

# Commencement Column Monument

## Heritage Management Plan

Report prepared for the National Capital Authority

June 2016



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## Report Register



The following report register documents the development and issue of the report entitled Commencement Column Monument—Heritage Management Plan, undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

Job No.	Issue No.	Notes/Description	Issue Date
14-0330	1	Draft 1 HMP (Volumes 1 and 2) issued to the NCA	5 November 2014
14-0330	2	Draft 2 HMP (Volume 1) re issued to the NCA for NCA Board Approval	27 November 2014
14-0330	3	Draft 3 HMP (Volume 1 and 2) re issued to the NCA for Public Consultation	19 January 2015
14-0330	4	Draft 4 HMP (Volume 1) re issued to the NCA for final NCA Board Approval	29 May 2015
14-0330	5	Final Draft Report HMP (Volume 1 and 2) issued to the NCA for Department of the Environment Approval	25 August 2015
14-0330	6	Final HMP (Volume 1 and 2) issued to the NCA	20 June 2016

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The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

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## Executive Summary

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The Commencement Column Monument is located on Federation Mall, in Parkes, ACT. The Monument is a significant commemorative structure associated with the selection, foundation and naming of Canberra as the National Capital. The Monument consists of three foundation stones set in a stone hexagonal base with a tapered capped top.

The Monument was originally installed as a part of the ceremony of the laying of the foundation stones for the Federal Capital on 12 March 1913. The three foundation stones of the city were laid by Governor-General, Lord Denham; the Prime Minister, Andrew Fisher; and the Minister of Home Affairs, King O'Malley. The original symbolic design for the Monument was for a large obelisk column to sit upon another layer of stones that had been brought from the six corners of the Empire. This column design never eventuated due to the onset of World War I and changing priorities for development in the city, but the Monument continues to be referred to as the 'Commencement Column'.

The Monument was boarded up to protect it from vandalism after its initial installation. Over the following decades the status and condition of the Monument caused much debate and discussion but it was not until the 1950s when the boarding was removed and the Monument was 'capped' to make the structure more complete.

The Monument was removed from its original position in 1981 to make way for the construction of Parliament House. It was relocated to its current position on Walter Burley Griffin's central land axis in 1988, 75 years after the foundation ceremony. Bronze plaques were added to the Monument to mark the event.

The Monument is occasionally the focus at Canberra Day celebrations for the commemoration of the foundation of the National Capital. In particular it was the focus of the Centenary celebrations on Canberra Day 2013.

This Heritage Management Plan (HMP) for the Commencement Column Monument establishes the importance of the structure. It is a place of Commonwealth Heritage value and contributes to the rich historic heritage of Canberra as the National Capital. The HMP provides the National Capital Authority (NCA) with direction for the management, conservation and interpretation of the Monument's heritage values.

The heritage values of the Monument have been identified and updated in this HMP and they need to be understood, celebrated and continue to be cared for by the NCA, stakeholders and visitors alike.

In addition to outlining the historic and physical context of the Monument, the HMP provides a revised assessment of the Commonwealth Heritage values. The constraints and opportunities that arise from the Monument's heritage values, its condition and its conservation needs are also included in the HMP.

The key conservation and management issues for the Monument include:

- recognition and interpretation of its significance and symbolism; and
- conservation and maintenance of the fabric;

- continued management of the site to conserve and interpret the values; and
- understanding and working to the statutory obligations relating to the site.

The key conservation policies to address these issues include the need to:

- recognise the heritage values of the Commencement Column Monument identified in this HMP;
- retain and conserve the Commencement Column Monument in situ;
- undertake conservation and maintenance works set out in Volume 2 of this HMP; and
- provide interpretation for the Commencement Column Monument.

To identify and address the specific conservation and maintenance needs of the Monument, Volume 2—Conservation Works, Treatment Recommendations and Maintenance Works Schedules provides a clear direction for the NCA to conserve the structure and ensure the values of the Monument are conserved appropriately for future generations.



## 1.0 Introduction

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### 1.1 Background

The National Capital Authority (NCA) commissioned GML Heritage (GML) in September 2014 to prepare a Heritage Management Plan (HMP) for the Commencement Column Monument.

The Monument consists of three foundation stones that were laid on 12 March 1913 as a part of the official ceremony that named Canberra and designated the area for the National Capital of Australia. Original plans for a large obelisk to be erected on top of the foundation stones never eventuated due to the onset of World War I. The top of the monument was 'capped' in the 1950s and the stones were relocated to their current location in 1988 to make way for the construction of Australian Parliament House (referred to as APH or Parliament House). The Monument has remained in this location and in this form since 1988, commemorating the official selection, foundation and naming of Canberra as the National Capital.

The heritage values of the Monument are recognised through its inclusion in the Commonwealth Heritage List (CHL). As a Commonwealth Heritage listed place, the NCA is obliged under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) to prepare a HMP to appropriately conserve, present and manage the Commonwealth Heritage values of the Monument.

This HMP is consistent with the regulations of the EPBC Act; particularly Schedule 7A management plans for Commonwealth Heritage places. It is divided into two volumes: Volume 1 provides the management planning document and Volume 2 includes a 'Condition Assessment, Treatment Recommendations and a Maintenance Works Schedule' for the Monument to guide the NCA's continued program of conservation and maintenance.

### 1.2 Site Identification

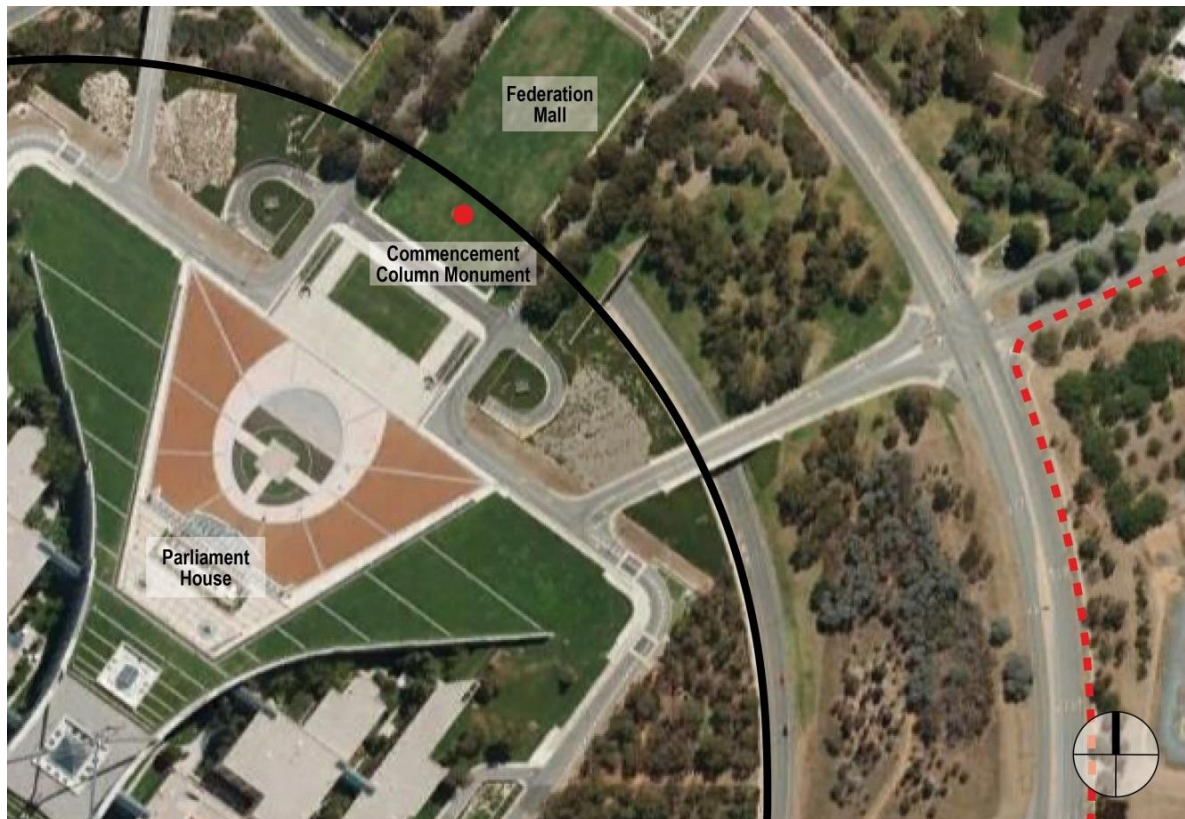
The Commencement Column Monument is located on Federation Mall, City Hill, Parkes, ACT. Originally installed on Kurrajong (now Capital) Hill, the Monument was moved to its current location on the footbridge between Parliament House and Old Parliament House (OPH) in 1988.

The Monument sits within the Parliamentary Zone, a key-hole shaped area of land within the National Triangle. Canberra's National Triangle is defined by apex points on the Parliament House site, City Hill and Russell (Refer Figure 1.1). The Monument is also located within the boundary of the precincts of the Parliament, this and the management boundary of the site is shown in Figure 1.2. Context diagrams showing the Designated Areas and the Central National Area managed by the NCA and the CHL boundary for the Parliament House Vista are shown in Figures 1.3 and 1.4.

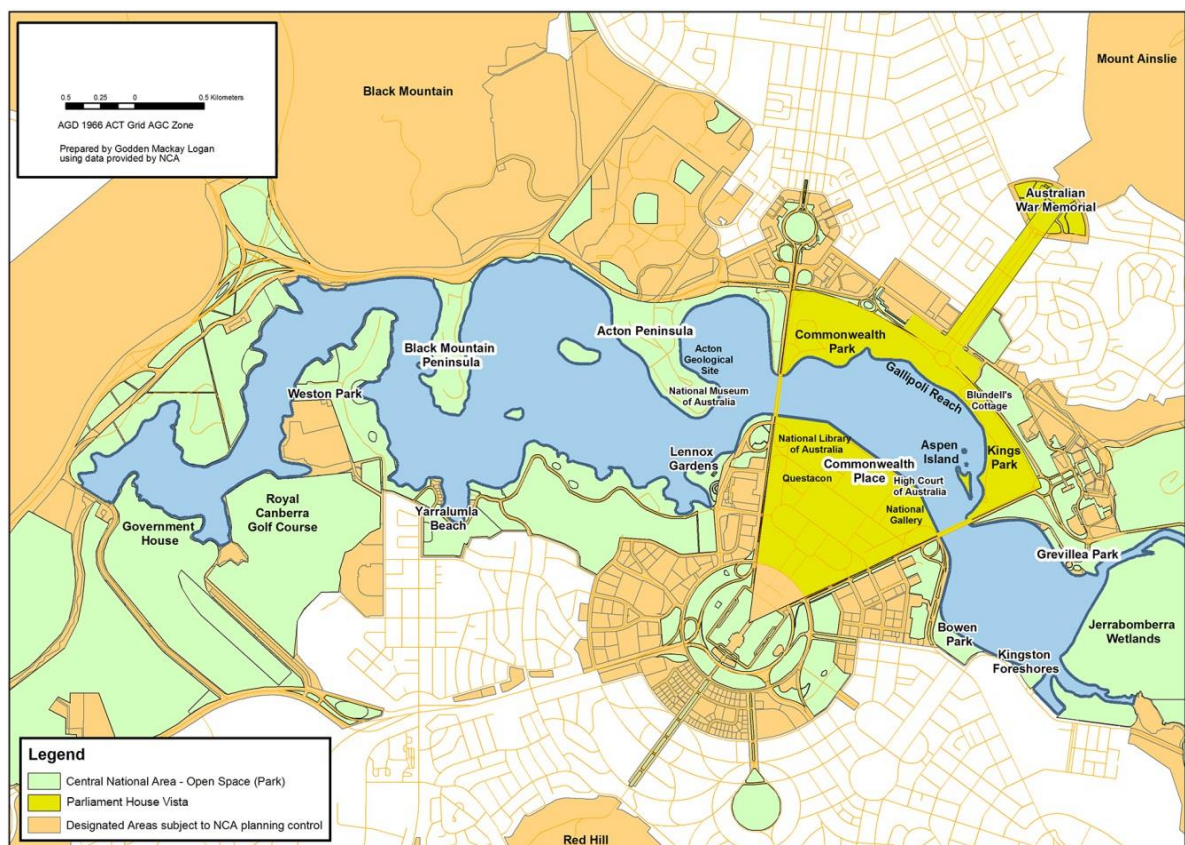


**Figure 1.1** Site location showing the location of the Commencement Column Monument within the Parliamentary Precinct (outlined in black), Parliamentary Zone (outlined in red) and the National Triangle (outlined in white). (Source: Google base map with GML edits, 2014).



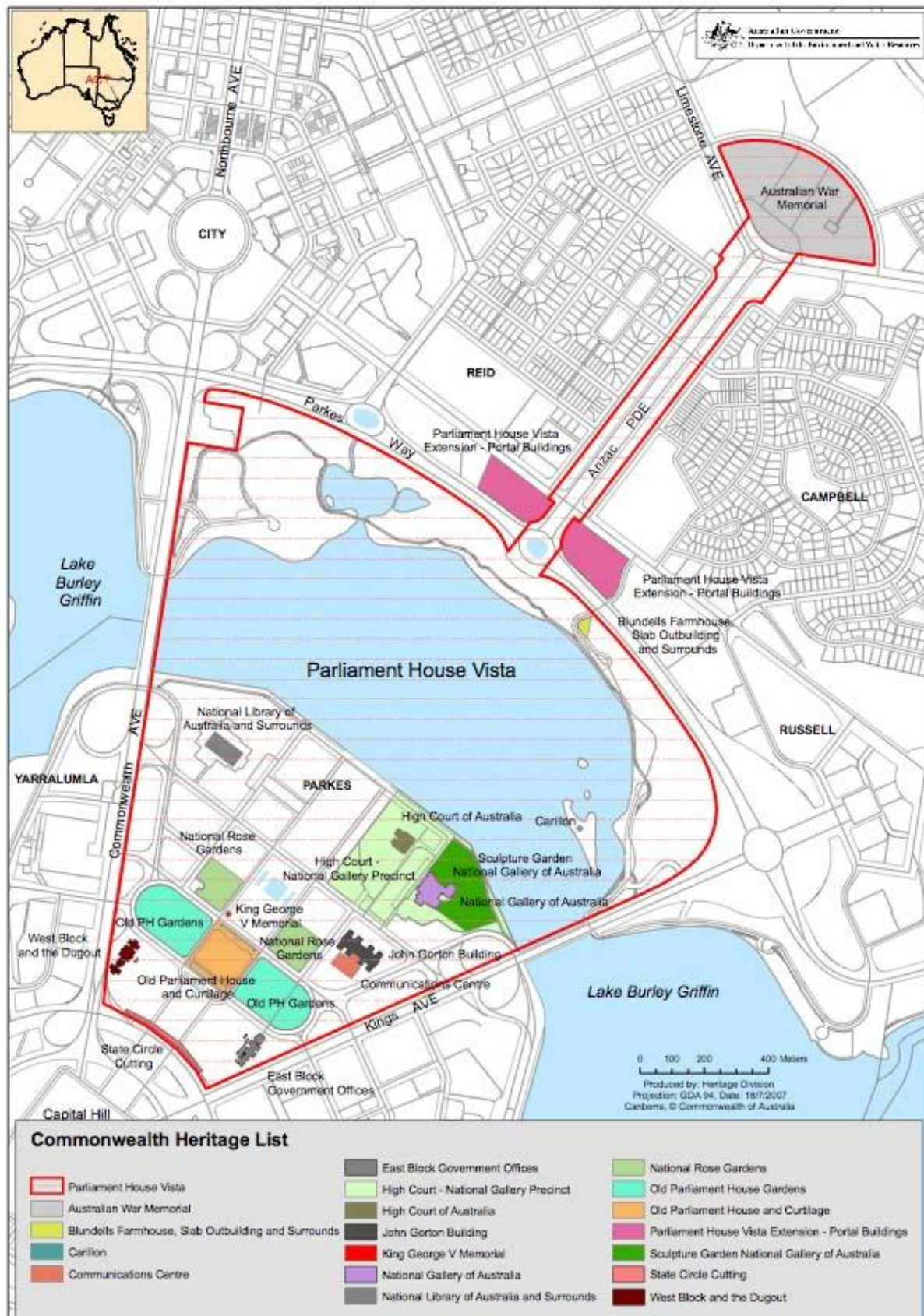


**Figure 1.2** Location of the Commencement Column Monument, within the Parliamentary Precinct, (outlined in black) in the Parliamentary Zone (partly outlined with the red dash line). (Source: Google base plan with GML edits, 2014).



**Figure 1.3** Context diagram showing NCA Designated Areas, Central National Area and the Parliament House Vista. (Source: 2014 updated version of GML of Lake Burley Griffin Heritage Assessment 2010, Figure 2.16).





**Figure 1.4** Context Diagram: The official CHL boundary of the Parliament House Vista, and Commonwealth Heritage Listed items within the boundary. (Source: Department of Environment, Water, Heritage and the Arts (currently the Department of the Environment)).

## 1.3 Legislative Context

### 1.3.1 Legislative Framework—Commonwealth and National Heritage Lists

The 2004 amendments to the EPBC Act were established in part to protect and conserve places of significant natural or cultural heritage value which are owned or controlled by the Commonwealth. The CHL was created under the amendments and as a statutory list recognises places of heritage value which are owned or controlled by the Commonwealth Government.

The Commencement Column Monument is included in the CHL and is therefore subject to the provisions of the EPBC Act. It is also a component of the Parliament House Vista, a conservation area included in the CHL.

The amendments to the EPBC Act also facilitated the establishment of the National Heritage List (NHL). Places identified with outstanding heritage values for the nation as a whole are eligible for inclusion in the NHL. National Heritage places may be owned or controlled under any jurisdiction. At this stage, the Monument has not been identified as a place of National Heritage value. However, the central areas of Canberra are currently being examined for National Heritage values as a part of a NHL nomination based on their role in the National Capital.

### 1.3.2 Management Context

The EPBC Act requires that places with Commonwealth Heritage values be managed according to the policies contained in a management plan prepared specifically for that place. This HMP has been prepared in accordance with the EPBC Act—Section 341S and Regulation 10.03B, Schedule 7A. Schedule 7A and a table outlining how this HMP complies are included in Appendix B.

The purpose of this HMP is to provide a framework for the effective management of the Commonwealth Heritage values of the Monument. It guides the NCA—as the managers of the Monument and surrounding area—in the conservation, protection and presentation of the heritage values of the site by providing them with an understanding of the values and guidelines and policies to retain and conserve them.

Section 341Y of the EPBC Act also requires Commonwealth Heritage places to be managed in accordance with the Commonwealth Heritage management principles, which encourages identification, conservation and presentation of a place's heritage values through applying the best available skills, knowledge, community involvement and cooperation between various levels of government. The principles are set out in Schedule 7B of the EPBC Act Regulations; a table outlining how this HMP complies with the principles is included in Appendix B.

The NCA's Heritage Strategy (2011) is the overarching corporate strategy for managing the agency's responsibilities under the EPBC Act—it outlines the Commonwealth agency requirements and approach for the management of Commonwealth and National Heritage places under the EPBC Act. Section 5.0 elaborates on the NCA's statutory obligations, including the National Capital Plan.

## 1.4 Heritage Status

The Commencement Column Monument is listed for its heritage values on several heritage registers, including the following:

- **CHL:** *Commencement Column Monument, Federation Mall, Capital Hill, ACT, Australia* (Place ID 105347). The Monument was entered on the Commonwealth Government's CHL

on 22 June 2004, and as such has statutory protection under the EPBC Act. The CHL citation is included at Appendix A.

- **Register of the National Estate (RNE):** *Commencement Column Monument, Federation Mall, Capital Hill, ACT, Australia* (Place ID 18028). The Monument was registered on the RNE on 22 June 1993. The RNE ceased to have statutory effect in February 2012 and the RNE listing does not provide direct legal protection or prescriptive requirements for management. The RNE is retained by the Commonwealth as an archival database of places. The RNE citation matches the CHL citation.
- **National Trust of Australia (ACT) Register of Significant Places** is not a statutory listing. The *Foundation Stones of the Commencement Column* were classified 16 November 1989, meaning that the Trust's heritage committee (a group of professionals volunteering their expertise to the organisation) had investigated potential heritage values of the monument and conferred the highest level of public community recognition.
- **NCA Heritage Register:** *Commencement Column Monument, Federation Mall, Capital Hill, ACT*. The NCA has developed a Heritage Register to meet its obligations under the EPBC Act. It is a register of places with Commonwealth Heritage value under the NCA's management.

## 1.5 Relevant Documentation

No previous management plans or conservation documents have been written for the Monument. As much information as possible has been gleaned from: the NCA's files on the Monument, primary and secondary sources, and other more readily available documentation. The gathered data assisted with the development of this HMP, to confirm the heritage values of the site and determine the suitable management policies for conserving them. A full bibliography has been provided at Appendix C.

The Parliament House Vista Area HMP, 2010, report prepared by D Marshall et al, for the NCA mentions the Monument and has been referred to in the development of this report to ensure consistency in conservation and management policies.

All information drawn from previous academic, consulting work and other sources has been referenced. All photographs of the site were taken by the GML Heritage project team during a site visit in September 2014, unless otherwise noted.

## 1.6 Methodology, Report Structure and Terminology

### 1.6.1 Report Methodology

In the early preparation of this HMP, all available background information was reviewed including historic documents, the NCA files and current heritage listings. Consultation was undertaken with the NCA's Cultural Heritage Manager to gain an understanding of the management and operational requirements of the site.

A site inspection was undertaken by GML Heritage in September 2014 to verify, update and confirm the heritage values. The site inspection included a visual assessment of the condition of the Monument and its setting to ascertain any requirements for recommended conservation and treatment works.

The structure and content of the HMP has been formulated to assist those responsible for the ownership, ongoing management and forward planning of the site. The individual sections of the report are outlined below with a brief description of their content.

The HMP has been prepared in accordance with the EPBC Act and the *Australian ICOMOS Charter for Places of Cultural Significance 2013* (the Burra Charter). The Burra Charter outlines a nationally recognised process of conservation principles and processes which are closely allied to the Commonwealth Heritage principles.

### 1.6.2 Report Structure

The sections of the report are outlined below with a brief description of their content.

**Table 1.1** Outline structure of Commencement Column Monument HMP

#### **Volume 1— Commencement Column Monument HMP**

**Executive Summary:** provides an outline overview of the HMP findings and recommendations.

**Section 1.0—Introduction:** provides a background to the HMP, location and the heritage status of the Commencement Column Monument.

**Section 2.0—Understanding the Place—Historical Context:** provides a summary history of the Commencement Column Monument.

**Section 3.0—Understanding the Place—Physical Context:** provides a description of the location and of the physical elements of the Commencement Column Monument and a comparative analysis of other similar sites in Canberra and Australia.

**Section 4.0—Understanding the Heritage Values:** provides a statement of the existing official CHL values with a revised assessment and validation of these values. The condition of the heritage values is described and defined.

**Section 5.0—Constraints and Opportunities:** provides the issues arising from the significance of the Monument and for the management of the place.

**Section 6.0—Conservation Policies, Actions and Implementation:** The heritage values of the Commencement Column Monument; constraints and opportunities; and management needs are distilled into policies with defined actions and an implementation strategy.

#### **Section 7.0—Appendices**

Appendix A—CHL Citation for the Commencement Column Monument

Appendix B—Compliance Table for Schedules 7A and 7B of the EPBC Act Regulations

Appendix C—Bibliography

#### **Volume 2—Conservation Works, Treatment Recommendations and Maintenance Works Schedule**

This volume provides a condition assessment, treatment recommendations, conservation works and schedules to identify, prioritise and guide essential and ongoing maintenance for the Commencement Column Monument.

### 1.6.3 Terminology

The Commencement Column Monument has been referred to by numerous different names since it was first erected in 1913. Various historical documents have referred to it as the Foundation Stone of the Commencement Column, Foundation Column of the Federal Capital City, Commencement Stone, Commencement Commemoration Stone, the Commemoration Stone and the Commencement Stone.

The Monument is also known colloquially as the 'Foundation Stones' but should not be confused with 'The Foundation Stone' located on the terrace of the Parliament House public cafeteria. This

stone was laid by Prince Edward on 21 June 1920 at Capital Hill and was intended to form the central stone of Griffin's grand Capitol Building that never eventuated.

For consistency in this HMP the site is referred to as the Commonwealth Heritage listing identifier—the Commencement Column Monument or the Monument.

#### **1.6.4 List of Abbreviations**

APH	Australian Parliament House
CHL	Commonwealth Heritage List
CMP	Conservation Management Plan
DPS	Department of Parliamentary Services
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i> (Cwlth)
GML	GML Heritage
HMP	Heritage Management Plan
NCA	National Capital Authority
RNE	Register of the National Estate

### **1.7 Consultation**

For the development of this HMP, Dr Anna Wong, Cultural Heritage Manager, NCA (with key responsibility for management of the Monument) was consulted to gain an understanding of the management framework and issues regarding the current maintenance and conservation of it.

The Department of Parliamentary Services (DPS) was also contacted to determine any current maintenance or conservation tasks in place. While there are no maintenance or conservation practices in place, there is currently a Conservation Management Plan (CMP) being written for the Parliamentary Precinct that will address the Monument. DPS asked that they be recognised as a stakeholder for the management of the Commencement Column Monument.

### **1.8 Limitations**

Indigenous consultation and identification of any Indigenous heritage values associated with the Monument have not been undertaken for this HMP. GML have previously (2013) undertaken consultation and assessment of the nearby King George V Memorial and reference has been made to the Indigenous histories of the area as was outlined for that project. Reference to these histories has been made in Section 2.0 to provide the necessary context for the development of the site.

### **1.9 Authorship**

This report has been written by Bethany Lance, Heritage Consultant and Stephanie Lax, Research Assistant, GML. The report content of both Volumes 1 and 2 has been guided and reviewed by Rachel Jackson, Senior Associate, GML.

Volume 2—Conservation Works, Treatment Recommendations and Maintenance Works Schedule was developed by Gillian Mitchell of Conservation Works Pty Ltd, sub-consultant to GML.

