need for over-planting. While future replanting should respect the Weston design layout and species selection in relation to boundary plantings, there should be some flexibility on approach to not in all cases adopt a 'like with like' approach to avoid a continuation of overplanting and tree stress—see Implementation Strategy 19.3.

## 6.5 Condition and Integrity

While some information about condition and integrity is provided as part of the description in Section 4, this section provides a summary of the condition and integrity based on both the description and significance. In order to assess the integrity of the gardens, an analysis was undertaken comparing the existing gardens with the putative c1927 plan of the gardens prepared by Patrick & Wallace.<sup>189</sup> This plan is the best available summary of the original garden plan. In broad terms, the aim of the 2003-04 works was to reconstruct the gardens to their original form with some elements of adaptation. The analysis is presented in Table 12.

<sup>189</sup> Patrick & Wallace 1989, Appendix B

**Table 12 Analysis of Integrity**

Retained	Accurate Reconstruction	Partial Reconstruction	Missing Features	New Features
<b>House of Representatives Gardens</b>				
Significant trees- see Section 5.7, Figure 78 and Appendix B	OPH courtyards axis	Hedges: corners squared in plan, not arced; plan shape at main entry squared in plan, not arced	Circular garden beds between bowling green and Macarthur Rose Garden	Paths
Bowling green	Quadrant design layout	Fence: modern	Lozenge-shaped gardens around tennis courts	Four new entry points and structures
Bowls pavilion	Ladies' Rose Garden layout and use of Hybrid Tea and Floribunda roses	Lozenge-shaped gardens around bowling green: west side not accurate		Main entry structure
Bowls machine shed	Roman cypress plantings on Parliament Square	Macarthur Rose Garden layout: not accurate		Pergolas
Lamson Tube (underground)	Grass verges to Parliament Square and Queen Victoria Terrace	Macarthur Rose Garden mass planting of Etoile de Hollande roses: fewer roses than original		Fence
		Macarthur Rose Garden, other rose plantings/use of roses: rose selection changed		Trellises
		Macarthur Rose Garden tree replacement		Centenary of Women's Suffrage Fountain
		Rose and other gardens – use of perennials and annuals: selection changed		Toilets/shelter
		Tennis courts: modern courts		Interpretive panels

Retained	Accurate Reconstruction	Partial Reconstruction	Missing Features	New Features
<b>House of Representatives Gardens</b>				
		Timber benches: some details not quite accurate		Plaques
		Tripod trellises pavilion: form and details changed Gardeners sheds: modern buildings		

**Table 13 Analysis of Integrity**

Retained	Accurate Reconstruction	Partial Reconstruction	Missing Features	New Features
<b>Senate Gardens</b>				
Significant trees- see Section 5.7, Figure 78 and Appendix B	OPH courtyards axis  Quadrant design layout  Cricket pitch  Rex Hazlewood Garden layout (slight orientation change) and use of roses  Roman cypress plantings on Parliament Square	Hedges: corners squared in plan, not arced; plan shape at main entry squared in plan, not arced  Fence: modern  Rose and other gardens -use of roses, perennials and annuals: species changed  Broinowski Rose Garden: more circular garden beds than originally  Timber benches: some details not quite accurate (see House of	Lozenge-shaped gardens next to tennis courts  Gardeners sheds	Paths  Five new entry points and structures  Main entry structure  Pergolas  Fence

Retained	Accurate Reconstruction	Partial Reconstruction	Missing Features	New Features
<b>Senate Gardens</b>				
	Grass verges to Parliament Square and Queen Victoria Terrace	Representatives) Tripod trellises  pavilion: form and details changed Tennis courts: modern courts Cricket pitch tree replacement		Trellises  Toilets/shelter Interpretive panels Plaques



Specific instances where the condition and integrity of individual elements vary from the general statement above include:

- a. eight major framework trees around the cricket pitch (Senate Gardens): condition ranges from good to fair; integrity is medium;
- b. eight major framework trees in Macarthur Rose Garden (House of Representatives Gardens); condition ranges from good to fair; integrity is high;
- c. Constitution Place perimeter plantings: condition ranges from good to fair; integrity is high;
- d. Magna Carta Place perimeter plantings: condition ranges from good to fair; integrity is high; and
- e. Queen Victoria Terrace perimeter plantings: condition is generally fair; integrity is high to medium.

An analysis of the condition and integrity of the attributes related to the significance of the precinct noted in Section 5.6 are presented below on Table 14.

**Table 14 Condition and integrity of the attributes**

Criteria	Attributes	Condition	Integrity
<b>Criterion (a)</b>	General form and layout of the Gardens Precinct	Good	High
	The mature trees of the gardens, parklands and street plantings, largely from the late 1920s.	Good	High
	The enclosed/private character of the gardens	Good	High
	Surviving pre-2002 rose specimens	Medium	Medium
	Use as gardens	Good	High
	Evidence of the recreations available to Members of Parliament, eg. tennis courts, bowling green and pavilion, and cricket pitch	Good	Medium
	Ladies' Rose Garden, Macarthur Rose Garden, Broinowski Rose Garden and Rex Hazlewood Rose Garden	Good	Medium
	The history of community involvement in the Gardens eg. the tradition of donating roses	Good	Medium
<b>Criterion (b)</b>	Boundary and general layout and form of the Old Parliament House Gardens and their immediate parklands, including symmetrical elongated oval shape of the gardens and their parkland	Good	High
	The gardens generally	Good	Medium
	Evidence of recreation facilities	Good	Medium
<b>Criterion (d)</b>	Use of garden beds cut into the grass sward in formal patterns, enclosing hedges, the extensive and dominant use of roses, and the extensive open lawn areas	Good	High
	Defined garden 'rooms' with hedges as boundaries	Good	High
	Form and layout of the four areas within the	Good	Medium

Criteria	Attributes	Condition	Integrity
	Gardens Precinct, including symmetrical structure		
Criteria	Attributes	Condition	Integrity
<b>Criterion (e)</b>	Symmetrical layout of the Gardens Precinct as a whole, the inner rectangle created by the gardens proper and Parliament Square, the semi-circular parklands and avenue tree plantings of Magna Carta and Constitution Places, and the other perimeter plantings along King George and Queen Victoria Terraces, Walpole Crescent and Langton Crescent	Good	High
	Formal design layout within an enclosed area, the gardens' relatively low-level planting and profile, relatively open landscape and a clear focus on the House itself, the contrast with the tall perimeter trees, the floral display of roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen backdrop from the sweeping lawns, the hedges and canopies of trees outside the gardens but within the Gardens Precinct	Good	High
<b>Criterion (f)</b>	The general form and layout of the precinct (as part of larger landscapes/areas) including division into Senate and House of Representatives sections, semi-circular Magna Carta Place and Constitution Place and the horizontal form of the Gardens beside OPH.	Good	High
<b>Criterion (g)</b>	Ongoing public use of the Gardens Precinct	Good	High
<b>Criterion (h)</b>	Surrounding road layout (as part of a collection of elements associated with the Griffins)	Good	High
	Framework plantings and perimeter avenue plantings	Fair-good	High
	Old Parliament House Gardens	Good	Medium

Opportunities arising from the condition and integrity of the precinct fabric include:

- some flexibility with regards to fabric generally and an ability to be responsive to other amenity aspirations and expectations for the place;
- opportunities to explore and convey the significant history of the gardens through further interpretation;
- continuing development of the rose collection, within agreed parameters;
- the opportunity to conceal the metal fences as part of the hedges;
- opportunities to develop decorative garden bed plantings (L-shaped beds in cricket pitch and Macarthur Rose Garden) and lozenge-shaped garden bed plantings (bowling green); and
- the eventual removal of the Queen Victoria Terrace car park, south of the House of Representatives Gardens, to improve the growing conditions of the mature eucalypts in this area, and the reconstruction of the grass verge.

Constraints arising from the condition and integrity of the precinct fabric include:

- protection of any pre 2004 remnant significant fabric;
- preservation of major framework trees as a priority; and
- identification and suitable management of remnant roses behind the Bowling pavilion (House of Representatives Gardens).

## 6.6 Issues relating to the broader setting

### Parliament House Vista and Parliamentary Zone

The Old Parliament House Gardens Precinct forms part of the Parliament House Vista, which is described as ‘the central designed landscape of Canberra and is the core of the most ambitious examples of twentieth century urban design in Australia’<sup>190</sup>. They contribute to the planned aesthetic qualities of the Parliamentary Zone, particularly through the symmetrical layout of the Precinct as a whole, the inner rectangle created by the Gardens proper and Parliament Square, the semi-circular parklands and avenue tree plantings of the Magna Carta and Constitution Places, and the other perimeter plantings along King George and Queen Victoria Terraces. As such, the precinct is a crucial visual and physical landscape element in the larger Vista and landscape.

Opportunities arising from this relationship include the opportunities to:

- consolidate avenue plantings on Walpole Crescent, Langton Crescent, King George Terrace and Queen Victoria Terrace; and
- investigate related visitor destinations (such as Parliament House) for interpretive opportunities relating to the role of the Precinct in the Parliament House Vista and Zone.

Constraints arising from this relationship include:

- responsibility to maintain layout, ground plane and symmetry of the precinct and its components according to its significance and evidence of significance; and
- maintain existing tree species in all avenues and perimeter plantings based on historical evidence and detailed research and analysis.

### Relationship to the National Rose Gardens

The National Rose Gardens lie immediately to the north of Old Parliament House Gardens Precinct, on the north side of King George Terrace. The two large circular garden bed arrangements are laid out symmetrically, opposite the Senate and House of Representatives Gardens respectively, and aligned along either side of the main axis which forms the Parliamentary Vista. The two places have had a long and, in their early establishment, competitive history in terms of their role as a national garden devoted to roses.<sup>191</sup>

Opportunities arising from this relationship include the opportunities to:

- increase awareness of Old Parliament House Gardens by promoting the link to the National Rose Gardens for visitors to the latter; utilise the generally higher visibility of National Rose Gardens to contribute to achieving this; and
- common identification/interpretation between the two gardens.

Constraints arising from this relationship include:

- the National Rose Garden is included on the Commonwealth Heritage List and it has its own HMP and any changes to that garden need to be consistent with the heritage values of that garden; and
- any landscaping or interpretive signage developed to strengthen the relationship between the two places must be consistent with the significance and conservation policies and strategies of Old Parliament House.

<sup>190</sup> <http://www.deh.gov.au/heritage/commonwealth/act.html#par>

<sup>191</sup> Gray's 1994 history discusses this history and its competitive moments in detail.

## 7 Management Policy and Implementation Strategies

### 7.1 Introduction

The objective of the policies and implementation strategies contained in this Heritage Management Plan is to achieve the conservation of the cultural heritage significance of the Old Parliament House Gardens Precinct both in its own right and as part of the broader Parliament House Vista conservation area.

Policy 1 is a lead policy for the OPH Gardens Precinct as a whole. Following this, general policy is stated with other policy groups provided on training/liaison; conservation of fabric, the setting, use, new works, interpretation and the keeping of records.

### 7.2 Summary of Policies, Implementation Strategies and Priority

Table 15 below provides a summary in table form of all the policies and strategies that follow. The suggested timetable for the implementation of each strategy is associated with the relevant priority level as follows: High within two years; Medium within five years and Low within ten years. Where the priority is ongoing this is also noted. These priorities represent a planning objective but the actual implementation of all priorities is subject to planning approvals and funding available at the time.

**Table 15 Index to Policies and Implementation Strategies in this section**

No.	Policy Title/Sub Policy	Strategies	Priority
1	Policy Vision		High-ongoing
2	Significance the basis for planning and work		High-ongoing
3	Conservation in accordance with the Burra Charter		High-ongoing
4	Adoption of policies	4.1 Priority and implementation timetable	High-ongoing
5	Planning documents for the Precinct	5.1 Consistency with the <i>National Capital Plan</i>	Medium
6	Compliance with legislation	6.1 EPBC Act requirements 6.2 CMP endorsement 6.3 Informal advice from the Dept. of Environment 6.4 Consultation with moral rights holders 6.5 Level of compliance 6.6 NCA Heritage Register 6.7 Commonwealth Heritage listing revision	High Low High Medium Medium High High
7	NCA Heritage Strategy		Medium
8	NCA site management	8.1 Other NCA input to management 8.2 Management working parties	High Medium



No.	Policy Title/Sub Policy	Strategies	Priority
		8.3 Staff and contractor selection	High
		8.4 Management of tennis courts	Low
9	Conservation planning for adjacent/associated areas		High
	9.1 NCA comment on planning for adjacent areas		High
	9.2 Consultation with managers of adjacent lands on development in the Precinct		High
10	Expert advice and workers skills 10.1 Expert heritage advice 10.2 Advice on roses & trees 10.3 Appropriate skills	10.1 Role of OPH Garden volunteers	Medium
11	Review of the management plan	11.1 Review every 5 years 11.2 Requirements under EPBC Act for Plan amendment 11.3 Review if out of date 11.4 Changes reflected in other plans	Low Low Low Low
12	Decision making process for works	12.1 Standard decision making process 12.2 Prioritising work 12.3 Conflict in achieving objectives 12.4 Review of implementation plan	High Medium Medium Low
13	Training	13.1 General heritage training 13.2 Specific heritage training 13.3 Training for maintenance staff and volunteers	Medium Medium High
14	Relationship with the Australian Heritage Council and the Department of Environment		Medium-ongoing
15	Relationship with MOAD at Old Parliament House		Medium-ongoing

No.	Policy Title/Sub Policy	Strategies	Priority
16	Relationship with other stakeholders	16.1 List of stakeholders	High
17	Conservation of general form and layout 17.1 Overall form 17.2 Retain character 17.3 Use and garden form 17.4 Contributory fabric		High-ongoing
18	Conservation of Landscape elements 18.1 Overall landscape 18.2 Sustainable approach 18.3 Priority for landscape elements	18.1 Prepare OH Gardens Precinct Landscape Maintenance Plan 18.2 Review of gardens and garden beds	High
19	Conservation of Trees	19.1 Tree survey 19.2 Commemorative associations 19.3 Connection to NCA tree replacement on National lands 19.4 Trees replaced on exact location 19.5 Remove Intrusive trees in due course and do not replace 19.6 Trees in Broinowski quadrant 19.7 Trees in cricket pitch & Macarthur quadrants 19.8 Trees near bowling green pavilion and Ladies Rose Garden 19.9 Planting of Sugar Maples 19.10 Removal of <i>Fraxinus oxycarpa</i> 19.11 Replacement of <i>E. mannifera</i> 19.12 Replacement of <i>Prunus cerasifera</i> 'Passardii' 19.13 Pruning of the <i>Quercus palustris</i> 19.14 Monitoring and replacement of trees	High High High High Medium Medium Medium Medium Medium High High High High High
20	Standards of Maintenance	20.1 Standards and benchmarks	High
21	Maintenance planning and works	21.1 Review existing maintenance planning	High

No.	Policy Title/Sub Policy	Strategies	Priority
		21.2 Maintenance manual	High
		21.3 Maintenance planning and monitoring	High
		21.4 Opportunities to address the maintenance and repair issues	Medium
		21.5 Audit and survey existing irrigation and identify sustainable water storage opportunities	High
		21.6 Life-cycle maintenance plan	High
22	Condition monitoring	22.1 Develop and implement a monitoring program	High
		22.2 Review of the condition of heritage values	Medium
		22.3 Tree condition survey	High
		22.4 Monitor impacts of use	High
23	Timber benches		Low
24	Conservation of Boundary hedges	24.1 Achieving historical size of hedge	High
		24.2 Long-term strategy	Medium
		24.3 Managing disease	Medium
25	Conservation of Roses/Rose beds 25.1 Continue planting roses 25.2 Rose replacement 25.3 Early roses 25.4 Policy on 2004 roses	25.1 Audit of roses and survey rose garden beds	High
		25.2 Care of early roses	High
		25.3 Quarantine procedures	High
		25.4 Retain current rose bed shapes	High-ongoing
		25.5 Landscape Maintenance Plan to provide further guidance	Medium
26	Conservation of Ornamental garden beds 26.1 Retain corner bed plantings 26.2 Cricket pitch garden beds 26.3 Annuals and perennials	26.1 Prepare and audit and survey of ornamental garden beds	High
		26.2 Monitor stress of shrubs	High-ongoing
		26.3 Further guidance in Landscape Maintenance Plan	Medium
27	Conservation of evidence of recreational use	27.1 Interpretation of the cricket pitch	Medium
28	Conservation of built fabric - Bowls pavilion		High

No.	Policy Title/Sub Policy	Strategies	Priority
29	Conservation of built fabric – general	29.1 Bi-fold doors on kiosks 29.2 Flexible approach to fabric replacement	Medium Medium-ongoing
30	Movable heritage	30.1 Maintain a register of movable heritage 30.2 New movable items 30.3 Interpretation planning 30.4 Maintain context	High Medium Medium Medium
31	Repair to car park		High
32	Removal of car park		Medium
33	Relationship to Old Parliament House		Medium
34	Relationship to the National Rose Garden		Medium
35	Relationship to the broader landscape 35.1 Consideration of adjacent heritage places 35.2 Proposals in the Parliamentary Zone	35.1 Retain surrounding road layout	Medium
36	Primary uses of the OPH Gardens Precinct 36.1 Public access and use 36.2 Rose Patronage Scheme 36.3 NCA Events on National Lands Policy 36.4 Structures not permitted in HOR Gardens 36.5 Impact of proposed events 36.6 Use of small weighted structures 36.7 Event restriction on maintenance vehicles 36.8 Event parking restrictions	36.1 NCA Events on Public Land Policy 36.2 Car park removal	High-ongoing Medium
37	Promoting use by New and Old Parliament House users		Medium



No.	Policy Title/Sub Policy	Strategies	Priority
38	New and continuing uses compatible with significance	38.1 Guidelines for use	High
39	Major new works or structures		High
40	Minor new works or structures	40.1 Watering points	Medium
41	Interpretation planning	41.1 Major interpretation themes 41.2 MOAD interpretation of OPH Gardens 41.3 Interpretation to identify significant elements 41.4 Relocating panels 41.5 Old roses 41.6 Interpret Rose Patronage Scheme 41.7 Public use way finding signage	High High Medium Low Medium High High
42	Records of intervention and maintenance	42.1 Records of decisions 42.2 Records about maintenance and monitoring 42.3 Summary of works and NCA heritage register	High High High-ongoing
43	Plant inventories	43.1 Rose inventory 43.2 Tree inventory	High High
44	Addressing the limitations of this management plan		Low

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## 7.3 Management Policy and Implementation Strategies

### 7.3.1 Lead Conservation Policy

#### **Policy 1      Policy vision for the management of the OPH Gardens Precinct**

Significance as the basis for policy: The OPH Gardens Precinct is a mixture of original and reconstructed elements that together provide evidence of the significant planning, form and fabric of the place. The shape of the Precinct is associated with the original plan for Canberra and its planning was associated with the changes made to provide for the Provisional Parliament. Significant original fabric includes, in particular, the street tree plantings by Charles Weston surrounding and dividing the Precinct into the Gardens and former parkland areas (now Magna Carta Place and Constitution Place) and the early tree plantings in the garden quadrants themselves. While much of the current fabric of the place dates to 2004, this contributes to significance with the reconstruction of the original quadrant form of the Gardens, its hedges and its rose garden beds to that of its key historic period. These 2004 works also assisted public use and access to the place (paths, kiosks and amenities).

Policy Vision: The vision for the management of the OPH Gardens Precinct is founded on the role of the place in the functioning of the Provisional Parliament House from 1927 to 1988. The OPH Gardens Precinct provides important evidence of the operations of the parliament and has strong associations with the members of parliament and their activities in that period. The policy vision is to continue providing the public with access to and an appreciation of this significance. Policy is aimed at retaining the significant attributes of planning, form and fabric; by reinforcing the design form of the place with the conservation of original and early framework trees and removal of recent trees that obscure that form, and by retaining rose and companion planting beds (and the planting themes established in 2004) but with flexibility on future replacement species selected. Continuing public use and access will be augmented by heritage interpretation that communicates both significance and stories of place. Policy will include strategies for long term landscape replacement and ongoing maintenance.