### **1.10 Acknowledgements**

GML would like to acknowledge the assistance of Dr Anna Wong, Cultural Heritage Manager, NCA in the development of this HMP.



## 2.0 Understanding the Place—Historical Context

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### 2.1 Introduction

This section provides a historical overview of the Commencement Column Monument in the wider context of the early settlement and development of Canberra. It also covers the proposed design, initial installation and relocation of the Monument.

This summary history informs the statement of significance and conservation policies and further defines the Monument as a significant physical marker and symbolic element of Canberra as the nation's capital.

### 2.2 Background History

#### 2.2.1 Ngunnawal Country

The Monument is on traditional lands held by the Ngunnawal people for thousands of years. Their descendants continue to live in Canberra and the surrounding region.

Before European settlement, Aboriginal people occupied the hills and plains of the Molonglo Valley. They lived a nomadic hunter-gatherer lifestyle, setting up shelter and camps as they travelled in response to availability of natural resources.<sup>1</sup> A total of over 200 camp sites have been located in the ACT and many artefacts recovered within the immediate area of Lake Burley Griffin.<sup>2</sup> The historical record gives some indication of the activities of Aboriginal people in the general area of the Monument, including ceremonies and camps.<sup>3</sup>

The Aboriginal people were displaced from their land following European settlement of the area and their numbers dwindled dramatically, possibly associated with a smallpox epidemic in 1830, influenza and a measles epidemic in the 1860s.<sup>4</sup> There are few records of Aboriginal people on the Limestone Plains after it was settled by pastoralists, perhaps because of Indigenous seasonal lifestyles, or because they retreated from settlers and their horses, moving to the hills.<sup>5</sup> The new settlers may also have simply failed to record their ongoing presence in any detail.

#### 2.2.2 Colonial History

European colonisation of the area commenced in the 1820s with farming and grazing properties. There were small and large estates, the latter including Duntroon owned by the Campbell family on which the subject site lies. This estate straddled both sides of the Molonglo River and the land on which the subject site lies appears to have been used for grazing.<sup>6</sup> Following Federation in 1901, a

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<sup>1</sup> Wright, WD 1923, *Canberra*, John Andrew & Co, Sydney, p 58.

<sup>2</sup> Flood J 1990 *The Riches of Ancient Australia*, Queensland University Press, University of Queensland, p 297.

<sup>3</sup> CAB Consulting Pty Ltd, Context Pty Ltd, University of NSW and Rowell A, *Parliament House Vista Area Heritage Management Plan, Volume 1* prepared for the National Capital Authority, 2010, p 41.

<sup>4</sup> CAB Consulting Pty Ltd, Context Pty Ltd, University of NSW and Rowell A, *Parliament House Vista Area Heritage Management Plan, Volume 1* prepared for the National Capital Authority, 2010, p 47.

<sup>5</sup> Gillespie L 1984, *Aborigines of the Canberra Region*, L Gillespie, Campbell ACT, p 29.

<sup>6</sup> Marshall D, Butler G, Context Pty Ltd, Firth D and Ross M, *Parkes Place and the National Rose Garden Heritage Management Plan Volume 1*, prepared for the National Capital Authority, 2011, p 48.

long process began to establish a national capital for the new country and, in 1911, land in the vicinity of what is now Canberra was chosen and purchased by the Commonwealth Government.

### 2.2.3 Planning the National Capital

#### *The Griffin Plan*

An international competition to design the new city commenced in 1911. In May 1912 after considerable debate and 137 entries, the entry by Chicago architect Walter Burley Griffin (with his wife Marion Mahony Griffin), was announced as the winner of the competition.

Griffin's 1911 plan for the National Capital was based on a geometry dictated by the landscape rather than the principal points of the compass, with a water axis formed from the flow of the Molonglo River at right angles to a land axis between two hill summits. A municipal axis lay just to the north of, and parallel to, the water axis. The central land axis ran from Mount Ainslie through Camp Hill (the site of Old Parliament House) to Capital Hill (the site of New Parliament House) and then nearly 50 kilometres further inland to Mount Bimberi (refer Figure 2.1).<sup>7</sup>

Using the area's natural features for the basis of the city's design Griffin likened the whole site to:

*... an irregular amphitheatre- with Ainslie at the northeast in the rear, flanked on either side by Black Mountain and Pleasant Hill, all forming the top galleries; with the slopes to the water, the auditorium; with the waterway and flood basin the area.*<sup>8</sup>

The design of Canberra has very strong pre-cursor influences arising from the history of town planning and landscape design in Britain and America, and to more specific personal influences from Griffin himself.<sup>9</sup> Its design coincides with two important periods of worldwide creative city development: the Garden City and City Beautiful movements of the early nineteenth century (centred in Britain and the US, respectively). This was a key period in the development of the professions of town planning, landscape architecture and architecture. Griffin, an American, mainly employed the theories of the City Beautiful movement with 'Garden City overtones' to match the Australian vision for an ideal city. Professor Ken Taylor AM, of the ANU, writes:

*Here [Canberra] was the inspiration for the creation of a grand capital that grasped the idea of a landscape as the structure for a city where social reform through healthy living was integral to the structure and life of the city.*<sup>10</sup>

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<sup>7</sup> Griffin WB 1955 [1912], 'Original Report', reprinted with corrections in 'Parliament of the Commonwealth of Australia, Senate, Report from the Select Committee appointed to inquire into and report upon the development of Canberra, September 1955, Appendix B', cited in Marshall D, Butler G, Context Pty Ltd, Firth D and Ross M, Parkes Place and the National Rose Garden Heritage Management Plan Volume 1, prepared for the National Capital Authority, 2011, p 52.

<sup>8</sup> Griffin WB 1913, 'The Federal Capital: Report Explanatory of the Preliminary General Plan', Canberra, Department of Home Affairs, October 1913 p 3, cited in Marshall D, Butler G, Context Pty Ltd, Firth D and Ross M, Parkes Place and the National Rose Garden Heritage Management Plan Volume 1, prepared for the National Capital Authority, 2011, p 52.

<sup>9</sup> While Walter Burley Griffin has prime attention for the design of Canberra, his wife Marion Mahony, an architect of considerable standing in her own right, was very strongly involved in the design for Canberra and accompanied Griffin to Australia to implement the design. Marion Mahony's exceptional watercolours on linen were probably a key part of the design's success. The collaborative roles of Marion and Walter are discussed in several recent publications including *The Griffins in Australia and India* edited by Jeff Turnbull and Peter Navaretti.

<sup>10</sup> Taylor, K., 2005, 'Living with heritage: Canberra, city in the landscape. Can it remain a city 'not like any other?' in *Historic Environment*, Australia ICOMOS, Vol 19 no.1, p 37.

Despite their differences, both the City Beautiful movement and the Garden City movement shared the physical planning ideas of circular avenues, radiating boulevards and separated land uses that are evident in Canberra.<sup>11</sup>

Griffin planned for Capital Hill to be the focal eminence of the city and his aim was to have a stepped pinnacle treatment up to this area. Thus, by default, height restrictions were placed on buildings in this area so they did not impede the vista from the summit of Capital Hill or from OPH lower down.<sup>12</sup>

The Griffins also planned Canberra so that separate urban functions or activities were conducted in different centres. They placed the functions of the Federal Government in the National Triangle area south of the Molonglo River and this area took precedence over all other functional centres.<sup>13</sup> While many of Griffin's other functional divisions did not eventuate, the Government centre of the National Triangle is the least changed from Griffin's original intention. While development within the vista did not develop as Griffin planned, the overall effect remains.

In contrast, the area Griffin planned for casino recreation—the northern end of the land axis at the foot of Mount Ainslie—became the location for the Australian War Memorial completed in 1941. In addition to the casino, Griffin had envisaged an open, landscaped 'broad formal parkway' with an undeveloped centre flanked by foliage to set off the residences on either side—in his later plans he identified this as 'Prospect Parkway'.<sup>14</sup> This vision was not realised as the space eventually evolved into Anzac Parade. The positioning of the War Memorial at the end of the axis elevated its status and exerted a major influence on the Parliament House Vista north of the lake—changing it from that of a pleasant parkway to a ceremonial precinct which was completed with the construction of Anzac Parade in 1965.

While Griffin had intended that the Prospect Parkway would be lined by memorials, the presence of the War Memorial at the end of the avenue—and the erection along it of memorials to those men and women who served in the wars—reinforced the formal nature of this part of the vista.

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<sup>11</sup> Fischer, KF 1984, Canberra: Myths and Models, Institute of Asian Affairs, Hamburg, Figures 10 and 11, pp 18–19.

<sup>12</sup> CAB Consulting Pty Ltd, Context Pty Ltd, University of NSW and Rowell A, *Parliament House Vista Area Heritage Management Plan, Volume 1* prepared for the National Capital Authority, 2010, p 53.

<sup>13</sup> CAB Consulting Pty Ltd, Context Pty Ltd, University of NSW and Rowell A, *Parliament House Vista Area Heritage Management Plan, Volume 1* prepared for the National Capital Authority, 2010, p 53.

<sup>14</sup> Marshall D, Bulter G, Burton C, Johnston C, Young D and Pearson M, *Anzac Parade—Canberra Heritage Management Plan*, prepared for the National Capital Authority, 2012, pp 23–24.



**Figure 2.1** The Griffin's Plan of Design for the Federal Capital showing the Land, water and municipal axes, 1911. (Source: National Archives of Australia (NAA) A1, 1917/7242)

### *The Departmental Plan*

Following the announcement of the top four winning entrants to the National Capital design competition, the Minister for Home Affairs, King O'Malley (who'd had controversial and overriding input into the winner of the competition) appointed a Department Board to evaluate the winning proposals and create a plan for their practical implementation. The Board consisted of six officers: Lieutenant Percy T Owen (the Director General of Commonwealth Public Works for the Home Affairs Department) who acted as presiding officer; Charles Scrivener; Colonel Miller; John Smith Murdoch; Thomas Hill and George Oakeshott.<sup>15</sup>

<sup>15</sup> Owen, Murdoch, Hill and Oakeshott all worked together in the Home Affairs Department. Murdoch and Hill had architectural backgrounds and Oakeshott an Engineering background.

The Board first met in Melbourne in May 1912. At that time the Board agreed the Griffins' scheme was the only plan that had a 'broad sound treatment' but they were concerned with the considerable cost involved to implement it.<sup>16</sup> They therefore endeavoured to create their own strategy, combining two of the winning plans—Griffin's and the Australian competition entry by Coulter, Caswell and Griffiths—with their own ideas. The result, while seemingly more economical, was a less grandiose and symmetrical plan that diminished the grandeur and scale of Griffins' ideas. It followed the existing natural features more closely and also shifted the focal points of the city off their intended axes.<sup>17</sup>

The Departmental Plan was completed by November 1912. Officially endorsed by King O'Malley in January 1913, it was the scheme used to determine the location of the Commencement Column Monument.

Hearing of the Departmental Plan, Walter Burley Griffin visited Australia in an attempt to view the site, understand the proposed amendments and deter the Government from changing his vision. A compromise between Griffin and the Board could not be reached and in October 1913 the incoming Minister for Home Affairs William Kelly dismissed the Board. Griffin was appointed as Federal Capital Director of Design and Construction to implement his original plan.<sup>18</sup>

By 1918 Griffin had developed his scheme into a practical plan that could be implemented. In 1920 the Commonwealth Government established a Federal Capital Advisory Committee (FCAC) to ensure the plan's timely execution. Griffin did not approve of the Advisory Committee's appointment and this, along with other ongoing unease and tension between Griffin and other staff and Governmental Departments, led to him leaving Canberra in 1920 on the completion of his contract.<sup>19</sup>

While Griffin was no longer involved in the process, the Griffin Plan for Canberra of 1925 (called the 'Statutory Plan for Canberra') was gazetted as a result of *Seat of Government (Administration) Act 1910* (Cwlth). This plan effectively set the agenda for city planning until the 1950s.

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<sup>16</sup> Rowe DJ 1997, *Building a national image: the architecture of John Smith Murdoch, Australia's first Commonwealth Government architect*, Ph.D.(Arch) thesis, School of Architecture and Building, Deakin University, p 144.

<sup>17</sup> Rowe DJ 1997, *Building a national image: the architecture of John Smith Murdoch, Australia's first Commonwealth Government architect*, Ph.D.(Arch) thesis, School of Architecture and Building, Deakin University, p 145.

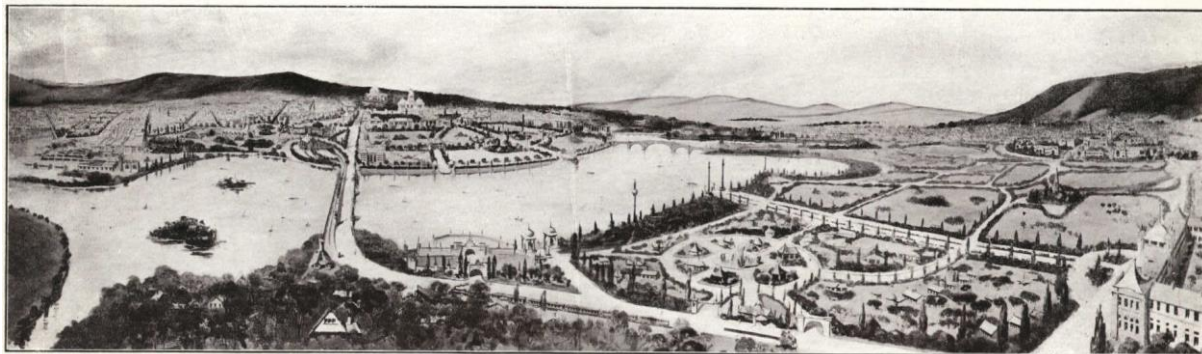
<sup>18</sup> Rowe DJ 1997, *Building a national image: the architecture of John Smith Murdoch, Australia's first Commonwealth Government architect*, Ph.D.(Arch) thesis, School of Architecture and Building, Deakin University, pp 139–140.

<sup>19</sup> Rowe DJ 1997, *Building a national image: the architecture of John Smith Murdoch, Australia's first Commonwealth Government architect*, Ph.D.(Arch) thesis, School of Architecture and Building, Deakin University, p 157.





**Figure 2.2** The Departmental Plan was a combination of two of the winning designs and lacked the clarity and structured form of the Griffin Plan. (Source: NAA: M4071, 48, 1913, p 68)



**Figure 2.3** An artist's impression of the layout of the city according to the Departmental Plan. (Source: NAA: M4071, 48, 1913, p 70)

## 2.2.4 Creating the National Capital

The development of Canberra over the years has been the responsibility of a succession of government agencies following Griffin. These include the:

- FCAC from 1921–1924 and the Federal Capital Commission (FCC) from 1925–1930 which achieved initial development;
- National Capital Planning and Development Committee from 1938 – 1957;
- the National Capital Development Commission (NCDC) and the National Capital Planning Committee from 1958–1989; and
- the National Capital Authority (NCA) from 1989—present day.

These various authority bodies have been responsible for major development in central Canberra. For example, among the major achievements of the NCDC was the appointment of William Holford, a British town planner associated with the University College, London, who was invited to Canberra by the Prime Minister, Robert Menzies.<sup>20</sup> One outcome of his appointment was the realisation of Lake Burley Griffin.

After construction of Old Parliament House, the Secretariat Building and the East and West Blocks the first permanent building constructed in the Parliamentary Zone was the Administrative Building (now John Gorton Building) which opened in 1956 on the eastern side of Old Parliament House nearer the Molonglo River. Major earthworks were undertaken in the early 1960s which included the removal of Cork Hill, a small hill between the Parliament House and Molonglo River which was impeding the view.<sup>21</sup> The completion of the lake in 1964 was a major achievement which changed the central area. The landscaped setting for the National Library of Australia was completed in 1968, as were the central pools and fountains on the land axis and opposite the Treasury Building. The works for these water bodies were implemented in the 1930s, yet the final completed form was not realised until 1969. All were fitted with ornamental fountains in the form of water jets.<sup>22</sup>

Later development within the Parliamentary Zone including the High Court of Australia (1980), the National Gallery of Australia (1982), Australian Parliament House (1988), Reconciliation Place Federation Mall (2001), Commonwealth Place (2002) on the lake edge and land axis, and most recently the National Portrait Gallery (2008).

## 2.3 Commencement Column Monument

### 2.3.1 Background

In July 1900 the six colonies of Australia agreed by referenda to accept the Australian Constitution. The *Commonwealth of Australia Constitution Act 1901* (UK), granted permission to them to form their own Commonwealth Government in accordance with the agreed Constitution.<sup>23</sup>

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<sup>20</sup> Marshall, D 2008, Canberra Central Parklands Heritage Assessment, prepared for the National Capital Authority p 32.

<sup>21</sup> CAB Consulting Pty Ltd, Context Pty Ltd, University of NSW and Rowell A, *Parliament House Vista Area Heritage Management Plan, Volume 1* prepared for the National Capital Authority, 2010, p 89.

<sup>22</sup> CAB Consulting Pty Ltd, Context Pty Ltd, University of NSW and Rowell A, *Parliament House Vista Area Heritage Management Plan, Volume 1* prepared for the National Capital Authority, 2010, p 94.

<sup>23</sup> Australian Government website, Canberra <http://australia.gov.au/about-australia/our-government/australias-federation> viewed October 2014.

As a part of the Constitution the issues of a national capital were addressed. Section 125 stipulated that:

*The Seat of Government of the Commonwealth shall be determined by the Parliament, and shall be within Territory which shall have been granted to or acquired by the Commonwealth, and shall be vested in and belong to the Commonwealth, and shall be in the State of New South Wales, and be distant not less than 100 miles from Sydney.*

*Such Territory shall contain an area of not less than 100 square miles, and such portion thereof as shall consist of Crown lands shall be granted to the Commonwealth without any payment therefor.*<sup>24</sup>

Following extensive discussion in parliament and investigation of suitable areas in NSW, the district of Yass-Canberra was approved in December 1908 by the *Seat of Government Act 1908*. It stated:

*It is hereby determined that the Seat of Government of the Commonwealth shall be in the District of Yass-Canberra, in the State of New South Wales.*

*The Territory to be granted to or acquired by the Commonwealth for the seat of Government shall contain an area of not less than nine hundred square miles, and have access to the sea.*<sup>25</sup>

It was at this time that District Surveyor, Charles Scrivener, was sent to investigate the area for a suitable location that included the necessary topographical characteristics of a Federal Capital: 'a catchment area of water supply, a perfect system of sanitation, easy access to Sydney and Melbourne, beautiful and extensive views, a commanding position within the landscape'.<sup>26</sup>

After consideration of the surveyors report, further investigations, and final discussion between the Commonwealth and NSW Governments, the location of Canberra was officially accepted in December 1909 and formalised by the *Seat of Government Acceptance Act 1909* (Cwlth) and *Seat of Government Surrender Act 1909* (Cwlth).

The laying of the foundation stones for the Commencement Column Monument and official naming of Canberra on 12 March 1913 were a physical realisation of Section 125 of the Constitution.

### 2.3.2 Laying the Foundation Stones 1913

The ceremony of the laying of the foundation stones for the Commencement Column Monument took place on 12 March 1913. The ceremony was a formal occasion attended by approximately 500 invited guests, who were seated in a purpose-built grandstand to the south of the Monument site. The ceremony was also attended by a large public crowd, especially considering the closest towns were Queanbeyan and Goulburn. Total numbers for the ceremony were estimated at up to 5000 guests including two mounted bands, a 1000-man strong Third Light Horse Brigade, a battery of Field Artillery and the Guard of Honour from the Royal Military College (refer Figure 2.4).<sup>27</sup>

The base of the column was already in place for the ceremony and the foundation stones were in a position to be laid. Each of the three officials invited to ceremonially lay the stones by lowering them into place with the assistance of a crane, were presented with a gold inscribed trowel with an

<sup>24</sup> Commonwealth of Australia Constitution Act—Section 125  
<[http://www.austlii.edu.au/au/legis/cth/consol\\_act/coaca430/s125.html](http://www.austlii.edu.au/au/legis/cth/consol_act/coaca430/s125.html)>

<sup>25</sup> Seat of Government Act 1908—Sections 3 and 4 <[http://www.austlii.edu.au/au/legis/cth/consol\\_act/soga1908204/](http://www.austlii.edu.au/au/legis/cth/consol_act/soga1908204/)>

<sup>26</sup> *Canberra: Capital City of the Commonwealth of Australia: laying the foundation stones of the commencement column and naming the federal city*, March 1913, printed for the Commonwealth of Australia by Mason, Firth & M'Cutcheon under direction of and pub by AJ Mullet, Government Printer, Victoria, Melbourne, 1913, p 52.

<sup>27</sup> *Canberra: capital city of the Commonwealth of Australia*, 1913, pp 16–18.



ivory handle made specifically for the occasion. The stones were laid first by His Excellency Lord Denman who tapped the stone and said: 'I declare this first stone of the Commonwealth Column well and truly laid'.

The Right Honourable Andrew Fisher, Prime Minister and King O'Malley ceremonially laid the next two stones.<sup>28</sup>

Following the ceremony Lady Denman was invited by the Prime Minister to name the Federal Capital City. Standing with Lord Denman, the Prime Minister and O'Malley on top of the foundation stones Lady Denman was presented with the name in a gold inscribed card case, upon opening it she stated 'I name the Capital of Australia, Canberra' much to the excitement of the crowd.<sup>29</sup>

Following the ceremony a cable message was despatched to the King in England and a military march past was watched by the Governor General and Prime Minister. A 'sumptuous' luncheon for the official invited guests was also carried out in a temporary marquee set up for the event.<sup>30</sup>



**Figure 2.4** View of the ceremony and crowd in attendance on 12 March 1913. Invited guests were seated in the purpose-made grandstands, others gathered where they could. A large crane, seen in the centre of the image, assisted to lower the foundation stones. (Source: *The Sydney Mail*, Wednesday 11 May, 1927, Commemorative edition for 'Canberra, HRH The Duke of York Opens the Federal Parliament', p 12)



**Figure 2.5** The foundation stones and column base are in position prior to the ceremony but not yet ceremonially or officially laid. (Source: National Film and Sound Archive, Title No. 9382, 1913,



**Figure 2.6** Lord Denman laying the first stone. (Source: State Library of NSW, Government Printing Office 1-12448, 1913, <<http://acms.sl.nsw.gov.au/item/itemDetailPaged.asp>

<sup>28</sup> *Canberra: capital city of the Commonwealth of Australia*, 1913, p 18.

<sup>29</sup> *Canberra: capital city of the Commonwealth of Australia*, 1913, p 19.

<sup>30</sup> *Canberra: capital city of the Commonwealth of Australia*, 1913, p 20.

<<http://www.nfsa.gov.au/blog/2013/03/08/naming-the-federal-capital-of-australia/>>)

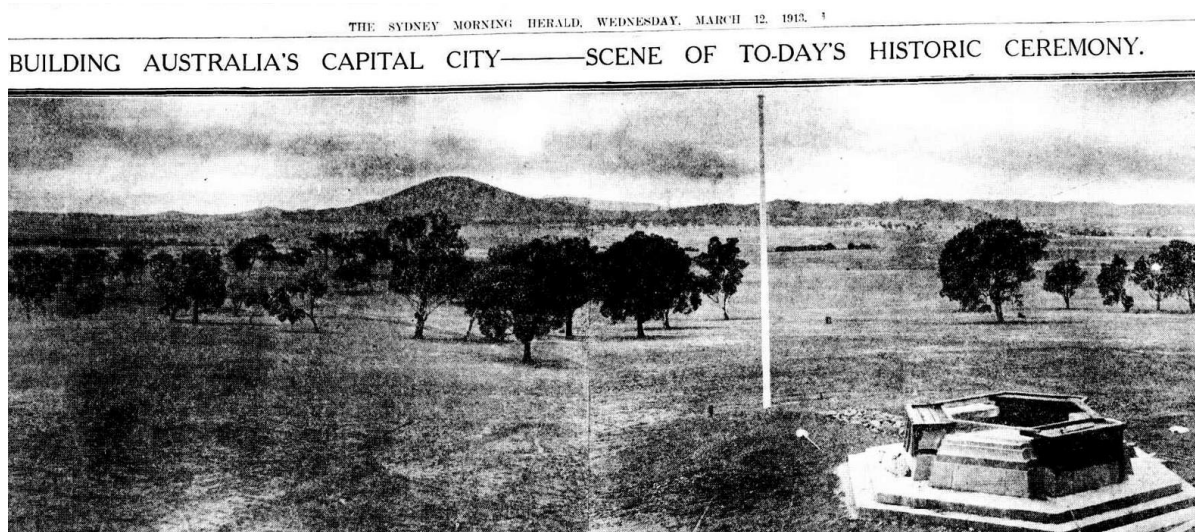
x?itemID=178223>)



**Figure 2.7** Minister for Home Affairs, King O'Malley laying the third stone. (Source: State Library of NSW, Government Printing Office 1-12432, 1913, <http://acms.sl.nsw.gov.au/item/itemDetailPaged.aspx?itemID=178207>)



**Figure 2.8** The Hon. King O'Malley presenting Lady Denman with the name of the Federal Capital City of Australia, 12 March, 1913. (Source: State Library of NSW, SV/1913/1, 1913, <http://www.acmssearch.sl.nsw.gov.au/search/itemDetailPaged.cgi?itemID=457325>)

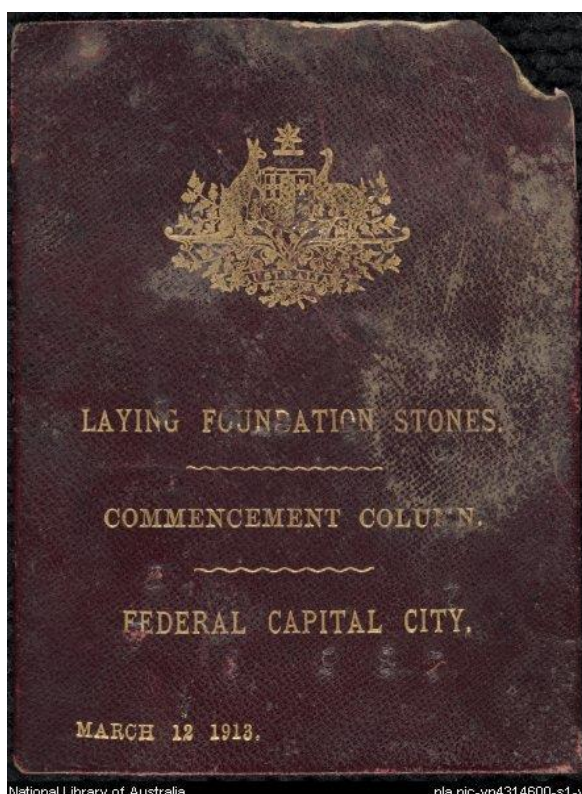


**Figure 2.9** The Commencement Column Monument shortly after the laying of the foundation stone ceremony had finished. (Source: *Sydney Morning Herald*, Wednesday 12 March 1913, p 9)



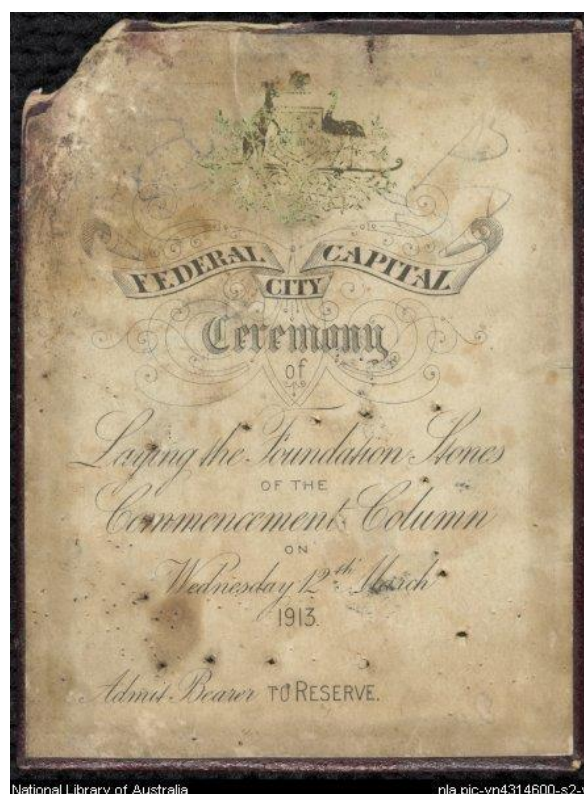
### 2.3.3 Memorabilia

The ‘foundation stone’ ceremony was a significant event in the history of Federation and Canberra’s beginning. The event itself was documented in a special, limited edition government publication: *Canberra, the Capital City of the Commonwealth of Australia: Laying the Foundation Stones of the Commencement Column and naming the Federal Capital City 12 March 1913*. Apart from the foundation stones and Commencement Column Monument itself, other memorabilia associated with the event is held in national institutions in Canberra. It includes the official invitation, program and even the menu for the luncheon—held at the National Library of Australia and National Archives of Australia (refer Figures 2.10–2.13). King O’Malley’s trowel is also held at the National Library (refer Figure 2.14). These objects tell the story of the foundation stone ceremony and the history of the Monument.