### 7.3.2 General Policies

#### **Policy 2      Significance the basis for management, planning and work**

The statement of significance set out in Section 5, including the relative significance of attributes noted in Section 5.7, will be the principal basis for the management, future planning and work in the OPH Gardens Precinct.

#### **Policy 3      Conservation in accordance with the Burra Charter**

The conservation of the OPH Gardens Precinct, its fabric and uses, will be carried out in accordance with the principles of the *Burra Charter*,<sup>192</sup> and any revisions of the charter that might occur in the future.

#### **Policy 4      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. Where this management plan is silent on an issue, or where issues arise outside of the scope of this plan, any proposal or action is to be considered in the light of the Commonwealth Heritage Management Principles arising from the EPBC Act.

#### *Implementation Strategies*

4.1      The NCA will adopt the priority and implementation timetable for policies and strategies which is indicated in Table 15 above.

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<sup>192</sup> Australia ICOMOS 1999

## **Policy 5 Planning documents for the Precinct**

All planning documents developed for the OPH Gardens Precinct will refer to this management plan as a primary guide for the conservation of heritage values. The direction given in those documents and in this plan should be mutually compatible.

### *Implementation Strategies*

5.1 The NCA will ensure that there is an ongoing consistency of approach between the *National Capital Plan* and the implementation of this management plan.

## **Policy 6 Compliance with legislation**

The NCA will comply with all relevant legislation in relation to the heritage significance of the precinct, including the *Environment Protection and Biodiversity Conservation Act 1999*, and any future amendment of this Act, and will comply with relevant requirements arising from other legislation, in particular with the *National Capital Plan*.

### *Implementation Strategies*

6.1 The NCA will comply with the requirements of the EPBC Act, including the following requirements:

- to take no action that has, will have, or is likely to have an adverse impact on the National Heritage values of a National Heritage place or the Commonwealth Heritage values of a Commonwealth Heritage place, unless there is no feasible and prudent alternative to taking the action and all measures that can reasonably be taken to mitigate the impact of the action on those values are taken (s.341ZC);
- to seek approval from the Minister responsible for heritage before taking any action likely to have a significant impact on the environment, including a heritage place (s.28);
- to manage listed places consistent with the Commonwealth and National Heritage Management Principles, as relevant (s.341S(4));
- to seek the Minister's advice, and public comment, on any proposed management plan or revision of a plan (s.341S(6)); and
- to take all reasonable steps to assist the Minister and the Australian Heritage Council in the identification, assessment and monitoring of a place's Commonwealth Heritage values (s.341Z).

*6.1 Commentary:* It is noted this management plan fulfils the NCA's obligation to make a written plan to protect and manage the Commonwealth Heritage values of a Commonwealth Heritage place, called a management plan under the Act (s.341S). Refer to Appendix D—EPBC Act Regulations Schedule 7A Compliance

6.2 The NCA will consider seeking endorsement of this plan under s341T of the EPBC Act.

6.3 The NCA will consider seeking preliminary advice from the Department of the Environment regarding heritage issues affecting the place, noting that this is not formally required under the EPBC Act.

6.4 The NCA will consult with moral rights holders if substantial changes are proposed for the OPH Gardens Precinct

6.5 Where the NCA is not able to achieve full compliance with relevant legislation (for example where pre-existing conditions do not allow full compliance), the non-complying aspect will be noted and the reasons for this situation appropriately documented. In any event the NCA should seek to satisfy the aims and intent of legislation to the full extent possible.

*Commentary:* At this time no such non-compliant issues are known to exist.

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6.6 The precinct will be included on the NCA's heritage register maintained in accordance with the EPBC Act.

6.7 The NCA should recommend that the Commonwealth Heritage listing including the precinct should be revised in the light of the statement of significance identified in Section 5.

### **Policy 7 NCA Heritage Strategy**

The policies in this management plan should be consistent with the NCA's Heritage Strategy.

### **Policy 8 NCA site management**

The NCA will continue to have clear responsibilities defined within the organisation for the overall management of the Precinct as a whole. The NCA will designate a person/unit head within the organisation who is responsible to coordinate all matters related to the Precinct. That person will have responsibility for the management of contracts for the day to day maintenance of the place.

#### *Implementation Strategies*

8.1 The management of the place will also be guided by ongoing review and input from other relevant NCA professional areas and staff who have organisational wide responsibilities including but not limited to heritage conservation and interpretation/education.

8.2 The responsible person may also convene working parties of NCA and other relevant individuals and or agencies to as needed to assist in the management of the Precinct.

8.3 In addressing this policy, consideration in staffing and contractor selection will be given to:

- the desire for high maintenance standards and attention to detail, including to changing plant material requirements on an ongoing basis;
- the ability to respond quickly to changes or events which will affect the care of the gardens (for example storm damage, irrigation or drainage failure, etc.);
- the need for continuity of personnel;
- The need for staff, contractors and volunteers to have 'a sense of ownership' of the gardens, with the aim of engendering a high level of care through maintenance standards and horticultural practice in the gardens; and

8.4 The NCA will review the current management of the tennis courts to seek to establish a simpler management system.

*8.4 Commentary:* In the course of researching this plan comments were made that the current system was rather complicated.

### **Policy 9 Conservation planning for adjacent/associated areas**

**Policy 9.1** The NCA will review and make comment on any proposed revision to the existing HMPs that have been prepared by the responsible agencies for the Old Parliament House and Curtilage and the Parliament House Vista.

*Policy 9.1 Commentary:* Each agency managing these three directly related areas should work cooperatively to ensure the effective, integrated management of the heritage values of these places. (See also Policies 14 to 16 in relation to stakeholder consultation) The NCA will promote the heritage values of the OPH Gardens Precinct through any conservation management planning for areas which include or are adjacent to this Precinct. Other conservation planning might have an impact on the management planning for the precinct, and therefore lead to revisions in accordance with Policy 12, Review of the management plan.



**Policy 9.2** As OPH Gardens Precinct is strongly associated with the Old Parliament House and Curtilage and is part of the Parliament House Vista area, the NCA will consult with MOAD at Old Parliament house and the Department of the Environment when proposing changes that may have a significant impact on the OPH Gardens Precinct; when reviewing this HMP and proposing changes to the interpretation of the OPH Gardens Precinct.

*Commentary:* The involvement of The Department of the Environment will generally take place through EPBC Act processes, see Policy 5. See also Policy 15 in regard to consultation with MOAD.

## **Policy 10 Expert advice and workers skills**

**Policy 10.1** Advice will be sought from people with relevant experience in the management and/or conservation of heritage properties in relation to complex heritage conservation issues and in the design and review of work affecting the significance of the place.

**Policy 10.2** Expert advice will be sought when required regarding the maintenance of the roses and trees.

**Policy 10.3** Appropriately skilled people will be used to undertake works affecting the place, including maintenance.

**Policy 10.4** New proposals will be developed with the involvement of a range of relevant expert advice to ensure an integrated planning and design approach is adopted.

### *Implementation strategies*

10.1 The role of volunteers in the maintenance of the gardens will be defined by the NCA in consultation with the Open Space Maintenance on National Land contractor.

## **Policy 11 Review of the management plan**

The management plan will be reviewed:

- to incorporate any new information and ensure consistency with current management circumstances at least every five years; and
- 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; or
- it is found to be out of date with regard to significance assessment (for example when new information is located).

### *Implementation strategies*

11.1 The NCA will review this management plan at least every five years, in compliance with the EPBC Act (s.341X). Performance in satisfying the policies will form part of that review.

11.2 The NCA will comply with the processes required in the EPBC Act (s.341S(6)) for any amendment to the plan, which require it to ask the Minister for advice before making, amending or revoking a plan, and also for the NCA to seek public comments.

11.3 The NCA will undertake a review and necessary amendment of the management plan at any other time if it is found to be out of date with regards to significance assessment, management obligations or policy direction.

11.4 Conservation and maintenance schedules developed for NCA staff and/or contractors should also be updated to reflect any changes in this HMP (eg. in the OPH Gardens Precinct Landscape Maintenance Plan – see Policy 21).

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## **Policy 12      Decision making process for works**

The NCA has criteria for funding allocations. As part of the application of these criteria the NCA will establish a process for making decisions about all works (including removal of and changes to fabric) in the Precinct likely to relate to or impact on significance (including positively), and maintain consistent documentation about such decisions. The decision making process should involve:

- consultation with internal and external stakeholders, including the community, if identified within the process as having an interest in a particular decision;
- input of staff with responsibilities for aspects of heritage conservation potentially affected by the proposed works;
- documentation of the design and subsequent changes in the area involved;
- documentation of the proposed use or operational requirements justifying the works;
- identification of relevant statutory obligations for consultation and approvals;
- consideration of the implementation plan/program in Section 7.4 of this HMP; and
- referral of proposed actions to the Minister responsible for heritage for those actions (assessed through self-assessment) that are likely to have a significant impact.

*Policy 12 Commentary:* See also Implementation Strategy 6.3.

### *Implementation strategies*

12.1 The NCA will adopt a standard decision making process and recording process for all decisions for the precinct, and records of decisions will be maintained. (See Policy 42 regarding records.)

12.2 Where some work is not able to be undertaken because of resource constraints, work will be re-prioritised according to the following criteria:

- the descending order of priority for work should be maintenance, restoration, reconstruction (eg. tree replacement), adaptation, new work;
- work related to alleviating a high level of threat to significant aspects, or poor condition should 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 (eg. aspects in poor condition and of moderate significance might be given a higher priority compared to aspects of moderate condition and high significance).

12.3 If a conflict arises between the achievement of different objectives, the process for resolving this conflict will involve:

- implementation of a decision-making process in accordance with Policy 12;
- consideration of the NCA's conflict resolution policy contained in its Heritage Strategy;
- compliance with the Burra Charter, in particular Articles 5.1 and 13;
- possibly involving heritage conservation experts in accordance with Policy 10;
- possibly seeking the advice of the Department of the Environment; and
- possibly seeking a decision from the Minister responsible for heritage under the EPBC Act.

In the last case, a decision under the EPBC Act may be necessary because of the nature of the action involved.

12.4 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 (Policy 22). The Criteria for Prioritising Work (Strategy 12.2) will be used if resource constraints do not allow the implementation of actions as programmed.

*12.4 Commentary:* The decision making process might be about individual specific works or a program of works. Referral of proposed actions to the Minister responsible for heritage may also be necessary under the EPBC Act (see Policy 6 - Compliance with Legislation).

See also Policy 42 regarding records about change.

## **Policy for Training, Liaison and Information Flow**

See Policy 9 regarding the NCA's relationship with MOAD at Old Parliament House.

### **Policy 13 Training**

Training will be initiated within the NCA to raise awareness of the significance of the place, its key significant features, and the policies and practices for its appropriate management. Training will include NCA staff, volunteers, and staff of lessees and contract personnel working in the precinct.

#### *Implementation strategies*

13.1 The NCA will introduce a heritage awareness and information component in induction courses and periodic in-service training for staff, volunteers, lessee staff and contract personnel.

13.2 The NCA will develop and implement, or otherwise provide heritage training for staff with specific detailed needs (such as the NCA person responsible for the Precinct and the OPH Gardens Volunteers).

13.3 The NCA will develop and implement a specific heritage training package for maintenance contractors and OPH Gardens Volunteers – including both induction and in-service training.

*Commentary:* The development of these heritage training programs requires some expert heritage involvement. It is also a component of the NCA's heritage strategy as required under the EPBC Act.

### **Policy 14 Relationship with the Australian Heritage Council and the Department of the Environment**

The NCA will maintain regular contact with the Department of the Environment and seek advice or refer any matter relating to the place to the AHC and the Department of the Environment as required by the EPBC Act, as outlined in Policy 5.

### **Policy 15 Relationship with MOAD at Old Parliament House**

Regular contact will be maintained with MOAD at Old Parliament House to:

- encourage the exchange of information about development proposals or intended works within the precinct or affecting Old Parliament House;
- encourage understanding of and respect for the significance of the both the precinct and Old Parliament House;
- develop where appropriate partnerships for the provision of interpretation addressing the relationship between MOAD at Old Parliament House and the Gardens Precinct;
- consult on any proposals that are likely to be relevant to the operations at MOAD, including any interpretation plan prepared for the Gardens Precinct; and
- ensure ongoing compatibility of management actions and proposals in the context of both the precinct and Old Parliament House.

### **Policy 16 Relationship with other stakeholders**

The NCA will liaise with all relevant stakeholders, including subscribers to the Rose Patronage Scheme, The Friends of the OPH Rose Gardens, moral rights holders, groups associated with specific features (eg. the Rose Patronage Scheme, Magna Carta Monument and Centenary of Women's Suffrage Fountain), and community and professional groups, on developments affecting the heritage significance of the place.

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*Policy 16 Commentary:* Communication with all stakeholders is undertaken across the NCA estate to inform and interpret management responsibilities and foster good working relationships. The NCA appreciates the knowledge and experience of stakeholders and in addition to consulting stakeholders as per this policy, the NCA also offers the opportunity for these stakeholders to contribute to the gardens through the NCA volunteers program.

#### *Implementation Strategies*

**16.1** The NCA will maintain a list of relevant stakeholders and the scope of their interests (eg. in the NCA's Heritage Register) and consult with relevant stakeholders over proposed policy changes.

### **Policy for Conservation of Fabric – General**

#### **Policy 17 Conservation of general form and layout**

**Policy 17.1** The boundary, general layout and form of the Old Parliament House Gardens and their immediate parklands, including symmetrical elongated oval shape of the gardens and their parkland, will be conserved.

**Policy 17.2** The character of the formal design layout within an enclosed area will all be conserved. The features that support this character includes the Gardens' relatively low-level planting and profile, relatively open landscape and a clear focus on the Old Parliament House itself, the contrast with the tall perimeter trees, the floral display of roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen backdrop from the sweeping lawns, the hedges and canopies of trees outside the Gardens but within the Precinct.

**Policy 17.3** The use of garden beds cut into the grass sward in formal patterns, the extensive and dominant use of roses, and the extensive open lawn areas will be conserved.

**Policy 17.4** Fabric that is not in itself significant but which contributes to the form (such as the pathways) and the ongoing use of the place (such as the new kiosk buildings) also warrants conservation. Flexibility should be provided in regard to the maintenance and replacement of this fabric such that overall design intentions are retained rather than 'like for like' replacements.

#### **Policy 18 Conservation of Landscape Elements — General**

**Policy 18.1** The Old Parliament House Gardens Precinct will be managed as a high quality amenity landscape which maintains the heritage values and fabric of the place.

**Policy 18.2** Landscape elements in the gardens will be managed in an environmentally sustainable manner.

**Policy 18.3** The management of individual landscape elements will be prioritised according to the respective significance of the elements. For example, conservation and management of framework tree plantings should take precedence over other elements such as garden beds.

*The priority for the conservation of landscape elements is as follows:*

**Priority 1** Significant plantings: these are generally original and/or early plantings; replacement plantings of the original species in the same location as the original, the early rose plantings (relocated in 2004 to the rear of the bowling green pavilion) and the type of roses contained in the Macarthur Rose Garden. See Appendix B for detail of significance of trees across the OPH Precinct. These should be conserved.



**Priority 2**      **Contributory plantings:** these are generally replacement trees for early or original cardinal point trees, which have been re-planted away from the original location; or the replacement plantings dating from 2004, which are generally true to the original species and location, but are not the original planting. These include specimens in the rose gardens, early garden beds, hedge plants and replacement boundary trees (such as the Italian cypress in Parliamentary Square). These should be conserved but there is some flexibility on the specific cultivars used in replacement, particularly with the roses.

**Priority 3**      **Neutral plantings:** these generally do not make a significant contribution to the form or significance of the place but neither do they intrude on this form or significance. The trees may have some amenity value. Eg. trees near the bowling green pavilion. These can be retained or removed.

**Priority 4**      **Intrusive Plantings:** generally plantings which do not make any contribution to the heritage place, and impact adversely on the form, significance and understanding of the OPH Precinct. For example trees in the Broinowski precinct should be removed.

#### *Implementation strategies*

18.1      An OPH Gardens Precinct Landscape Maintenance Plan should be developed to guide detailed approaches to rose selection and replacement, selection of annual and perennials, irrigation, tree removal and replacement strategies (based on the identified significance and policy in this HMP) and maintenance requirements connected to other existing NCA programs such as the annual tree survey of National lands and the plant data base.

18.2      The NCA and its Open Space contractor will undertake an overall review and adjustment of gardens/garden beds. Issues to be addressed include:

- rose spacings;
- perennials spacing;
- allocation of maintenance resources; and
- levels of grassed areas.

#### **Policy 19      Conservation of Trees**

The conservation policy for individual trees in the Gardens Precinct will be based generally on their significance. In general terms this will involve the conservation and long term replacement (in the same location) of Significant and Contributory trees (as evidence of the Precinct and as crucial landscape components of the broader Parliamentary Zone landscape design), the removal of Intrusive trees and consideration of removal of Neutral trees. (See Appendix B for the significance of individual trees.)

*Policy 19 Commentary:* The original ‘framework’ street trees around the precinct (and between the gardens and the former parklands) planted by Weston, and the 1930s trees planted in the Garden quadrants during the Broinowski period, are the most significant fabric in the Gardens Precinct (as distinct from the planning and form of the Precinct). Given the important formal structure that these formal tree plantings provide, long term replacement trees in the correct location are also significant and should be conserved (with flexibility to not replant overplanted trees—see 19.3 below). Replacement trees in an incorrect location are less significant (Contributory or Neutral). Other trees introduced more recently that are not replacement framework or structural plantings trees are generally Intrusive as they impact on the values of the place as a whole and should be removed in due course.

*Policy 19 Commentary:* While the management and maintenance of trees in this Precinct should be in accordance with the NCA’s replacement strategy for trees on National lands, the specific

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significance of individual trees, or otherwise, in this precinct warrants a precinct based approach with the outcome reflected in the OPH Gardens Precinct Landscape Maintenance Plan.

#### *Implementation strategies*

19.1 Given that some uncertainty remains on the accuracy of tree data in this Precinct, including tree locations, specific species and age for some trees in the Gardens Precinct, a re-survey and condition report and recommendation should be prepared for each tree and this should be included in a OPH Gardens Precinct Landscape Maintenance Plan. The tree survey and report should be developed in association with the NCA's long term tree replacement strategy for areas of National land. The Landscape Maintenance Plan should identify specific policy for each tree and the monitoring, conservation and removal and replacement strategies for each tree.

19.2 The OPH Gardens Precinct Landscape Maintenance Plan will take into account any commemorative associations these have, such as the tree donated by the Canadian Government in the 1930s. Interpretation should be developed around the history of these trees.

19.3 The Gardens Precinct Landscape Maintenance Plan will be developed in association with the NCA's long-term tree replacement strategy for areas of National land. Generally, trees will be replaced 'like with like' with the same species. Replacement species could be used if identified in a relevant HMP or if the original species was no longer suitable. Trees may not be replaced if the existing density would prevent them from establishing and growing properly. Flexibility regarding the 'like with like' replacement policy should be allowed in case of existing over planted significant trees. Tree replacement is generally considered to have a slight heritage impact in the short to medium term.

19.4 Given the importance of specific tree locations to the overall Precinct layout, tree replacement should be carefully managed. When a tree dies, or is removed, its replacement (unless Intrusive—see 19.5) should be of the same species, and planted in exactly the same location as the original stump is removed from.

19.5 Trees that have been introduced more recently that are not replacement framework or structural plantings trees are generally identified as Intrusive as they impact on the values of the place as a whole and should be removed and not be replaced if they die or become diseased.

19.6 The tree plantings in the Robert Broinowski Garden that generally date from the 1970s and 1980s have been identified as Intrusive and should be removed.

19.7 Trees in cricket pitch and Macarthur Rose Garden which are not part of the framework tree planting or their long term replacements, should be removed and not replaced.

19.8 Recent trees near the bowling green pavilion and around the Ladies Rose Garden are of Neutral significance and further consideration should be given to their conservation or otherwise in preparing an OPH Gardens Precinct Landscape Maintenance Plan.

19.9 The new planting of Sugar Maples in the gardens will be replaced with Canadian Silver Maples.

19.10 The central *Fraxinus oxycarpa* tree planted on the northern edge of the cricket pitch as a long term replacement will be removed.

*Commentary:* One extra tree was planted.

19.11 The new plantings of *Eucalyptus mannifera* along King George Terrace will be replaced with *Eucalyptus maidenii*, at the first available opportunity.

19.12 The original *Prunus cerasifera* 'Passardii' (synonym *Prunus passardii*), inter-planted between the *Cupressus arizonica*, along King George Terrace will be replaced with long term replacement trees of the same species (eg. *Prunus cerasifera* 'Passardii'), and new trees replanted where missing to reconstruct the historical pattern.

19.13 The *Quercus palustris* along King George Terrace and Queen Victoria Terrace will be appropriately pruned to allow the new sentinel planting of *Populus nigra* var. 'Italica' optimal growing conditions.

19.14 All new long term replacement trees within the precinct will be checked for optimal growth and performance, and replaced without delay if not performing to a high standard. Light pruning of surrounding vegetation may be necessary to improve growing conditions.

## **Policy 20 Standards of Maintenance**

The Old Parliament House Gardens Precinct will be maintained to a high standard consistent with its significance as noted in Policy 18.3.

### *Implementation strategy*

20.1 Establish the appropriate maintenance standards and benchmarks within an OPH Gardens Precinct Landscape Maintenance Plan, reflect this maintenance in contractor arrangements and coordinate this with the NCA's regular reviews of significant trees on National lands.

## **Policy 21 Maintenance planning and works**

An OPH Gardens Precinct Landscape Maintenance Plan will be developed to plan for the regular maintenance of trees, hedges roses and annuals and perennials in the Precinct. Maintenance of the precinct will be based on a planned approach that is informed by:

- a sound knowledge of each part of the precinct, its materials and services, and their heritage significance; and
- regular inspection/monitoring.

It will also include provision for timely preventive maintenance and prompt repair in the event of breakdown or damage. High quality materials will be used in maintenance works.

### *Implementation strategy*

21.1 In preparing the OPH Gardens Precinct Landscape Maintenance Plan, the NCA will review existing maintenance planning to ensure consistency with the management plan, and to achieve environmental sustainability. The adequacy of planning to deal with the needs of specific species will be considered. Irrigation regimes should be developed with primary regard for the health of the early and significant early trees, as the most significance plantings (see Policy 18.3), while at the same time recognising the rose gardens and lawns as significant elements in the ongoing use of the gardens.

The maintenance program for the roses within the resources available at any time should address:

- pruning standards, methods and specifications;
- fertilising requirements and specifications;
- irrigation requirements and specifications—see 21.5 below;
- each of the above requirements in relation to specific garden areas or zones in their own right (eg. the requirements for the Macarthur Rose Garden may vary considerably from the Rex Hazlewood Garden);
- appropriate scheduling for routine, cyclical and periodic maintenance activities (eg. routine being daily, weekly or fortnightly; cyclical being monthly or seasonally, or over the life cycle of the plants and landscape as a whole; and periodic being six-monthly or longer, and/or in relation to specific uses of or events in the gardens); and

- any management or maintenance conflicts with other plant materials or landscape elements in the same or adjacent garden areas, and appropriate management according to the priorities set out generally.

All management of and maintenance activities for the roses should be planned with regard to surrounding elements of significance, in particular the mature framework tree plantings.

21.2 The NCA will prepare a maintenance manual for the built and hard landscape elements in the Gardens Precinct (eg. containing as built drawings, product specifications, paint colour details, etc.) and include this in the OPH Gardens Precinct Landscape Maintenance Plan.

*Commentary:* There should however be flexibility on fabric replacement for less significant c2004 fabric.

21.3 The NCA will ensure maintenance planning is periodically informed by a monitoring program (refer to Policy 22).

21.4 In preparing an OPH Gardens Precinct Landscape Maintenance Plan maintenance planning will be reviewed by the NCA for opportunities to address the following maintenance and repair issues:

- trimming the inside of the perimeter hedges such that they conceal the fencing and add additional plant material in same species where metal fence has become clearly visible;
- review the irrigation system, scheduling and drainage, and modify as necessary to mitigate any over- or under-watering or drainage issues. Irrigation should be zoned and calibrated specifically to meet the needs of individual plant specimens and species;
- maintenance to assist the use of the Bowling Green for lawn bowls, if feasible—see Policy 36.1;
- undertaking drainage remediation works in Magna Carta Place adjacent to the entrance to the Senate Gardens; and
- investigate options to conserve/refurbish the bronze plaque in Magna Carta Place to improve its legibility.

21.5 An audit of the current irrigation system will be undertaken in association with rose and garden bed surveys and audits to ensure appropriate suitable irrigation for different landscape elements. Opportunities for sustainable water storage within the OPH Gardens Precinct to assist irrigation will be explored in undertaking this work.

Further details of implementation actions that should be considered in the preparation of the OPH Gardens Precinct Landscape Maintenance Plan are noted in Table 16 in Section 7.4.9 below.

21.6 The NCA will develop a life-cycle maintenance plan for the Gardens Precinct within the OPH Gardens Precinct Landscape Maintenance Plan, and this will complement the maintenance planning framework.

*21.6 Commentary:* Maintenance planning and works will be subject to Policy 13 Decision Making.

## **Policy 22 Condition monitoring**

The OPH Gardens Precinct Landscape Maintenance Plan will include a program of monitoring of the condition of heritage values, particularly in areas subject to heavy use. This values monitoring program will be distinct from the maintenance program but should be linked to it for implementation. The information gained will identify areas experiencing deterioration, which will in turn inform maintenance planning. The monitoring will also consider the standard of maintenance undertaken by contractors and this aspect will form part of the regular contractor performance assessment.



*Implementation strategies*

22.1 The NCA will develop and implement a monitoring program as part of an OPH Gardens Precinct Landscape Maintenance Plan to identify changes in the condition of the place. Priority will be given to areas of high use, and identified problems such as irrigation/drainage. The appropriate cycle for such monitoring will be considered as part of the program development, and be responsive to the nature of the possible changes. The Precinct will be formally inspected at regular intervals identified in the OPH Gardens Precinct Landscape Maintenance Plan.

22.2 The documentation of any change in condition or integrity of any component of the place will trigger a review of the condition of the heritage values, to determine if the heritage values as indicated in the statement of significance have been diminished by the changes. This will take place at least annually.

22.3 The monitoring program will include an annual tree condition survey to assess tree health and maintenance requirements. This tree monitoring would be conducted as part of the existing NCA annual trees on National lands condition report. This will be undertaken on a six-to-twelve monthly basis, and in response to significant environmental impacts (eg. a severe storm).

22.4 The monitoring program will also consider the wear and tear on the gardens from functions/events and include monitoring the movement/settling of hard surfaces (see Strategy 38.1).

**Policy 23 Timber benches**

While the 2004 reconstructed benches do not exactly match the 1926 plans, they are considered to be appropriate in their overall character and this design style should be retained style in future bench replacements.

**Policy on the Conservation of Fabric – Senate and House of Representatives Gardens**

See also Policies 17-23.

**Policy 24 Conservation of boundary hedges**

The boundary hedges will be conserved as a key visual and sensory element of the Gardens Precinct that provides a formal framework by containing and concealing the gardens from without and by controlling views and providing a uniform backdrop to specific garden areas from within.

*Implementation strategies*

24.1 Manage the boundary hedges to achieve a regular and dense hedge pruned to the historically based dimensions of 2.0 metres wide x 2.5 metres high.

24.2 The NCA will develop a long-term strategy in the OPH Gardens Precinct Landscape Maintenance Plan for the hedges, dealing with the occasional loss of individual plants, the loss of sections of hedge (eg. through fire), and succession planting.

24.3 Manage any current and future disease in the hedge plants (eg. borers in plant stems).

**Policy 25 Conservation of roses/rose beds**

**Policy 25.1** Roses and companion plants planted throughout the gardens will be managed as a continuation of the significant tradition of rose planting which was fundamental to the establishment of the OPH Gardens, as a high quality collection for floral display, and for educational and interpretation purposes.

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*Commentary:* Almost all of the original roses were removed and replanted with new specimens in the 2004 refurbishment of the gardens. While the significance of the roses themselves is limited, the concept of the rose gardens is significant.

**Policy 25.2** The rose replacement policy for all of the rose gardens generally is to re-plant the same *type* of rose in the same location as that which is removed. For instance, a bush rose should be replaced with a bush rose, a climbing rose with a climbing rose etc. A simple guide is to replace the rose with a similar type of rose as those which surround it. Unless the rose to be replaced is part of a mass planting of a single cultivar or colour, the cultivar and colour choice is flexible, subject to Policy 25.4.

**Policy 25.3** The collection of early/original roses behind the bowling green pavilion will be conserved for as long as they remain viable healthy plants. The rose cultivar 'Etoile' that were used in the Macarthur Rose Garden will be retained and replaced with the same type of rose.

**Policy 25.4** The 2004 roses are generally of Contributory significance as roses rather than specific cultivar significance and should be retained but with flexibility on the exact cultivar used as future replacements. The 2004 rose plantings have educative and interpretive value for the design themes that they represent and these themes should be retained in future rose replacements.

*Policy 25.4 Commentary:* The planting rose schemes used for the 2004 works were carefully selected to represent various themes and these themes (eg. history of roses in the Rex Hazelwood Garden, selected colours in the Ladies Rose Garden and the Persian theme in the Broinowski Garden) should be retained in rose replacements and interpreted.

#### *Implementation strategies*

25.1 Prepare an audit of all existing roses and locate this within a GIS survey of all garden beds to provide a sound basis of maintenance and replacement and include this in the OPH Gardens Landscape Maintenance Plan.

25.2 Review the spacing of old roses in the bed behind the Bowls pavilion, and re-arrange as necessary to improve plant health.

25.3 Quarantine procedures will be put in place regarding maintenance work in the garden bed containing the old roses behind the Bowls pavilion due to the presence of a virus in these roses. The aim is to prevent the spread of the virus to other roses in the gardens.

25.4 The current rose bed shapes will generally be retained.

25.5 The OPH Gardens Precinct Landscape Maintenance Plan will provide further guidance on rose replacements.

#### **Policy 26 Conservation of ornamental garden beds**

**Policy 26.1** The ornamental garden bed arrangements which form the 'corner' plantings to some of the rose garden areas and the lozenge-shaped beds (bowling green), will be conserved as reconstructed elements of the original OPH Gardens design.

**Policy 26.2** The 'cup and ball' garden beds around the cricket pitch quadrant are considered to be of Neutral significance and their removal should be further considered in an OPH Gardens Precinct Landscape Maintenance Plan.

**Policy 26.3** All other ornamental garden beds will be managed as traditional display beds and planted with either perennials and or annuals for seasonal display.

*Implementation strategies*

26.1 Prepare an audit and a GIS survey of all ornamental garden beds (see Strategy 25.1 above).

26.2 Monitor any future stress displayed by the shrubs in the garden beds, and rectify any problems identified.

26.3 Continue to plant ornamental garden beds with annual and/or perennial species as set out in the OPH Gardens Precinct Landscape Maintenance Plan selected to complement the character of rose garden plantings but with a flexible approach on species selected

**Policy 27 Conservation of evidence of recreational use**

The evidence of the recreations available to Members of Parliament in the period 1927-1988 should be conserved, eg. the tennis courts (even in their modern form), bowling green and cricket pitch. The use of the tennis courts should continue and either lawn bowls or similar activities, such as croquet, continue on the bowling green.

*Implementation strategies*

27.1 The OPH Gardens Precinct Interpretation Plan recommended Policy 41 should consider the best way to provide for some interpretation of the use of the cricket pitch area.

**Policy 28 Conservation of built fabric - Bowls pavilion and Maintenance Shed**

The exterior of the Bowls pavilion and the bowling green Maintenance Shed and any surviving original/early interior fabric dating from prior to 1988 will be conserved. An appropriate future use for both buildings, ideally providing for some public function use, should be considered.

**Policy 29 Conservation of built fabric – general**

The other built fabric in the gardens will be maintained but may be adapted or changed, subject to the overriding objective to achieve the conservation of the heritage values of the Gardens Precinct.

*Implementation strategies*

29.1 The operation of the bi-fold doors on the kiosks will be reviewed to improve their functioning.

29.2 A flexible approach should be allowed to the replacement of fabric on the 2004 kiosks, amenities structures and the maintenance contractor building, provided the overall forms of each building is retained.

**Policy 30 Movable heritage**

Movable heritage associated with the OPH Gardens Precinct will be conserved and managed in accordance with the NCA's Collection Policy.

*Commentary:* A list of movable items such objects can be found at Section 3.11.

*Implementation strategies*

30.1 The NCA will maintain a register of movable heritage associated with the OPH Gardens Precinct in all forms of ownership.

30.2 If new movable items associated with the Garden's Precinct are located they will be catalogued and conserved in accordance with the NCA's Collection Policy.

30.3 Any interpretation planning for the Gardens Precinct will address the appropriate interpretation of the associated objects.

30.4 Where possible, items of movable heritage will be maintained in context.

**Conservation of Fabric – Other areas comprising the place**

See also Policies 17-23.

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**Policy 31      Repair to car park**

If the existing car park to the south of the House of Representatives Gardens 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.

**Policy 32      Removal of car park**

The removal of the existing car park to the south of the House of Representatives Gardens should be considered in the medium 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.

**Policy for the setting for the OPH Gardens Precinct**

The setting comprises the area surrounding the OPH Gardens Precinct, including the Parliamentary Zone.

**Policy 33      Relationship to Old Parliament House**

The conservation and management of the OPH Gardens Precinct will be carefully considered with regard to the important relationship with Old Parliament House. The OPH Gardens Precinct and building will be regarded as components of a single place, and the significance of each respected. Through its stakeholder consultation the NCA will encourage MOAD at Old Parliament House to similarly respect the values of the OPH Gardens Precinct (see also Policy 15).

**Policy 34      Relationship to the National Rose Garden**

The distinct though related histories of the Old Parliament House Gardens and National Rose Gardens will be respected. In particular, the interpretation of each garden will portray the distinct identity and history of each. Any proposals for the National Rose Gardens will respect the significance of the Gardens Precinct.

*Policy 34 Commentary:* The National Rose Garden is also included in the Commonwealth Heritage List. The National Rose Garden is also managed by the NCA who have also prepared an HMP for that place.

**Policy 35      Relationship to the broader landscape/Parliamentary Zone**

**Policy 35.1**      The conservation and management of, and any future actions in the Gardens Precinct will be carefully considered with regard to the important relationship with Parliamentary Zone and the Parliament House Vista conservation area.

**Policy 35.2**      Any proposals for the Parliamentary Zone should respect the significance of the Gardens Precinct.

*Implementation Strategy*

35.1      The surrounding road layout (but not necessarily the current fabric and form of the roads) will be conserved.

**Policy on the use of the place****Policy 36      Primary uses of the Gardens Precinct**

**Policy 36.1**      Generally, the Old Parliament House Gardens Precinct will be used as public, high quality heritage landscape/gardens. The primary uses of the OPH Gardens Precinct components will be:

**House of Representatives Gardens:**

- Rose gardens – as rose gardens



- Bowling green – for bowls or croquet
- Tennis courts – for tennis or similar racquet games
- Maintenance buildings – for maintenance support
- Weddings and functions both private and public
- Private recreation eg. picnics

**Senate Gardens:**

- Rose Gardens – as rose gardens
- Cricket pitch – for cricket, passive recreation or suitable functions
- Tennis courts – for tennis or similar racquet games
- Weddings and functions both private and public
- Private recreation eg. picnics

**Magna Carta Place** – for commemorative functions and passive recreation

**Constitution Place** – for commemorative functions and passive recreation

**Perimeter areas** – as footpaths, nature strips and, in the case of the existing bus stop, for bus set down and pick up

**Policy 36.2** The Rose Patronage Scheme will not be continued past its ten year planned operation at the end of 2014. Participants in the scheme and stakeholders will be consulted on proposed actions associated with the cessation of the Rose Patronage Scheme. Participants will be suitably acknowledged and commemorated (see Policy 41 and Implementation Strategy 41.6).

**Policy 36.3** Events in the OPH Gardens Precinct must comply with the *NCA Events on National Land Policy* and associated guidelines.

**Policy 36.4** Events that require structures are not permitted in the House of Representative Gardens.

**Policy 36.5** Events that require structures, vehicular access and infrastructures that adversely impacts on trees and irrigated areas/lawns are not permitted.

**Policy 36.6** Only small weighted structures without floors are permitted for events.

**Policy 36.7** Only maintenance vehicles will be permitted access onto irrigated areas/lawns in the OPH Gardens Precinct.

**Policy 36.8** Parking is not permitted on lawns or under trees in the OPH Garden Precinct.

*Implementation Strategies*

36.1 The use of the OPH Gardens for events must consider the requirements of the *NCA Events on National Land Policy*.

36.2 The existing car park adjacent to the House of Representatives Gardens may continue to be used for car parking, however, the medium to long term aim is to remove the car park.

**Policy 37 Promoting use by New and Old Parliament House users**

The NCA should encourage use of the OPH Gardens Precinct, especially the gardens, by users of both new and Old Parliament House, including current parliamentarians.

*Commentary:* This policy might be best advanced through an interpretation plan for the Gardens Precinct (Policy 41).

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**Policy 38      Adaptive reuse and continuing uses compatible with significance**

Continuing uses and any new use proposed for the OPH Gardens Precinct will need to be compatible with the significance of the place, and will be complimentary to the primary uses (Policy 36).

*Implementation strategy*

38.1      The guidelines for use of the gardens will stress the significance of the gardens and the need for functions and events to respect this significance.

38.2      Adaptive reuses proposed for OPH Gardens Precinct will be assessed to ensure the new use is compatible with historic use and significance of OPH Gardens Precinct and that the extent of change to fabric to allow this adaptive reuse retains and does not impact significant elements of planning, form and fabric of the OPH Gardens Precinct.

**Policy for New Works****Policy 39      Major new works or structures**

No new major works or structures (either of a temporary or permanent nature) that would adversely impact an appreciation of the planning, form and fabric of the Gardens Precinct should be permitted. New works or structures will:

- respect the significance of both the Gardens Precinct and Parliament House Vista conservation area;
- comply with the OPH Gardens Precinct Landscape Maintenance Plan;
- use high quality materials;
- not interfere with the perimeter trees;
- be sited well within the perimeter tree line;
- new structures should not be visible from the streets surrounding the OPH Gardens Precinct;
- maintain the open park-like quality of the place;
- respect the broad symmetry of the Parliamentary Zone both in daylight and at night; and
- respect the symmetry of the Gardens Precinct and the main axes.

**Policy 40      Minor new works or structures**

Minor new works or structures should be consistent with the suite of conservation policies and may be permitted if they:

- respect the significance of the Gardens Precinct;
- use high quality materials;
- are located to minimise their impact;
- are designed to have minimal impact; and
- employ low-key, sympathetic design styles but not historically accurate imitative styles.

*Implementation strategy*

40.1      If minor new structures such as shade structures are proposed it would be best if these can be incorporated with existing recent pergola structures rather than as new freestanding elements.