National Library of Australia

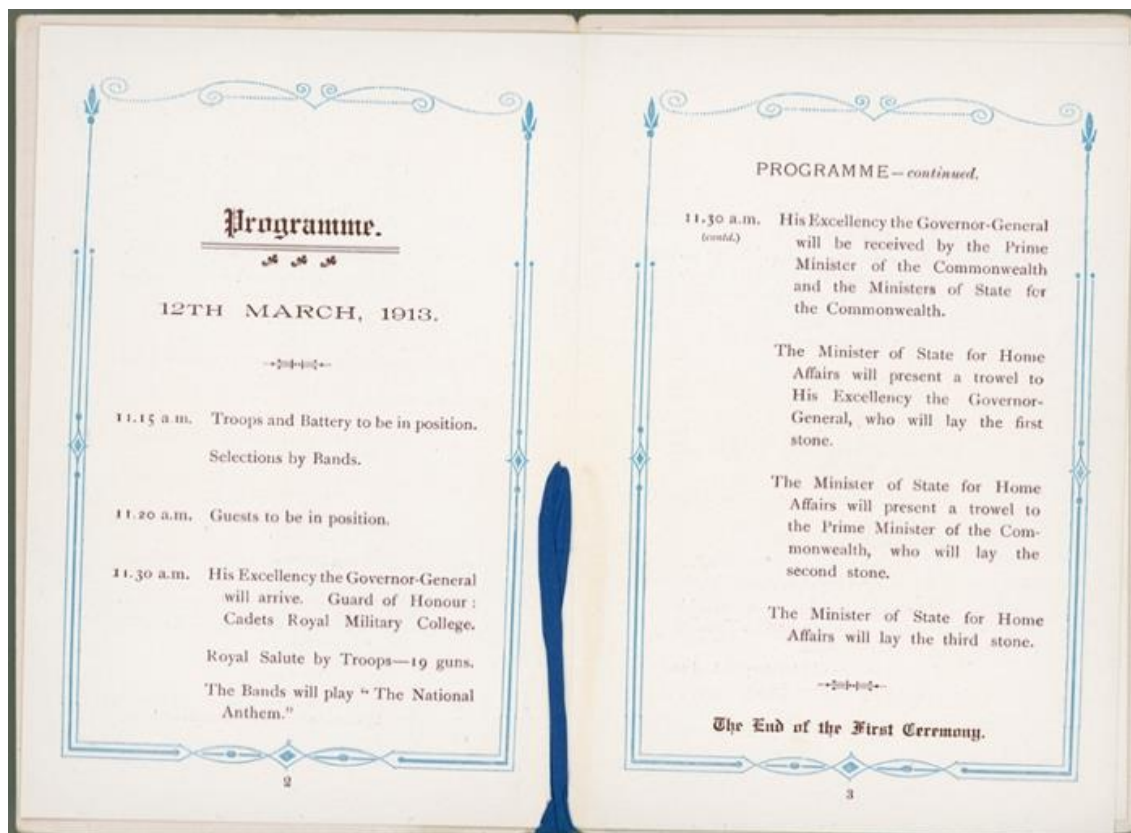
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National Library of Australia

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**Figures 2.10 and 2.11** The Official invitation to the Federal Capital City ceremony of the foundation stones of the Commencement Column Monument. (Source: National Library of Australia, 1913, <<http://nla.gov.au/anbd.bib-an42717717>>)



**Figures 2.12 and 2.13** The official program for the laying of the foundation stones for the Commencement Column Monument (Source: National Archives of Australia, 1913, <<http://www.naa.gov.au/collection/snapshots/find-of-the-month/2008-mar-5.aspx>>)



**Figure 2.14** The trowel used by the Hon. King O'Malley in laying the last of the three foundation stones in 1913. (Source: National Library of Australia, 1913, <<http://nla.gov.au/anbd.bib-an7754326>>)

### 2.3.4 Intended Design and Location

John Smith Murdoch designed the Monument in 1912. At the time he was the unofficial Chief Government Architect (being officially awarded this title in 1914<sup>31</sup>) and Senior Assistant to Lieutenant Owen.<sup>32</sup> Together the two men, Murdoch and Owen, worked closely together and had a significant impact on the development of the new capital city. They were part of the reviewing board for the National Capital design competition and worked with four others to form the Departmental Plan for the city. Even though the Departmental Board was dismissed in 1913 Murdoch's involvement with the city continued and as Chief Government Architect he went on to design many of Canberra's notable buildings and sites including RMC Duntroon (1911), the Powerhouse at Kingston (1915), Gorman House (1924), Hotel Canberra (now the Hyatt Hotel) (1924), the Hotel Kurrajong (1926), Provisional Parliament House (1927), Old Canberra House, Acton (1912) and the National Archives of Australia (East Block) (1927). He also designed other important Commonwealth buildings including the Spencer Street Post Office and the High Court of Australia (now Federal Court) in Melbourne.<sup>33</sup>

The original design was for an obelisk column over seven metres high (refer Figure 2.16)<sup>34</sup> on a hexagonal plinth/base. Without the availability of historic records which specify Murdoch's design intent or the original design, it may be possible to conjecture that the design references the geometry of Griffin's planning of Canberra. The use of the hexagonal shape could be representative of the six states.

Peter Proudfoot's *The Secret Plan of Canberra* includes discussion around Griffins' motivations and values; it references the significance of geometric design. Proudfoot wrote:

*The arc of the northern foreshore of the central formal basin has as its centre the Capitol while the plan geometry is extended to the peripheral areas of the central city and unified by means of hexagons and octagons organised along meridians radiating from Capital Hill. Walter Griffin's*

<sup>31</sup> Rowe DJ 1997, *Building a national image: the architecture of John Smith Murdoch, Australia's first Commonwealth Government architect*, Ph.D.(Arch) thesis, School of Architecture and Building, Deakin University, p 130, footnote 53.

<sup>32</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p 3.

<sup>33</sup> <<http://adb.anu.edu.au/biography/murdoch-john-smith-7692>> and <<http://www.nma.gov.au/collections/highlights/john-smith-murdochs-drawing-instruments>>.

<sup>34</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p 3.

*comment that 'the importance of such an orderly arrangement is very great and can only be appreciated from a city of great heights' reveals that an abstracted geometrical clarity and order was a crucial objective irrespective of the experience on the ground.'*<sup>35</sup>

A 1913 Commonwealth publication describing the design and construction of the Monument:

*The Commencement Column when completed will be 27 feet in height. Six rough granite blocks, one from each of the original States of the Commonwealth, will be built as a base presenting six sides. On each will be engraved the date when the State was created and autonomous Colony. Rising from that base will be a shaft, and laid thereon a single entablature signifying the Commonwealth of Australia. This stone in turn will become a support on which will be erected, with granite obtained from Great Britain and Ireland, an obelisk with four sides, faced north, south, east and west, emblematical of Empire. The buttressing stones surrounding the one representing the Commonwealth will be brought from six corners of the Empire, including India, Canada, New Zealand, South Africa, and Newfoundland. Engravings will indicate the places of origin.*<sup>35</sup>

During 1912, planning officials deviated from Griffin's Plan, instead following the Departmental Plan which included changing Canberra's planned central axis. The Monument was planned and intentionally installed along this new central axis to be the focal point of the city. It was to be situated:

*on rising ground in the centre of what will be the Grand Avenue, 400 feet in width, the selected site of the Column occupies a position between the place where the Houses of Parliament will be erected and that where the Capitol will raise its stately walls. The Column is directed towards Mt.Ainslie, at the apex of the Grand Avenue, about two and a-half miles away. Eventually it will stand as the centre of 'The People's Park'.*<sup>36</sup>

The planners later resumed the Griffin scheme in October 1913, and as such the Monument was positioned away from the original Griffin central axis by 26 meters on the eastern slope of the hill (refer Figure 2.18).<sup>37</sup> It was suggested to Griffin when he took up the position of the Federal Capital Director of Design and Construction that he realign the central axis of his plan slightly to accommodate the fact that the Monument had been laid where it was and to ensure it continued to be a central feature of the city. Griffin however refused and the monument was as a result 'off centre'.<sup>38</sup>

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<sup>35</sup> *Canberra: capital city of the Commonwealth of Australia*, 1913, p 15.

<sup>36</sup> *Canberra: capital city of the Commonwealth of Australia*, 1913, p 15.

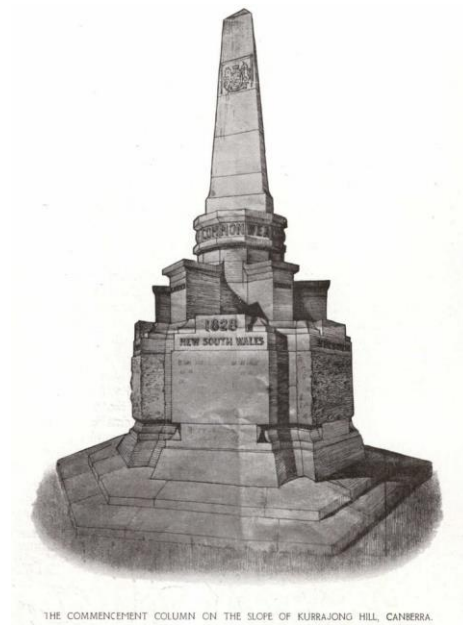
<sup>37</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p 3.

<sup>38</sup> Letter to the Prime Minister from Charles Daley, c.1962, NAA: A431, 1973/4421, p 51.

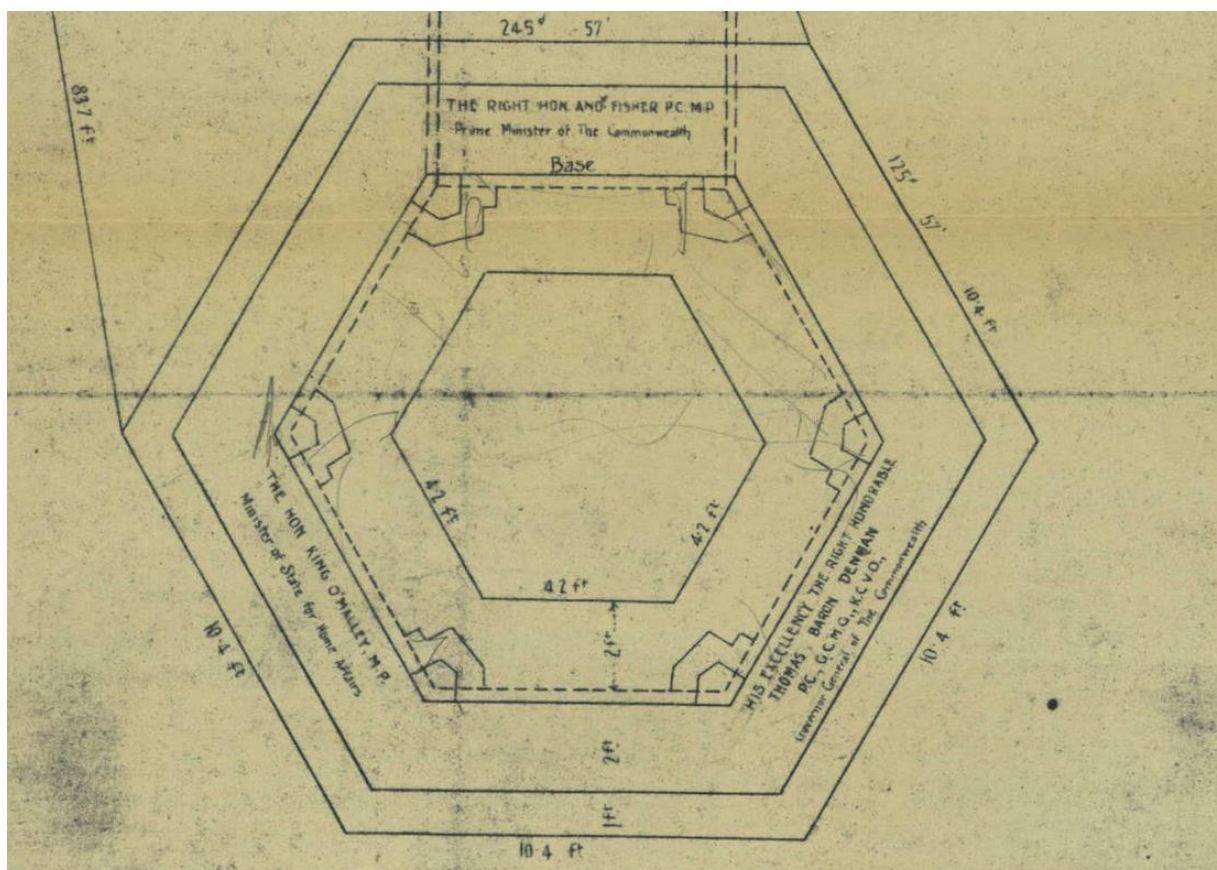




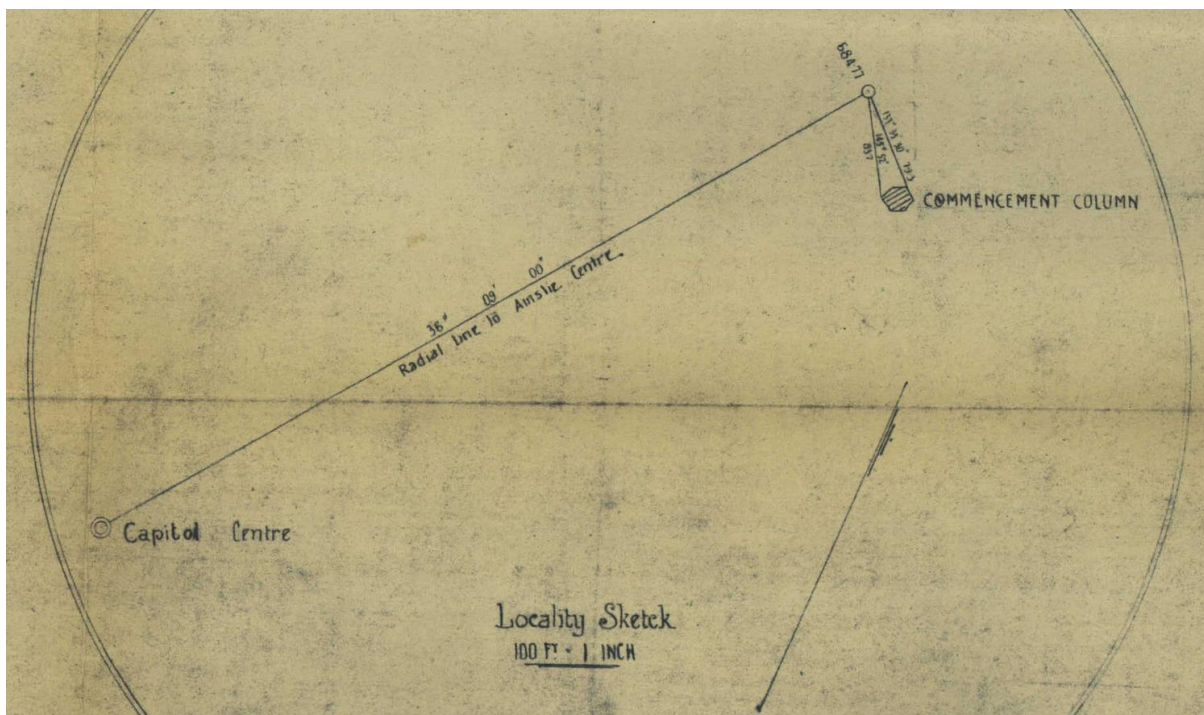
**Figure 2.15** John Smith Murdoch. (Source: <<http://moadoph.gov.au/>>)



**Figure 2.16** Artists impression of the completed Commencement Column Monument as envisaged by Murdoch. (Source: NAA: M4071,48, p14)



**Figure 2.17** The dimensions of the base of the Monument as it was in the 1950s prior to the stone capping being added. (Source: NAA: A431,1973/4421, p 3)



**Figure 2.18** Locality Sketch c1950s showing the distance of the Monument from Griffins central land axis. (Source: NAA: A431,1973/4421, pp 3–6)

### 2.3.5 Incomplete and Neglected

After the initial excitement of the foundation stone ceremony the Commencement Column Monument (only a base) was left incomplete. The logistics of obtaining stone from Great Britain, Ireland and the six corners of the Empire were too much to undertake at the time and plans to complete it were put on hold indefinitely with the onset of the World War I.

The Monument was amongst the first structures to be built in the national 'city' which remained an empty plain for some years (refer to Section 2.6.1 Early Canberra Structures, Memorials and Monuments). An extremely remote location, it was boarded-up with timber and galvanised iron and surrounded by a timber fence to prevent vandalism. It remained this way until the 1950s.

The issue of the boarded-up and unfinished Monument was addressed numerous times in the decades following its initial installation. Its poor condition and treatment was the subject of various articles in the newspapers and a point of concern for local residents and government officials. King O'Malley was particularly vocal on the subject during the late 1930s.<sup>39</sup>

The Canberra National Memorials Committee—established under the *National Memorials Ordinance 1928*—was to determine the location and form of memorials in the National Capital and be consulted on the location and form of the Monument as issues arose. However, as the Monument had been installed prior to its establishment it was determined to be out of its jurisdiction to make comment.<sup>40</sup>

<sup>39</sup> O'Malley Papers, National Library of Australia MS 460/10719 <<http://honesthistory.net.au/wp/jaunceys-mate-king-omalley-writes-about-canberra-1937-3-july-2014/>> viewed October 2014

<sup>40</sup> NAA: A431,1973/4421, p78



In 1933 the condition of the Monument was brought up by the Canberra Advisory Council which asked the Minister for the Department of Interior to consider its completion. The matter was deferred with the site's remote location; lack of tourist traffic access; potential for vandalism; the high costs and difficult logistics associated with sourcing the stone from overseas; given as reasons for the decision.<sup>41</sup>

The condition of the Monument was again raised in 1952. This proposal slowly gained momentum and by the late 1950s the Monument had been 'opened up' by removing the boarding and 'capped' to cover the base and make it available to the public. The Monument's potential as a tourist attraction was acknowledged, and its location had become more accessible and less remote with Canberra developing in its vicinity (refer Figure 2.23). Prior to the acceptance of the 'capping' other more extravagant designs were put forward that proposed to make the Monument a design feature in the landscape (refer Figures 2.21 and 2.22).

Following these designs the National Capital Planning and Development Committee determined that:

*generally, it was felt that while being impressive and a record of certain events, it should not be a dominant feature ... It was suggested that the height from datum line to the top should not be more than, say 9', and that having regards to the wide existing base it was possible to introduce subtle tapering and slight inclination to give an improved effect.*<sup>42</sup>

It was decided rather than completing the column 'consideration to how the existing base might best be treated with a view to presenting a completed appearance' would be best.<sup>43</sup>

The Secretary of the Department of Interior agreed and stated:

*I think that the march of events and the mere lapse of time have made it impossible to complete the column, as originally planned, without causing public derision and that we must search for a less ostentatious design, of much simpler symbolism.*<sup>44</sup>

Once a final, simple design involving capping the Monument had been agreed upon by the Government, the boarding was taken off the Monument and works were undertaken to restore the base to its original condition. Remedial works included replacing the third foundation stone laid by O'Malley which was beyond repair, chip repair, installation of an interpretive sign and landscaping to make the Monument and Capital Hill more accessible.<sup>45</sup> A stone-tapered capping, in the same Bowral Trachyte stone used for the Monument was added. The stone mason is not known.

Capital Hill was a very sparse and poorly landscaped area in the 1950s (refer Figure 2.23 for a map of the area). Opening up the Monument, adding the capping and restoring it in parts where it had been significantly damaged, was intended to create a tourist attraction in the centre of the 'city'.

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<sup>41</sup> Note to the Assistant Secretary, Property and Survey Branch, Dept of Interior from HR Waterman for Assistant Secretary (Civic Branch) 21 December 1932. NAA: A431,1973/4421, p157

<sup>42</sup> National Capital Planning and Development Committee—Extract from Minutes of the 138<sup>th</sup> meeting of the Committee held in Canberra on the 27<sup>th</sup> and 28<sup>th</sup> April, 1955. NAA: A431,1973/4421, p 116.

<sup>43</sup> National Capital Planning and Development Committee—Extract from Minutes of the 138<sup>th</sup> meeting of the Committee held in Canberra on the 27<sup>th</sup> and 28<sup>th</sup> April, 1955. NAA: A431,1973/4421, p 116.

<sup>44</sup> NAA: A431,1973/4421, p 121.

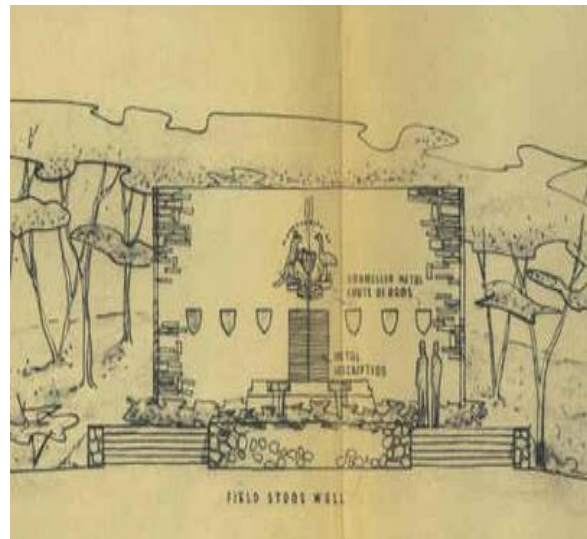
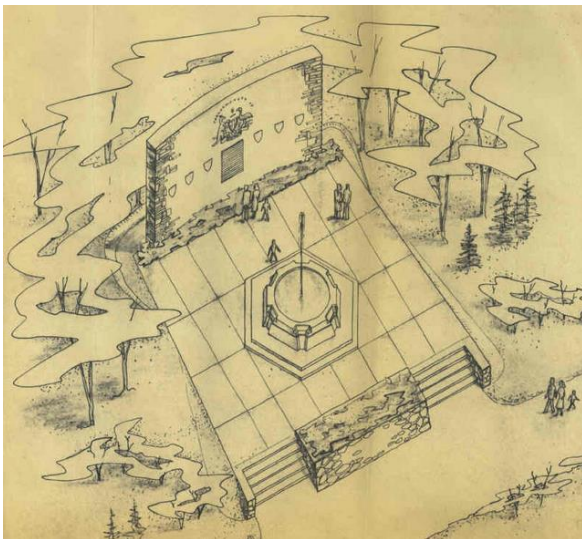
<sup>45</sup> *Canberra Times* Saturday 21 September 1957, p 3.



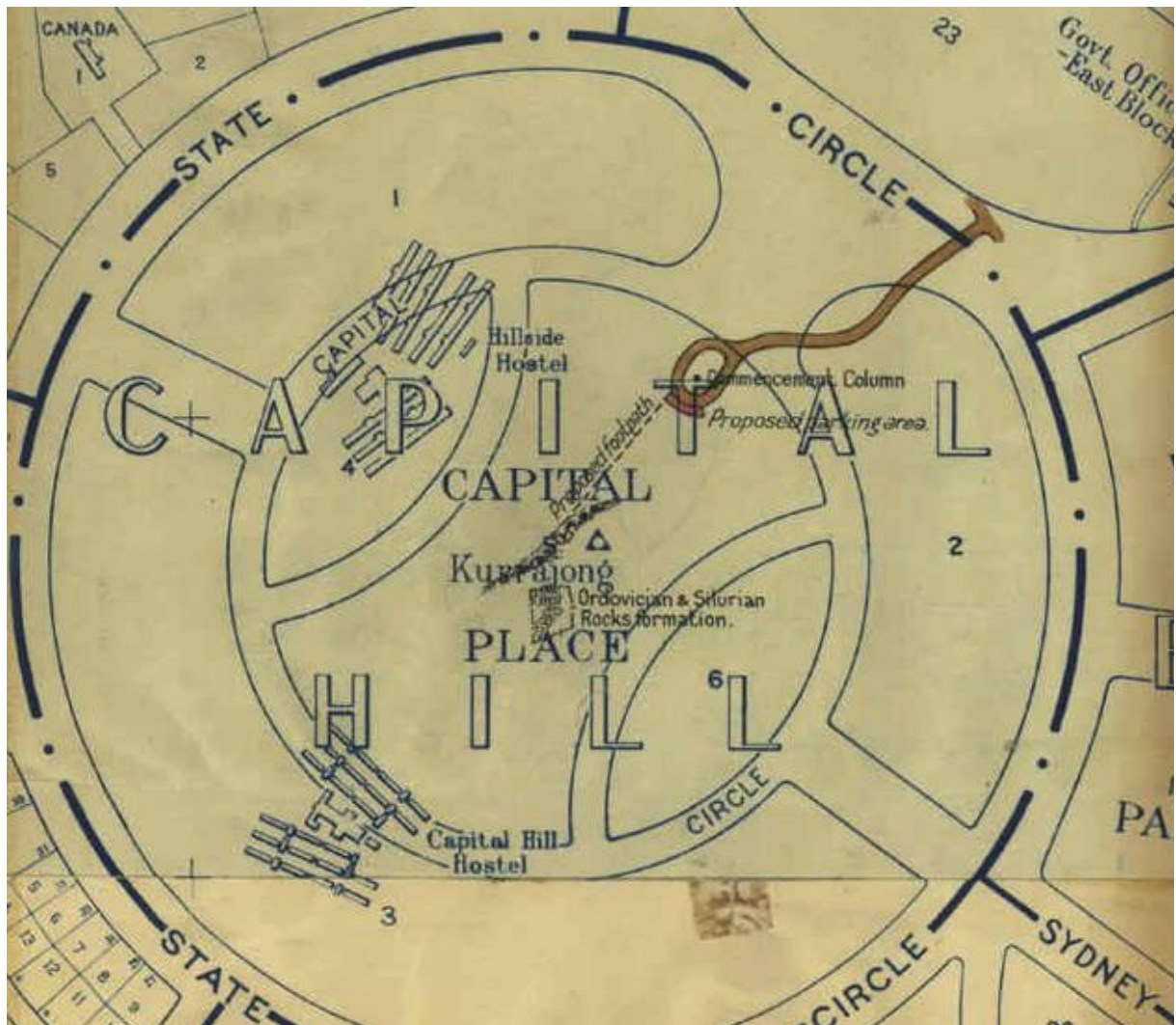
**Figure 2.19** View to the Monument on Capital Hill as it was in 1926. The Monument is boarded up and surrounded by a simple timber fence. The isolated and undeveloped nature of the site is evident in the foreground and distance (Source: State Library of NSW, 1926, <<http://acms.sl.nsw.gov.au/item/itemLarge.aspx?itemi=14524>>)



**Figure 2.20** Close-up view of the Monument 'surrounded by rotten timber, white ants and rabbits' in February 1936. (Source: O'Malley Papers, National Library of Australia MS 460/10719 <<http://honesthistory.net.au/wp/jaunceys-mate-king-omalley-writes-about-canberra-1937-3-july-2014/>>)



**Figures 2.21 and 2.22** An artist's impression of one of the two developments proposed to reinvigorate the Monument in the 1950s. (Source: NAA: A431,1973/4421, pp 7–11)



**Figure 2.23** Outlines the plans for a path and parking area to be constructed for access to the Monument. (Source: NAA: A431,1973/4421, pp 3–6)



**Figure 2.24** The restored and capped Monument, c1970s. (Source: NAA: A431,1973/4421, p33 of 170)



**Figure 2.25** Component parts of the Commencement Column were stored on pallets outside the Housing and Construction Store at Kingston in 1981. (Source: NAA: A431, 1973/4421, page 20, February 1981)

### 2.3.6 Relocation of the Monument– 1988

In 1981, prior to the construction of new Parliament House the foundation stones and structure were removed from their Capital Hill location and placed in storage (refer Figure 2.25). They remained in storage until 1988 when they were relocated to the front forecourt of Parliament House, which saw them returned to Griffin's original central land axis.<sup>46</sup>

The Australian Heritage Database states that the two base steps leading up to the column base at its original site were omitted when it was relocated in 1988.<sup>47</sup> These two steps can be clearly seen in Figures 2.4–2.9 and 2.24. Figure 3.9 shows the monument without two base steps in its current location. However it sits on a base of similar width to the original top step, which is level with the ground. There is no record as to whether the original base steps are buried below ground or if they were not actually reinstated. There is no record of actions taken at the time of the reinstatement of the Monument, or whether the base stones are in storage.

Consultation was held with the Parliament House Construction Authority, the Canberra National Memorials Committee, the ACT Heritage Committee and the NCDC to determine the most appropriate location for the Monument. The proposal was then referred to the Joint Standing Committee on the New Parliament House by the Minister for the Arts, Sport, the Environment, Tourism and Territories in October 1987 where it was approved by the two Presiding Officers.<sup>48</sup>

The relocation and installation of the Monument was celebrated in a special ceremony on Canberra Day, 12 March 1988, 75 years after the foundation stones were originally laid. The event was attended by the then Governor General, Prime Minister, and Minister for the Arts and Territories in a reflection of the original ceremony. Bronze plaques were added to the Monument below the foundation stones to commemorate the event.

Federation Mall connecting Parliament House and Old Parliament House is now predominately a tourist attraction visited by visitors to Parliament House and Old Parliament House. The Mall is used for various public concerts, public protests and formal occasions (refer Figures 2.26 and 2.27). The Monument is not specifically used or part of ceremonial events. However, it was the main focal point of Canberra Day centenary celebrations held at the Monument on 12 March 2013 (refer Figures 2.28 and 2.29).

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<sup>46</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p4.

<sup>47</sup> Australian Heritage Database, Commencement Column Monument, Federation Mall, Capital Hill, ACT, Australia—Condition and Integrity. Viewed 21 April 2015 < [http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place\\_detail;search=state%3DACT%3Blist\\_code%3DCHL%3Blegal\\_status%3D35%3Bkeyword\\_PD%3D0%3Bkeyword\\_SS%3D0%3Bkeyword\\_PH%3D0;place\\_id=105347](http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105347) >

<sup>48</sup> 1987 The Parliament of the Commonwealth of Australia, Joint Standing Committee on the New Parliament House, Report relating to the proposed works in the Parliamentary Zone—Commencement Column Monument. Viewed 4 November 2014  
<[http://www.aph.gov.au/~media/05%20About%20Parliament/54%20Parliamentary%20Depts/544%20Parliamentary%20Library/history/JSCParlHouse\\_CommencementColumn.pdf](http://www.aph.gov.au/~media/05%20About%20Parliament/54%20Parliamentary%20Depts/544%20Parliamentary%20Library/history/JSCParlHouse_CommencementColumn.pdf)>





**Figure 2.26** The crowds attending the Australia Day eve concert on Federation Mall in 2013 (Source: 666 ABC Canberra website <<http://www.abc.net.au/local/stories/2014/01/20/3928745.htm>>)



**Figure 2.27** Candles on the lawns of Federation Mall on 11 February 2008 in anticipation of the National Apology on 13 February 2008. (Source: ABC news website <<http://www.abc.net.au/news/2008-02-12/candles-form-the-words-sorry-the-first-step/1040686>>)



**Figure 2.28** The Commencement Column Monument continues to be used as a ceremonial object, particularly in Canberra Day celebrations. Here the Honourable Prime Minister Julia Gillard at the Centenary of Canberra Foundation Stone Ceremony on March 12, 2013. (Source: Global Times website, Justin Qian, 13 March 2013 <<http://www.globaltimes.cn/content/767810.shtml>>)



**Figure 2.29** The Canberra Centenary toast at the ceremony at the Commencement Column site on Canberra Day 2013 was attended by Minister for Regional Affairs, Simon Crean, Prime Minister Julia Gillard, Governor General Quentin Bryce, Michael Bryce and ACT Chief Minister, Katy Gallagher (Source: Governor General of the Commonwealth of Australia website, 12 March 2013 <<https://www.gg.gov.au/events/governor-general-and-mr-bryce-attend-foundation-stone-ceremony>>)

## 2.4 Summary History

The Commencement Column Monument consists of three foundation stones set in a stone hexagonal base with a capped top. The Monument was originally installed on 12 March 1913 to commemorate the selection, foundation and naming of Canberra as the National Capital. The three foundation stones of the city were laid by Governor-General, Lord Denham; the Prime Minister, Andrew Fisher; and the Minister of Home Affairs, King O'Malley.

The Monument remained unfinished due to the onset of World War I and was boarded up to protect it from vandalism. Although there was much debate and discussion over the condition of the structure over the following decades, it remained this way until the 1950s when the boarding was removed, damaged areas restored and the Monument was capped to 'complete' the structure and make it safer.

The original location of the Monument was determined by the central axis of the Departmental Plan for Canberra, this axis differed to the Griffin Plan which was reinstated shortly after the construction of the Monument, as such it was located slightly 'off-centre' until structure was removed in 1981 for the construction of 'new' Parliament House and relocated in 1988 to its current position on the land axis.

The Monument continues to be used in Canberra Day celebrations commemorating the foundation of the National Capital.

## 2.5 Summary Chronology

**Table 2.1** Summary Chronology of Events Relating to the History of the Commencement Column Monument.

Date	Event
1908	The Seat of Government Act (Cwlth).
December 1908	The District of Yass-Canberra was chosen as the location for the national capital.
February 1909	District Surveyor, Charles Scrivener, surveyed the area for the best location for a city.
18 October 1909	An agreement was made between New South Wales and the Commonwealth to surrender the area now known as the Australian Capital Territory.
April 1911	The Government announced the international competition to design the National Capital City.
23 May 1912	Walter Burley and Marion Mahoney Griffin were announced as the winners of the competition. Three other entries were also placed second to fourth.
27 June 1912	A newly established Departmental Board was assigned to review the winning entries and determine how they would be instigated
1912	Original Commencement Column Monument (Monument) designed by J.S Murdoch
25 November 1912	The Departmental Plan was released, combining two winning designs and the Board's own ideas for the city.
10 January 1913	The Departmental Plan was formally approved by the Minister of Home Affairs, King O'Malley.
20 February 1913	The first survey peg for the capital was hammered in by King O'Malley.
12 March 1913	Three foundation stones were laid for the Monument. <sup>49</sup> They were located on the central axis as determined by the Departmental Plan. The stones were laid by the Governor-General, Lord Denham; the Prime Minister, Andrew Fisher; and the Minister of Home Affairs, King O'Malley in a ceremony attended by up to 5,000 people with 500 dignitaries in attendance.
15 October 1913	After tension between Walter Burley Griffin and the Departmental Board Minister Kelly (O'Malley's successor) dismissed the Board and appointed Griffin as Federal Capital Director of Design and Construction.  Planning for the capital returned to Griffin's original scheme. The original intended central axis was resumed and so the Monument came to be located 'off centre'.
Between 1913 and 1935	The Monument was covered in galvanised iron and boarded-up with timber. <sup>50</sup>

<sup>49</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p 3.

<sup>50</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p 4.

Date	Event
December 1932	Removing the timber surrounding the Monument and improving the Monument's condition was raised by the Advisory Council to the Territory for the Seat of Government. The request was subsequently denied by the Minister for the Department of the Interior and consideration to be deferred. <sup>51</sup>
1935	The Monument was described as being 'surrounded by rotten timber, white ants and rabbits.' <sup>52</sup>
1953	The timber and galvanised iron were removed and the Monument was uncovered for public inspection. The tourist potential of the site was recognised. <sup>53</sup>
1957	A polished 'tapering cap' was added, to cover the hole where the column would have been placed. <sup>54 55</sup> The foundation stone laid by King O'Malley was replaced by a replica as the original had been severely vandalised and was damaged beyond repair. <sup>56</sup> Estimated cost for the works was £1,200. <sup>57</sup>
Late 1950s	As a part of the restoration and opening up of the Monument, a carpark at Capital Hill and path were constructed. An interpretive sign was also placed on top of the Monument providing a brief description of its history and significance.
1978	The decision to proceed with the construction of a new Parliament House building on Capital Hill was announced by the then Prime Minister.
Late 1980–early 1981	The entire Monument was removed from its original location and put into storage prior to the construction of Australian Parliament House.
January 1981	Construction commenced on the new parliament building.
October 1987	Permission was granted for the installation of the Monument on the New Parliament House by the Joint Standing Committee. <sup>58</sup>
1988	The Monument was installed at a new site at the front forecourt of Parliament House, Federation Mall.
12 March 1988	Three plaques were added to the column as part of the relocation ceremony. Those holding the same official positions as those who laid the original foundations stones—Governor General, Sir Ninian Stephens; the Prime Minister R J L Hawke; and Minister for the Arts and Territories Gary Punch—officially unveiled the monument. <sup>59</sup>
1988–current	General events and ceremonies were held in Federation Mall (the monument was not officially part of these).
12 March 2013	An official ceremony was held at the Monument for the Canberra Day Centenary celebrations attended by Prime Minister Julia Gillard; Governor General Quentin Bryce; Michael Bryce, Minister for Regional Affairs, Simon Crean; and ACT Chief Minister, Katy Gallagher.

<sup>51</sup> NAA: A431,1973/4421, pp 156-8.

<sup>52</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p 4.

<sup>53</sup> *Canberra Times* 'Anniversary of 'Naming Day' 12 March 1953 p 4.

<sup>54</sup> *Canberra Historical Journal*, New Series No. 26 September 1990, p4.

<sup>55</sup> National Capital Planning Authority, *Minute Paper*, 1 February 1993, File no. 93/112

<sup>56</sup> *Canberra Times*, New Australian Finishes Link with History, 21 September 1957, p 3.

<sup>57</sup> Letter to the Assistant Secretary (Development) from E Wigley Senior Development Officer, Department of the Interior, 30 9 1957. NAA File pg 87.

<sup>58</sup> The Parliament of the Commonwealth of Australia, Joint Standing Committee on the New Parliament House, Report relating to the proposed works in the Parliamentary Zone—Commencement Column Monument, 3 November 1987. [http://www.aph.gov.au/~media/05%20About%20Parliament/54%20Parliamentary%20Depts/544%20Parliamentary%20Library/history/JSCParlHouse\\_CommencementColumn.pdf](http://www.aph.gov.au/~media/05%20About%20Parliament/54%20Parliamentary%20Depts/544%20Parliamentary%20Library/history/JSCParlHouse_CommencementColumn.pdf)

<sup>59</sup> CHL citation, *Commencement Column Monument, Federation Mall, Capital Hill, ACT, Australia*.

## 2.6 Comparative Analysis

Much of the early planning and development of Canberra focused on buildings and amenities for the new city rather than monuments and memorials to events and people. A 1955 report from the Select Committee on the Development of Canberra outlined the lack of monuments in Canberra at the time, stating:

*There is a lack of monumental structures of a memorial nature. The fine Australian-American Memorial near Mt Pleasant has given a very necessary emphasis, with its high column, to the vista along King's-avenue from Capital Hill. The only other memorials are the King George V statue in front of Parliament House and the Robert Burns statue near Hotel Wellington. On Capital Hill is the uncompleted Commencement Column, which denotes the commencement of the city on the departmental plan and not the Griffin plan.*<sup>60</sup>

The planned nature of the capital city makes the Monument unique as the location and form of the foundation stones were carefully planned prior to the city itself being built. Foundation stones themselves are a common occurrence throughout Australia but they are generally associated with a single building or place rather than the city itself.

Monuments and memorials commemorating the foundation of a city have generally been erected on significant anniversaries of the founding date, for example at 50, 75, or 100 years, to recognise the enduring nature of the city rather than its commencement. A comparative analysis of foundation stones or foundation monuments is therefore difficult to establish for the Monument. Instead, an analysis of the remaining early Canberra structures and memorials is provided in Section 2.6.1, along with a comparison to Cooks Landing Place Monument in Sydney, an equally important site representative of a nationally significant event in Australia's history.

### 2.6.1 Early Canberra Structures, Memorials and Monuments

**Table 2.2** Comparative Analysis of Similar Early Canberra Structures, Memorials and Monuments to the Commencement Column Monument.

#### The Surveyors Hut 1913



(Source: Australian Heritage Database CHL entry for the Surveyors Hut)

The Surveyor's Hut is one of the earliest extant Commonwealth buildings in the Australian Capital Territory.

The simple concrete hut with curved corrugated iron roof is the only remaining element from the camp established in 1909 by Charles Robert Scrivener and his team during the surveying of the site of the Federal Capital. The exact date of the building is unknown but is shown in photographs as early as 1913, as was used as an archive store for the drawings.

The hut is still in its original location on the side of Capital Hill, and the land immediately around the hut has been landscaped into a park.

The building is associated with the Monument and serves as a physical reminder of the

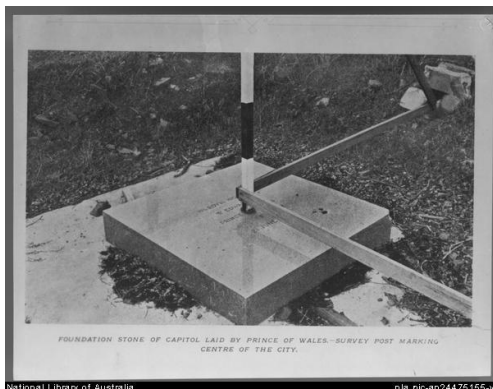
<sup>60</sup> Report from the Select Committee on the Development of Canberra, September 1955, p. 32 (Senate, 1954–55, vol. 1).



## The Surveyors Hut 1913

surveyor's work in the early siting of Canberra. The Surveyors Hut is listed on the CHL for its historic, technical and associative values.<sup>61</sup>

## Foundation Stone 1920



(Source: NLA, 1920, nla.pic-an24475155)

The Foundation Stone was laid by Prince Edward on 21 June 1920 at Capital (then Kurrajong) Hill during the foundation ceremony for Griffin's planned Capitol Building. A newspaper article from the time reports the joke that Canberra in 1920 was still unbuilt and consisted chiefly of foundation stones (referring to both this stone and the Commencement Column Monument).<sup>62</sup>

This stone was intended to form the central stone of a grand Capitol Building, but the building was never designed or built.

The engraved, granite stone was only in place for eight years before being relocated and stored in various locations, including the Australian War Memorial's store in Duntroon.<sup>63</sup>

The foundation stone was later re-laid at the site of the new Parliament House, which occupied the Capitol Building location on Capital Hill. It is now located in the outdoor floor space of the Parliament House cafeteria.

The inscription on the stone does not indicate its original intent or history simply stating: 'His Royal Highness Edward Prince of Wales laid this stone 21 June 1920'.

Prince Edward laid other foundation stones during his 1920 Australian visit including at Brisbane City Hall.

<sup>61</sup> CHL listing, *The Surveyors Hut, State Ccl, Capital Hill, ACT, Australia*.

<sup>62</sup> Barrier Miner, Broken Hill, 22 June 1920, p 1.

<sup>63</sup> Canberra Times, *A mistreated foundation stone, royally laid, has suffered a humiliating history*, 25 May 2004, p 6.

### King George V Memorial 1952



(Source: GML, 2013)

The King George V Memorial completed construction in 1952 and was originally located on the land axis in front of Old Parliament House—a dominant feature in the Parliament House Vista.

Designed in the interwar Art Deco Stripped Classical style, the building is a crucial element in Griffin's planned landscape of the National Triangle and the land axis between Mount Ainslie and Capital Hill.

The memorial blocked the vista between the Australian War Memorial and Old Parliament House and it was eventually relocated to its current site off the axis in 1968 to create an uninterrupted visual connection along the land axis<sup>64</sup>.

As well as its relocation to its current site, to the west of the axis, the memorial was reoriented, and components of the original feature were not rebuilt.

The monument is constructed of brick and faced with Hawkesbury sandstone blocks sourced from the Sydney region. It has a thick base course of stone mounted on two granite tiered steps, centrally placed within a paved area. It was designed specifically to be viewed 'in the round' as a monument,

King George V Memorial is listed on the CHL for its historic, characteristic, aesthetic and associative values.

### Canberra Centenary Column 2014



(Source: [http://en.wikipedia.org/wiki/Canberra\\_Centenary\\_Column](http://en.wikipedia.org/wiki/Canberra_Centenary_Column))

The Canberra Centenary Column was unveiled on 11 March 2014 as part of the 100-year celebrations of the establishment of the capital.

The 8.5m high sculpture is located on City Hill. The design of the column is a direct reference to the original intent of the Commencement Column Monument, with a hexagonal plinth and obelisk; a feature which was planned but never realised on the original.

The stainless steel obelisk sculpture, designed by local artist Geoff Farquhar-Still, sits on top of a concrete base clad in granite. Contemporary design features include acid etched images of Canberra and locally made glass tiles, as well as a time capsule containing 100 objects.<sup>65</sup>

<sup>64</sup> Parliament House Vista Area Heritage Management Plan, Volume 1 Page 84

<sup>65</sup> ABC News, 'Time capsule sealed inside Canberra's new Centenary Column', 11 March 2014, viewed November 2014, <<http://www.abc.net.au/local/stories/2014/03/11/3961082.htm>>

## 2.6.2 National Foundation Memorials

**Table 2.3** Comparative Analysis of Similar National Memorials to the Commencement Column Monument.

### Captain Cook's Landing Place 1870



(Source:  
<<http://www.travelphotodiary.com/captain-cooks-landing-place/>>)

Captain Cook's Landing Place at Kurnell Peninsula is a nationally significant site. It symbolically represents the birthplace of a nation and the dispossession of Indigenous people.

Captain Cook's Landing Place, where Cook is believed to have stepped ashore in 1770, features a series of monuments to the events and to Cook and his companions.

The site includes a monument from 1822, the obelisk commemorating Cook from 1870, monuments for significant people including Forby Sutherland, Dr Solander and Joseph Banks, as well as other features including a well, flagpole, watering hole and memorial trees.

In 2003 the name of Captain Cook's Landing Place was changed to the 'Meeting Place Precinct'.

Kurnell Peninsula Headland is listed on the NHL, and has outstanding heritage value to the nation for its historic, rarity, social and associative values.

## 2.6.3 Comparative Analysis Conclusion

Canberra has relatively few officially-built structures directly associated with the formal founding and establishment of the National Capital. The Surveyor's Hut on the slopes of Capital Hill dates from this period but was never intended as a formal commemorative item with symbolic meaning.

The Commencement Column Monument is unusual amongst commemorative monuments for significant foundations in that it was established at the founding of the city before it was built rather than retrospectively to honour its establishment. The Commencement Column Monument does not have a monumental or physical presence that is evident in other monuments or memorials; rather it is a symbolic marking of a highly significant event. The 1920 Foundation Stone is not comparable because of its simple, unplanned and unsymbolic nature.

The monument at Captain Cook's Landing Place is a planned obelisk. It was only established in 1870, 100 years after the event of Cook stepping onto Australian soil. The Canberra Centenary Column is likewise a monument erected at a 100-year anniversary.

The King George V Memorial which was built on Griffin's land axis has since been moved to leave the vista clear. The wish for a clear view along Griffin's Land Axis, now termed the Parliamentary House Vista, is unlikely to allow full expression to the original design for the Commencement Column Monument.

## 2.7 Historic Themes

### 2.7.1 Australian Historic Themes Relevant to the Commencement Column Monument

The Commonwealth has developed a framework of 'Australian Historic Themes' to assist with identifying, assessing, interpreting and managing heritage places and their values. Using historic themes can assist with focusing on the historical values of a place and how these values are represented physically in the place and/or wider context.

The Australian Historic Themes provide a context for assessing heritage values. The themes are linked to human activities in their environmental context. Themes link places to the stories and processes which formed them, rather than to the physical ‘type’ of place represented. Australian Historic Themes are grouped together by an overarching historic theme, which is further divided into more specific themes and sub-themes. Historic Theme Groups relating to the monument are listed in Table 2.4 below.

**Table 2.4** Australian Historic Theme Groups for the Commencement Column Monument.

Number	Historic Theme Group	Sub-theme
3	Developing Local, Regional and National Economies	Constructing Capital City Economies Developing an Australian Engineering and Construction Industry Catering for Tourists
4	Building Settlements, Towns and Cities	Planning Urban Settlements—Creating Capital Cities Remembering Significant Phases in the Development of Settlements, Towns and Cities
7	Governing	Federating Australia Administering Australia Defending Australia Establishing Regional and Local Identity
8	Developing Australia’s Cultural Life	Honouring Achievement Remembering the Fallen Commemorating Significant Events Pursuing Excellence in the Arts and Sciences

<sup>1</sup> Peter Proudfoot The Secret Plan of Canberra, p 84.

## 3.0 Understanding the Place—Physical Context

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### 3.1 Introduction

A site inspection was undertaken by the GML project team in September 2014 to assess the physical fabric, condition and setting of the Commencement Column Monument.

This section provides a description of the Monument and the surrounding setting as it was when inspected. All photographs in this section are sourced to GML, 2014 unless otherwise stated.