**Policy for Interpretation****Policy 41      Interpretation planning**

The NCA will develop and implement an OPH Gardens Precinct Interpretation Plan. The interpretation of the place will be based on its cultural significance.

*Implementation strategies*

41.1      A major theme of interpretation will be to present the stories of the gardens as part of the overall story of Old Parliament House and so ideally the interpretation plan should be developed

in consultation with MOAD at Old Parliament House (see also Policy 15). Other potential themes include:

- the association with the symbolic commencement of the national capital;
- the shared history with Old Parliament House, including the design relationships;
- recreational use of the gardens by Members of Parliament;
- the association of the Ladies' Rose Gardens with parliamentary wives;
- the associations of the Griffins and Weston, although this may be undertaken at a larger scale, eg. interpreting their associations with the Parliamentary Zone as part of interpretation for the zone; and
- the association of the gardens with Broinowski.

41.2 The NCA will encourage MOAD at Old Parliament House to present the stories of the gardens as a component of interpretation programs offered within Old Parliament House.

41.3 The interpretation provided should identify the components of the significance of the OPH Gardens Precinct (planning, form and fabric) as well as identifying those aspects which are historically based and accurate, and those which are new.

41.4 As the opportunity arises, relocate the large free-standing information panels to the walls of pavilions within the gardens, in particular the panels in the Macarthur and Broinowski Gardens.

41.5 The NCA will identify, catalogue and label the old roses in the bed behind the Bowls pavilion. If possible, information about their origins should also be researched. The landscape treatment of the roses should be reviewed, including location and planting density, to determine whether there may be better ways to present the roses and their significance. Opportunities for propagating these roses should be considered.

41.5 *Commentary:* See also Implementation Strategy 25.2.

41.6 As part of the proposed cessation of the Rose Patronage Scheme an interpretive strategy that acknowledges and records in a permanent manner the scheme and contributors to that scheme should form part of the OPH Gardens Precinct Interpretation Plan scope.

41.7 The Interpretation Strategy should include way-finding information to make it clear at garden entries that is a public place. This should be done in a manner that avoids a visual clutter.

## Policy for Keeping Records

### **Policy 42      Records of intervention and maintenance**

The NCA will maintain records related to any substantial intervention or change in the OPH Gardens Precinct, including records about maintenance.

#### *Implementation strategies*

42.1 The NCA will retain records relating to decisions taken in accordance with Policy 12 - Decision making process for works.

42.2 The NCA will retain copies of all maintenance plans prepared for the OPH Gardens Precinct, including superseded plans, and records about monitoring. (Refer to Policies 21 and 22)

42.3 A summary of substantial interventions, changes and maintenance will be included in the NCA heritage register entry for the Gardens Precinct, including a reference to where further details may be found.

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**Policy 43      Plant inventories**

The NCA will develop and maintain appropriate plant inventories.

*Implementation strategies*

43.1      The NCA will develop and maintain a comprehensive rose inventory, including information regarding species, individual specimens, location, and management activities. This inventory will be part of the maintenance manual (see Strategy 20.1).

43.2      The NCA will continue to maintain its detailed tree inventory as part of the NCA asset management database.

**Policy for further research****Policy 44      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.

**Policy for divestment****Policy 45      Divestment**

In the event of the disposal of OPH Gardens Precinct, ensure that the heritage values are protected into the future.

*Implementation Strategies:*

45.1      Ensure that in the event of the disposal of the OPH Gardens Precinct (either via sale or transfer to another Commonwealth Government agency) that a commitment to adopt and implement the conservation and management requirements identified in this Heritage Management Plan is included as a requirement of the sale or transfer.

45.2      Follow the EPBC Act requirements in the case of the disposal (sale or transfer) of the OPH Gardens Precinct.



## 7.4 Implementation Plan

### 7.4.1 Responsibility

The person with overall responsibility for implementing this management plan is the person holding the position of Chief Executive, National Capital Authority.

### 7.4.2 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 - Conservation in accordance with the Burra Charter; and
- Policy 10 - Expert heritage conservation, other advice, skills of workers.

### 7.4.3 Works Program

Refer to Policy 12 and the policies and strategies in Table 15 Section 7.3.

### 7.4.4 Criteria for Prioritising Work

See Policy 12 and Policy 18.3.

### 7.4.5 Resolving conflicting Objectives

See Strategy 12.3.

### 7.4.6 Annual Review

See Strategy 12.4.

### 7.4.7 Resources for Implementation

The NCA will continue to allocate appropriate financial resources to the conservation of the OPH Gardens Precinct. The actual budget for the maintenance of the Gardens Precinct is subject to normal budgetary processes which may include changes from year to year.

As noted in Section 6.4, the NCA has staff who undertake management of the maintenance contracts, interpretation planning, new works planning and functions management. The NCA otherwise uses contractors to undertake actual maintenance. These staff and contractors will, to some extent, be involved in implementing aspects of the plan.

### 7.4.8 OPH Gardens Precinct Landscape Maintenance Plan

As per Implementation Strategy 18.1, an OPH Gardens Precinct Landscape Maintenance Plan should be developed to guide the detailed conservation, replacement and maintenance of landscape elements within the Precinct. Some of the suggested actions are included in Table 16 below.

## 7.4.9 OPH Gardens Precinct Implementation Actions

**Table 16 OPH Gardens Precinct Implementation Actions**

Refer also to Table 15 to related Implementation Strategies.

No.	Action	Policy Reference	Priority	Timetable
A1	Determine appropriate maintenance standards and benchmarks	20.1	High	< 1 year
A2	Develop and implement an OPH Gardens Precinct Landscape Maintenance plan which identifies replacement policy and priorities for trees (connected to the NCA trees in National lands planning), roses and annuals, and specifies maintenance process and priorities. The plan should address environmental sustainability issues such as water conservation including irrigation, any required repairs to the irrigation system, use of mulching, use of pesticides and herbicides. The plan should include a maintenance schedule for hedge management.	18.1 21.1, 21.4, 21.5	High	< 1 year
A3	Review irrigation system, scheduling and drainage and modify to mitigate any over- or under-watering or drainage issues, and including prioritising the irrigation requirements of significant fabric (e.g. the framework tree plantings in the cricket pitch and Macarthur Rose Gardens) over other elements.	21.4	High	< 1 year
A4	Replace Sugar Maples ( <i>Acer saccharum</i> ) with Canadian Silver Maples ( <i>Acer saccharinum</i> ) in Senate and House of Representatives Gardens.	19.4-19.9	High	<2 years
A5	Undertake drainage remediation works in Magna Carta Place, at north-south path area adjacent to entrance to Senate Gardens.	21.4	High	< 2 years
A6	Identify and record extant original/early rose cultivars behind the Bowls pavilion and review spacing.	25.2, 41.5	High	<1 year
A7	Continue to undertake annual tree condition survey for all trees in the Gardens Precinct as part of Open Space contract and undertake required maintenance actions to maintain tree health. Suggest contracting independent arboriculture firm to undertake comprehensive and detailed tree survey of each with each tree GIS referenced, and information regarding dbh, height, canopy spread, health, safety, useful life expectancy and management requirements included.	19.1 19.9, 22.3 43.2	High	Ongoing

No.	Action	Policy Reference	Priority	Timetable
A8	Survey and record existing rose types and cultivars in each rose garden, including any information relating to patronage of particular roses.	43.1	High	<1 year
A9	The operation of the bi-fold doors on the kiosks will be reviewed to improve their functioning.	29.1	Medium	< 2 years
A10	Review and update a detailed inventory of trees in the NCA's asset database.	43.2	High	< 1 year
A11	Develop long term tree replacement strategy for trees in Constitutions Place, Magna Carta Place, and all external perimeter plantings as part of OPH Gardens Precinct Landscape Maintenance plan but also in accordance with NCA's tree replacement on National land strategy.	19.2 18.2	Medium	<5 years
A12	Remove trees recorded in Appendix B as intrusive across the OPH Gardens Precinct.	19.3	Medium	Ongoing
A13	Plant ornamental garden beds with a range of annual/perennial species for seasonal display specified in the OPH Garden Precinct Landscape Maintenance Plan.	26.2	Medium	Ongoing
A14	Investigate options to conserve/refurbish the bronze plaque set into the pavement of the central path in Magna Carta Place to improve its legibility.	21.4	Medium	< 2 years
A15	The car park to the south of the House of Representatives Gardens should ideally be removed and the area converted to lawn. If it is essential to retain the car park, the broken and unsettled kerbing and pavement should be replaced. As far as possible this should be done without cutting or damaging tree roots, and without further compacting the root zone. Expert arboricultural advice should guide the design and execution of these works.	Policies 31-32	Medium	< 5 years

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- Aerial photo image of the Old Parliament House gardens. c.1938.
- Photo image of the Senate Gardens. c.1938.
- Aerial photo image of the Old Parliament House gardens. c.1947.
- Aerial photo image of the Parliamentary Triangle including the Old Parliament House Gardens. Undated but taken after Lake Burley Griffin was formed in 1964.
- Aerial photo image of the Old Parliament House Gardens. Undated but taken when the office annex (built in 1985) was still existing on site in the House of Representatives gardens.
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Undated image of framed photo showing aerial view of Hyatt Hotel (completed) and the  
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Aerial photo of Parliamentary Triangle with Old Parliament House Gardens in the foreground.  
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## Appendix A: Commonwealth Heritage List

Old Parliament House Gardens, King George Tce, Parkes, ACT

Photographs: None

**List:** Commonwealth Heritage List

**Class:** Historic

**Legal Status:** Listed place

Place ID: 105616

**Place File No:** 8/01/000/0124

### Summary Statement of Significance:

The Old Parliament House Gardens are the Commonwealth Government's first Parliamentary gardens and are significant as an integral component of the Old Parliament House complex that occupies a prominent and strategic location at the southern end of the main Land Axis of Griffin's city design. As components of the Old Parliament House complex, they are significant contributors to the suite of the early Federal Capital features in the upper apex of the Parliamentary Triangle, that denote the physical commencement of the Federal capital. (Criterion F1) Australian Historic Themes: 7.4 Federating Australia, 8.1.3 Developing public parks and gardens, 8.10.4 Designing and building fine buildings (and gardens)

The Gardens are important to the understanding of the operations of the Parliament throughout its parliamentary tenure, being closely integrated into the daily life of the House, of both parliamentarians and parliamentary staff as place of relaxation, recreation and a venue for special events, although the strong design links to the building were diminished with the construction of the southwest and southeast wings. The gardens provide evidence of the recreations available to Members of Parliament. The gardens also have important historical links with the parliamentary wives of the 1930s who donated many of the roses and for their use as a venue for formal events. The existing roses, many of which were donations, provided cut flowers to the Parliament. (Criterion A4) Australian Historic Themes: 7.4 Federating Australia

Many of the existing rose specimens such as 'Mission Bells', 'Eiffel Tower', 'Queen Elizabeth', 'Alexander' 'Mr Lincoln', Alister Clark roses including 'Black Boy' and 'Lorraine Lee' although available as cultivars are regarded as fine aged specimens. The 'Peace' rose plants (also known as 'Madame Mielland') growing on their own root stock are regarded as uncommon. Other roses of importance are the one hundred 'Etoile de Hollande' donated by the Macarthur-Onslow family, and the Daily Mail roses donated by Dame Mary Hughes. (Criterion D2).

As an example of the international movement of landscape design, they demonstrate the style of gardens for public settings with the use of gardens beds cut into the grass sward in formal patterns, the extensive and dominant use of roses, and the creation of extensive open lawned areas. They also reflect the Edwardian garden style that favoured defined garden 'rooms' with hedges as boundaries. The surviving features also demonstrate a design with a symmetrical structure, consistent with the Federal Capital style, and the Parliament House complex, that included the courtyards with loggias and pergolas, and verandahs, that linked internal spaces with the landscape setting. The predominance of rose species in the gardens represents a garden fashion and fascination with roses that has spanned approximately ninety years. (Criterion D2)

The Gardens contribute to the planned aesthetic qualities of the Parliamentary Triangle and have an aesthetic quality derived from their formal design layout within an enclosed area, the floral display of the roses in colour coordinated arrangements, the patterned display beds, and the fragrance, colour and beauty of the rose blooms set within the strong evergreen foundation from the intact sweeping lawns, the hedges and background canopies of adjacent trees. As well, the

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period charm of the gardens has aesthetic quality, derived from the relationship of the gardens to the adjacent Old Parliament House building, and the modest built features of the historic croquet/bowling clubhouse, glasshouse, tennis court fences and old style gates (currently not in place). Beyond the gardens the trees of King George and Queen Victoria Terraces, and the adjacent avenue walks of the House of Representatives and Senate parklands contribute considerable green canopy backdrops to the gardens. The parkland spaces adjacent to the gardens and the treed walks approaching the gardens contribute to the aesthetic values of the garden. (Criterion E1)

The Gardens have an association with many important figures in the life of the Parliament. They have an association with Thomas Charles Weston responsible for the original framework planting and Robert Broinowski responsible for their completion. (Criterion H 1)

**Official Values:** Not Available

### **Description:**

### **History**

Old Parliament House was designed by John Smith Murdoch, Commonwealth Architect for the Federal Capital Advisory Committee. From the very beginning of planning for the move to Canberra, the Senate and House of Representatives Gardens were considered to be an integral aspect of the amenities of the House. John Smith Murdoch, commented at an important hearing into the design of the House in 1923: 'The accommodation for members is, I think, going to be very fine, even in this building, especially in the garden arrangements and the promenades; there is no Parliament House that I have seen that is so good in this respect.' The promenades referred to by Murdoch include the provision of roof gardens, in use until the late 1930s. When they were closed off, due to roof leaks, the rest of the gardens became even more important.

Around the same time the National Rose Gardens (RNE 019119) were commenced on the lawns to the north of Parliament House. These were formal rose gardens designed to provide a setting for Parliament House whereas the Parliament House Gardens were a key amenity for parliamentarians and staff, and were planned from day one.

Design and planting of the Gardens began during construction of the House, under the direction of T C G Weston, Canberra's first Superintendent of Parks and Gardens, at the same time as the building. The hedges and structural tree planting was completed in 1927 when the first parliamentarians arrived. Robert Broinowski, Usher of the Black Rod (1920-1930), and Clerk of the Senate (1939-1942), took the initiative to complete the gardens while Secretary of the Joint House Department (1930- 1938). He ordered 100 climbing roses for the tennis courts. Rex Hazlewood, who practiced landscape design in the Sydney region, was invited by Broinowski to assist in designing and starting the rose gardens. Hazlewood and the National Rose Society of NSW provided the initial impetus and encouraged the involvement of other rose societies. Despite the exigencies of Depression and war, work continued on the Gardens with dogged determination by later parliamentary officials. In 1933 Broinowski commenced the development of the Ladies' Rose Garden in southeast corner of the House of Representatives Garden and the wives of some parliamentarians donated roses from 1933-34.

The importance of the Gardens in the original vision of the House was made highly visible by substantial pergola-like gateways, which linked the inner courtyards to the gardens. The gates led to elaborate Murdoch-designed gates, which survived at least until 1943, when the erection of two small extensions closed off the original gateways on either side of the building. The first plans for these extensions, drawn in 1937, show that the gates were to be re-erected at the southern end of the new additions, thus retaining the key visual link between the sides of the House and the side gardens. The pergolas, whose design reflects the style of Frank Lloyd Wright, survived until the



1980s, when they were replaced by the present somewhat debased versions of the originals just prior to Parliament's departure. The inadequate nature of these replacements has served to obscure the original importance of the link to the gardens they formerly represented, as well as obscuring the prominence and importance of the side gardens.

The visible importance of the entries to the Senate and House of Representatives Gardens via the inner courtyard gardens of the House was finally lost in 1948, when the small war-time extensions were added to, and in the 1960s and 70s, when further wings were built on either side.

The original *CUPRESSUS MACROCARPA* and *C. ARIZONICA* hedges were planted to convey a subtle planting colour tapestry and were clipped to shape and curved out to the street at the garden entry points, enhancing the sense of entry.

The Gardens were, for most of the time, an almost domestic amenity to social life at Parliament House. They were for the exclusive use by parliamentarians who used them for leisure and sport. The bowling green (now occasionally used as a croquet lawn) was established early in the history of the gardens. The Gardens provided a private and restful haven from the stresses of parliamentary life. They were places of relaxation and reflection: places where groups of Senators and Members would gather every day when parliament was sitting, for tennis or bowls, to practise fly-fishing casting, or for a game of cricket. These groups also bridged gaps between parliamentarians and non-parliamentarians, especially parliamentary staff, and across party divides. One MP kept his bees in the House of Representatives garden, others sunbathed there, or went for a quiet walk and talk. Senator Neville Bonner demonstrated the superior aerodynamics of the boomerang to journalists. At other times large garden parties were held, generally after the formal Openings of Parliament, but also to greet important guests such as royal visitors. The gardens were frequently used as a setting for TV interviews.

Although quite modest in general design, they were not strictly formal gardens in the European sense. The grass was there to be walked and picnicked on: visitors were generally welcome, although priority use of tennis and squash courts was afforded to parliamentarians.

The Gardens focused on roses, which were extremely popular in twentieth century gardens. Roses were to a large degree donated by the rose societies, by wives of parliamentarians and by individuals. However the rose beds have undergone changes and many of the early plants were lost. In 1951 a major rose planting program was pursued with 2000 new roses planted. Other plants such as bulbs and irises were also donated. The practice of occasional rose donations continued into the 1990s. The gardens were also a source of cut flowers, both roses and annuals. Large bulb beds were also planted, both for decoration and for cut flowers. This activity varied over the years, depending on the enthusiasm of the Joint House Department, which employed the gardeners. During the war years, slit trenches were dug, just as they were in many other Canberra gardens, for fear of air raids.

Since the activities of Parliament House ceased in the former Parliament, the condition of the rose gardens has declined. Root competition precluded the cultivation of beds in the most southern area of the Senate Garden, a very large tree in the Senate Garden died during a summer drought, mechanical edging devices widened the rose beds at the expense of turf areas. Several beds in both gardens were grassed over. The symmetry of what was believed to be paired trees has mostly been lost. In the House of Representatives Garden, the Office Buildings, the Shade House and the Squash Courts have been removed. Instructions were given to gardening staff in 1991 to keep the Gardens at a very minimal maintenance level.

In 2001, the original hedge was removed and replaced with *Cupressus* hybrid varieties. The large metal gates present since the 1940s were removed and several new openings were made into the

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gardens through the hedges, reducing the former drama of the enclosure of the gardens and their connection with Parliament House.

Since the end of the tenure of Parliament in the complex, the Gardens have been open to the public and continually used by the public for picnics, weddings and general garden relaxation.

## Description

The Gardens cover square areas within lots 38 and 40, to the east and west of Old Parliament House, the House of Representatives Garden is in the eastern lot, while the Senate Garden is to the west. They form eastern and western components of the former Parliament complex. They are surrounded by hedges (replaced in 2001) and beyond the gardens are mature tree avenues and park lands that form part of the Parliamentary Triangle landscape (refer Parliament House Vista RNE 103831). These trees contribute to the setting of the gardens, particularly the mature EUCALYPTUS MAIDENII flanking King George and Queen Victoria Terraces regarded as exceptional group of trees (Pryor and Banks 1991). The House of Representatives Garden is separated from the half circular shaped parkland by a path edged by pairs of QUERCUS PALUSTRIS and CALOCEDRUS DECURRENS. Groups of four POPULUS NIGRA once formed the entry points to the paths. The mature trees that include QUERCUS PALUSTRIS and CALOCEDRUS DECURRENS edge the circle adjacent to the roads. The Senate parkland to the west of the Senate Garden has a similar layout and tree planting arrangement although the parkland space now contains a sculptural feature, called Magna Carta Place.