### 3.2 Setting and Context

#### 3.2.1 Definition of the Setting of a Heritage Place

In assessing heritage values of the Commencement Column Monument consideration has been given to the meaning of 'setting' as one of the components contributing to its heritage value (refer to Section 4.0). The Monument is located in Federation Mall within the 'Line of Parliament' surrounding Parliament House that delineates the Parliamentary Precinct. It sits adjacent to the Parliament House Vista boundary.

The setting of a place—a heritage structure, site or area—is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character.

Article 8 of the Burra Charter states:

*Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of the place.*

*New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.*

The 2005 ICOMOS Xi'an *Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas* has further amplified this concept, focusing on identifying intangible and spiritual dimensions as well as visual and physical setting issues; and providing guidance on how heritage management practice can adequately address the rapid and incremental transformation of cities and landscapes that can result in adverse impact to heritage values. Two of the Xi'an Declaration principles relevant to this heritage assessment are:

***Acknowledge the contribution of setting to the significance of heritage monuments, sites and areas.***

***1. The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character.***

*Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context.*

***2. Heritage structures, sites or areas of various scales, including individual buildings or designed spaces, historic cities or urban landscapes, landscapes, seascapes, cultural routes and archaeological sites, derive their significance and distinctive character from their perceived social and spiritual, historic, artistic, aesthetic, natural, scientific, or other cultural values. They also derive their significance and distinctive character from their meaningful relationships with their physical, visual, spiritual and other cultural context and settings.***



*These relationships can be the result of a conscious and planned creative act, spiritual belief, historical events, use or a cumulative and organic process over time through cultural traditions.*

### 3.3 The Setting of the Commencement Column Monument

Reflecting on the Xi'an Declaration, the setting of the Monument is taken to be more than the immediate management area. Its 'extended setting' is the Parliamentary Zone and the National Triangle; its 'immediate setting' is Federation Mall; both described below.

#### 3.3.1 The 'immediate setting'

While the management boundary of the Commencement Column Monument is the Monument itself and the paving surrounding its base, the Monument's immediate setting is the lawn and landscaped area of Federation Mall between APH and OPH.

#### 3.3.2 The 'extended setting'

The 'extended setting' comprises the general form and layout of Federation Mall, as well as individual surrounding places, which contribute to the suite of early Federal Capital features in the apex of the Parliamentary Zone. These symbolise the commencement of Canberra as the national capital. Many of these places and built elements (described in the next section) were designed by John Smith Murdoch, architect of the Commencement Column Monument. The repetition of his design philosophy in the buildings provides a unity to the landscape. For the most part, the built elements in the setting align along the Griffin Plan's central land axis, the most symbolic area creating a line of view now known as the Parliament House Vista.

The Monument is surrounded by remaining elements of early Federal Capital architecture and planning which are symbolic of the early development phase of Canberra—even if original uses have changed over time.

APH and OPH, a dominant early Canberra historic building design by Murdoch, are in the extended setting. East and West Block, also designed by Murdoch, are placed symmetrically on the left and right of the axis.



**Figure 3.1** View to the Monument and Parliament House from Federation Mall.



**Figure 3.2** View to the Monument and Federation Mall from the forecourt of Parliament House looking towards Old Parliament House and Mount Ainslie.



**Figure 3.3** The Monument is not a physically dominant element on Federation Mall but contributes to the overall symbolic function of the area.



**Figure 3.4** View looking south to Parliament House with the Monument in the foreground.



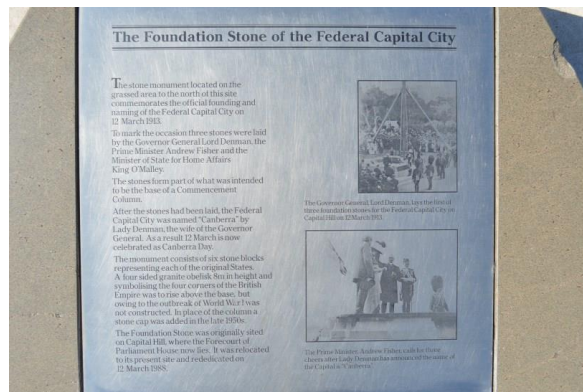
**Figure 3.5** The 'Line of Parliament' outlines the Parliamentary Precinct. It is physically delineated by markers such as this in the ground surrounding .



**Figure 3.6** Federation Mall and the National Zone are a popular area for tourists and locals to visit and guided tours are provided by tourist companies.



**Figure 3.7** An interpretive sign is located on the paved footpath to the southwest of the Monument.



**Figure 3.8** Detail of the Interpretive sign.

### 3.4 Surrounding Places

#### 3.4.1 Australian Parliament House

Parliament House dates from 1988 rather than the early years of the Federal Capital but is the most dominant feature in the setting of the Commencement Column Monument. It is spatially linked to the Monument from the location of both buildings on the central land axis of the Griffin Plan. The Monument is within the landscape setting of Parliament House and vice versa. The design of the APH building—as a sculptural landscape element constructed ‘within’ Capital Hill—interprets the original profile of the topography and its curved walls reflect the avenues and axes to City Hill and Russell established by Griffin’s plan.<sup>1</sup>

Parliament House is one of the most prominent of landmarks in Canberra. It functions both as a working place for parliament and as a ceremonial location for national events. Designed by Mitchell, Giurgola & Thorp, it is a building of great creative achievement which has become an icon of Canberra. The building and its architects have been acknowledged nationally with awards such as the Royal Australian Institute of Architect (RAIA) Gold Medal awarded to Ronaldo Giurgola in 1988, RAIA National Sir Zelman Cowen Award and the RAIA (ACT Chapter) Canberra Medallion in 1989, the Civic Design award in 1990 and most recently the building won the Enduring Architecture National Award RAIA in 2013.<sup>23</sup>

The building’s design and location—siting on the central land axis—creates a strong linkage and visual relationship along the axis to the Australian War Memorial (AWM) and Old Parliament House (referred to as OPH). The significance of the location was understood from the initial planning of Canberra and the reason for the initial location of the Monument, albeit on the axis of the Departmental Plan rather than the Griffin Plan.

#### 3.4.2 Federation Mall

Federation Mall, located between Parliament House and OPH, is the ceremonial and symbolic link between the two buildings. Federation Mall is the immediate setting of the Monument. Visitors to Parliament House arrive at the front of the building and look down the slope of the hill towards the Commencement Column Monument which is set in the lawns of Federation Mall.

Australia Day events are held in Federation Mall with presentations by the Prime Minister and dignitaries held between the Monument and Parliament House; it is a public place for formal and informal occasions. This spatial division is symbolic in itself, allowing the parliamentary and civil functions of the building to ‘meet’ in the Mall. This area has been the location of political protests and celebrations (as was the front of OPH when it was a functioning parliament) including the recent centenary celebrations which focused on the inauguration of Canberra. While the foundation and naming of Canberra occurred at the Monument at its original location, the 2013 Canberra Centenary ceremony was held at the Monument at its present location.

Federation Mall is a significant open space within Canberra and as a part of the Parliamentary Zone its current and future use is guided by the National Capital Plan (refer Section 5.5.5). The area has previously been identified as a possible location for significant, community sponsored commemorative structures, for example a memorial to celebrate the 2002 centenary of white women’s suffrage in Australia, but the location and potential impact upon vistas between Parliament

<sup>1</sup> Australian Heritage Database National and Commonwealth Heritage List nominations for Australian Parliament House.

<sup>2</sup> Australian Heritage Database National and Commonwealth Heritage List nominations for Australian Parliament House.

<sup>3</sup> Meredith Clisby, ‘Parliament House wins design award’, *Canberra Times*, 8 November 2013.

House, OPH and the AWM have been cited as reasons for not allowing their construction. As a result of such controversial proposals and to guide future commemorative structures in the capital the NCA created *Guidelines for Commemorative Works in the National Capital* (2002), according to the Guidelines Federation Mall is reserved for:

*'Commemoration of politicians, political history and achievement, post 1901. The area reflects the social and cultural achievements since Federation in 1901, including achievements by women, constitutional history of Old Parliament House (1927–88) and Parliament House (post 1988), republican history, labour relations, economic history, environmentalism and large-scale projects.'*<sup>4</sup>

The Commencement Column Monument is currently the only commemorative structure on the Mall.

### 3.4.3 Old Parliament House and Gardens

OPH is Australia's first purpose-built Federal Parliament house and an important landmark within Canberra. Located on the central land axis within the Parliamentary Zone it occupies an important location in the city and in relation to other government buildings nearby such as the East and West Blocks, the John Gorton Building and the Treasury Building. The building was designed by JS Murdoch in the Inter-War Stripped Classical architectural style to be the grandest element of the fledgling city and the central focus of the developing capital city. The building's style, symmetrical form, colour and landscaped features, such as the gardens, contribute to the planned aesthetic qualities of the Parliamentary Zone and National Triangle.<sup>5</sup> The formal planned design of the building relates to the formal planned design and siting of the Monument.

### 3.4.4 Parliament House Vista

The Parliament House Vista—Canberra's central designed and symbolic landscape, situated along both sides of Griffin's land axis—is an irregularly shaped boundary, terminating at the AWM and Mount Ainslie at the northern end and APH on Capital Hill at the southern end.<sup>6</sup>

The vista and its heritage values express the core of the Griffin design vision for Canberra. The landscape of the vista embraces the central land axis, part of the water axis and most of the National Triangle, including the area known as the Parliamentary Zone. It combines urban planning, landscape and architecture to achieve a grand vision of a symbolic, unified and visually dramatic place.<sup>7</sup>

The Parliament House Vista is considered important for its design pattern and its richness of features. Many individual places within it have heritage significance for their architectural design and historic importance, including OPH and Curtilage, OPH Gardens, East Block Government Offices, West Block and the Dugout, John Gorton Building, the National Library of Australia, the High Court of Australia, the National Gallery of Australia, Blundells Cottage and Slab Outbuildings and Surrounds, the AWM, the Portal Buildings, the High Court—National Gallery Precinct, the National Carillon, and King George V Memorial.<sup>8</sup>

The Parliament House Vista is also distinctive for the generally symmetrical organisation of monumental buildings in the landscape, the large body of water of Lake Burley Griffin, and the parklands and gardens that contribute to the landscape setting of the broader vista area, such as

<sup>4</sup> National Capital Authority, August 2002, *Guidelines for Commemorative Works in the National Capital*, Canberra, ACT.

<sup>5</sup> Australian Heritage Database Commonwealth Heritage List entry for Old Parliament House and Curtilage and Old Parliament House Gardens.

<sup>6</sup> Australian Heritage Database Commonwealth Heritage List entry for Parliament House Vista.

<sup>7</sup> Australian Heritage Database Commonwealth Heritage List entry for Parliament House Vista.

<sup>8</sup> Australian Heritage Database Commonwealth Heritage List entry for Parliament House Vista.



Anzac Parade and the Canberra Central Parklands (Commonwealth Park, Rond Terrace and Kings Park).

While the Monument is technically within the Parliamentary Precinct and not inside the Parliament House Vista CHL boundary—due to the intricacies of the Parliaments Precinct Act—it is within the line of sight from the apex of Parliament House.

Its *raison d'être*, the original location, re-sited location and history are inextricably linked with the heritage values of the vista and as such the Commencement Column Monument is a contributory factor to the vista's heritage.

### **3.4.5 East Block Government Offices and West Block and the Dugout**

East Block and West Block were among some of the earliest government buildings constructed in Canberra. Designed by JS Murdoch, who designed OPH, they formed the Parliament House Secretariat Group. The buildings were designed as a group to complement each other and balance the landscape. Similarities in the design and fabric of East and West Blocks—and the Dugout—remain evident today. The buildings were physically connected by a pneumatic tube in their basements which was used for sending and receiving sensitive correspondence. Together, their location and design contribute to the landscaped and symmetrical nature of the National Triangle and they form essential and important axial planning elements within the central national area.<sup>9</sup>

East Block, Secretariat No. 1, was completed in 1925 for use as government offices. It also housed Canberra's first Post Office and telephone exchange, used by both local residents and Parliament. Today, it is the location of the National Archives of Australia. The block is symmetrical in plan and consists of three separate buildings linked by verandah porches that form a cohesive group. It has a three-storey central section and two-storey blocks on each side. It has a brick base with a painted white render finish above ground floor level. A courtyard arrival point to the building is created by the addition of arcaded entrance screens to the centre block.<sup>10</sup>

West Block, Secretariat No. 2, was completed in 1928 under the direction of HM Rolland, Works Director, Canberra. The original completed building consisted of three linked blocks (A, B and C) externally similar to OPH and East Block with the brick base with a painted white render finish above ground floor level. The linked blocks incorporated screened forecourts, verandahs, balconies and linking corridors. Block A was originally intended to house the National Library and Block B housed a strong room. The original building was modified and extended from an early date to suit the requirements of occupants and the layout today is substantially different to the original plans. A later addition, Block D incorporated similar external architectural detailing, materials, scale and form to the original buildings.<sup>11</sup>

During the World War II, a small building called 'the Dugout' was constructed to the east of West Block as a bomb shelter. Access to the Dugout from West Block could be gained by an external metal staircase from a window on the first floor of the building where the Prime Minister's Department, 5 Division worked. In case of emergencies, the Dugout contained a 'Typex' machine to decode and code information sent out in cables by women working for the war-effort, who were colloquially known as 'cable-girls'. The Dugout is extant and used as an electrical substation.<sup>12</sup>

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<sup>9</sup> Australian Heritage Database Commonwealth Heritage List entry for East Block Government Offices and West Block and the Dugout.

<sup>10</sup> Australian Heritage Database Commonwealth Heritage List entry for East Block Government Offices

<sup>11</sup> Australian Heritage Database Commonwealth Heritage List entry for West Block and the Dugout.

<sup>12</sup> Australian Heritage Database Commonwealth Heritage List entry for West Block and the Dugout.

The group of Secretariat Buildings consisting of OPH, East and West Blocks, are significant within the National Triangle for their contribution to the symmetrical landscaped qualities of the area and as a realisation of the Griffin Plan. Their contribution to the development of early Canberra and the establishment of government in the Federal Capital also contribute to their combined significance.

### **3.4.6 The Surveyors Hut**

The Surveyors Hut is located in between State and Capital Circle roads on Capital Hill. A simple concrete hut with a corrugated iron roof, it is a remnant of the original surveyor's camp at Capital Hill, the rest of which was removed in the 1960s. The hut is believed to be one of the earliest surviving Commonwealth buildings in Canberra and was used by Charles Robert Scrivener to store plans when they were surveying the area to establish the location and topography of the national capital. The hut was built as an adjunct to the actual survey drawing office used by Scrivener. The exact date of the construction of the hut is not known but the surveyors hut was established on the side of Capital (then Kurrajong) Hill in 1909 and appears in photos of the area in 1913.<sup>13</sup>

As such, it is of the same age as the Monument and like it, relates strongly to the early founding of the National Capital.

## **3.5 Summary of the Setting**

The Monument is physically and historically connected to the landscape of Federation Mall (the immediate setting) and the other surrounding places (the extended setting) which are representative of Canberra's planning and foundation as the Australian National Capital. While the Monument is a discreet element in the landscape, its physical location is fundamentally linked to Canberra's inauguration, a result of Federation.

The immediate management boundary of the Commencement Column Monument extends to the edges of the paving surrounding its base. Its physical and immediate setting is the landscaped lawn area on Federation Mall in between Parliament House and OPH. The wider setting is the Parliament House Vista.

## **3.6 Physical Description of Commencement Column Monument**

### **3.6.1 General Description**

This section provides a general description of the Commencement Column Monument's form, fabric and design. Figure 3.9 indicates the different aspects of the Monument. The condition of the heritage values and fabric are included in Sections 4.5 and 5.3.

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<sup>13</sup> Australian Heritage Database Commonwealth Heritage List entry for the Surveyors Hut, State Circle.



**Figure 3.9** View of Federation Mall, toward OPH the AWM, and Mt Ainslie. The southwest face of the Commencement Column Monument shows the different elements of the Monument. (Source: GML, 2014).

Located on Canberra's central axis—in the lawn area of Federation Mall in front of APH the Commencement Column Monument comprises three foundation stones set in a hexagonal base approximately 370cm wide.

It is made of Bowral Trachyte stone from the Mount Gibraltar Trachyte quarries complex in the Southern Highlands town of Bowral, NSW. The hexagonal Monument has stepped and battered sides consisting of a slightly angled skirting base topped with decorative moulding that houses the foundation stones. The original design included an obelisk (column) but this was never completed (refer Section 2.0). A sloped and convex capping made of polished trachyte stone was added to the Monument in 1957. The capping is now a total height of 105cm. The newer capping stone is darker in colour than the monument due its higher degree of finishing polish.

In its original location the Monument had a wide paved base with two steps; which is no longer part of the Monument in its current location. Added in 1988, a hexagonal stone paving surrounds the base of the Monument.

The three stones display incised inscriptions on separate faces with bold gilt lettering. The gold colouring is a combination of gold leaf and metallic pigment paint. The inscriptions read:

*THIS STONE WAS LAID BY  
HIS EXCELLENCY THE RIGHT HONOURABLE  
SIR THOMAS DENMAN BARON PC., C.C.M.C., K.C.V.O  
GOVERNOR GENERAL AND COMMANDER IN CHIEF OF THE COMMONWEALTH OF AUSTRALIA  
ON THE 12<sup>TH</sup> MARCH 1913.*

*THIS STONE WAS LAID BY  
THE RIGHT HONOURABLE ANDREW FISHER, PC, MP,  
PRIME MINISTER OF THE COMMONWEALTH OF AUSTRALIA  
ON 12TH MARCH 1913.*

*THIS STONE WAS LAID BY  
THE RIGHT HONOURABLE KING O'MALLEY, MP  
MINISTER FOR HOME AFFAIRS  
ON THE 12TH MARCH 1913.*

At the relocation ceremony on 12 March 1988, three bronze plaques were added below the foundation stones to mark the unveiling of the Monument's new location. The Monument was unveiled by Sir Ninian Stephens, Governor General; Prime Minister, the Honourable R.J.L. Hawke; and Gary Punch, MP; who held the same positions in 1988 as those who laid the original foundation stones in 1913. The second inscriptions are as follows:

Beneath Sir Thomas Denman's inscription:

*THIS PLAQUE WAS UNVEILED BY  
HIS EXCELLENCY THE RIGHT HONOURABLE SIR NINIAN STEPHENS,  
AK, GCMG, GCVO, KBE,  
GOVERNOR GENERAL OF THE COMMONWEALTH OF AUSTRALIA  
ON  
12 MARCH 1988  
TO COMMEMORATE THE RELOCATION OF THIS MONUMENT.*

Beneath Andrew Fisher's inscription:

*THIS PLAQUE WAS UNVEILED BY  
THE HONOURABLE R J L HAWKE, AC, MP,  
PRIME MINISTER  
ON  
12 MARCH 1988  
TO COMMEMORATE THE RELOCATION OF THIS MONUMENT.*

Beneath King O'Malley's inscription:

*THIS PLAQUE WAS UNVEILED BY  
THE HONOURABLE GARY PUNCH, MP.  
MINISTER FOR THE ARTS AND TERRITORIES  
ON  
12 MARCH 1988  
TO COMMEMORATE THE RELOCATION OF THIS MONUMENT.*



### 3.6.2 Photographs as at 2014



**Figure 3.10** The east face of the Commencement Column Monument holds Sir Thomas Denman's foundation stone.



**Figure 3.11** Below Sir Thomas Denman's foundation stone is Sir Ninian Stephen's 1988 bronze plaque.



**Figure 3.12** The northwest face of the Monument holds former Prime Minister Andrew Fisher's foundation stone.



**Figure 3.13** Former Prime Minister Robert Hawke's 1988 bronze plaque is below Andrew Fisher's foundation stone.



**Figure 3.14** The southwest face of the Monument holds King O'Malley's foundation stone.



**Figure 3.15** Gary Punch's 1988 bronze plaque is situated below King O'Malley's foundation stone.





**Figure 3.16** Detail of the incised lettering on the foundation stones. The use of both gold leaf and metallic pigment paint has caused a dull and mottled appearance to the letters.



**Figure 3.17** Detail of the paving and angled skirting stone showing patching work to the chipped base.



**Figure 3.18** Detail of the decorative moulding on top of the angled skirting. The decorative moulding is between the foundation stones.



**Figure 3.19** Detail of the horizontal and sloped capping. The difference in colour and shine between the base and capping is evident.



**Figure 3.20** Detail of the capping stone. The white runoff visible on the cap is from the application of a new sealant.



**Figure 3.21** An angled interpretive sign is located on the paved footpath to the southwest of the Monument.

## 4.0 Understanding the Heritage Values

### 4.1 Introduction

The Commencement Column Monument is established as a place with Commonwealth Heritage value and meets the Commonwealth Heritage criteria for significant heritage values set out in Table 4.1 below.

However, the existing official Commonwealth Heritage assessment of the Monument requires revision to ensure an assessment is undertaken where there are gaps in the CHL citation, and to ensure changes are addressed over time.

### 4.2 Heritage Values of the Commencement Column Monument

#### 4.2.1 Official Commonwealth Heritage Values

The Commencement Column Monument is included in the CHL (Place ID: 105347). The following assessment against the criteria is from the official CHL citation which was transferred directly to the list from the 1993 RNE entry on 22 June 2004 without revision.

**Table 4.1** Official CHL Assessment Against Criteria.

Commonwealth Heritage Criteria	Official Assessment against the Criteria
Criterion (a) Processes	<p><b><i>the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history.</i></b></p> <p><i>The foundation stones of the never-completed Commencement Column are significant for their historical association with the selection of a site for the federal capital of Australia, in accordance with Section 125 of the Constitution which stipulated that the federal seat of government would be located within the state of New South Wales, but not within a 100-mile radius of Sydney. The foundation stones are also significant for their association with the official foundation and naming of Canberra in March 1913 as the national capital.</i></p> <p><b>Attributes</b> <i>The three foundation stones and their inscriptions.</i></p>
Criterion (b) Rarity	<p><b><i>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.</i></b></p> <p>The official CHL entry makes no assessment against this criterion.</p>
Criterion (c) Research Potential for Information	<p><b><i>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.</i></b></p> <p>The official CHL entry makes no assessment against this criterion.</p>
Criterion (d) Characteristic Values	<p><b><i>the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:</i></b></p> <p><b><i>i. a class of Australia's natural or cultural places; or</i></b></p> <p><b><i>ii. a class of Australia's natural or cultural environments.</i></b></p> <p>The official CHL entry makes no assessment against this criterion.</p>
Criterion (e) Aesthetic Characteristics	<p><b><i>the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</i></b></p> <p>The official CHL entry makes no assessment against this criterion.</p>

Commonwealth Heritage Criteria	Official Assessment against the Criteria
Criterion (f) Degree of Creative or Technical Achievement	<p><b><i>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.</i></b></p> <p>The official CHL entry makes no assessment against this criterion.</p>
Criterion (g) Social Values	<p><b><i>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.</i></b></p> <p><i>Though moved from their original location, the foundation stones of the never-completed Commencement Column are of symbolic significance to the Australian community for their commemorating the official selection, foundation and naming of Canberra as the national capital.</i></p> <p><b>Attributes</b></p> <p><i>The three foundation stones and their inscriptions.</i></p>
Criterion (h) Significant People	<p><b><i>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></b></p> <p><i>The foundation stones are significant for their association with important figures in the foundation of Canberra, including John Smith Murdoch, designer of the intended Commencement Column and of Old Parliament House. It is also associated with Lord Thomas Denman, Governor General at the time of laying the stones, his wife, Lady Denman who performed the official naming of the capital, Andrew Fisher, the Prime Minister of the day, and King O'Malley who, as Minister for Home Affairs, was intimately involved in the selection of Canberra as the federal seat of government.</i></p> <p><b>Attributes</b></p> <p><i>The three foundation stones and their inscriptions.</i></p>
Criterion (i) Indigenous	<p><b><i>the place has significant heritage value because of the place's importance as part of Indigenous tradition.</i></b></p> <p>The official CHL entry makes no assessment against this criterion.</p>

#### 4.2.2 Official CHL Summary Statement of Significance

The following summary statement of significance is quoted from the official CHL citation for Commencement Column Monument:

*The foundation stones of the never-completed Commencement Column are significant for their historical association with the selection of a site for the federal capital of Australia, in accordance with Section 125 of the Constitution which stipulated that the federal seat of government would be located within the state of New South Wales, but not within a 100-mile radius of Sydney. The foundation stones are also significant for their association with the official foundation and naming of Canberra in March 1913 as the national capital. (Criterion A4. Historic Themes 7.4 Federating Australia; 4.1 Planning urban settlements [creating capital cities]; 4.6 Remembering significant phases in the development of settlements, towns and cities; 8.9 Commemorating significant events).*

*Though moved from their original location, the foundation stones of the never-completed Commencement Column are of symbolic significance to the Australian community for their commemorating the official selection, foundation and naming of Canberra as the national capital. (Criterion G1)*

*The foundation stones are significant for their association with important figures in the foundation of Canberra, including John Smith Murdoch, designer of the intended Commencement Column and of Old Parliament House. It is also associated with Lord Thomas Denman, Governor General at the time of*



*laying the stones, his wife, Lady Denman who performed the official naming of the capital, Andrew Fisher, the Prime Minister of the day, and King O'Malley who, as Minister for Home Affairs, was intimately involved in the selection of Canberra as the federal seat of government.*  
(Criterion H1)

## 4.3 Revised Assessment of Heritage Values of the Commencement Column Monument

### 4.3.1 Legislative Background

This section re-assesses the Monument against the Commonwealth Heritage criteria to validate the presence of the official heritage values. Section 10.03A of the EPBC Act Regulations defines nine Commonwealth Heritage criteria for evaluating, identifying and assessing the Commonwealth Heritage values of a place, and the revised assessment is analysed against the criteria set out in Table 4.2.

Heritage values evolve and change over time and this HMP provides a timely opportunity to check and revise the values of the Commencement Column Monument. The Commonwealth Heritage listing only refers to the foundation stones of the Monument as being significant. Primarily, this revision establishes that the whole structure is of significance because of its historical associations with the selection, foundation and naming of Canberra as well as its links with numerous significant and influential persons who contributed not only to the creation of the Monument but also the establishment and development of the National Capital.