The House of Representatives Garden has four areas, the north west quadrant contains the croquet/bowls green, edged by island beds, with a timber clad pavilion structure, and a building, possibly a former club room, currently used as an amenity room for the gardeners. Three tennis courts are in the south-west corner with mesh wire fences and metal posts. Gardens around the fence line contain climber roses and island beds edge the tennis courts. Formal rose gardens exist in the south and northeast areas of different layout configurations. These are planted with an array of roses in good health and organised by colour tones. Within the gardens are two metal sheet plaques dedicated to the memory of Elizabeth and John Macarthur respectively. A single CELTIS AUSTRALIS remains.

The Senate Garden contains tennis courts in the southeast quadrant, with mesh wire fences and metal posts but open between each court with the fence height reduced at the centre of the court. Rose garden beds occupy the southwest area, consistent with what was present in the 1930s, however the study undertaken in 1989 (Patrick and Wallace Pty Ltd) notes the beds were narrower at that time and contained tripods for climbers. The roses are healthy and of a variety of period origins, predominantly post World War II. The ornamental garden layout of the north east quadrant appears consistent with historical information although the bed planting is of a more recent origin and appears to reflect plants moved from the internal courtyards. A cricket field occupied the northwest quadrant and this area is now open lawn. The Patrick and Wallace report notes that both gardens had an overall symmetry with paired trees at cardinal points. It also suggests that corner beds and several island beds existed around the edge of the cricket field.

The rose beds contain a great variety of rose specimens. Over the years the roses have been added and many replaced. They are arranged in colours with tones from low to high intensity. The age of the rose specimens vary, some are said to date from the 1930s, others from the 1950s, and 1970s. Some outstanding examples of cultured roses are the 'Eiffel Tower' 'Mission Bells', and 'Peace' (also known as 'Madame Mielland'). Eiffel Tower, Mission Bells and Eddie Murphy are all commercially extinct in the UK. 'Alexander' and 'Mr Lincoln' roses are fine specimens, believed to have been planted during the 1970s.

**History:** Not Available

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**Condition and Integrity:**

February 2003

The roses are strong, healthy and vigorous. Over the last decade many of the original garden beds have been grassed over and some trees lost. The timber structures in the gardens require conservation work.

**Location:**

About 4 ha, King George Terrace, Parkes, comprising all that part of Block 38 to the east of the alignment of the western side of Parkes Place, and all that part of Block 40 to the west of the alignment of the eastern side of Parkes Place.

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Australian Heritage Commission File 8/01/00/0124. Letter to Bruce Leaver from Robin Johnson 2 September 2002 with plans showing the location of rose species and post 1988 changes to the Gardens.

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Report Produced: Wed Feb 9 11:38:36 2005

## Appendix B: Relative significance of trees within the OPH Gardens Precinct

The inspections for the assessments made on the following tables were made in December 2012. Where the tree is noted as Absent (Intrusive/Neutral) there is no tree in that location as at November 2013 but the tree that was formerly in that location was assessed as intrusive or neutral and should not be replaced.

### Cricket Pitch Quadrant

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002438	Absent (Intrusive)	Desert Ash	<i>Fraxinus oxycarpa</i>	c.1960
1002439	Significant	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Long term replacement planting
1002440	Significant	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Long term replacement planting
1002449	Intrusive	Rowan	<i>Sorbus aucuparia</i>	1980s
1002448	Absent (Intrusive)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000
1002447	Absent (Intrusive)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000
1002446	Absent (Intrusive)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000
1002444	Significant	Silver maple	<i>Acer saccharum</i>	Original (1933)
1002443	Absent (Intrusive)	Double Flowering Almond	<i>Prunus dulcis</i>	C.2000
1002442	Absent (Intrusive)	Double Flowering Almond	<i>Prunus dulcis</i>	C.2000
1002441	Significant	Silver Maple	<i>Acer saccharinum</i>	Long term replacement planting
1002474	Absent (Intrusive)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000
1002475	Absent (Intrusive)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2000
1002429	Contributes	Desert Ash	<i>Fraxinus oxycarpa</i>	Long term replacement planting
1002430	Significant	Desert Ash	<i>Fraxinus oxycarpa</i>	Original 1933

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002431	Intrusive	Pin Oak	<i>Quercus palustris</i>	c. 2010
1002432	Absent (Intrusive)	Purple Leaf Cherry Plum	<i>Prunus cerasifera 'nigra'</i>	c. 2000
1002433	Absent (Intrusive)	Judas Tree	<i>Cercis siliquastrum</i>	c.2000
1002434	Absent (Intrusive)	Silver birch	<i>Betula pendula</i>	c.2000
1002435	Significant	European Nettle Tree	<i>Celtis Australia</i>	Replacement unknown date
1002436	Intrusive	Japanese Cherry	<i>Prunus serrulata</i>	c.1990-2000
1002437	Intrusive	European Nettle Tree	<i>Celtis Australia</i>	c.1990-2000

**Broinowski Rose Garden**

NCA Tree ID No. (2013)	Significance	Common name	Species	Period of Significance
1002454	Intrusive	Crabapple	<i>Malus purpurea</i>	1970s/80s
1002457	Absent (Intrusive)	Crabapple	<i>Malus purpurea</i>	1970s/80s
1002455	Intrusive	Silver Birch	<i>Betula pendula</i>	1970s/80s
1002456	Absent (Intrusive)	Silver Birch	<i>Betula pendula</i>	1970s/80s
1002452	Intrusive	Liquidamber	<i>Liquidamber styraciflua</i>	1970s/80s
1002451	Intrusive	Hawthorn	<i>Crataegus ?monogyna</i>	Unknown
1002453	Intrusive	Pin Oak	<i>Quercus palustris</i>	New
1002450	Intrusive	Japanese Maple	<i>Acer palmatus</i>	c.1980

**Macarthur Rose Garden Quadrant**

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
n/a	Not known	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	2004: Long-term replacement planting
1002630	Significant	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Original (1933)
1002629	Significant	Thornless Honey Locust	<i>Gleditsia triacanthos</i>	Original (1933)
n/a	Not known	Thornless	<i>Gleditsia triacanthos</i>	2004: Long-term



NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
		Honey Locust		replacement planting
1002632	Significant	Southern Nettle Tree	<i>Celtis australis</i>	Original (1933)
n/a	Not known	Southern Nettle Tree	<i>Celtis australis</i>	2004: Long term replacement planting
1002640	Significant	Desert Ash	<i>Fraxinus oxycarpa</i>	Original (1933)
1002639	Significant	Desert Ash	<i>Fraxinus oxycarpa</i>	Original (1933)
1002638	Intrusive (incorrect location, incorrect species)	Claret Ash	<i>Fraxinus oxycarpa</i> 'Raywood'	c.2000
1002535	Intrusive	Desert Ash	<i>Fraxinus oxycarpa</i>	1970s/80s
1002637	Intrusive	Claret Ash	<i>Fraxinus oxycarpa</i> 'Raywood'	c.2000
n/a	Not known	Sugar Maple	<i>Acer saccharum</i>	2004: Long-term replacement planting
n/a	Not known	Sugar Maple	<i>Acer saccharum</i>	2004: Long-term replacement planting
1002635	Significant	Canadian Silver Maple	<i>Acer saccharinum</i>	Original (1933)
1002636	Significant	Canadian Silver Maple	<i>Acer saccharinum</i>	Original (1933)
1002631	Intrusive	Flowering Peach	<i>Prunus persica</i>	c.2000
1002633	Intrusive	European Nettle Tree	<i>Celtis Australia</i>	c.2000
1002642	Absent (Intrusive)	Cherry Plum	<i>Prunus cerasifera</i>	c.2000
1002641	Absent (Intrusive)	Silver Birch	<i>Betula pendula</i>	c. 2000
1002634	Absent (Intrusive)	Pin Oak	<i>Quercus palustris</i>	c. 2000

**Bowling green quadrant**  
**North Side**

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002645	Neutral	Cherry Plum	<i>Prunus cerasifera</i>	c.1970 -80s
1002644	Neutral	Sweet Gum	<i>Liquidambar styraciflua</i>	c.1970-80s
1002643	Neutral	English oak	<i>Quercus robur</i>	c.1990s

**West Side**

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002500	Absent (Intrusive)	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.2000 ?
1002501	Intrusive	Japanese Pagoda Tree	<i>Sophora japonica</i>	c.2000 ?
1002502	Intrusive	Japanese Pagoda Tree	<i>Sophora japonica</i>	c.2000 ?
1002509	Intrusive	Japanese Pagoda Tree	<i>Sophora japonica</i>	c.2000 ?
1002510	Intrusive	Japanese Pagoda Tree	<i>Sophora japonica</i>	c.2000 ?
1002511	Intrusive	Japanese Pagoda Tree	<i>Sophora japonica</i>	c.2000 ?
n/a 7 trees	Contributory (replace 6 above)	Italian Cypress	<i>Cupressus sempervirens var.stricta</i>	C2004?
1002647	Intrusive	Arbor-vitae	<i>Thuja sp.</i>	c.2000 ?
1002652	Intrusive	Sticky Wattle	<i>Acacia howittii</i>	c.2000
1002653	Intrusive	Wattle	<i>Acacia sp.</i>	c.2000 ?
1002499 (Located immediately north of Suffragette fountain)	Absent (Neutral)	Rough-barked Cypress	<i>Cupressus arizonica</i>	c. 2000 ?
1002650 (Located immediately south of Suffragette fountain)	Absent (Neutral)	Rough-barked Cypress	<i>Cupressus arizonica</i>	c. 2000

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**Ladies Rose Garden Quadrant**

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002617	Neutral	Italian Cypress	<i>Cupressus sempervirens var.stricta</i>	n/a
1002619	Neutral	Italian Cypress	<i>Cupressus sempervirens var.stricta</i>	n/a
1002621	Neutral	Italian Cypress	<i>Cupressus sempervirens var.stricta</i>	n/a
1002623	Intrusive	Cotoneaster	<i>Cotoneaster pannosus</i>	n/a
1002624	Intrusive	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	n/a
1002625	Intrusive	Cotoneaster	<i>Cotoneaster pannosus</i>	n/a
1002626	Neutral	European Nettle-tree	<i>Celtis australis</i>	n/a

**Parliamentary Square****Between Senate Gardens and OPH**

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
n/a Group of 10	Contributory	Italian Cypress	<i>Cupressus sempervirens var Stricta</i>	Replacement (c. 2000)
1002411	Absent (Neutral)	Claret Ash	<i>Fraxinus oxycarpa 'Raywood'</i>	? not evident in Google earth dated 2009

**Between HOR Gardens and OPH**

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002513	Absent (Neutral)	Claret Ash	<i>Fraxinus oxycarpa 'Raywood'</i>	? not evident in Google earth dated 2009
n/a Group of 10	Contributory	Italian Cypress	<i>Cupressus sempervirens var Stricta</i>	Replacement (c. 2000)

## Boundary Plantings Senate Gardens

### North Side

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
n/a not included in tree survey	Not known	Poplar (located in north east corner of paths intersecting on north eastern edge of senate gardens)		If original, is significant
n/a not included in tree survey	Replacements?	Rough barked Cypress	<i>Cupressus arizonica</i>	Succession planting c. 2005
1002412	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928
1002413	Contributory (replaced)	Double Cherry Plum	<i>Prunus x blireana</i>	Replacement c.2005
1002414	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928
1002415	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002416	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002417	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002418	Contributory (replaced)	Double Cherry Plum	<i>Prunus x blireana</i>	Replacement c.2005
1002419	Contributory (replaced)	Double Cherry Plum	<i>Prunus x blireana</i>	Replacement c.2005
1002420	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002421	Significant (replaced)	Rough-barked Cypress	<i>Cupressus arizonica</i>	Replacement c.1970s
1002422	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002423	Contributory (replaced)	Double Cherry Plum	<i>Prunus x blireana</i>	Replacement c.2005
1002424	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928
1002425	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002426	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002427	Significant (replaced)	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	Replacement c.1970s
1002428	Intrusive	Pin Oak	<i>Quercus palustris</i>	c. 2005

### South Side

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
n/a not included in tree survey or GIS (numerous trees)	Significant?	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	Replacement c.2005
1002379	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002380	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002381	Significant (replaced)	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1970
1002382	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002383	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002384	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002385	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002386	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002388	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002389	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002390	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002391	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002392	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002393	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002394	Significant (replaced)	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	Replacement c.1970
1002395	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002396	Significant (replaced)	Pin Oak	<i>Quercus palustris</i>	Replacement c.2005



NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002397	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002398	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002399	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 (?)*
1002400	Significant	Silver Poplar	<i>Populus alba</i>	c.1928

\*The date of the Pin Oaks is difficult to determine – they could well date to c.1928 but competed for many years with the other two species planted closely together in this area (Silver Poplar and Lawson's Cypress) and the quick growing Bluegums adjacent. The size of the trees indicates either early maturity or significant competition. Usually trees of this species are between 18-22m high at maturity and have a spread of 8-14m. Their canopy however indicates they are not semi-mature trees, as the branching is heavier in the crown, there are no distinctive leaders and the canopy has lost the conical form typical of semi-mature and juvenile specimens.

### Boundary Plantings Magna Carta Place

#### Both sides of Path separating Senate Gardens from Magna Carta Place

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002306	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
n/a (opposite side of path to tree 1002458)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
n/a (opposite side of path to tree 1002350)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
n/a (opposite side of path to tree 1002387)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
1002313	Significant (replaced)	Pin Oak	<i>Quercus palustris</i>	c.2005 replacement
1002314	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002315	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002340	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002341	Significant	Juniper	<i>Juniperus sp.</i>	c.1928

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002342	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002343	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002344	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002345	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002346	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002347	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002348	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002349	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002350	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002351	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002352	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002353	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002354	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002355	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002356	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002357	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002358	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002359	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002360	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002387	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002458	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002459	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002460	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002461	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002462	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002463	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002464	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002465	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002466	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002468	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002469	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002470	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002471	Significant	English Hawthorn	<i>Crataegus laevigata</i>	c.1928
1002472	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002473	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002148	Not known			
1002467	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928

**Both sides of semi-circular path around Magna Carta Place**

<b>NCA Tree ID No. (2013)</b>	<b>Significance</b>	<b>Common name</b>	<b>Species name</b>	<b>Period of Significance</b>
1002307	Significant (replaced)	Himalayan Cedar	<i>Cedrus deodara</i>	c. 2005 (replaced)
1002308	Significant (replaced)	Himalayan Cedar	<i>Cedrus deodara</i>	c.2005 (replaced)
1002361	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002362	Intrusive (replacement in incorrect location)	Himalayan Cedar	<i>Cedrus deodara</i>	c. 2005
1002363	Significant (replaced)	Himalayan Cedar	<i>Cedrus deodara</i>	c.2005 (replaced)
1002365	Significant (replaced)	Himalayan Cedar	<i>Cedrus deodara</i>	c.2005 (replaced)
1002367	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002368	Significant (replaced)	Himalayan Cedar	<i>Cedrus deodara</i>	c.2005 (replaced)
1002370	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002372	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002374	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002376	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002378	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	c.1928
1002339	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002364	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002366	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002369	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002371	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002373	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002375	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002377	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	c.1928
1002309	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002310	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002311	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002312	Not known	Pin Oak	<i>Quercus palustris</i>	New – maybe replacement
1002316	Not known	Pin Oak	<i>Quercus palustris</i>	New – maybe replacement
1002317	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002318	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002320	Not known	Pin Oak	<i>Quercus palustris</i>	New – maybe replacement
1002321	Not known	Pin Oak	<i>Quercus palustris</i>	New – maybe replacement
1002322	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002323	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002325	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002326	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002327	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002328	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002329	Not known	Pin Oak	<i>Quercus palustris</i>	New – maybe replacement
1002331	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002332	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002333	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002334	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002335	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002336	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002337	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928 -45
1002319	Significant	Silver Poplar	<i>Populus alba</i>	c.1928
1002324	Significant	Silver Poplar	<i>Populus alba</i>	c.1928
1002330	Significant	Silver Poplar	<i>Populus alba</i>	c.1928
1002338	Significant	Silver Poplar	<i>Populus alba</i>	c.1928



## Boundary Plantings House of Representatives Gardens

### North Side

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002521	Contributory (incorrect species, correct location)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2005
1002523	Contributory (incorrect species, correct location)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2005
1002525	Contributory (incorrect species, correct location)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2005
1002528	Contributory (incorrect species, correct location)	Double Cherry Plum	<i>Prunus x blireana</i>	c.2005
1002517	Significant (replaced) Check canopy size and height of this tree – does not seem correct	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1970
1002518	Significant (replaced) Check canopy size and height of this tree – does not seem correct	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1970
1002520	Significant	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1928
1002526	Significant	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1928
1002530	Significant	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1928
n/a (not include in tree survey or GIS)	Replacement/succession (numerous)	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.2005
1002516	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928
1002522	Significant	Rough-barked	<i>Cupressus arizonica</i>	c.1928

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
		Cypress		
1002524	Significant (replaced?)	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1970
1002527	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928
1002529	Significant	Rough-barked Cypress	<i>Cupressus arizonica</i>	c.1928
1002519	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928

### South Side

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002497	Significant	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1928
1002585	Significant	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1928
1002588	Significant	Maiden's Gum	<i>Eucalyptus maidenii</i>	c.1928
1002493	Significant (replaced)	Pin Oak	<i>Quercus palustris</i>	c.2005 replaced
1002495	Significant (replaced)	Pin Oak	<i>Quercus palustris</i>	c.2005 replaced
1002498	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002584	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002586	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002587	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002589	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002655	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002489	Significant	Silver Poplar	<i>Populus alba</i>	c.1928
1002491	Significant	Silver Poplar	<i>Populus alba</i>	c.1928
1002488	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002490	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002492	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002494	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928
1002496	Significant	Victorian Blue Gum	<i>Eucalyptus bicostata</i>	c.1928

## Boundary Plantings Constitution Place

### Path separating HOR Garden from Constitution Place

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002534	Significant	Cootamundra Wattle	<i>Acacia baileyana</i>	
1002591	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002593	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002595	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002598	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002600	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002532	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002552	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002554	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002556	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002558	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002560	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002562	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002564	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002543	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002542	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002533	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002582	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
1002583	Significant	Juniper	<i>Juniperus sp.</i>	c.1928
102551	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002590	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002592	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002594	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002596	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002597	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002599	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002601	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002531	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002553	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002555	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002557	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002559	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002561	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002563	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
1002565	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
n/a	Significant	Pin Oak	<i>Quercus palustris</i>	c.1928
n/a (at ends of pathway)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
n/a (at ends of pathway)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
n/a (at ends of pathway)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928
n/a (at ends of pathway)	Significant	Lombardy Poplar	<i>Populus nigra 'Italica'</i>	c.1928

#### Both sides of semi-circular path around Constitution Place

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002541	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002550	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002566	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002567	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002569	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002571	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002573	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	

NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002575	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002576	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002578	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002580	Significant	Himalayan Cedar	<i>Cedrus deodara</i>	
1002540	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002549	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002568	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002570	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002572	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002574	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002577	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002579	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002581	Significant	Incense Cedar	<i>Calocedrus decurrens</i>	
1002542	Significant	Juniper	<i>Juniperus sp.</i>	
1002543	Significant	Juniper	<i>Juniperus Significant sp.</i>	
1002612	Significant	Pin Oak	<i>Quercus palustris</i>	
1002613	Significant	Pin Oak	<i>Quercus palustris</i>	
1002614	Significant	Pin Oak	<i>Quercus palustris</i>	
1002616	Significant	Pin Oak	<i>Quercus palustris</i>	
1002536	Significant	Pin Oak	<i>Quercus palustris</i>	
1002537	Significant	Pin Oak	<i>Quercus palustris</i>	
1002539	Significant	Pin Oak	<i>Quercus palustris</i>	
1002544	Significant	Pin Oak	<i>Quercus palustris</i>	
1002545	Significant	Pin Oak	<i>Quercus palustris</i>	
1002546	Significant	Pin Oak	<i>Quercus palustris</i>	
1002547	Significant	Pin Oak	<i>Quercus palustris</i>	
1002548	Significant	Pin Oak	<i>Quercus palustris</i>	



NCA Tree ID No. (2013)	Significance	Common name	Species name	Period of Significance
1002602	Significant	Pin Oak	<i>Quercus palustris</i>	
1002603	Significant	Pin Oak	<i>Quercus palustris</i>	
1002604	Significant	Pin Oak	<i>Quercus palustris</i>	
1002605	Significant	Pin Oak	<i>Quercus palustris</i>	
1002606	Significant	Pin Oak	<i>Quercus palustris</i>	
1002607	Significant	Pin Oak	<i>Quercus palustris</i>	
1002608	Significant	Pin Oak	<i>Quercus palustris</i>	
1002609	Significant	Pin Oak	<i>Quercus palustris</i>	
1002611	Significant	Pin Oak	<i>Quercus palustris</i>	
1002615	Significant	Silver Poplar	<i>Populus alba</i>	
1002538	Significant	Silver Poplar	<i>Populus alba</i>	
1002610	Significant	Silver Poplar	<i>Populus alba</i>	

## Plans indicating NCA Tree ID Numbers (2013)

(Plans generated from NCA data, 2013)

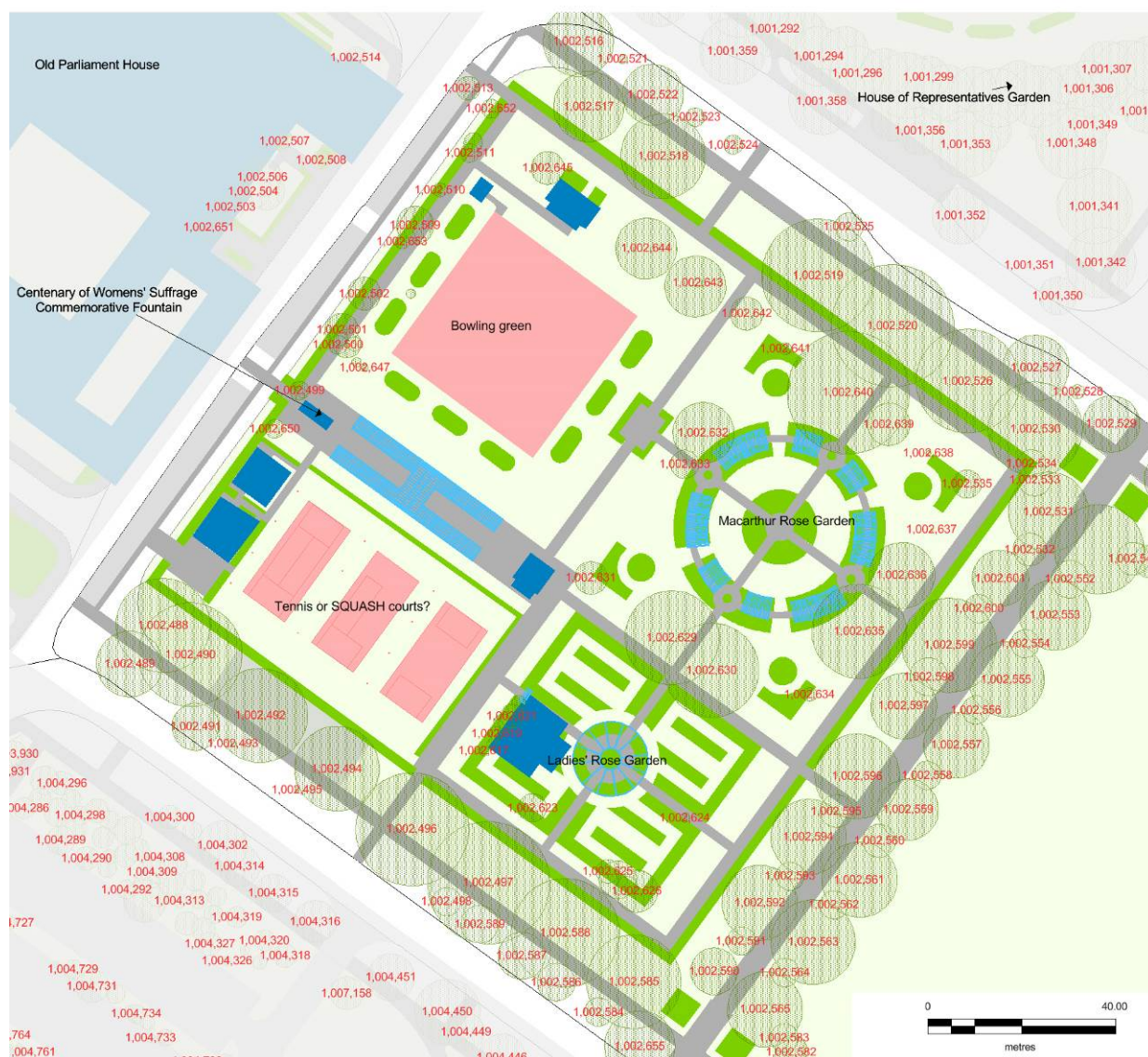
### Senate Garden



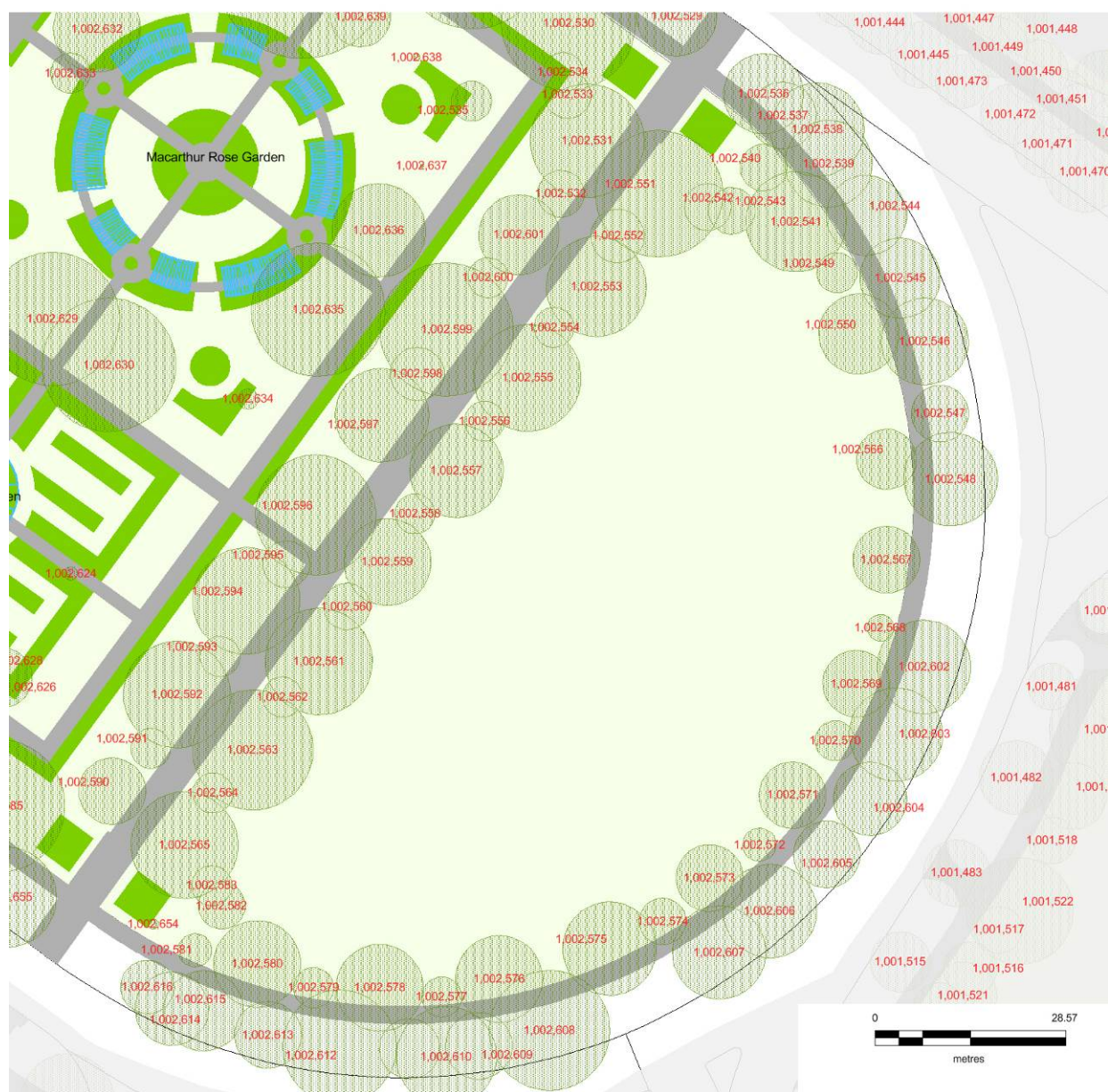




## House of Representatives Garden



## Constitution Place (House of Representatives parkland)





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## Appendix C: OPH Gardens Precinct Social Values Assessment

### Concept and approach

Social significance arises from people's special associations with a place and the meanings that arise from that association. The Commonwealth Heritage List defines social significance under criterion (g) as *the place's strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons*.

Current Australian heritage practice considers that for social significance to arise, 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.<sup>193</sup> A community or cultural group may be any group of people (formal or informal) whose members share a locality, common interest, experience or tradition.

### Assessing social significance

Methods designed to identify and assess social significance need to:

- 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 are of 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)
- 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 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, including providing connections between the past and present and representing collective meanings
- represent a strong or special attachment developed from long use and/or association.

A framework to assist in applying the criterion (g) was developed by the Australian Heritage Commission for the National Estate studies undertaken for the Regional Forest Agreement process and is included in Appendix C.3.

### Associations

Potential associations and meanings arise primarily from direct experience of the place. These associations with the gardens arise from two primary activities: first, design and maintenance and second, use. From a review of the key sources on the history of the gardens<sup>194</sup>, the following types of people are likely to have strong and special associations with the gardens:

- People with associations with the gardens over a long period. Such people may be expected to attribute social and aesthetic values to the place and consultation with them is a key part of establishing such values. Such people could include users of the gardens (eg. parliamentarians

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<sup>193</sup> For example, 25 years was selected for the National Estate values assessments for criterion (g) in the Commonwealth-State Regional Forest Assessments

<sup>194</sup> Sources reviewed include Gray 1994, Department of the Environment & Water Resources 2005c and the summary history prepared for this CMP

and their staff); past staff (designers, gardeners etc); regular visitors (including journalists conducting interviews). The gardens were essential 'private' gardens during the period 1927-1988, but were seen and used by a large group of parliamentary 'insiders'.

- People currently associated with the use, care and management of the Gardens, for example Friends of the OPH Rose Gardens; the OPH Rose Gardens volunteers; NCA staff associated with the Gardens, and consultants for past studies.
- People who have played a role in the recent redesign of the gardens, for example the associated architects and landscape architects.
- Broader Canberra community who had limited access to some parts of the gardens between 1927-1988 (for example for special events) and have had access to the OPH gardens since 1988, particularly since the reconstruction works of 2004.
- People who have made contributions to the Rose Patronage Scheme since 2004.
- Visitors to the gardens including international and interstate visitors to Canberra as well as the people who visit the gardens as part of visitation to the MOAD at OPH including in particular school groups from interstate and the ACT.
- People who use the gardens for private functions such as weddings may have strong personal associations with the place.

## Methods

Assessing social significance involves understanding associations and meanings, and the values attributed to the place through direct consultation with associated people. For this project, the approach to assessing social significance was based on:

- Review of documentary sources, particularly to identify potential associations.
- Consultation with a range of people with associations with the gardens through a half day workshop held at OPH on 22 February 2005.
- Interviews with selected individuals who either had a direct association with the gardens or who, through their own research or work, may have perspectives to offer about the significance of the gardens.
- Consultation with people involved in the Rose Patronage Scheme, the Rose Garden Volunteers and the Friends of the OPH Rose Gardens and staff of MOAD in regard to potential changes in social values since 2005.

In addition, the significance assessment will be tested through the exhibition of the draft management plan.

The methods employed are adequate to providing an indication of social significance, however it is not expected that a definitive understanding will be possible.

## Analysis of associations

This section offers a review of previous assessments of social significance followed by a discussion of the associations and other evidence considered likely to result in social significance. Each of four key associations is discussed separately.

### Previous significance assessments

The 1989 Conservation Study of Old Parliament House Gardens Canberra<sup>195</sup> provides an assessment of significance against the criteria for the Register of the National Estate. No social significance was recognised in this assessment. Similarly, the 1994 A Preliminary Review of the History of Old Parliament House Gardens<sup>196</sup> does not indicate any social significance, nor does the listing of the Old Parliament House Gardens on the Register of the National Estate.

<sup>195</sup> Patrick and Wallace Pty Ltd

<sup>196</sup> Gray

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The Old Parliament House citation<sup>197</sup> which covers the House, gardens and setting, suggest that the gardens are significant for 'their association with Members of Parliament and Senators as a place for them to retire for relaxation, reflection and recreation'. No specific evidence is offered to support this assertion, although it is well-documented that members valued these qualities. The citation does not use specific criteria and it is not clear if this is regarded as an aspect of historical rather than social significance. This assessment finds that this value is now likely to be an historical value rather than a contemporary social value.

### **Parliamentary associations**

The parliamentary associations extend from 1927 to the present, with the primary period of association being 1927-1988. Continuing associations have arisen through parliamentary involvement in decisions about the use of OPH and the works program for the gardens.

Parliamentary associations covers those involved in the operations of Parliament:

Parliamentarians and their staff, House staff, garden staff, regular visitors.

The OPH Gardens were designed and established to provide a private amenity for parliamentarians, whereas the landscaping of the surrounds of OPH were designed to create an appropriate public setting for the House.

The gardens were established, developed, defended and recently redeveloped with active involvement from parliamentary staff and parliamentarians. For example, in the early 1930s when Robert Broinowski, developed the proposal for a rose garden in the Senate Gardens he sought its endorsement by the President of the Senate, Sir Walter Kingsmill. At Broinowski's request, Dame Mary Hughes (wife of former Prime Minister William Hughes) sought donations from the wives of parliamentarians to establish the Ladies' Rose Garden. Many parliamentary staff also donated.

The gardens were essentially the private realm of the parliamentarians, their staff and House staff. As the gardens developed during the 1930s, parliamentarians had priority. The gardens were used as a venue for parliamentary functions that included the public, but the public were generally not permitted access. By the 1970s and 80s this had changed, and limited public use of recreation facilities was allowed from time to time, and some large public events offered others a chance to see the gardens.

For parliamentarians, the gardens were a place apart from the House. A private and restful haven, a space to walk, sit, converse. The gardens offered a domestic and social space within an often divisive political environment. Even party lines could be crossed over a game of tennis. As well as parliamentarians, other 'insiders' used the gardens in a similar way. The value of respite from the 'hot house' qualities of parliamentary life, especially in the era when travel was more difficult, is well evident in the history of the gardens.

The experience of using the gardens has been described in oral history interviews and, in the present project through the workshop and interviews. H. B. S. (Joe) Gullet, MHR for Henty 1945-1955 described the informality of the gardens as creating a 'club atmosphere' and reducing tensions.<sup>198</sup> Many enjoyed the horticultural qualities, and several gardeners recall interested and easy-going exchanges with parliamentarians. At the workshop, Colin Hollis and Tony Lamb, former members of parliament, described aspects of daily life at Parliament House and in the gardens, recalling the dash to the chamber when the bells rang, the value of a private space to meet and talk, and the importance of the gardens to families and children. For new members, the garden party that accompanied openings of parliament from the 1970s or 80s made them feel that

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<sup>197</sup> National Trust of Australia (ACT)

<sup>198</sup> Gray 1994, p. 27

they 'had arrived' (Figure 27).<sup>199</sup> There is a strong sense of the gardens as a place filled with people, events and activities.

It is interesting that the gardens were used by the families of parliamentarians, and several current parliamentarians would have visited as children when their father was a member of parliament.<sup>200</sup>

The gardens were also a work place for others, especially the grounds staff who tended the gardens. The gardens were managed with care and great pride; their maintenance always had to be spot on. Staff enjoyed the recreation facilities as well, and there were inter-departmental competitions held there. Some even developed their own individual pursuits – Jack Pettifer (Resident Housekeeper 1933-39) lived on-site and kept bees and grew vegetables in the gardens.

The gardens and the House were inextricably linked. The gardens came into the House in the form of cut flowers that graced public spaces inside the House and also the offices of members. This was part of Broinowski's intent in establishing the rose gardens. The demand for flowers from the gardens was always high and challenged the gardeners on many occasions. The tradition continued strongly through to the 1980s and was highly valued by members and others.

Despite what would seem like a remarkable continuity of use and association, there was also a loss of important traditions and knowledge over the 60 year life of the gardens. John Gray laments the failure to appreciate the origins of the rose gardens during the 1980s that, in his view, resulted in damaging impacts on the Ladies' Rose Garden in particular, such as from the construction of the squash courts.<sup>201</sup>

Given the important role of the gardens in the everyday life of the parliament and all those associated with it, a strong connection to this place would be expected. In summing up his thoughts at the workshop, Colin Hollis proposed that for parliamentarians the gardens were 'just another part of being an MP', suggesting that they were no more or less important than the whole experience of being in Parliament House.

The gardens are strongly recognised by today's parliamentarians as offering a link to the past. In announcing a 'major facelift' for the gardens in October 2000, Senator Ian Macdonald (Minister for Regional Services, Territories and Local Government) emphasised that the desire was to return the gardens to 'their former glory' and make them a 'valuable link with the past'.<sup>202</sup> Another recent change to the gardens, the installation of the Centenary of Women's Suffrage Commemorative Fountain, was described as appropriate on this site: 'directly linking the history of the Australian Parliament with a century of women's suffrage'.<sup>203</sup>

The lack of protest at the changes from those most closely connected to the gardens—the parliamentarians and their staff—is an interesting reflection on the meaning of the gardens. The gardens were above all pragmatic places associated with use by members rather than exemplars of garden design, so perhaps the attributes of the places of value were less embodied in the fabric than in the experiences which did not rely on the specific fabric. Or perhaps their direct role in making decisions about the future of both the House and the gardens required a degree of detachment. This reflection by members on the values represented by the fabric of the place is also relevant in considering the values or otherwise of the fabric introduced in 2004; maybe the issue is what the fabric means rather than the fabric being significant itself?

<sup>199</sup> CMP workshop notes: Colin Hollis

<sup>200</sup> CMP workshop notes: Kim Beazley, Simon Crean.

<sup>201</sup> Gray 1994, p. 45

<sup>202</sup> Media Release, 12 October 2000.

<sup>203</sup> Statement by Senator Patterson, Old Parliament House Gardens Reconstruction Canberra, NCA, n.d.

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An interesting Senate debate is recorded in Hansard in 1989, just over a year after members moved to New Parliament House. The debate was over establishment of a child care centre, proposed to occupy most of the Ladies' Rose Garden (which did not proceed). Much of the discussion focused on the heritage significance of the gardens as established by the Australian Heritage Commission (based on the 1989 Patrick and Wallace report). The heritage values were strongly argued as a reason not to locate the centre within the gardens: 'The proposed centre would compromise the spatial quality of the garden, destroy one of the rose gardens, and introduce an activity not in keeping with its historical function as a quiet place of retreat'. Senators were urged to not to take a decision that may be regretted when decisions are finally made about the future use of OPH. However, none of those who spoke on the issue raised their own feelings about the gardens nor did they address any aspect of why the place may have meaning to them.<sup>204</sup>

### **Rose display associations**

The creation of rose displays in the gardens has involved a number of outside organisations and individuals, in addition to a number of those who are primarily associated with the gardens as part of the operations of Parliament House. In particular, the 'rose display associations' covers donors of roses in the 1930s and in 2004, including Rose Societies, families and individuals, Australian companies and organisations, visiting dignitaries, foreign governments and companies.