### 4.3.2 Gaps in the current CHL entry

The official CHL entry only includes an assessment of the heritage values against criteria (a), (g) and (h). It does not provide an assessment or justification as to why the Monument meets or doesn't meet the threshold against the other Commonwealth Heritage criteria.

To ensure no ambiguity in the future, the revised assessment states where the Monument does or does not meet the criteria. The criteria that require a revised assessment are:

- **Criterion (a):** reference was made only to the foundation stones rather than the Monument. The criterion does not mention the relocation of the Monument and the significance of its current location and setting.
- **Criterion (b):** the rarity of the Monument was not assessed. This requires a comparative analysis against other similar-monuments to justify rarity or otherwise.
- **Criterion (g):** the CHL assessment of social values states it holds significance to the Australian community but this is not substantiated.
- **Criterion (h):** significant associations of the foundation stones' design and installation were only attributed to JS Murdoch; Lord and Lady Denman; Prime Minister Fisher and King O'Malley. Other significant associations are addressed in the revised assessment.

### 4.3.3 Revised Assessment of the Commencement Column Monument

**Table 4.2** Revised Assessment of the Commencement Column Monument Against the Commonwealth Heritage Criteria.

Commonwealth Heritage Criteria	Revised Assessment Against the Commonwealth Heritage Criteria
<b>Criterion (a) Processes</b>	<p><b><i>the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history.</i></b></p> <p>The Commencement Column Monument—located on Capital Hill, dating from 1913 and consisting of three foundation stones set in a stepped hexagonal base with a sloped capping—is historically significant for its direct associations with the selection of the site of the National Capital, its foundation, commencement and naming.</p> <p>The Monument represents the physical realisation of Section 125 of the Constitution that stipulated the federal seat of government be located within the state of NSW, but not within a 100-mile radius of Sydney.</p> <p>The Monument's relocation to its current position on Griffin's central land axis is a validation of the importance of Griffin's plan for the city and the significance ascribed to the design history of the federal capital. While relocated from its original position, its presence on Capital Hill is integral with the foundation and design principles of the National Capital.</p> <p>Its current 'incomplete' form reflects the changing attitudes and priorities of governments, the development of Canberra and complements the values of the Parliament House Vista.</p> <p>The continued use of the Monument in events such as the Canberra Centenary celebrations confirms and refocusses the symbolic importance in the foundation and development of the National Capital.</p> <p><b>Attributes:</b></p> <ul style="list-style-type: none"> <li>• The whole monument</li> <li>• The three foundation stones and their inscriptions</li> </ul> <p><b>The Commencement Column Monument meets this criterion.</b></p>
<b>Criterion (b) Rarity</b>	<p><b><i>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.</i></b></p> <p>The Commencement Column Monument is a unique monument commemorating the official selection, founding and naming of the National Capital. The Monument is unique within Canberra and Australia, being the first commemorative structure built for the planned National Capital city to mark its location and the commencement of development. It is a unique physical realisation of Section 125 of the Constitution that established the need for a new capital city, the first city of Federated Australia.</p> <p>Commemorative stones themselves are a common occurrence throughout Australia but they are generally associated with the commencement or construction of a building rather than a city, or for a commemorative anniversary of a founding. The foundation stones of the Commencement Column Monument are unique in that they were laid at the commencement of a city.</p> <p><b>Attributes:</b></p> <ul style="list-style-type: none"> <li>• The whole monument</li> <li>• The three foundation stones and their inscriptions</li> </ul> <p><b>The Commencement Column Monument meets this criterion.</b></p>
<b>Criterion (c) Potential for Information</b>	<p><b><i>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.</i></b></p> <p>The Commencement Column Monument is not likely to yield information that will contribute to a greater understanding of Australia's cultural history.</p> <p><b>The Commencement Column Monument does not meet this criterion.</b></p>

Commonwealth Heritage Criteria	Revised Assessment Against the Commonwealth Heritage Criteria
<p><b>Criterion d) Characteristic Values</b></p>	<p><b><i>the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:</i></b></p> <p><b><i>i. a class of Australia's natural or cultural places; or</i></b></p> <p><b><i>ii. a class of Australia's natural or cultural environments.</i></b></p> <hr/> <p>As the base of an incomplete obelisk, the Commencement Column Monument is a unique monumental form. In its unfinished form it does not demonstrate the principle characteristics of an Australian cultural place or environment.</p> <p><b>The Commencement Column Monument does not meet this criterion.</b></p>
<p><b>Criterion (e) Aesthetic Characteristics</b></p>	<p><b><i>the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</i></b></p> <hr/> <p>The location and setting of the Commencement Column Monument on Federation Mall in front of Parliament House contributes to its aesthetic values when viewed at a distance. The Monument contributes to the powerful sweeping vista from Parliament House through to the AWM.</p> <p>The Monument itself (originally designed to have further stone levels and obelisk) while significant in its formal symmetrical Art Deco design qualities, does not hold notable aesthetic qualities in its current capped, stepped hexagonal form.</p> <p>Its value to local and national communities has not been formally assessed.</p> <p><b>The Commencement Column Monument does not meet this criterion.</b></p>
<p><b>Criterion (f) Creative or Technical Characteristics</b></p>	<p><b><i>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.</i></b></p> <hr/> <p>The original design of the Commencement Column Monument displayed technical and creative qualities. The Monument was intended to be a large, symbolic obelisk, with a base consisting of stones representing the six states of Australia obtained from the six corners of the Commonwealth and Great Britain and Ireland.</p> <p>The logistics and technical requirements of obtaining these stones, other development priorities and the onset of World War I meant this original vision was never realised. The incomplete form remained boarded-up for protection until the late 1950s when it was sealed with a stone capping.</p> <p>In its current form the original technical and creative qualities have not been realised and the Monument does not display a high degree of creative or technical achievement.</p> <p>The removal and relocation of the foundation stones and monument as a whole to their current location was a notable task but does not meet this criterion.</p> <p><b>The Commencement Column Monument does not meet this criterion.</b></p>
<p><b>Criterion (g) Social Values</b></p>	<p><b><i>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.</i></b></p> <hr/> <p>The Commencement Column Monument is a physical representation of the official selection and founding of the Federal National Capital and naming of Canberra and, as such, could be of importance to the Australian community.</p> <p>Its prominent location on the central land axis of the city in front of Parliament House exemplifies its significance to the National Capital. Its use as a site for special events—particularly the Canberra Day celebrations for the 2013 Centenary—also suggest a possible social attachment/community interest to the site.</p> <p>The Monument has social value which is held by the local Canberra community. This is demonstrated through media ceremonies associated with the monument in 1913 and again in 2013 and media interest has local social significance.</p> <p><b>The Commencement Column Monument meets this criterion.</b></p>

Commonwealth Heritage Criteria	Revised Assessment Against the Commonwealth Heritage Criteria
Criterion (h) Significant People	<p><b><i>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></b></p> <p>The Commencement Column Monument is associated with numerous significant people who have contributed to the establishment and development of Canberra as a city.</p> <p>The Monument is significant for its association with the architect John Smith Murdoch who designed the intended structure and the Director General of Commonwealth Public Works for the Home Affairs Department, Lieutenant Percy T Owen who was responsible for authorising the design and orchestrating the installation of the base of the intended column and foundation stones.</p> <p>Murdoch and Owen had worked closely within the Public Works Branch and as a part of the Department Board that established the interim Departmental Plan for the city—which was briefly adopted prior to Griffin's competition-winning scheme being reinstated as the preferred design. This Departmental Plan dictated the original location of the Monument.</p> <p>Murdoch went on to design many of the city's early buildings and sites including RMC Duntroon (1911); the Powerhouse at Kingston (1915); Gorman House (1924); Hotel Canberra (now the Hyatt Hotel) (1924); the Hotel Kurrajong (1926); Provisional Parliament House (1927); Old Canberra House, Acton (1912) and the National Archives of Australia (East Block) (1927). Owen, in his position as a senior public servant continued to be influential in the design and development of city of Canberra.</p> <p>The Monument is also closely associated with the three men who officially laid the foundation stones: Governor General, His Excellency Lord Denman, Prime Minister, Andrew Fisher; and Minister for Home Affairs, King O'Malley. O'Malley had been a strong supporter of the Canberra district being selected for the Federal Capital and had been very influential in selecting Griffin's plan for the city. The laying of the stones by Lord Denman and Prime Minister Fisher was symbolic, as the two men represented the Commonwealth and the newly established Federated Australia. Lady Denman was also present at the initial foundation stones ceremony and officially announced the name of the capital was to be Canberra. This was announced atop the freshly laid stones and base of the column and represents another significant association.</p> <p>To a lesser extent the Monument is also associated with former Governor General, Sir Ninian Stephens; Prime Minister Robert (Bob) Hawke; and Minister for the Arts and Territories, the Honourable Gary Punch who occupied the same official positions as those who had laid the original stones and attended the relocation ceremony of the Monument in 1988.</p> <p>Additionally the Monument is associated with the former Prime Minister Julia Gillard; ACT Chief Minister Katie Gallagher and former Governor General, Quentin Bryce AD, CVO, who presided over the Canberra Centenary Celebration at the Monument on 12 March 2013.</p> <p>The Monument is also associated with Walter Burley Griffin who viewed it after it had been installed off his suggested central axis and refused to change the axis of his plan to suit the Monument's location. The relocation of the Monument to its current position on Griffin's central land axis is a validation of the importance of Griffin's plan for the city.</p> <p><b>Attributes:</b></p> <ul style="list-style-type: none"> <li>• The whole Monument as the design of JS Murdoch</li> <li>• The three foundation stones and their inscriptions</li> <li>• The three bronze plaques</li> <li>• The location on the central land axis</li> </ul> <p><b>The Commencement Column Monument meets this criterion.</b></p>
Criterion (i) Indigenous	<p><b><i>the place has significant heritage value because of the place's importance as part of Indigenous tradition.</i></b></p> <p>The Commencement Column Monument was not assessed against this criterion.</p>



The Commencement Column Monument meets the threshold for Commonwealth Heritage value. It meets criteria (a), (b) and (h) and does not meet criteria (c), (d), (e), (f), (g) or (i).

#### 4.3.4 Revised Summary Statement of Significance

The Commencement Column Monument is historically significant and unique for its direct associations with the selection of the site of the National Capital, its foundation and naming.

It was the first commemorative structure in Canberra and represents the physical realisation of Section 125 of the Constitution that stipulated that the federal seat of government be located within the state of NSW, but not within a 100-mile radius of Sydney.

Its relocation on Griffin's central land axis is a validation of Griffin's plan for the city and the importance ascribed to the design history of the National Capital. The location of the Monument on Capital Hill is a reminder of Canberra's foundation. The Monument contributes to the aesthetic qualities of the Parliament House Vista and is an important element within the symbolic center of Canberra—the National Triangle between Parliament House and Old Parliament House.

The continued use of the Monument in events such as the Canberra Centenary celebrations confirms its symbolic importance in the founding and development of the National Capital.

It is associated with numerous people significant in the history of Australia and Canberra particularly Walter Burley Griffin whose design of Canberra dictated its current location, its architect John Smith Murdoch, Lord Denman, Andrew Fisher and King O'Malley.

#### 4.4 Condition of the Heritage Values of the Commencement Column Monument

The EPBC Act Regulations Schedule 7A requires that the management of heritage values includes assessing and monitoring the 'condition of the heritage values'. 'Condition' has generally been understood to mean the condition of the physical fabric of a heritage place; however, the EPBC Act Regulations are based on protecting, conserving and managing values which extend beyond the physical fabric of a place.

The heritage values of the Commencement Column Monument are in good condition. The condition of the elements, including its form and fabric/materials are set in the following table.

**Table 4.3** Condition of the Commencement Column Monument—the Whole Structure, Form, Function, Location and Setting.

Commencement Column Monument Elements	Summary Condition
Commencement Column Monument—the whole monument (the structure).	Good
Form—the Commencement Column Monument houses three foundation stones, set in a hexagonal base with stepped and battered sides and a polished sloping top. These elements are all made of Bowral Trachyte stone. The foundation stones have incised gold leaf inscriptions. Below each foundation stone is a face mounted bronze plaque.	Fair
Function—commemoration of the official selection, foundation and naming of Canberra as the Federal Capital City	Fair
Location—the immediate area surrounding the Commencement Column Monument at Federation Mall	Good

Commencement Column Monument Elements	Summary Condition
Setting—the immediate setting in Federation Mall and the extended setting of Commencement Column in the Parliamentary Precinct and the Parliament House Vista.	Good

**Table 4.4** Condition of the fabric of Commencement Column Monument—Refer also to the Detailed Condition Assessment in Volume 2.

Element	Summary Condition
1913 Stonework	Good with minor losses and surface damage
1957 Stonework	Good with minor losses and surface damage
1988 Stonework	Good with minor losses and surface damage
1988 Bronze Panels	Excellent
Gold detail in incised lettering	Fair – the gold is generally well adhered but the pigment paints have tarnished leaving the lettering looking flat and mottled.
2013 Synthetic jointing (Sikalnex) between stones	Excellent condition although the colour match and workmanship is lacking.

## 4.5 Ranking of Significance and Tolerance for Change

### 4.5.1 Explanation of Heritage Significance Ranking

As determined in Section 4.0, the Commencement Column Monument holds a variety of identified heritage values, and is made up of a number of elements that contribute to these values to a greater or lesser degree.

The purpose of understanding the significance of the various elements is to enable a flexible approach to the management of the Monument. The ranking has been applied to the Monument as a whole, and to individual elements.

Following the national benchmark approach set out by JS Kerr in *The Conservation Plan*, the significance of the various elements has been assessed by considering the independent value of the element ‘tempered by consideration of the degree to which the element tends to reinforce or reduce the significance of the whole’.<sup>1</sup>

The following ‘heritage significance rankings’ and additional explanation have been provided below to assist with assessing the contribution that the individual elements of the Monument make to the overall Commonwealth Heritage values of the place.

<sup>1</sup> For a recent example of Kerr’s approach, see 2003, *Sydney Opera House: A Plan for the Conservation of the Sydney Opera House and its Site*, Third Edition, Sydney Opera House Trust, p 33.

**Table 4.5** Explanation of Heritage Significance Ranking.

Ranking	Explanation of the Heritage Significance Ranking/Grade
<b>Exceptional</b>	<p>A rare or outstanding place that significantly embodies and demonstrates Commonwealth Heritage value in its own right and makes a direct and irreplaceable contribution to a place's significance/value.</p> <p>Generally these elements include a high degree of original fabric or attributes with heritage values and includes non-tangible components such as views and functional relationships which directly contribute to their outstanding/exceptional values. These may include some alterations which are of a minor nature and do not detract from significance. Loss or alteration would significantly diminish the Commonwealth (or other) Heritage values of the place.</p>
<b>High</b>	A place that demonstrates Commonwealth Heritage value in its own right and makes a significant contribution to the place's heritage value. Existing alterations do not detract from its heritage values. Loss or unsympathetic alteration would diminish the Commonwealth Heritage value of the place.
<b>Moderate</b>	A place that reflects some Commonwealth (or other local) Heritage values but only contributes to the overall significance/values of the place in a moderate way. Loss or unsympathetic alteration is likely to diminish the Commonwealth Heritage values of the place.
<b>Low</b>	A place that reflects some (or a low level of) Commonwealth Heritage values and only contributes to the overall significance/values of the place. Loss will not diminish the Commonwealth or local Heritage values of the place.
<b>Neutral</b>	A place that does not reflect or demonstrate any Commonwealth or local Heritage values nor detracts from the overall heritage values of the place. Does not fulfil criteria for heritage listing.
<b>Intrusive</b>	Damaging to the place's heritage values. Loss may contribute to the Commonwealth Heritage values of the place. Does not fulfil criteria for heritage listing.

#### 4.5.2 Explanation of Tolerance for Change

Tolerance for change is a way to better understand significance by identifying what attributes of a place are sensitive to change. This in turn assists in formulating policy which effectively conserves heritage values.

**Table 4.6** Explanation of Tolerance for Change.

Tolerance	Recommendation
Nil to low tolerance for change	<p>The key attributes (form, fabric, function, location, intangible values) embody the heritage significance of the element and/or its contribution to the significance of the place. The element retains a high degree of integrity and authenticity with only very minor alterations that do not detract from its significance.</p> <p><b>The key attribute should be retained and conserved, providing there is no adverse impact on its significance.</b></p>
Some tolerance for change	<p>The key attributes (form, fabric, function, location or intangible values) embody the heritage significance of the element and/or its contribution to the place. It has undergone some alteration which does not detract from its authenticity and significance.</p> <p><b>The key attributes of the element should be retained and conserved. It may be changed to a small degree, providing there is no or minimal adverse impact on its significance.</b></p>
Moderate tolerance for change	<p>The key attributes (form, fabric, function, location or intangible values) partly embody the heritage significance of the element and/or its contribution to the place, or has been considerably modified.</p> <p><b>The key attributes of the element should be generally retained and conserved. Moderate change to this attribute is possible provided there are nil, or minimal adverse impacts, or the significance of the element or the place overall is retained.</b></p>

<b>Tolerance</b>	<b>Recommendation</b>
Substantial tolerance for change	The key attributes (form, fabric, function, location or intangible values) of the element have relatively little heritage significance, but may contribute to the overall significance of the place. <b>Substantial change to this element may be possible, avoiding adverse impacts and retaining the significance of the place overall.</b>
High tolerance for change	The key attributes of the element (form, fabric, function, location or intangible values) have negligible heritage significance to the place. <b>There is a high tolerance for change to this element, avoiding adverse impacts and retaining the significance of the place overall.</b>

### 4.5.3 Application of Heritage Significance Ranking and Tolerance for Change

The purpose of understanding the significance of the various elements is to enable a flexible approach to the management of the structure. The whole structure and individual elements of Commencement Column Monument have their rankings outlined in Table 4.8 below.

**Table 4.7** Tolerance for Change applied to Commencement Column Monument and its Elements—the Whole Structure, Form, Function, Location Setting and Fabric.

<b>Elements of Commencement Column Monument</b>	<b>Heritage Significance Ranking</b>	<b>Application of Tolerance for Change</b>
Commencement Column Monument—the whole monument (the structure).	<b>Exceptional</b>	Low tolerance for change
Form—The Monument houses three foundation stones, set in a hexagonal base with stepped and battered sides and a polished sloping top. These elements are all made of Bowral Trachyte stone. The foundation stones have incised gold leaf inscriptions. Below each foundation stone is a face-mounted bronze plaque.	<b>High</b>	Some tolerance for change
Function—commemoration of the official selection, foundation and naming of Canberra as the Federal Capital City.	<b>Exceptional</b>	Low tolerance for change
Location—the immediate area surrounding the Monument on Federation Mall	<b>High</b>	Low tolerance for change
Setting—the Monument is an element of the Parliamentary Precinct and adjacent to the Parliamentary Vista.	<b>Exceptional</b>	Low tolerance for change
1913 Stonework	<b>Exceptional</b>	Low tolerance for change
1957 Stonework	<b>High</b>	Low tolerance for change
1988 Stonework	<b>Moderate</b>	Moderate tolerance for change
1988 Bronze Panels	<b>Moderate</b>	Moderate tolerance for change
Gold detail in incised lettering	<b>High</b>	Low tolerance for change
2013 Synthetic jointing ( <i>Sikalfex</i> ) between stones	<b>Low</b>	Substantial change can be tolerated.

## 5.0 Constraints and Opportunities

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### 5.1 Introduction

This section discusses the issues, including constraints and opportunities, affecting the future conservation, management and interpretation of the Commencement Column Monument. It contextualises and provides the justification for the policy and processes set out in the Section 6.0.

This section addresses issues arising:

- from the heritage values (Section 5.2);
- from the physical condition of the fabric (Section 5.3);
- for the ongoing management of the place (Section 5.4); and
- from the statutory obligations (Section 5.5).

### 5.2 Issues Arising from the Heritage Values

#### 5.2.1 Significance and Symbolism

##### *The Unfinished Monument*

The heritage significance and symbolism of the Monument are powerful as it is the first commemorative construction in Canberra and a representation of the selection, foundation and naming of the national capital. In contrast, the physical structure of the Monument is understated—it can be overlooked during general tourist tours of the National Triangle.

The unfinished nature of the Monument has raised questions in the past about the need to complete it with the inclusion of the original obelisk (refer Section 2.3.5). Given the historic importance of the Monument, contrasted with the lack of physical prominence in its setting, it is possible that future generations or a community group may raise this question again. Finishing the Monument by adding the obelisk is not an essential requirement for ‘completing’ the heritage values of the object. However, should this be raised in the future, it would not necessarily detract from the aesthetic or historic qualities of the object. However, if this became a serious consideration, the usual approach to altering a heritage place or object would apply. That is, an assessment of the potential impact (of adding to a structure) on the heritage values of a place and its setting would need to be undertaken. In this case the height and bulk of the obelisk would need to be tested and it may or may not be found to visually impact the heritage values of the object itself and to the Parliament House Vista.

An original drawing of the JS Murdoch design survives and construction of the obelisk following this design (or an interpretation of it) would need to be tested for its impact on Federation Mall, the Parliament House Vista, Parliament House and OPH. The purpose for constructing the obelisk would need to have strong support from the community and relevant stakeholders and strong conviction. One reason, for example, might be to enhance the physical prominence of the structure to match the historic and symbolic importance of the Monument to Canberra.

Any other contemporary designs suggested for ‘completing’, interpreting or adding to the Monument could be considered and tested for their impact upon the heritage values and setting. Noting that the intrinsic physical elements of the Monument are the foundation stones, original 1913 elements and the current form (refer Section 5.5 for statutory constraints and approval processes for works).



Should the situation of adding to or ‘completing’ the historic structure be raised, a heritage impact assessment should be undertaken addressing the widest context or values and stakeholder interests.

### *The Location*

The location and setting of the Monument on Capital Hill is integral to its heritage significance. Even though the Monument was moved from its original location it retains its connection with Capital Hill—the site chosen for the Foundation Ceremony and a prominent site in the design of the City—in its current location and as such should remain on Capital Hill.

The current position of the Monument on Griffin’s central land axis reinforces its heritage significance; as an important symbolic structure, as a part of the Parliamentary Vista and for its contribution to the planned nature of the National Capital. The location and position are contributory attributes of the Monument as noted in the revised assessment in Section 4.3.

Further, the form and location of a structure, monument or national memorial can cause controversy and debate. More specifically in Canberra, community support and extensive debate over the commission and form of memorials occurs.

In the recent past, contentious projects have included a proposal for the commemoration of the 2002 centenary of white women’s suffrage in Australia and a proposal for a new bridge, referred to as ‘Immigration Bridge,’ across Lake Burley Griffin in 2001. These debates attracted extensive public discussion and community group lobbying. Heritage issues, among others, were raised in both cases, resulting in different locations being selected for the execution of the memorials so as not to impact the heritage values of the significant Canberra landscape.

### *The Name*

The name ‘Commencement Column Monument’ suggests that an architectural edifice adorns the structure. However, it is clear that without the obelisk the formal name does not describe the object and this can lead to confusion.

Colloquially the Monument is referred to as the ‘foundation stone’ or ‘foundations stones’. This name is a suitable fit for the unadorned object. With a name such as the ‘Foundation Stone’, the question of whether a column should be added to the structure would not likely be raised, as the name is an adequate description of the object in its current state. Note that another ‘original’ foundation stone from 1920 is still evident at the Parliament House and this may cause confusion.

Conversely, the formal name is historically important and provides an indication of the original design intent for the construction of a monument adorned with a column.

Regardless of the formal and colloquial names, or the inclusion of an obelisk on the Monument, the historic significance and symbolism is embodied in the object and this should be recognised and promoted.

### *Interpretation*

The constraints and opportunities indicated above regarding the ‘unfinished’ and somewhat contradictory nature of Monument’s formal name should be explained and made available to visitors to Federation Mall and to the Canberra community generally. Celebrating and promoting the importance of the Monument is an opportunity for safeguarding its heritage values for future

generations. Opportunities which draw attention to the importance of the Monument to Canberra and the Federation of Australia are essential.

Interpretation is an essential component for communicating the heritage values and symbolism of the Monument to a wide audience. Interpretation is also an important part of transmitting the heritage values of a place to current and future visitors to the Monument and users of the general surrounding area. Furthermore, it provides the means to explore the symbolic function of the Monument in the selection, foundation and naming of Canberra as well as explaining the associations between the Monument and those who contributed to its creation, installation and continued celebration.

Interpretation initiatives should involve associated people, present the site's key values, refer to site-specific themes that build upon the historic themes (noted in Section 2.9), respond to potential audiences, engage and stimulate public interest, provide a variety of experiences, and be accessible and reversible.

Suggested interpretation initiatives are set out below.

Electronic methods:

- Creation of an augmented reality mobile/tablet application to show what the original design of the Commencement Column Monument would have looked like had it been completed as well as where it was originally located in the landscape and/or historical photos of the laying of the foundation stones. This could be created in conjunction with other significant memorials that have been relocated throughout Central Canberra such as the King George V Memorial or as a walking tour of the Parliamentary Zone similar to the 'App' available for Anzac Parade.
- Link the NCA's website with information about the Monument to other significant and related memorabilia in some of Canberra's national institutions such as the National Archives and National Library (refer Section 2.3.3).
- Ensure all the above resources are linked to each other and easily accessible.

Physical methods:

- Continue to hold ceremonies at the Monument, particularly in conjunction with Canberra Day celebrations.
- Investigate and implement onsite interpretive signage for the Monument (to update the existing sign) that explains the purpose and design of the original Monument and the significance of the centenary celebrations for Canberra and the Monument.
- Should capture a wide passing audience and ensure the Monument's setting in Federation Mall is addressed.
- Update existing NCA brochures or develop a site-specific brochure outlining the history of the Monument with images of the intended original form, the original ceremony and the uncompleted form of the Monument prior to capping. This could be undertaken in conjunction with the above suggested App.
- Distribute material to instruct tour guide operators and tourists on the heritage significance of the site so it can be included in general visitor and walking tours of the parliamentary area.