### **Participation in donation schemes**

Section 2.3 describes the establishment of the rose gardens within the OPH Gardens by Robert Broinowski (with Rex Hazlewood) and the important role that donation and sponsorship had in the establishment of the Rose gardens. Section 2.4 describes that some of these roses may have been removed or relocated in 1951, in preparation for the visit of Princess Elizabeth.

Donations of roses apparently continued into the 1990s, however it is not known who donated during that recent period. Some donation records survive, however, the signs erected by Broinowski that recorded the names of individual and institutional donors have been lost.

A rose patronage scheme was reinstituted as part of the works plan for the gardens in 2003-2004 resulting in 4,300 roses being donated through local governments authorities across Australia, by schools and many individuals by the time the gardens were reopened. As part of the scheme, potential donors were invited to 'share in the history of their national capital and remember someone special in their lives' and to make a personal contribution to the Old Parliament House Gardens – a treasured part of the nation's history'.<sup>205</sup> The scheme 'closed' not too long after the re-launch of the gardens as a result of its popularity and what amounted to oversubscription and only replacement roses have been introduced in recent years.

A wide range of people have participated in the rose patronage scheme. For some, their gift may not have resulted in any sense of connection whereas for others the gift was an expression of an important existing connection, particularly where it was associated with the memory of family members.

Many of those involved in the 1930s donations would no longer be alive, and it is not known how many of the participating rose societies would continue to feel a connection to the gardens as a result of their contribution. Evidence cited in the histories suggest that by 1988 when Parliament was relocated to its new building, the roses in the gardens varied in age, some dating from the 1930s, 1950s and 1970s, indicating that many donated roses had been replaced progressively,

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<sup>204</sup> Joint Standing Committee of the New Parliament House, Report, 21 December 1989. Quote from AHC letter, quoted by Senator Vanstone; Gray 2007, p. 44

<sup>205</sup> NCA website; 'Invitation to become a part of your National Capital' n.d.



apparently without any expression of a sense of loss.<sup>206</sup> There were major periods of renewal in the 1950s and 1980s, combined with decline/ simplification post-1988. For some, the sense of the gardens (especially the rose plantings) as ‘constantly changing’ or ‘evolving’, may influence their view of what is significant.<sup>207</sup>

The renewal of a donations scheme to establish new rose plantings follows Broinowski’s 1930s initiative (rather than the 1951 replantings which were sourced commercially). The idea of a ‘continuing tradition’ has been reinforced in some of the publicity around the new scheme.

The popularity of the donation scheme indicates a strong community desire to be part of ‘making history’ and to help continue a tradition. The idea of a continuing tradition appears likely to result in associations that create social significance. While some (perhaps many) of those who donated in 2004 were not continuing a tradition that they had been a part of, they were being inspired by that tradition and wanted to join it. As is indicated below, for the wider Canberra community and beyond, the gardens are not a place with which they have had long associations. However, public access and use has now continued over 25 years and more strongly since 2004 when the reconstructed gardens were actively promoted for use with events including children’s events organised by the NCA, as well as the encouragement for the public to join the Rose Patronage Scheme.<sup>208</sup>

Participating in the historic ‘tradition’ of rose donation could be considered one association along with other aspects that could give rise to associations such as the rose gardens volunteer activities and the visitation by large numbers of school groups. The combination of the variety of uses and associations may now give rise to social significance.

For those with longer parliamentary associations with the gardens, it appears that the continuity of the tradition is very important, and perhaps more important than the protection of the original/early fabric (structures, plants etc).<sup>209</sup>

### **Roses as an iconic flower**

As a garden plant and cut flower, roses are popular and highly valued. They are well-known and recognised, and their symbolic meanings widely understood. The ‘love of roses’ was recognised as an important way to connect the public to the gardens.<sup>210</sup>

The histories indicate that roses were a popular choice for the gardens, attracting strong support for the 1930s and 2004 donation schemes. Roses were enjoyed by parliamentarians and staff, and as cut flowers were always in demand. That there was debate in 1932 between Broinowski and the National Rose Society of NSW about whether the rose plantings in the gardens were the ‘National Rose Garden’ or whether this title was reserved for another garden to be established nearby indicates the importance to each of having the pre-eminent rose collection.

The new rose plantings within the Old Parliament House Gardens Precinct has captured the public’s imagination; this is demonstrated by the level of sponsorship in 2002 and the developing use of the gardens for weddings.

<sup>206</sup> A ‘sense of loss’ is regarded as a potential indicator of a significant association; for example, it is one of three indicators of social significance used by the NSW Heritage Office. Further research is warranted to test this assertion, however it is not clear where documentary or oral evidence about any expressed concerns would be located.

<sup>207</sup> CMP workshop: Ros Ransome, John Gray, Robin Johnston

<sup>208</sup> Roslyn Hull, NCA, pers com to Context April 2013.

<sup>209</sup> By contrast, heritage organisations and individuals have emphasised the need for proper processes to assess significance and to recognise the potential significance of the fabric – see below.

<sup>210</sup> CMP workshop notes

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Given the relative newness of the majority of the rose plantings in the Old Parliament House Gardens, these roses as a collection are unlikely to have achieved any iconic status that could result in social significance. However this is a nationally significant and meaningful place for its association with the formation period of the Australian Commonwealth and in addition it was once out of bounds as the 'private' domain of politicians and is now 'public'. For these reasons the otherwise fairly typical rose gardens are elevated in their meaning.

### **Current design, community, OPH and heritage associations**

These associations include a number of groups of people who are currently involved in the gardens through work or community activities. They include designers involved in the redesign of the gardens; volunteers in the rose gardens; members of the Friends of the OPH Rose Gardens; consultants for past studies; organisations and individuals who have expressed an interest in the heritage values of the gardens; and current MOAD staff through their work location and interests in interpretation of the place as a whole.

A number of people played a key role in the recent redesign and construction of the gardens, including NCA staff and external consultants (landscape architects, architects, planting designers, horticultural advisors) and construction contractors. As well, the Friends of OPH Rose Gardens and the volunteer guides are currently involved in the gardens and their interpretation to visitors. As a result of their roles, this group would be expected to feel a strong attachment to the place and to the design concepts that they developed and implemented.

A number of heritage organisations and several individuals commented on the design plans for the gardens. Both the Australian Heritage Commission and the DoCITA/Old Parliament House expressed concerns about a number of the proposed changes. The AHC's concerns related to changes to the fabric of the gardens contained in the design plans and the impact it would have on national estate values 'given the historic and social significance of the place'. There were extensive discussions between AHC, OPH and NCA, resulting in agreement in late 1999 to a set of modified plans that NCA considered provided the only feasible and prudent alternative given the proposed use of the gardens as public gardens.

In 2002, Max Bourke, for the Australian Garden History Society, expressed a number of concerns in correspondence to the NCA and in an article within the Society's journal. Of concern was that the proposed plans did not acknowledge or respond to the history of the gardens and failed to achieve good conservation for the place (Old Parliament House and its setting) as a whole.

### **Wider community associations**

Wider community associations include the Canberra and Australian communities.

As the gardens matured, and perhaps in response to changing times and values, formal social events were held in the gardens and guests were invited from outside the parliament. The Queen's visit to open the Second Session of parliament in 1974 included a garden party with 1200 guests in the Senate Gardens (rather than in one of the internal courtyard gardens as previously). Two more public events were held in the gardens in 1983. At times, permission was given for 'outsiders' to use the recreation facilities in the gardens, however other requests were denied.

When Parliament moved out in 1988, the gardens were closed and were not reopened for use until 1992 when they were opened to the public for the first time. New uses began to be established, especially weddings, and older uses (recreation, picnics, a place for a lunch break) continued but with a new group of users. The gardens were again closed for works during 2001-2004. NCA advised that the gardens are now popular for weddings and picnics.

Others have suggested that the gardens came to represent the Parliament and Canberra to the Australian people through the media, especially after the advent of colour television in 1975:

images of Senator Neville Bonner demonstrating the aerodynamic qualities of a boomerang, or of Prince Charles and Lady Diana at a garden party in the gardens, as well as interviews with many members of parliament, have been mentioned.

However, there is also a strong sense that most people in Canberra were not aware of the existence of the gardens prior to the removal of the hedges. In an interview with John Gray at that time, the interviewer Keri Phillips comments 'for a lot of people who just drive past there or maybe even walk past there without going into the gardens, they (the hedges) make the gardens one of Canberra's best kept secrets'.<sup>211</sup> The workshop confirmed that the gardens were very much a 'secret garden' prior to the works; from an NCA perspective, the rose patronage scheme was a way of creating new community connections to the gardens as public gardens.<sup>212</sup> From a former parliamentarian's perspective, Tony Lamb expressed the view that the people should now feel that the gardens belong to them.<sup>213</sup>

Given the limited opportunities for public access during the period of parliamentary occupation, and the relative periods of public use since, it could be assumed that there may not be any significant associations. However it is now possible that the lack of historic access and lack of association may have been reversed with the public knowledge and 'ownership' of the gardens exemplified through increasing public use of the gardens since the 2004 works.

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<sup>211</sup> Transcript of interview by Keri Phillips with Dr John Gray on the refurbishment of the hedges and gardens on either side of Old Parliament House, ABC 666 2CN Drive Program, 12/10/2000, Media Monitors.

<sup>212</sup> CMP Workshop: Ros Ransome

<sup>213</sup> Tony Lamb represented the Association of Former Parliamentarians of Australia at the CMP workshop.

## Appendix D: EPBC ACT Compliance

### Compliance with Commonwealth Heritage Management Principles and Requirements for Management Plans under the EPBC Regulations

The regulations under the EPBC Act 1999 provide a list of Commonwealth Heritage Management Principles as well as requirements for (conservation) management plans for Commonwealth Heritage places (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*: Schedules 7A and 7B). The following tables provide a summary of compliance with these requirements.

#### Commonwealth Heritage Management Principles

No.	Requirement (Schedule 7B)	Compliance Comment
1.	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	Complies: Sections 5.0, 6.1 and Policies 1, 2, 3, 6 and 41
2.	The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Complies: Section 6.3 and Policies 8, 9, 10, 11, 12, 13, 16
3.	The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	Complies: Sections 6.2, 6.3, 6.4 and Policies 6, 7, 8, 9, 10, 14, 15, 16
4.	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Complies: Policies 1, 36, 37, 38, and 41
5.	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: (a) have a particular interest in, or associations with, the place; and (b) may be affected by the management of the place;	Complies: Policy 16
6.	Indigenous people are the primary source of information on the value of their heritage and that the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.	No apparent values therefore not applicable. [To be confirmed through the public consultation phase]
7.	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Complies: Policies 16, 11, 22 and 42

**Management Plan Requirements**

No.	Requirement (Schedule 7A)	Compliance Comments
(a)	establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	Complies: Sections 5.0, 6.1 and Policies 1, 2, 3, 6 and 41
(b)	provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Complies: Sections 6.2, 6.4 and Policies 5, 6, 7, 8 and 9
(c)	provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Complies: Sections 2, 3, 4 and Appendix B
(d)	provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Complies: Section 5.0 and Appendix B
(e)	describe the condition of the Commonwealth Heritage values of the place; and	Complies: Section 6.5
(f)	describe the method used to assess the Commonwealth Heritage values of the place; and	Complies: Section 5.0
(g)	describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Complies: Section 6.4
(h)	have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	
(i)	the management and conservation processes to be used;	Complies: Policies 2, 3, 4, 6, 7, 8, 9, 10, 11, 12 and 13
(ii)	the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;	Complies to the extent necessary: Policy 36
(iii)	the stakeholder and community consultation and liaison arrangements;	Complies: Policy 16
(iv)	the policies and protocols to ensure that indigenous people participate in the management process;	No apparent values, therefore not applicable. [To be confirmed through the public consultation phase]
(v)	the protocols for the management of sensitive information;	Not applicable
(vi)	the planning and management of works, development, adaptive reuse and property divestment proposals;	Complies: Policies 12, 17, 18, 19, 20, 21, 25, 26, 28, 38 and 45
(vii)	how unforeseen discoveries or disturbance of	Complies: Policy 12



	heritage are to be managed;	
(viii)	how, and under what circumstances, heritage advice is to be obtained;	Complies: Policy 6, 10, 13 and 14
(ix)	how the condition of Commonwealth Heritage values is to be monitored and reported;	Complies; Policy 11 and 12
(x)	how records of intervention and maintenance of a heritage places register are kept;	Complies: Policy 42
(xi)	the research, training and resources needed to improve management;	Complies: Section 6.4, Policy 13, Section 7
(xii)	how heritage values are to be interpreted and promoted; and	Complies: Policy 41
(i)	include an implementation plan; and	Complies: Implementation Strategy generally and Section 7.4.9 Implementation Actions
(j)	show how the implementation of policies will be monitored; and	Complies: Strategy 12.4
(k)	show how the management plan will be reviewed.	Complies: Policy 11

## Appendix E: Framework for Assessing Cultural Significance

### E.1 Definition of Cultural Significance

For the purposes of this plan, the following definitions of cultural significance are used.

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.

Places may have a range of values for different individuals or groups.<sup>214</sup>

The heritage value of a place includes the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians.<sup>215</sup>

### E.2 Commonwealth Heritage Criteria

The Commonwealth Heritage criteria for a place are any or all of the following:

- (a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history;
- (b) the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- (c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- (d) the place has significant heritage value 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;
- (e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;
- (g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) the place has significant heritage value 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;
- (i) the place has significant heritage value because of the place's importance as part of indigenous tradition.

The *cultural* aspect of a criterion means the indigenous cultural aspect, the non-indigenous cultural aspect, or both.<sup>216</sup>

<sup>214</sup> Australia ICOMOS 1999: Article 1.2

<sup>215</sup> Subsection 3(2) of the Australian Heritage Council Act 2003; Section 528 of the Environment Protection and Biodiversity Conservation Act 1999

<sup>216</sup> Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1): Section 10.03A

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## E.3 Social Significance indicators

The following significance indicators are based on an approach to social value assessment developed for the Australian Heritage Commission by Chris Johnston (Context Pty Ltd) and used in the RFA National Estate studies of social value in Victoria, NSW and Tasmania.

### **Important to a community as a landmark, marker or signature**

*Specific significance indicators:*

- Landmarks
- Signature places and icons - places used to symbolically represent a locality or community
- Locational markers - places that mark where you are in a landscape/locality and places that figure as landmarks in daily life
- Understanding history and environment ("our place in the world") - special and unusual features that help explain the local environment in all its diversity

*Likely place characteristics:*

- Named landscape or built features
- Entry or centre points of a locality
- Place used as community signature

### **Important as a reference point in a community's identity or sense of itself**

*Specific significance indicators*

- Strong symbolic qualities which define a community
- Spiritual or traditional connection between past and present
- Represents (embodies) important collective (community) meaning/s
- Association with events having a profound effect on a community
- Symbolically represents the past in the present (connects the past and the present)
- Represents attitudes, beliefs, behaviours fundamental to community identity

*Likely place characteristics*

Mythological sites

Places where continuing tradition/ceremony is practiced or where tradition is passed on

Places where the continuity/survival of a community is celebrated

Places where a community's identity has been forged such as disaster sites, foundation places, seminal events in a community's life

### **Strong or special community attachment developed from use and/or association**

*Specific significance indicators*

- Essential community function leading to special attachment
- Longevity of use or association including continuity to the present
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*Likely place characteristics:*

Places providing essential community functions such as schools, halls, churches

Community meeting places (of all types)

Places defended at times of threat (to the place) for reasons of attachment not just function

Places with a long tradition and continuity of community use or access.

### **Thresholds**

In assessing social value, reaching the threshold requires the following:

1. Identified by a community which is in continued existence today as a definable entity

2. Continuity of use or association, meanings, or symbolic importance over a period of 25 years or more (representing transition of values beyond one generation)
3. Existence of an attachment or association with a place by a defined community, including evidence of use developing into deeper attachment that goes beyond utility value.

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## Appendix F: Key Extracts from the National Capital Plan

Key extracts are provided relating to:

- principles and policies for the Parliamentary Zone (Section 1.1);
- detailed conditions of planning, design and development (Section 1.4);
- heritage (Section 10); and
- the masterplan for the Parliamentary Zone (Appendix T.6).

### 1.1.2 Principles for the Parliamentary Zone and its Setting

(1) Canberra's role as Australia's National Capital is of continuing and paramount importance. National functions, organisations and activities are actively encouraged to locate in Canberra. They should be housed and located in prominent positions where they serve, individually and collectively, as effective symbols of the Nation and its Capital.

Note: Additional Principles specific to the Parliamentary Zone are set out in the Master Plan for the Parliamentary Zone at Appendix T.6.

(2) Opportunities should be taken progressively to enhance the international role of Canberra as Australia's National Capital. Diplomatic representation, the establishment in Canberra of international organisations, and the holding of international events in Canberra are all encouraged as means of enhancing the National Capital's international role.

(3) 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.

(4) 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.

(5) Planning and development of the Territory beyond the Parliamentary Zone and its setting should enhance the national significance of both Canberra and the Territory.

### 1.1.3 Policies for the Parliamentary Zone and its Setting

(a) 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 formed by Commonwealth, Kings and Constitution Avenues, to provide a strong physical and functional structure which symbolises the role of Canberra as the National Capital.

(b) 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.

(c) Diplomatic activities should be established in places which are prestigious, have good access to Parliament House and other designated diplomatic precincts, and meet security requirements. They should be planned and designed to establish a distinct character and setting for each area reflecting their national and international significance.

(d) National and international associations and institutions will be encouraged to locate in Canberra, and whenever practicable the District of Canberra Central will be the preferred location for them.



Note: Additional Principles specific to the Parliamentary Zone are set out in the Master Plan for the Parliamentary Zone at Appendix T.6.

#### 1.4 Detailed Conditions of Planning, Design and Development

The following apply to the Central National Area:

(i) In the Parliamentary Zone (the area bounded by the southern edge of Lake Burley Griffin, Kings Avenue, State Circle and Commonwealth Avenue)

(a) land uses will comprise:

- Parliamentary Uses and National Capital Uses, including national legislative, judicial and executive functions, and Commonwealth cultural institutions
- such other uses, including a limited range of commercial uses and tourism facilities, as may be approved by Parliament, which will complement and enhance the function and character of the Area.

(b) development shall be guided by the principles, policies and Indicative Development Plan for the Parliamentary Zone set out in the Master Plan for the Parliamentary Zone at Appendix T.6.

(iii) Land uses will relate primarily to national functions. This should not, however, preclude the establishment of appropriate ACT Government functions, suitably located.

(iv) Consideration of commercial uses in those parts of the Designated Area that lie in the City Division will have regard to the planning effects on Civic Centre as well as on the Central National Area.

(v) Special consideration will be given to community, cultural, residential, tourism, entertainment and leisure uses which complement and enhance the function and character of the Designated Area.

(vi) Traffic capacity and traffic arrangements on major routes in the Designated Area will be planned to ensure safe and dignified access for all ceremonial occasions, and for residents, staff, tourists and visitors.

(vii) The transport system within the Designated Area will be planned and managed for volumes of traffic and parking consistent with the significance and use of the Area. Transport infrastructure should foster the use of transport systems which minimise adverse effects from vehicular traffic.

(viii) The urban design of the Area is to achieve an integrated design of the highest quality by managing building height and bulk, and by encouraging building forms and layouts on consistent building alignments which enhance the structure of Griffin's plan.

(ix) New development should seek to respect the design and character of adjacent buildings in terms of scale, colour, materials, massing and frontage alignment.