## 5.3 Issues Arising from the Physical Condition

### 5.3.1 Introduction

Overall, the physical condition of the Commencement Column Monument is good and stable. Issues arising from its condition are generally a result of previous maintenance practices, the low flat-surfaced form of the Monument and ease of public access.

The short height and relatively low and flat surface of the Monument allows visitors to touch and engage with it as they please, for example, by sitting on it, climbing over it or using it as a surface to rest food and drink.

### 5.3.2 Issues Arising from the Condition of the Fabric

The condition issues and treatment recommendations have been thoroughly outlined and addressed in Volume 2 of this HMP. Many of the issues outlined can be rectified through remedial works and a cyclical maintenance program as outlined in Volume 2. As the Monument is structurally sound the remedial works are primarily aesthetic and preventative.

A summary of the issues are as follows.

- **Sealant**—Sikaflex sealant was applied to some of the joints in 2013. The Sikaflex sealant is doing a functional job of sealing the joints but the colour is not sympathetic to previous sealants used and the overall aesthetic of the Monument. The visibly different colour of the Sikaflex along with poor installation in parts draws attention to the sealant. It has also chalked slightly causing a light cream runoff and staining on the stone capping.
- **Stains**—there are numerous stains of different origins on many stones. For example, algae is visible on the southern and southeastern faces. Other stains include a variety of waxy, oily and sticky consistencies.
- **Biological damage**—this includes the aforementioned algae, a small patch of lichen on the southeastern face and small areas in the paving stones where the grass rooting is coming through.
- **Chips and losses to the stonework**—many of the stones have suffered chips and losses. While some of these have been filled and are now stable the variety of cement-based mortar fills that have been used has created a somewhat patchy and haphazard appearance to the stones. Rather than subtly filling in the chips and losses this has caused them to visibly stand out.
- **Graffiti**—one piece of graffiti is noted in the paving surrounding the Monument on the northwestern side. The incised letters 'N. Wilson' were noted in a 1996 condition report for the Monument.
- **Minor Scratching**—minor scratching on the capping stones is evident and consistent with people climbing and sitting on the Monument. Scratches can be seen on the paving and skirting stones, caused by the lawnmower decks dragging against the stone. They have become more obvious because of the iron staining this action causes.
- **Accretions**—like the stains, there are a variety of accretions on the Monument such as grey/silver paint, chewing gum and melted candle wax.

- **Gold Lettering**—the gold detailing of the incised lettering of the three foundation stones has suffered extensive losses and some discolouration. Metallic pigment paint previously used to cover these losses has now tarnished. The combination of losses, discolouration and tarnishing has led to the letters having a dull mottled appearance and being harder to read.
- **Bronze plaques**—as the latest addition to the Monument these plaques are generally in good condition. The seal between some of the panels and the stone walls has split slightly and faint white marks on the surface of the panels are old maintenance wax that has worn off.
- **Calcium Staining**—the southeastern side of the Monument is the slowest to dry after rain and watering from the sprinklers on Federation Mall. This is reflected in a small amount of calcium or salt deposition and staining on the horizontal surfaces of this side.

## 5.4 Management Issues

### 5.4.1 Conserve the Heritage Values of Commencement Column Monument according to the EPBC Act

The conservation and celebration of the Monument's heritage values is an important component of its management, as required by the EPBC Act. The heritage values are the official Commonwealth Heritage values included in the CHL citation and the identified heritage values in the revised assessment in Section 4.0.

The overriding management issue for the NCA (constraints and opportunities) is the need to conserve the heritage values of the Monument identified by the official Commonwealth Heritage listing and this HMP.

Conservation is an integral part of good management of places of heritage significance. As a Commonwealth agency, the NCA has in place a heritage strategy for managing Commonwealth and National Heritage values of places it manages. This HMP does not set out to repeat the NCA's well-informed process under the Heritage Strategy, but to indicate issues particular to the management of the Monument.

### 5.4.2 Management Constraints and Opportunities

The Monument is a relatively self-contained object that requires minimal maintenance and management. Issues that need to be addressed in the ongoing management of the Monument include:

#### *Access and Security*

The open and relatively understated nature of the Monument means it is easily accessible to anyone visiting Federation Mall and Parliament House but its significance and importance as a commemorative memorial is also misunderstood. The Monument is therefore sometimes used as a climbing object or a flat surface for food and drinks, this can chip and scratch the stonework and leave food stains and residue. While visitors should continue to be encouraged to engage with the Monument they should also be deterred from climbing on it or vandalizing it in anyway. A better understanding of the significance of the Monument could assist in deterring visitors from climbing on or vandalizing the site. The interpretation methods discussed above would assist with this.



Practical solutions such as regular cleaning and maintenance of the Monument and applying a starch based anti-graffiti coating to the fabric would also help to discourage graffiti (refer to Volume 2 for specific information regarding these techniques).

### *Lighting*

The Monument is not an overt or prominent form within Federation Mall but is highly significant and should be acknowledged as such. Opportunities for small up-lights surrounding the Monument could be investigated to highlight the structure at night and to encourage visitors to read the inscriptions and understand the structures significance.

### *Landscape Maintenance*

Federation Mall is currently maintained on a regular basis by the NCA. This regular maintenance ensures the aesthetic qualities of the Mall are maintained to a high standard and should continue. Access to the Monument is also affected by the quality of the lawns in times of high rainfall and excess grass; continued maintenance helps to provide adequate access to the Monument.

Opportunities for informing maintenance staff, particularly those who operate the lawnmowers, about the significance of the Monument should be provided to guarantee it is adequately maintained and not affected by the lawn mowing operations.

### *Record Keeping*

The NCA file record for the Commencement Column Monument is limited in its information about the Monument and previous maintenance and conservation works measures. Article 32 of the Burra Charter recommends that records should be kept which will help to inform future decisions for the conservation of the place. Opportunities exist to fully document works undertaken on the Monument in the future to keep the file up to date.

As outlined in Section 2.3.3, there is extensive information and associated memorabilia for the Monument in Canberra's national institutions. Opportunities also exist to link these records to the NCA File or copy relevant information to supplement the NCA file. Access to the repository of information should be accessible to researchers, consultants and contractors working on the site as needed.

### *Stakeholder Engagement*

The NCA has an established mechanism for public consultation through its dedicated 'Have Your Say' webpage accessible from the NCA website. It allows public consultation for proposed actions managed by the NCA. The NCA also ensures that all management plans follow the EPBC Act regulations for public consultation by inviting stakeholders to review the draft management plans and making them publically available via 'Have Your Say'.

Stakeholders who may be consulted in relation to the Monument and its future management include the National Memorials Committee, DPS, National Trust of Australia (ACT), Canberra District and Historical Society and relevant Aboriginal groups.

## 5.5 Statutory Issues

### 5.5.1 Environment Protection and Biodiversity Conservation Act 1999 (Cwlth)

The EPBC Act was established in part to protect places of significant natural or cultural heritage value owned or controlled by the Commonwealth.

### 5.5.2 Management of Heritage Values under the EPBC Act

The memorial is managed by the NCA and management of the monument must take into account its heritage status as a place included in the CHL. The NCA is also responsible for the maintenance of the Central National areas of Canberra, which covers the National Triangle (Figure 1.3) and includes many individual places with Commonwealth Heritage value.

As such, responsibility for managing Commonwealth Heritage places in the Central National area, in this case the Monument, rests with all NCA personnel, contractors and other site users. The NCA's Cultural Heritage Manager has responsibilities associated with the overall management of heritage values and is the first point of contact. Day-to-day maintenance and repairs are overseen by the NCA Asset Manager and Facilities Officers.

### 5.5.3 Regulations of the EPBC Act

#### Commonwealth Heritage Management Principles

The EPBC Act (s341Y) requires CHL places to be managed in accordance with Commonwealth Heritage management principles which encourage identification, conservation and presentation of a place's heritage values through applying best available skills and knowledge, community (including Indigenous) involvement and cooperation between various levels of government. The principles are set out in Schedule 7B of the *Environment Protection and Biodiversity Conservation Regulations 2000* (EPBC Regulations).

#### Commonwealth Heritage Management Plans

Schedule 7A of the EPBC Regulations sets out the matters to be addressed in management plans and this HMP complies with these requirements—refer Appendix B. In broad terms, HMPs for Commonwealth Heritage places are prepared to assist Commonwealth departments and agencies to manage their heritage sites appropriately, and to guide future works and developments to reduce the need for referrals under the legislation.

The EPBC Act (s341S) requires Commonwealth agencies to prepare a management plan to protect and manage their CHL places consistent with Commonwealth Heritage management principles. Section 6.0 has conservation policies, actions and implementation recommendations.

#### Undertaking an Action

Under the EPBC Act a person must not take an action that has, will have or is likely to have a significant impact on matters of national environmental significance, without approval from the Minister responsible for the Act. There are substantial penalties for taking such an action without approval.

The EPBC Act requires that:

- a person must not take an action on heritage-listed Commonwealth land that has, will have or is likely to have a significant impact on the environment (including heritage);

- a person must not take an action outside Commonwealth land that has, will have or is likely to have a significant impact on the environment (including heritage) on Commonwealth land; and
- the Commonwealth must not take an action that has, will have or is likely to have a significant impact on the environment (including heritage) on Commonwealth land.

The NCA's internal process for works approval and referring actions under the EPBC Act is noted in Section 5.6.

#### **5.5.4 Parliament Act 1974 and Parliamentary Precincts Act 1988**

The *Parliamentary Precincts Act 1988* provides the legislative framework that formalises the authority of the two Presiding Officers (the President of the Senate and Speaker of the House of Representatives) for the control and management of the Parliamentary Precincts (refer Figure 1.1), including maintenance and repair of Parliament House and its surrounds. The Monument sits within the line of Parliament on Federation Mall.

The Department of Parliamentary Services (DPS) is responsible for the building and its assets on the Presiding Officers' behalf and aims to ensure the Parliament's assets are cared for and respected, that the building continues to serve its purpose as the home of the Australian Parliament, and that its heritage value is maintained for future generations. DPS and the Parliament House Heritage Advisory Board recognise the heritage value of the Parliamentary Precinct and in 2014 commissioned the preparation of a Conservation Management Plan for its continued conservation.

The combined effect of the *Australian Capital Territory (Planning and Land Management) Act 1988*, the *Parliament Act 1974* and the *Parliamentary Precincts Act*, is that within the Parliamentary Zone (which includes the Parliamentary Precincts), works as defined by the Planning and Land Management Act require approval by the NCA in addition to any Parliamentary approvals necessary under the other Acts.<sup>1</sup>

Parliament House is recognised as a highly significant twentieth century building. It has been nominated to the CHL and NHL but not yet formally recognised on these lists. The *Parliamentary Precincts Act 1988*, the *Australian Constitution* (particularly Sections 49 and 50), the *Parliamentary Privileges Act 1987* and the *Parliament Act 1974* gives the Australian Parliament the authority to administer its own affairs and formal heritage listing of the building has not yet been undertaken.

#### **5.5.5 National Capital Authority**

##### **National Capital Plan**

The National Capital Plan forms the strategic planning framework for Canberra and the ACT. In accordance with Section 10(1) of the Planning and Land Management Act, the National Capital Plan sets out detailed conditions for planning design and development for Designated Areas. The NCA is responsible for planning and development approval within Designated Areas, with all development to be guided by *The Griffin Legacy*. The Monument falls within one of the Central National Area, Designated Areas of the National Capital Plan and its setting is within Area 5 of the Parliamentary Zone (Figure 1.3 of this report and Figures 4 and 5 of the National Capital Plan).

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<sup>1</sup> National Capital Authority, September 2013, Consolidated National Capital Plan, p 3.

The National Capital Plan has specific principles and policies affecting the Parliamentary Zone and its setting, these policies are based on the Statement of Principles set out in the masterplan for the Parliamentary Zone (Appendix T6 of the National Capital Plan). The Principles state:

*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.*

*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 natural, state and regional events; and*
- *Public facilities that are accessible and affordable.<sup>2</sup>*

Principles outlined in the National Capital Plan that relate to the Parliamentary Zone and its setting and affect the Monument are excerpted as follows:

- *Opportunities should be taken progressively to enhance the international role of Canberra as Australia's National Capital. Diplomatic representation, the establishment in Canberra of national organisations and the holding of international events in Canberra are all encouraged as means of enhancing the National Capital's international role.*
- *The planning and development of the National Capital will seek to respect and enhance the main principles of Walter Burley Griffin's formally adopted plan for Canberra.*
- *The Parliamentary Zone and its setting remain the heart of the National Capital. In this area, priority will be given to the development of buildings and associated structures which have activities and functions that symbolise the Capital and, through it, the nation. Other developments in the area should be sited and designed to support the prominence of these national functions and reinforce the character of the area.*

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<sup>2</sup> National Capital Authority, September 2013, *Consolidated National Capital Plan*, Appendix T6.



The National Capital Plan also accounts for heritage places and sites within Designated Areas and acknowledges their importance and contribution to the Capital. There are heritage policies and principles which underpin the National Capital Plan.

### **Impacts on Heritage Values and Self-Assessment Process**

The NCA acts in accordance with the EPBC Act to ensure that it does not take any action that has, will have or is likely to have an adverse impact upon the identified heritage values (National and/or Commonwealth) of any place in its ownership or control. The NCA's established procedures and guidance for works proposals that take into account the heritage values of places included in the CHL and NHL are included in its internal Heritage Manual.

The Heritage Manual, which refers to the *Significant impact guidelines 1.2—Actions on, or impacting upon, Commonwealth land and Actions by Commonwealth Agencies, 2012* (prepared by the Department responsible for the EPBC Act) informs staff how to identify the nature of an impact on a place with Commonwealth Heritage values, using the guidelines as the basis of its self-assessment process to reach a view on whether the impact is significant, with an adverse impact on heritage values of a place and if an EPBC Act referral is needed. The Heritage Manual provides examples of how to reach judgments, and the importance of taking a cautionary approach.<sup>3</sup>

### **The Process for National Capital Authority Works Approval**

As with all actions proposed for Commonwealth Heritage places in Designated Areas, the NCA's consideration of proposals is based on the relevant provisions of the National Capital Plan. Primarily, the NCA is obliged to comply with the works approval process for development proposals in Designated Areas.<sup>4</sup>

#### **5.5.6 National Memorials Ordinance 1928**

The *National Memorials Ordinance 1928* provides for the location and character of National Memorials and the naming of divisions of, and public places in the ACT. The ordinance applies to national land in the Australian Capital Territory; that is, land that is used by the Commonwealth. The ordinance establishes the Canberra National Memorials Committee.<sup>5</sup>

As previously noted, all works in Designated Areas, including any commemorative works, must be approved by the NCA.<sup>6</sup> In planning for commemorative works, the NCA has produced *Guidelines for Commemorative Works in the National Capital* which outline the significance of such works, the appropriate general locations within the Designated Areas, and the approach to be taken in designing them.

#### **5.5.7 Other Heritage Places in the Extended Setting**

HMPs and CMPs have been or are in the process of being completed, for a number of buildings in the extended setting of the Monument. These include:

- Parliament House Vista (2010);

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<sup>3</sup> National Capital Authority Heritage Strategy, 2010–2013, February 2011.

<sup>4</sup> Under the National Capital Plan, see the National Capital Authority website:  
<[http://nationalcapital.gov.au/planning\\_and\\_urban\\_design/works\\_approval/index.asp](http://nationalcapital.gov.au/planning_and_urban_design/works_approval/index.asp)>.

<sup>5</sup> National Capital Authority, August 2002, Guidelines for Commemorative Works in the National Capital, Appendix 1.

<sup>6</sup> National Capital Authority, August 2002, Guidelines for Commemorative Works in the National Capital, Appendix 1, p 3.

- Parliament House (in progress, expected completion 2015. A Heritage Management Framework has been developed for Parliament House and is the current heritage management tool for the site);
- OPH and Curtilage (2008);
- Old Parliament House Gardens (2014);
- West Block (2013);
- East Block (in progress);
- Anzac Parade (2013); and
- the Surveyor's Hut and Surveyor's Park (Draft version, 2013).

These management plans should be referenced if any development or significant works to the Monument are likely to impact upon the surrounding sites to ensure they comply with relevant conservation policies.

### **5.5.8 Other Commonwealth Legislative Requirements and Codes**

The following additional Commonwealth legislative requirements and codes are of relevance for works to sites such as the Monument, and compliance could have an impact on the heritage values of the place:

- *Work Health and Safety Act 2011 No. 10* (WHS Act);
- *Disability Discrimination Act 1992* (DDA Act); and
- *Building Code of Australia* (BCA).

## **5.6 Conclusion**

The Monument's Commonwealth Heritage values give rise to significant obligations for conservation, management and interpretation of the place. Day-to-day management must comply with all statutory requirements, predominantly the Parliamentary Precincts Act, the EPBC Act and the National Capital Plan.

All future conservation works and management decisions for the Monument should be overseen by the NCA's Cultural Heritage Manager to ensure consistency of approach in retaining the heritage values and special associations of the structure.

Consideration of the Monument and its broader setting must also follow the HMPs in place for the Parliament House Vista, OPH and when completed, Parliament House in particular.

## 6.0 Conservation Policy

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### 6.1 Introduction

The policies for the Commencement Column Monument define how the conservation of its heritage values should be achieved. Defining the roles for management and maintenance of its significant fabric and heritage values, and methods for enhancing the understanding of its significance through documentation and interpretation are set out in this section.

The key responsibility for implementation, review and monitoring of the HMP lies with the NCA's Cultural Heritage Manager—essentially all policies in this section. The NCA's Asset Manager is responsible for implementing the maintenance policies, in Policy 8.2.

Conservation Policy is based on the principles embodied in the Burra Charter. It is a set of principles, processes and guidelines for practice in heritage conservation developed by Australia ICOMOS (International Council of Monuments and Sites) and based on international standards.

The following tables provide management and conservation policies and actions for the Commencement Column Monument. The effective implementation of these policies and actions will conserve the Monument's heritage values and ensure that the NCA meets its obligations under the EPBC Act.

### 6.2 Key Objective of the Conservation Policy

Schedules 5A and 7A of the EPBC Regulations item (a) require that Commonwealth agencies 'establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place'.

The HMP reflects this objective, and reference to the conservation policies should be made by the NCA when:

- undertaking and implementing interpretation initiatives;
- undertaking general conservation management and proposing conservation works;
- designing and constructing new landscaping, or alterations to the surrounding landscape;
- upgrading services to the Monument or other site infrastructure; and
- undertaking routine cleaning, maintenance and repair work.

#### Priorities

The priorities for action are listed in three categories, each responding to a different level of risk to the heritage values:

- High: Actions that should be undertaken immediately (within 12 months) to mitigate key risks to the heritage values. These actions are an essential component of the HMP and, without them, heritage values may suffer adverse impacts.

- **Medium:** Actions that should be planned for in order to conserve the heritage values. Resources should be organised in advance to enable their implementation and to ensure conservation of the heritage values.
- **Low:** Actions that are important to the future conservation of the heritage values but which respond to less immediate risks. Resources should be allocated in advance to enable them to be undertaken.

### Timing

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

- immediately upon adoption of the plan (within two months);
- annually;
- as required (when an action demands it);
- ongoing;
- short term (within 12 months);
- medium term (2–3 years); or
- long term (5–10 years).

## 6.3 Key Policies

### *Key Policies for the Commencement Column Monument*

The following key policies meet the main objectives for managing the Commencement Column Monument—to provide direction for the identification, protection, conservation, presentation and interpretation of its heritage values. Some of these policies are repeated for emphasis under general conservation and management policies.

#### **Key Policies for the Commencement Column Monument**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
A.1 Recognise and retain the heritage values of the Commencement Column Monument identified in this HMP.	A.1.1 Recognise and retain the heritage values of the Monument identified in this HMP and the official Commonwealth heritage values. Refer to policies 1.1—1.4.	High	Ongoing
B.1 Retain and conserve the Monument's heritage values.	B.1.1 Retain and conserve the Monument in accordance with this HMP, the regulations of the EPBC Act and the Burra Charter. Refer to policies 1.4 and 2.4.	High	Ongoing
C.1 Undertake conservation and maintenance works set out in Volume 2 of this HMP.	C.1.1 Implement conservation works and maintenance program according to the priorities and timetable set out in Volume 2. Refer to policies 8.1 and 8.2	High	Ongoing and as required



**Key Policies for the Commencement Column Monument**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
D.1 Provide interpretation for the Commencement Column Monument.	D.1.1 Prepare an interpretation strategy or plan in order to present and transmit the heritage values of Monument for visitors and the Canberra community. Refer to policies 3.1 and 3.2.	High	Medium term

**6.4 Management and Conservation Policies**

The policies are organised in the following sections.

- General Management Policies (in Section 6.4.1):
  - Management Processes;
  - Actions: conservation, maintenance and works approval;
  - Interpretation: presentation and transmission of heritage values;
  - Stakeholder and Community Consultation;
  - Keeping Records: Review, Monitoring, Reporting and Documentation;
  - Research and Training Opportunities; and
  - Access, Safety and Security.
- General Conservation Policies (Section 6.4.2):
  - Implementing Conservation Works and Maintenance.

**6.4.1 General Management Policies***Management Processes***1. Management Processes**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
1.1 Conserve the identified heritage values of the Commencement Column Monument in accordance with the EPBC Act and the National Capital Plan.	1.1.1 The heritage values of the Monument (official values and revised values in this HMP) provide the basis for all conservation processes and actions.	High	Ongoing
	1.1.2 Conservation should be in accordance with this HMP, the EPBC Act, Commonwealth Heritage Management Principles, the National Capital Plan and Burra Charter.	High	Ongoing
1.2 Adopt this HMP for the Commencement Column Monument.	1.2.1 Adopt the HMP on endorsement by the Australian Heritage Council (AHC) as the basis for future management of the heritage values of the Monument.	High	Immediately

**1. Management Processes**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
	1.2.2 Contact the department responsible for the EPBC Act to arrange for a formal revision of the CHL citation for the Commencement Column Monument.	High	Immediately
1.3 Refer to this HMP as the primary heritage management document for the Commencement Column Monument.	1.3.1 Refer to this HMP for all matters relating to the heritage values, conservation and management of the Monument.	High	Ongoing
	1.3.2 Implement the policies and actions set out in this HMP.	High	Ongoing
	1.3.3 Ensure all NCA staff and contractors working on the site have access to the information in this HMP (hardcopy and electronically) and have suitable induction sessions to understand its importance and intent to ensure best heritage practice.	High	As required
1.4 Understand and retain the heritage values of the Commencement Column Monument and its setting.	1.4.1 Conserve the Monument with an understanding of its immediate setting in Federation Mall and the extended setting of Parliament House Vista.	High	Ongoing
1.5 Ensure management of the Commencement Column Monument is consistent with all Commonwealth Heritage values in the National Triangle.	1.5.1 When making decisions, or undertaking actions about the Monument, ensure they are consistent with the heritage values of surrounding places in the setting including, in particular: Parliament House, the Parliament House Vista, OPH and the East and West Blocks.	High	Ongoing and as required
1.6 Ensure adequate funding is available for continued heritage management.	1.6.1 Appropriate staffing and funding arrangements, resources and processes should be put in place to support the effective implementation of the HMP, including its monitoring and review.  Heritage management includes site-based heritage conservation and interpretation and, if necessary, the engagement of expert heritage advice.	High	Short term
1.7 Cultural values assessment to be included in future HMP updates.	1.7.1 No Indigenous cultural values were identified for the Monument in the CHL Listing or for this HMP.  Local Indigenous community groups could be consulted when this HMP is updated or if major works are proposed at the site (prior to the HMP being updated) to establish concerns or issues.	Medium	Long Term

*Actions: Conservation, Maintenance and Works Approval*

**2. Actions: Conservation, Maintenance and Works Approval**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
2.1 Actions: All conservation works, planning and maintenance	2.1.1 In the first instance refer to this HMP when undertaking conservation works and maintenance at the Monument.	High	Ongoing

**2. Actions: Conservation, Maintenance and Works Approval**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
should follow this HMP, the Parliamentary Precincts Act, the EPBC Act and the Burra Charter.	2.1.2 All conservation works and maintenance for the Monument must be in line with the Parliamentary Precincts Act, the EPBC Act and the Burra Charter.		Ongoing
	2.1.3 Undertake conservation works and maintenance included in this HMP, in particular, refer to Volume 2.	High	Immediately
	2.1.4 Continue to undertake and foster best practice in conservation of the Monument.	High	Ongoing
	2.1.5 Monitor the condition of the physical fabric and of the heritage values.	High	Ongoing
2.2 Retain the Commencement Column Monument in its current form and location to allow for the conservation of its fabric.	2.2.1 Retain and conserve the Monument's fabric, particularly the original 1913 elements.	High	Ongoing
	2.2.2 The Monument (in its current form) should be retained in its existing location on Capital Hill.	High	As required
	2.2.3 Any proposals for changing the form or location of the Monument, ie, completing the column, must assess the heritage impacts on the heritage values of the Monument, Parliament House and the Parliament House Vista.	High	As required
	2.2.4 Any proposals for changing the form or location of the Monument must follow the requirements of the Parliamentary Precinct's Act and be authorised by the two presiding officers.	High	As required
2.3 Decision Making: Refer to the NCA's Heritage Strategy and Manual to make consistent and effective decisions on the potential impacts of proposed conservation works, activities and maintenance to the Monument.	2.3.1 Initially refer to this HMP for maintenance and conservation works appropriate for the Monument.	High	Ongoing and as required
	2.3.2 Refer to the NCA's Heritage Strategy and Heritage Manual for EPBC Act obligations, decision making hierarchy and internal works approval processes.	High	Ongoing and as required
	2.3.3 Decision making may require consultation with internal and external stakeholders (see Policy 3.1).	Medium	As required
	2.3.4 Decision making should be documented and the records kept for future reference by the NCA, conservators and heritage consultants.	Medium	Ongoing
2.4 Works Approval: Assess all actions—including conservation works—for potential impacts on the heritage values of the Monument.	2.4.1 Assess any proposal or action for its potential to have a significant impact on the Commonwealth Heritage values of the monument and the setting.	High	As required
	2.4.2 Follow the NCA's internal self-assessment process to determine the likelihood of a significant impact and the need for an EPBC Act referral.	High	As required