(x) Individual development proposals will be assessed on their merits in respect to sunlight penetration, amenity, pedestrian and vehicle access. No buildings taller than RL 617m will be permitted in the Designated Area, but the general building height will be 3-4 storeys except where the NCA determines otherwise.

(xi) Buildings in the Area must show an appropriate quality of architectural design consistent with their location in this area of special national concern.

(xii) Direct access to and from major roads will be permitted where practicable and not inconsistent with traffic safety requirements. The design and maintenance of all roadways and

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parking areas, including their associated landscaping, signs and lighting, will be of a consistently high quality.

(xiii) Commonwealth, Kings and Constitution Avenues, the avenues connecting the nodal points of the National Triangle, are of critical significance in delineating the geometric form of Griffin's plan. They are not only the primary movement routes, but they are powerful generators of structure and urban form. Their formal expression is paramount and is to be achieved by strong avenue planting, consistent road design, special lighting and detailing. Building heights and setbacks will be planned to ensure consistency and continuity.

(xiv) Landscaping is to enhance the visual setting of the Designated Area and integrate the buildings with their landscape setting. This will be carried out in accordance with a landscape master plan to be prepared by the NCA which particularly emphasises the following landscape themes:

- the formal and consistent landscaping of main avenues and mall spaces
- the combination of formal and informal landscaping which occurs around the lake edge and is the setting for Parliament House and its adjacent areas.

(xvi) As soon as practicable after this Plan comes into operation, building, road and landscape maintenance is to conform with Management Plans prepared by the NCA in consultation with the Department of Arts, Sport, Environment, Tourism and Territories and the ACT Government, which will consider traffic and parking operations, temporary uses and ceremonial events. The Management Plans will also establish levels of maintenance for land, water and infrastructure appropriate to the principles and policies for the Area and shall take into account the Technical and Management Guidelines for Lake Burley Griffin at Appendix J.

(xvii) Any proposal to subdivide land within the Central National Area will require the approval of the NCA.

## **10. Heritage**

### **10.2 Principle for Heritage**

The Territory's natural and cultural heritage should be identified, preserved, protected and conserved in accordance with internationally accepted principles, and in order to enhance the character of Canberra and the Territory as the National Capital.

### **10.3 Policies for Heritage**

(a) Planning and development should give due protection to any natural or cultural heritage place in the ACT included on the Register of the National Estate and/or heritage register of the ACT Government.

(b) Within Designated Areas the NCA will require Conservation Plans for listed heritage places. The Conservation Plans for cultural heritage sites will follow the principles of the Australia ICOMOS Guidelines for the Conservation of Places of Cultural Significance (Burra Charter).

(c) Planning policies and the applicable development conditions should conform with the requirements of any such Conservation Plan.

## Appendix T.6

### Master plan for the Parliamentary Zone

#### Preamble

The Walter Burley Griffin Plan for Canberra was structured on two organising lines – the Land Axis and the Water Axis – and on the great triangle, aligned on the mountains, which created the basic circulation system connecting the government centre south of the lake to urban centres north of the lake. Griffin’s plan for Canberra symbolised democracy and was designed to reflect the values of an emerging nation.

In 1998 the Commonwealth Government announced that the National Capital Authority would undertake a strategic review of the Parliamentary Zone and initiate the development of a master plan for that area.

The review of the Zone, as a focal point in the Griffin plan, was aimed at refreshing and promulgating the historical visions for the Zone. The review also focused on finding an innovative and practical means of translating a new vision into reality.

The NCA carried out the Review with the assistance of a Parliamentary Zone Advisory Panel. The Panel was required to advise on the review process and on the future management of the Zone. The work was completed by the NCA and published in 2000 as *The Parliamentary Zone Review Outcomes*. Amendment of the National Capital Plan will give a statutory basis to the policy outcomes of the Review.

Key results from the *Outcomes* report are incorporated in the master plan as the first step towards a contemporary formal Commonwealth Government statement about the physical, and cultural development and management of the centrepiece of the National Capital.

This master plan is intended to guide decisions relating to development, cultural and physical planning and management within the Parliamentary Zone. It is intended to be a “living” document and, where necessary, subject to successive amendment and further studies as the key outcomes are implemented incrementally.

In its present form, this master plan comprises:

- A statement of principles;
- A statement of objectives and intentions;
- Statements of policy relating to the formation of campuses, land use and development, roads and traffic, pedestrian pathways, orientation and interpretation and tree planting; and
- An indicative development plan.

This master plan should be read in conjunction with relevant principles and policies set out elsewhere in this Plan (refer particularly to 1.1 of the Plan) and with relevant Conservation Master Plans.

#### Statement of Principles

The Parliamentary Zone will be given meaning as *the place of the people*, accessible to all Australians so that they can more fully understand and appreciate the collective experience and rich diversity of this country.

To do this, *the place of the people* must reflect:

- The political and cultural role of Australia’s Capital;
- Federation and Australian democracy;
- The achievements of individual Australians in all areas of endeavour;

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- The diversity of Australia, its peoples, natural environments, cultures and heritage; and
  - The unique qualities of Australian creativity and craftsmanship.

*The place of the people* must have:

- A sense of scale, dignity and openness;
- A cohesive and comprehensible layout;
- A large forum for public ceremony and debate;
- Intimate, enjoyable spaces for individuals and groups;
- A dynamic program of national, state and regional events; and
- Public facilities that are accessible and affordable.

### Statement of Objectives And Intentions

To realise the Parliamentary Zone as the place of the people it will be important 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 policies for the future.

For each of these objectives, stated intentions that will guide all developmental and cultural and physical planning and management are as follows:

Objective	Intention
<i>Balance politics and culture</i>	<ul style="list-style-type: none"> <li>• locate national cultural institutions and key government agencies in the place of the people</li> <li>• facilitate the staging of cultural and political events, activities and ceremonies</li> <li>• provide opportunities to recognise Australian endeavour</li> </ul>
<i>Welcome people</i>	<ul style="list-style-type: none"> <li>• encourage the diverse population of Australia to visit</li> <li>• provide spaces that are pleasant and sheltered</li> <li>• improve the level of amenity and engender vitality (cafes, events, picnic spaces, etc)</li> <li>• establish a program of appropriate events and activities in quality venues</li> <li>• provide visitor-friendly public transport and car parking</li> <li>• discourage through-traffic and encourage pedestrians and cyclists</li> <li>• make it easy for people to find their destination</li> </ul>
<i>Celebrate Australian history and society</i>	<ul style="list-style-type: none"> <li>• create ceremonial and community events that reflect our nation's history, spirit and aspirations</li> <li>• recognise the rich history and contribution of the Indigenous Australian people and of our multicultural society</li> <li>• provide opportunities for people to interpret the role of government,</li> </ul>

Objective	Intention
	<p>the history of our nation and Australian achievement</p> <ul style="list-style-type: none"> <li>• foster a sense of affinity and attachment to the National Capital</li> <li>• conserve the unique heritage of the Parliamentary Zone for future generations</li> </ul>
<i>Represent Australian excellence</i>	<ul style="list-style-type: none"> <li>• encourage the exemplary use of Australian innovation, creativity and diversity</li> <li>• use Australian materials and craftsmanship</li> <li>• demonstrate sustainable management practices</li> <li>• adopt best practice design and building procurement</li> </ul>
<i>Emphasise the importance of the public realm</i>	<ul style="list-style-type: none"> <li>• encourage pedestrian activity</li> <li>• improve the amenity of the open spaces</li> <li>• establish a variety of public spaces that will support a range of activities</li> <li>• establish a hierarchy of public spaces with the Land Axis as the principal space</li> <li>• create a major focus for public representation</li> <li>• provide good signage and interpretative systems</li> </ul>
<i>Make access easy and open</i>	<ul style="list-style-type: none"> <li>• provide a comprehensive system of paths, cycleways and roads</li> <li>• make public spaces safe</li> <li>• ensure that design is barrier free</li> <li>• improve public transport</li> <li>• locate car parks where they are central, safe and secure</li> <li>• establish well signed, convenient routes to major destinations</li> <li>• clearly identify the front entries to buildings</li> </ul>
<i>Reinforce the integrity of the visual structure</i>	<ul style="list-style-type: none"> <li>• maintain the integrity and prominence of the Land Axis</li> <li>• symbolically recognise the intersection of the Land Axis and Water Axis</li> <li>• emphasise Commonwealth and Kings Avenues as landscape edges</li> <li>• align buildings normal to the Land Axis and Water Axis and to Griffin's proposed terraces</li> <li>• enhance the existing character and quality of the landscape</li> <li>• use lighting to emphasise the organisational structure, buildings and other special features</li> <li>• plant trees to reflect seasonal changes</li> </ul>
<i>Strengthen the relationship between buildings and landscape</i>	<ul style="list-style-type: none"> <li>• provide ordered settings and relate buildings of similar functions, using the existing buildings as the focus</li> <li>• locate a central court for each development group</li> <li>• provide clear address and identity for all buildings from the central court</li> <li>• align buildings normal to the Land Axis and Water Axis</li> <li>• establish vistas from the Land Axis to the central development</li> </ul>



Objective	Intention
<p><i>Create a variety of urban spaces</i></p>	<p>courts</p> <ul style="list-style-type: none"> <li>• enhance seasonal, day and night landscape settings for buildings</li> <li>• establish a sequence of spaces that range from the Land Axis to the development courts</li> <li>• provide a major focus for public representation and gatherings of national interest</li> <li>• create spaces that will support vibrant activities of discovery and others for reflection or quiet enjoyment</li> <li>• link buildings and places with a legible road and pathway network</li> </ul>
<p><i>Establish comprehensive design management policies for the future</i></p>	<ul style="list-style-type: none"> <li>• reserve sites for new buildings</li> <li>• plan for a mix of appropriate future functions and land uses</li> <li>• establish a viable financial framework for development and management</li> <li>• provide a defined role for private capital, patronage and sponsorship</li> <li>• develop sustainable environmental management practices</li> <li>• conserve the unique heritage of the Parliamentary Zone for future generations</li> </ul>

## Statements of Policy

### *Formation of campuses*

Identifiable precincts, or campuses, should be created to provide a sensible and flexible rationale for the location of new buildings, public spaces, commemorative works and even some events.

Essentially, the policy is to use the existing buildings as 'anchors' for new development that has a compatible function. For example, a new government agency could be sited adjacent to either the John Gorton or Treasury buildings, while a new visual arts building could be located near the National Gallery of Australia. Similarly, any planned extensions to Parliament would be ideally placed on what was Camp Hill between the Old and New Houses of Parliament.

While the existing buildings will determine the character of the functions and uses for each campus, a court, plaza or garden should provide the focus to their layout. Each building in the campus, existing and new, should have a pedestrian entry fronting the court, and the courts themselves should be developed so that they encourage people to use them for informal lunch time sports, or for celebrations or perhaps protests.

The existing buildings will also influence the architectural and landscape character for each of the campuses. Urban design guidelines addressing aspects such as form, materials, scale and footprint should ensure that successive development contributes to the integrity of the campus. Gradually this will break the Zone into distinguishable precincts, which in turn will make the Zone more visitor-friendly.

To ensure that people can move easily between the campuses, the campuses will be connected by paths and vistas created from one central court to the other. To ensure that people can orientate themselves in the Zone, view corridors from the courts to the Lake or Parliament House will also be established.

Five campuses are to be formed in the Zone, with Parliament House as a sixth, as follows:

- 'Parliamentary Executive' campus, centred on Old Parliament House;
- 'Treasury' campus around that building;
- 'John Gorton' campus around that building;
- 'Humanities and Science' campus, built around the National Library of Australia and the National Science and Technology Centre; and
- 'Arts and Civic' campus built around the National Gallery of Australia and the High Court of Australia.

### ***Land Use and Development***

For the place of the people to remain relevant, a balance should be maintained between the working political functions of the seat of Government and the national cultural institutions. Major shifts in this balance would make the Parliamentary Zone into either a theme park of attractions, or an office environment devoid of people outside of working hours.

Permissible land uses include parliamentary uses, appropriate National Capital uses and other uses that enhance the function and character of the area. This can include limited commercial and tourism facilities that support the objectives for the Zone.

In recognition of an anticipated 50-year timeframe for future developments including buildings, landscapes and associated works, a number of sites within the Zone should be reserved for future use in four main categories:

- Seat of Government - Commonwealth Parliament of Australia;
- Seat of Government - Agencies of the Commonwealth of Australia;
- National (cultural) institutions; and
- Facilities and amenities for the public.

In the event that Parliament House needs to expand to accommodate growth in its working population, expansion should be directed into the two existing car parks located either side of Federation Mall between East Block and West Block. Buildings should be three storeys in addition to multi-level basement car parking.

Future growth of government agency functions should be directed into the campuses located around the Treasury and John Gorton buildings. Because they are near the centre of the Zone and house large worker populations, these two campuses should also be the locations for low-scale structured car parks. The car parks may additionally house future shuttle bus services, as well as limited retail amenities such as dry cleaners, newsagents and flower shops.

Any future expansion of the National Gallery of Australia and the National Archives of Australia should occur on sites adjacent to the present locations of these national institutions.

Any long-term requirements for new cultural institutions should also be accommodated in the proposed campuses. There are ample new building sites (many currently used for surface parking) associated with the Arts and Civic campus and the Humanities and Science campus.

The site to the west of the Land Axis and north of Enid Lyons Street (currently an informal car park) is the highest profile remaining site available for a new building in the place of the people. This site should be reserved for a significant national building, such as a National Theatre and Concert Hall.

King Edward Terrace should develop a 'mainstream character' over time with intersection changes, additional pedestrian crossings, broader paths and more consistent avenue planting. To reinforce this character, concessions and convenient services for the public should be provided along the Terrace.

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Finally, the new focus of public activities in the place of the people – the area adjoining the south side of Parkes Place on the lake edge, and centred on the Land Axis, should provide amenities and facilities such as restaurants, coffee shops, and exhibitions for the public.

### ***Roads and Traffic***

Traffic is an important issue in the Parliamentary Zone. Commonwealth and Kings Avenues are major traffic routes connecting the north and south of Canberra and both carry large volumes of peak hour traffic. More importantly, 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.

A disproportionate amount of through-traffic uses King Edward Terrace and as a consequence there are a number of traffic and pedestrian safety problems. These problems include the speed at which traffic moves along King Edward Terrace, the proximity of a number of intersections, the lack of pedestrian crossing points, and poor visibility at intersections and at existing pedestrian crossings. The mix between cars and the large number of commercial vehicles, especially trucks, which use King Edward Terrace, heightens these problems.

To assist in ameliorating some of the traffic problems, a number of improvements to the road layout and design should 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. In this way Commonwealth and Kings Avenues will be distinguished as the primary access roads, King Edward and King George Terraces as secondary address roads and Parkes Place, Queen Victoria Terrace and Federation Mall as the tertiary distributors. The lanes within the campuses that lead to building entries or to car parks should be developed as shared zones for pedestrians and cars;
- Changing King Edward Terrace from a thoroughfare to a main street. This can be achieved by creating 'T' intersections and traffic lights at its junctions with Commonwealth and Kings Avenues, by rationalising the number of entry points to the campuses and by adding pedestrian crossing points to provide continuity in the path system. With the exception of service vehicles and tourist coaches, a load limit should also be considered as a traffic calming and safety measure; and
- 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.

### ***Pedestrian Pathways***

Direct, sheltered paths connecting major destinations will substantially improve the public realm of the Parliamentary Zone. Encouraging people to leave their cars in one destination and to explore the attractions of the Zone as pedestrians will add to the vibrancy and life of the place of the people.

A legible and consistent path system, connecting all the parts of the place of the people, will be gradually introduced progressively.

The first paths to be installed should be in the northern part of the Zone, linking King Edward Terrace and the lake. Linking with the pathways that now terminate at the northern edge of Parkes Place, the new paths should run down each side of the open space that forms the Land Axis

to the lake. Pedestrian crossings are to be provided on King Edward Terrace along these paths at appropriate points to afford a safe pedestrian environment.

In the vicinity of Old Parliament House, the existing perimeter roads should be upgraded through the use of extended paving to enhance pedestrian movement but in a manner that has regard to the conservation values of the historic setting of the building and still capable of meeting the functional requirements of the building. This would give the building an appropriate, dignified setting and create a generous new pedestrian environment where currently only narrow footpaths and roads exist. To further connect Old Parliament House with the other parts of the Zone, some form of secondary entry should be created at the rear of the building facing Parliament House.

In association with the paths, cycle access for both commuter and recreational cyclists will be provided. The cycleway network should be linked to the existing system, encouraging access and especially cycling around the lake. All major attractions should be similarly connected, and secure facilities for cycle storage should be installed at these locations.

### ***Orientation and Interpretation***

Good orientation and interpretation will help to create a positive first impression and an enjoyable experience for people visiting the place of the people and assist their understanding about the National Capital.

A hierarchical signage system that would assist people in finding their way around the Parliamentary Zone and reinforce it as a special area is to be produced. The system should include:

- identification signs that relate to street entrances of the key national institutions and public places;
- secondary signs that relate to the public entrances of the buildings;
- directional signs for traffic and pedestrians to indicate the routes to buildings and other destinations;
- information signs on services for pedestrians and tourists; and
- interpretative signs providing information about places, events and venues.

This system should ensure continuity in the form of the sign, consistency in message content and easy updating and extension.

Interpretative signs are to be included at commemorative and dedication points and at the entrances to gardens, places and venues. These signs should provide brief notes on the historical background, cultural significance and importance of these places.

### ***Tree Planting***

Tree planting is fundamental to the enduring design concept of Canberra and to the character and structure of the place of the people. It is the formal tree planting that reflects the ground pattern of roads and formal spaces and establishes their character and beauty. New planting should be introduced and existing planting strengthened and conserved to attract native birdlife and create shelter, scale, interest and a special character to each of the campuses.

The Land Axis and Commonwealth and Kings Avenues are important elements in making the Parliamentary Zone legible. To maintain the definition of the geometry of the Zone, there must be a long-term strategy for the replacement of trees.

With its central location, length, width and the stark contrast between the turf and the eucalypts, the Land Axis has a powerful presence in the place of the people. Unfortunately the health and vigour of the trees along the Axis varies considerably and in some areas, especially toward the

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lake, trees are missing. Trees should be replaced and the planting extended where appropriate to preserve the visual strength of the Land Axis.

The tree planting on Commonwealth and Kings Avenues reflects different attitudes to avenue planting over the generations. There is an assortment of native, coniferous and deciduous species that requires rationalisation. The Chinese Elms (*Ulmus chinensis*) which were planted for quick effect are now compromising the growth of the English Elms (*Ulmus procera*). Their progressive removal should be continued. The original design intent of the avenue planting - to provide a backdrop of coniferous evergreen trees contrasting with the deciduous trees at the street edge - made the avenues legible in the broader landscape and distinctive throughout the seasons. A consistent approach to replacement tree planting should be undertaken to reinstate this intent.

There are other formal spaces that reflect Walter Burley Griffin's plan with its terracing, and the 1920s road layout. These spaces and streets, which include Parkes Place and Queen Victoria, King George and King Edward Terraces, create a series of important cross axes and lateral spaces. The trees that establish these spaces are a mixture of exotic evergreen and deciduous species.

A consistent approach to replacement planting should be adopted to conserve the clarity and character of these spaces. For example, red autumn foliage along the avenues, with accents of yellow at intersection points, will help to define special routes and places of interest. The brighter foliage of deciduous trees will also emphasise the major groupings of buildings and offer sun and shade control at various times of the year.

The East-West Promenade between the National Gallery of Australia and the National Library of Australia will create a major new lateral space. Here, tree planting should be used to identify this as a new cross axis mimicking the older tree planting of the avenues.

### **Indicative development plan**

The Indicative Development Plan (Figure 77) indicates how growth and development (in accordance with the principles, objectives, intentions and policies set out in this master plan) is intended to look in the long term. The Indicative Development Plan should be used to guide all future planning and development in the Parliamentary Zone.