**2. Actions: Conservation, Maintenance and Works Approval**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
	2.4.3 Assess the potential to impact the heritage values of the Monument and its setting.	High	As required
2.5 Expertise: Engage experts to advise/undertake conservation works, interpretation and specialist maintenance tasks.	2.5.1 Engage specialist expertise to advise and undertake conservation works and specialist maintenance tasks. Volume 2 outlines particular maintenance tasks that require specialist expertise.	Medium	As required
	2.5.2 Engage specialised heritage consultants who can assist with specific heritage advice, management and interpretation of the Monument.	Medium	As required
2.6 Unforeseen Discoveries: Stop work and seek immediate advice from the NCA Cultural Heritage Manager (or other NCA representative) should any unexpected archaeological material be located in the course of conservation works to the Monument and surrounding area.	2.6.1 Should unexpected archaeological material be located in the course of conservation works to the Monument and surrounding area, works must stop immediately. The NCA Cultural Heritage Manager (or other NCA representative) should be contacted.	High	As required
	2.6.2 Undertake research in the NCA/NCDC archives to establish the storage location of the original base stone steps. If found, their storage situation should be assessed and reinstatement or conservation of the stone should be undertaken.	High	Medium term
	2.6.3 Care should be taken if any excavation works are to be undertaken around the base of the monument as it is possible one layer of base steps are present below the ground.	High	As required

*Interpretation: Presentation and Transmission of Heritage Values***3. Interpretation: Presentation and Transmission of Heritage Values**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
3.1 Utilise existing NCA interpretation tools to showcase the heritage values of the Commencement Column Monument to Canberra community and visitors.	3.1.1 Interpret and present the heritage values of the Monument to the Canberra community and visitors to Federation Mall using the NCA's existing range of interpretation tools and media including published material, online material and signage.	High	Medium term
3.2 Prepare an interpretation strategy or plan for the Commencement Column Monument.	3.2.1 Prepare an interpretation strategy or plan interpretation opportunities specific to the Commencement Column Monument.  The story of the Monument is powerful and interpretation is a means of showcasing heritage values and acknowledging its history of relocation.	High	Medium term

### 3. Interpretation: Presentation and Transmission of Heritage Values

Policies	Actions	Priority	Timing
	3.2.2 Ensure the key heritage messages arising from the heritage values as detailed in this HMP are conveyed in the interpretation of the site. Refer to Section 5.2.1 for opportunities for interpretation. Key themes should be established as part of interpretation, linking with the Australian Historic Themes. Refer Section 2.5.1 for a list of these.	Medium	Medium term
	3.2.3 Build on and utilise existing NCA interpretation tools and interpretive material to interpret the Monument's heritage values and themes.	Medium	Medium term
	3.2.4 Consult and involve stakeholders in the development of the interpretation strategy or plan and develop specific interpretation initiatives with some of the stakeholders.	Medium	Medium term

### *Stakeholder and Community Consultation*

#### 4. Stakeholder and Community Consultation

Policies	Actions	Priority	Timing
4.1 Consult with NCA stakeholders and community groups with an interest in the heritage values in the National Triangle.	4.1.1 Consult with and involve the DPS in the decision making for any significant conservation works to the Monument.	High	As required
	4.1.2 Notify the Canberra National Memorials Committee when undertaking conservation works at the Monument.	Medium	As required
	4.1.3 Consult the local Canberra community when conservation works are proposed for the Monument through the NCA's 'Have your Say' website—see Policy 4.3.	Medium	As required
4.2 Consult with the department responsible for the EPBC Act (currently the Department of the Environment) regarding heritage management of the Monument.	4.2.1 Maintain regular liaison with the Department responsible for the EPBC Act.	Medium	Ongoing
	3.2.2 Seek informal comment from the Department as part of the decision making process to assess proposals which have the potential to impact on the heritage values of the Monument.	Medium	As required
4.3 Use the NCA 'Have Your Say' website for public consultation purposes where necessary.	4.3.1 Utilise the NCA website 'Have Your Say', for public consultation for proposed actions to the Monument. < <a href="http://www.nationalcapital.gov.au/haveyour say/">http://www.nationalcapital.gov.au/haveyour say/</a> >	Medium	As required



**4. Stakeholder and Community Consultation**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
4.4 Engage and consult with local heritage organisations about opportunities to promote the Monument's heritage values.	4.4.1 Consult and liaise with interested community groups (ACT National Trust, Canberra District and Historical Society and Aboriginal groups) to obtain their contribution to effective and holistic management or promotion of the heritage values of the Monument.	Low	As required

*Keeping Records: Review, Monitoring, Reporting and Documentation***5. Keeping Records: Documentation, Monitoring and Review**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
5.1 Review and update the HMP every five years to comply with s341X of the EPBC Act.	5.1.1 Review and update the HMP every five years or following any major change in circumstance, including conservation works.	Medium	Long term
5.2 Collate all monitoring data annually, as required by this HMP, as a basis for reporting on the implementation of the HMP and monitoring the condition of the values in compliance with the EPBC Act.	5.2.1 Use the NCA's annual reporting on the implementation of the HMP to review the guidelines set out in this HMP for priority and timing of actions.	High	Annually
	5.2.2 Priorities should be re-assessed in any review of the HMP—that is, highest priority should be attributed to conservation works to retain the heritage values.	Medium	Annually
5.3 Monitor the condition of the identified heritage values of the Commencement Column Monument.	5.3.1 Monitor the condition of the values and the fabric and include the re-evaluation as part of the five-yearly review of the HMP.	Medium	Long term
	5.3.2 Use the annual collation of monitoring data to identify trends and the condition of the heritage values in order to guide the implementation of monitoring and maintenance.	Medium	Annually and long term
	5.3.3 Ensure all conservation works and maintenance tasks are identified, reported and monitored annually.	Medium	As required and annually
	5.3.4 Ensure that any review of the HMP responds to and addresses trends revealed in monitoring data by refining processes for management, conservation and/or maintenance accordingly.	High	Long term
5.4 Maintain records of conservation and maintenance works.	5.4.1 As a minimum, record the nature and outcomes of works, interventions and maintenance on the NCA Heritage Register for the Monument, as required by the EPBC Act.	Medium	As required
	5.4.2 Existing elements of heritage value should be recorded to appropriate archival standard prior to any intervention or major works that will alter the Monument.	Medium	As required

## 5. Keeping Records: Documentation, Monitoring and Review

Policies	Actions	Priority	Timing
5.5 Collect and conserve documents pertaining to the design, construction and relocation of the Commencement Column Monument.	5.5.1 Collate and copy original and early Commencement Column Monument archival material and drawings held by the National Archives of Australia to be included in the NCA's records.  Reference or links to other sources relating to the Monument held at other institutions should be referred to in the NCA records.	Low	Long term
	5.5.2 Continue to update the NCA Heritage Register with the records/archives of relevance to the heritage values of the Monument.	High	As required
	5.5.3 Make the records available for research generally, especially relating to conservation works and the ongoing heritage management and conservation of the Monument.	Low	Long term
5.6 Incorporate new research information into records as soon as it becomes available.	5.6.1 Incorporate new research information into the NCA Heritage Register as soon as it becomes available, and ensure that it is used for interpretation or conservation as appropriate.	As required	Ongoing

## *Research and Training Opportunities*

## 6. Research and Training Opportunities

Policies	Actions	Priority	Timing
6.1 Develop training opportunities for NCA staff and contractors to manage Commencement Column Monument's heritage values.	6.1.1 Provide research and training opportunities for relevant NCA staff to build capacity in heritage management and conservation.	High	As required
	6.1.2 Develop heritage training objectives for staff or volunteers (eg University of Canberra and/or Australian National University heritage/conservation students) when conservation works at the Monument are undertaken.	Low	Long term
	6.1.3 Incorporate new research findings as they occur into information and training for NCA staff and contractors to maintain the highest possible management and interpretation standards.	Medium	As required
6.2 Continue to foster and promote research on the heritage values of the Commencement Column Monument.	6.2.1 Continue to undertake and foster research into the heritage values of the Monument, as a basis for refining future understanding and management for the benefit of the national community.	High	Ongoing

*Use, Access, Safety and Security***7. Use, Access, Safety and Security**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
7.1 Continue to use and recognise the heritage values of the Commencement Column Monument as a highly symbolic place of commemoration.	7.1.1 Continue the existing use of the place as a monument with a commemorative function—commemorating the official selection, foundation and naming of Canberra as the national capital.	High	Ongoing
	7.1.2 Recognise and promote the heritage values of the Monument through interpretive devices and methods to encourage appropriate use and an understanding of the sites importance. Refer to Policy 3 for interpretation actions.	High	Medium term
7.2 Investigate options for lighting the Commencement Column Monument to assist in interpretation, access and security.	7.2.1 Explore options for lighting the Monument to make it accessible and visible at night and deter vandalism.	Low	Long term
7.3 Continue regular maintenance of Federation Mall to ensure the Monument is easily accessible.	7.3.1 Continue to undertake regular maintenance of Federation Mall to ensure adequate access to the Monument and upkeep of the surrounding landscaping	High	Ongoing
	7.3.2 Ensure maintenance staff are aware of the heritage values of the Monument and maintenance.	Medium	As required
	7.3.3 Ensure maintenance activities such as lawn mowing and watering do not adversely affect the paving surrounding the Monument or the Monument itself.	High	Ongoing
7.4 Prevent graffiti vandalism by undertaking regular maintenance according to the cyclical maintenance recommendations in Volume 2 of this HMP.	7.4.1 Undertake maintenance recommendations as outline in Volume 2 of this HMP.	Medium	Ongoing
	7.4.2 Ensure that all security requirements and measures do not have an adverse impact on the heritage values of the Monument.	High	As required

## 6.4.2 General Conservation Policies

### *Implementing Conservation Works and Maintenance*

#### **Implementing Conservation Works and Maintenance**

<b>Policies</b>	<b>Actions</b>	<b>Priority</b>	<b>Timing</b>
8.1 Undertake conservation works and treatment recommendations set out in Volume 2 of this HMP.	8.1.1 Program and budget for the conservation works set out in Volume 2 of this HMP.	High	Immediately and ongoing
	8.1.2 Implement the conservation works according to the prioritised work program—that is, following the priority level (within one year and as funding allows) for the proposed conservation works.	High	Immediately and ongoing
8.2 Implement the cyclical maintenance schedule.	8.2.1 Program and budget for the cyclical maintenance schedule set out in Volume 2 of this HMP.	High	Immediately and ongoing
	8.2.2 Implement the cyclical maintenance schedule in accordance with the method and the regularity suggested in the program.	High	Immediately and ongoing





## **7.0 Appendices**

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### **Appendix A**

CHL Citation for the Commencement Column Monument

### **Appendix B**

EPBC Act Regulations Schedule 7A and 7B Compliance

### **Appendix C**

Bibliography



## **Appendix A**

CHL Citation for Commencement Column Monument

## Place Details

[Send Feedback](#)

### Commencement Column Monument, Federation Mall, Capital Hill, ACT, Australia

#### Photographs



<b>List</b>	Commonwealth Heritage List
<b>Class</b>	Historic
<b>Legal Status</b>	<a href="#">Listed place</a> (22/06/2004)
<b>Place ID</b>	105347
<b>Place File No</b>	8/01/000/0389

#### Summary Statement of Significance

The foundation stones of the never-completed Commencement Column are significant for their historical association with the selection of a site for the federal capital of Australia, in accordance with Section 125 of the Constitution which stipulated that the federal seat of government would be located within the state of New South Wales, but not within a 100-mile radius of Sydney. The foundation stones are also significant for their association with the official foundation and naming of Canberra in March 1913 as the national capital. (Criterion A4. Historic Themes 7.4 Federating Australia; 4.1 Planning urban settlements [creating capital cities]; 4.6 Remembering significant phases in the development of settlements, towns and cities; 8.9 Commemorating significant events).

Though moved from their original location, the foundation stones of the never-completed Commencement Column are of symbolic significance to the Australian community for their commemorating the official selection, foundation and naming of Canberra as the national capital. (Criterion G1)

The foundation stones are significant for their association with important figures in the foundation of Canberra, including John Smith Murdoch, designer of the intended Commencement Column and of Old Parliament House. It is also associated with Lord Thomas Denman, Governor General at the time of laying the stones, his wife, Lady Denman who performed the official naming of the capital, Andrew Fisher, the Prime Minister of the day, and King O'Malley who, as Minister for Home Affairs, was intimately involved in the selection of Canberra as the federal seat of government. (Criterion H1)

#### Official Values

**Criterion A Processes**

The foundation stones of the never-completed Commencement Column are significant for their historical association with the selection of a site for the federal capital of Australia, in accordance with Section 125 of the Constitution which stipulated that the federal seat of government would be located within the state of New South Wales, but not within a 100-mile radius of Sydney. The foundation stones are also significant for their association with the official foundation and naming of Canberra in March 1913 as the national capital.

**Attributes**

The three foundation stones and their inscriptions.

**Criterion G Social value**

Though moved from their original location, the foundation stones of the never-completed Commencement Column are of symbolic significance to the Australian community for their commemorating the official selection, foundation and naming of Canberra as the national capital.

**Attributes**

The three foundation stones and their inscriptions.

**Criterion H Significant people**

The foundation stones are significant for their association with important figures in the foundation of Canberra, including John Smith Murdoch, designer of the intended Commencement Column and of Old Parliament House. It is also associated with Lord Thomas Denman, Governor General at the time of laying the stones, his wife, Lady Denman who performed the official naming of the capital, Andrew Fisher, the Prime Minister of the day, and King O'Malley who, as Minister for Home Affairs, was intimately involved in the selection of Canberra as the federal seat of government.

**Attributes**

The three foundation stones and their inscriptions.

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**Description**

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## HISTORY

The Commencement Column monument consists of the three foundation stones for the intended column which were laid down at a ceremony on 12 March 1913 to designate the official foundation of the national capital and its naming as Canberra. Inaugurating the federal capital at Canberra, the laying of the foundation stones for the column marked the realisation of Section 125 of the Australian Constitution. This required the federal seat of government to be situated within the state of NSW, but located not less than 100 miles from Sydney. This was one of several amendments to the draft Constitution Bill that the NSW Premier, Sir George Reid, put forward at a special conference of the colonial premiers in January-February 1899 as a condition for committing NSW fully to federation; and it was one to which the other colonial premiers agreed.

The Commencement Column ceremony was a major public event in 1913. It was attended by the Governor-General, Lord Denman, his wife, Lady Denman, the Prime Minister, Sir Andrew Fisher, The Minister for Home Affairs, King O'Malley, the Administrator of the Federal Territory, Colonel David Miller, and many other dignitaries. Cadets from the Royal Military College, Duntroon, formed a guard of honour for the official party, while about 1,000 mounted troops from the 3rd Light Horse Brigade formed three sides of a square in front of the site selected for the column. Also in attendance were two mounted bands and a battery of field artillery which fired a nineteen-gun salute to greet the arrival of the Governor-General's party. The site for the ceremony was on Kurrajong (now Capital) Hill.

The ceremony involved the laying of three foundation stones for the Commencement Column, one each by the Governor General, the Prime Minister and the Minister for Home Affairs. Each of the three stones was inscribed with the name and office of the person who laid it, together with the date of the ceremony. After the laying of the stones, the Prime Minister asked Lady Denman to announce the name of the federal capital, the name having been kept a secret up to that point. O'Malley's wife handed Lady Denman a gold card case containing a card on which the name of the capital was written. Stepping forward onto a timber dais laid over the foundation stones, Lady Denman proclaimed in a clear voice: 'I name the Capital of Australia, Canberra.'

The original location of the monument was excavated when the new Parliament House was constructed on the Hill. After the opening of the new Parliament House, the Commencement stones were relocated to their current position, in the Federal Mall on Capital Hill. The ceremony, featuring the Governor-General, the Prime Minister and the Minister for the Arts and Territories, took place on 12 March 1988, 75 years to the day that the stones were originally laid. Three new plaques were added to the monument to commemorate this occasion.

## DESCRIPTION

The Commencement Column Monument is comprised of three foundation stones, set in a hexagonal base (of an intended but never completed column), composed of trachyte stone from Bowral, with stepped sides and a polished convex top. The stones bear inscriptions on separate faces in bold gilt lettering:

1. This stone was laid by His Excellency the Right Honourable Sir Thomas Denman, Baron PC, GCMG, KCVO, Governor General and Commander in Chief of the Commonwealth of Australia on the 12th March 1913;
  2. This stone was laid by the Right Honourable Andrew Fisher, PC, MP, Prime Minister of the Commonwealth of Australia on 12th March 1913;
  3. This stone was laid by the Right Honourable King O'Malley, MP, Minister for Home Affairs on the 12th March 1913.
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Three plaques were added for the relocation ceremony on March 12 1988, marking the unveiling of the monument by the three then incumbents of the same official positions.

Beneath Sir Thomas Denman's inscription is a plaque reading:

1) This plaque was unveiled by His Excellency the Right Honourable Sir Ninian Stephens, AK, GCMG, GCVO, KBE, Governor General of the Commonwealth of Australia on 12 March 1988 to commemorate the relocation of this monument.

Beneath Andrew Fisher's inscription is a plaque reading:

2) This plaque was unveiled by the Honourable R J L Hawke, AC, MP, Prime Minister on 12 March 1988 to commemorate the relocation of this monument.

The third plaque, under King O'Malley's inscription reads:

3) This plaque was unveiled by the Honourable Gary Punch, MP, Minister for the Arts and Territories on 12 March 1988 to commemorate the relocation of this monument.

The proposed Commencement Column was designed by John Smith Murdoch, the Deputy Director-General of Works, later architect of the provisional Parliament House. The column was to consist of an elaborate base and obelisk 7.1 metres high, designed in Edwardian mannerist style. Resting on the foundation stones were intended to be six rough granite blocks, one from each of the original states of the Commonwealth, inscribed in each case with the date that the state had become an autonomous colony. A shaft was to sit upon the granite blocks and around it was to be placed an entablature representing the Commonwealth of Australia. Surrounding the shaft were to be six buttressing stones, one each brought from the 'six corners of the [British] Empire, including India, Canada, New Zealand, South Africa and Newfoundland.' Above the shaft was to rise the four-sided obelisk made of granite from Great Britain and Ireland, its sides orientated to the cardinal points of the compass to represent the British Empire.

Originally, it was intended to erect the Commencement Column on the central city axis, according to Walter Burley Griffin's plan for Canberra. However, by the time of the ceremony of laying the foundation stones for the column, Griffin's plan had been superseded by the so-called 'departmental plan'. One effect of this plan was to move the central axis of the city and, when the foundation stones were laid in 1913, they were placed on Kurrajong Hill in line with this new axis. With the reinstatement of the Griffin plan in 1916, the foundation stones were now located 26 metres east of the central axis of the city. Canberra bureaucrats tried to persuade Griffin to shift his axis to coincide with that of the departmental plan and thus once again bring the foundation stones of the Commencement Column in line with the city's main axis. Griffin, however, refused.

The outbreak of World War One brought virtually all building activity in Canberra to an end and, as it turned out, work on the Commencement Column never resumed. The foundation stones were later covered with galvanised iron to protect them from vandalism, while in 1935 the site was described as surrounded with rotten timber, white ants and rabbits. The stones were taken up when work commenced on the new, permanent Parliament House, and they were re-laid in front of the forecourt of the new building in 1988. At this time, they were also positioned to lie on Griffin's original central city axis.

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#### **History Not Available**

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#### **Condition and Integrity**

The condition of the stones is excellent. The two steps leading up to the column base at its original site were omitted when it was re-laid in 1988.

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#### **Location**

Federation Mall, near Parliament Drive, Capital Hill, Canberra.

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## Appendix B—EPBC Regulations Schedule 7A and 7B Compliance

This Heritage Management Plan (HMP) for the Commencement Column Monument, located in Federation Mall, Parkes, ACT addresses and fulfils the requirements for a management plan contained in the EPBC Act and the *Environment Protection and Biodiversity Conservation Regulations 2000*.

Schedule 7A of the EPBC Regulations sets out the matters to be addressed in management plans and this HMP complies with these requirements. Management plans for Commonwealth Heritage places are prepared to assist Commonwealth agencies to manage their heritage sites appropriately, and to guide future works and developments to reduce the need for referrals under the legislation.

### Schedule 7A—Regulation 10.03B: Management Plans for Commonwealth Heritage Places

Regulation 10.03B of the Regulations states that:

*A plan for a Commonwealth Heritage place, made under section 341S of the Act, must address the matters set out in Schedule 7A.*

The following table lists the requirements contained in Schedule 7A and the relevant sections of this Management Plan that address each listed item.

Regulation Ref.	Schedule 7A—A management plan must:	HMP Sections
Schedule 7A (a)	Establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place;	1.0 Introduction 4.0 Understanding the Heritage Values 5.2 Interpretation Discussion 6.0 Conservation Policies, Actions and Implementation
Schedule 7A (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;	1.3 Legislative Context 5.4 Statutory Obligations 6.0 Conservation Policies, Actions and Implementation
Schedule 7A (c)	Provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses;	1.2 Site Identification 2.0 Understanding the Place—Historical Context 3.0 Understanding the Place—Physical Context
Schedule 7A (d)	Provide a description of the Commonwealth Heritage values and any other heritage values of the place;	4.0 Understanding the Heritage Values
Schedule 7A (e)	Describe the condition of the Commonwealth Heritage values of the place;	4.4 Condition Assessment Volume 2—5.0 Condition Assessment

<b>Regulation Ref.</b>	<b>Schedule 7A—A management plan must:</b>	<b>HMP Sections</b>
Schedule 7A (f)	Describe the method used to assess the Commonwealth Heritage values of the place;	4.0 Understanding the Heritage Values
Schedule 7A (g)	Describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place;	5.0 Constraints and Opportunities
Schedule 7A (h)	Has policies to manage the Commonwealth Heritage values of the place, and include in those policies guidance in relation to the following:	6.0 Conservation Policies, Actions and Implementation
	(i) the management and conservation processes to be used;	6.0 Conservation Policies, Actions and Implementation Policy 1
	(ii) the access and security arrangements, including access to the area for Indigenous people to maintain cultural traditions;	6.0 Conservation Policies, Actions and Implementation Policy 7
	(iii) the stakeholder and community consultation and liaison arrangements;	6.0 Conservation Policies, Actions and Implementation Policy 4
	(iv) the policies and protocols to ensure that Indigenous people participate in the management process;	6.0 Conservation Policies, Actions and Implementation Policy 1.4 and 4
	(v) the protocols for the management of sensitive information;	6.0 Conservation Policies, Actions and Implementation Policy 2.6
	(vi) planning and managing of works, development, adaptive reuse and property divestment proposals;	6.0 Conservation Policies, Actions and Implementation Policy 2
	(vii) how unforeseen discoveries or disturbing heritage values are to be managed;	6.0 Conservation Policies, Actions and Implementation Policy 2.6
	(viii) how, and under what circumstances, heritage advice is to be obtained;	6.0 Conservation Policies, Actions and Implementation Policy 2 Volume 2—7.0 and 8.0
	(ix) how the condition of Commonwealth Heritage values is to be monitored and reported;	6.0 Conservation Policies, Actions and Implementation Policy 2 and Policy 5
	(x) how the records of intervention and maintenance of a heritage place's register are kept;	6.0 Conservation Policies, Actions and Implementation Policy 5

<b>Regulation Ref.</b>	<b>Schedule 7A—A management plan must:</b>	<b>HMP Sections</b>
	(xi) research, training and resources needed to improve management;	6.0 Conservation Policies, Actions and Implementation Policy 6
	(xii) how heritage values are to be interpreted and promoted;	6.0 Conservation Policies, Actions and Implementation Policy 3
Schedule 7A (i)	Include an implementation plan;	6.0 Conservation Policies, Actions and Implementation Volume 2—7.0 and 8.0 Prioritised Works Program and Cyclical Maintenance Schedules
Schedule 7A (j)	Show how the implementation of policies will be monitored;	6.0 Conservation Policies, Actions and Implementation Policy 5 Volume 2: Outline Conservation Works and Cyclical Maintenance Schedules
Schedule 7A (k)	Show how the management plan will be reviewed.	6.0 Conservation Policies, Actions and Implementation Policy 5.1

### **Schedule 7B—Regulation 10.03D**

Commonwealth agencies that own or lease a Commonwealth Heritage place are required to manage the place in accordance with the Commonwealth Heritage management principles (EPBC Act s341Y and Schedule 7B of the Regulations). These principles are used to guide the development and implementation of management plans.

The following table lists the requirements contained in Schedule 7B and the relevant sections of this Management Plan that address each listed item.

<b>Regulation Ref.</b>	<b>Schedule 7B—A management plan must address the following:</b>	<b>Report Sections</b>
Schedule 7B (1)	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	4.0—Understanding the Heritage Values 6.0—Conservation Policies, Actions and Implementation Volume 2—Conservation Works, Treatment Recommendations and Maintenance Works Schedule

<b>Regulation Ref.</b>	<b>Schedule 7B—A management plan must address the following:</b>	<b>Report Sections</b>
Schedule 7B (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.	6.0—Conservation Policies, Actions and Implementation Volume 2—Conservation Works, Treatment Recommendations and Maintenance Works Schedule
Schedule 7B (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.	1.0—Introduction 5.0—Constraints and Opportunities 6.0—Conservation Policies, Actions and Implementation
Schedule 7B (4)	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	5.0—Constraints and Opportunities 6.0—Conservation Policies, Actions and Implementation
Schedule 7B (5)	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: a) have a particular interest in, or associations with, the place; and b) may be affected by the management of the place.	6.0—Conservation Policies, Actions and Implementation
Schedule 7B (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.	Note—Historic HMP only, Indigenous values were not assessed for this HMP.
Schedule 7B (7)	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	6.0—Conservation Policies, Actions and Implementation



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