



Australian Government
National Capital Authority

Draft 11 Parliament House Vista Area Heritage Management Plan

Volume 1

2026



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

‘...although the Government finally... accepted Griffin’s revised plan as the one to be followed in building the city, a new contest of another sort began immediately. This contest continues to this day as persons and groups seek the support, power, influence, and authority to expand, change, slow, redirect, or halt urban growth in the national capital.’ (Reps 1995, pp. 5, 12)



Detail of the Griffins' 1911 Winning Design

Source: NCA 2004, p. 15

Executive Summary

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

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

The Parliament House Vista is entered on the Commonwealth Heritage List under the *Environment Protection and Biodiversity Conservation Act 1999*. The place also includes many individually listed places. These listings protect the heritage values of the place, and impose a number of obligations including the need to prepare a management plan. This plan updates an earlier heritage management plan prepared in 2010.

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

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

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

Some of the key policy ideas are presented below.

- Successful management of the study area will require **integration of the management of components** (eg. a building), with their curtilage (the immediate setting of the component), and also with the overall area. (Policy 6)
- Amongst the many features to be conserved, **key** features include the underlying expressed geometry of the area (particularly formed by the axes, roads, landscaping and buildings), the treescape, landscape, waterscape, views and vistas. While many features have a grand or monumental character, others exist at a small scale. (Policy 15)
- The sense of a **balanced development in the area will be conserved**, and there are some weaknesses that will be considered (eg. the treescape of the National Library of Australia precinct and the western side of the Australian War Memorial). (Policy 15)
- The **complexity and layers of history, heritage and development will be respected**. The layers pre-date the National Capital phase to include Aboriginal and nineteenth century

pastoral elements, and they also extend beyond the Griffins' design to include the contributions of Holford and the NCDC. The complexity includes many individual heritage places as well as the whole area being a heritage place, its symbolic values and uses by people. (Policy 15)

- A **prioritised water-use regime** will be needed given ongoing dry conditions. This is key to preserving trees offering value to the landscape, noting irrigation has been reduced due to the need to balance water-use requirements over the whole of the Vista area. (Policy 16, Strategy 16.2)
- **Tree management, maintenance and replacement will be vital** to the future of the area, and a replacement strategy will be required. There are a substantial range of tree issues that will be addressed. These relate to the deteriorating performance of trees due to general age and senescence, but also due to underlying changes in temperature peaks (intense summer temperature spikes), occasional severe climate events (eg. hail storms) and the effects on older trees of repeated drought events. (Policy 18)
- The **setting of the Parliament House Vista is also important** to protect, including the forested character of the surrounding hills. (Policy 25)
- **New development** will be subject to careful guidance and respect the significance of the Vista. (Policy 27)

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

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

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

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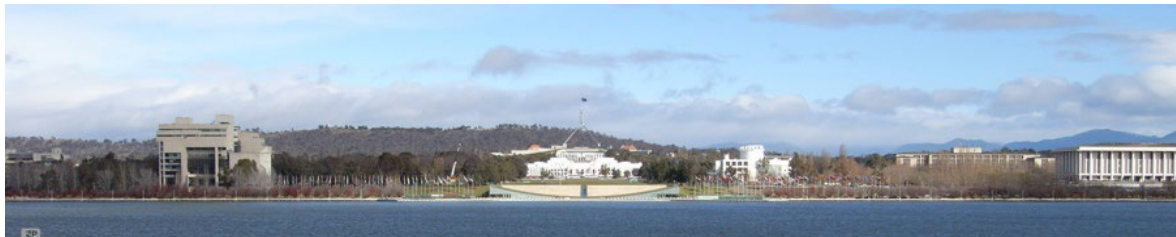
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1. Introduction

Chapter Summary

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



1.1. Purpose of Report

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

1.2. Background and Project Objectives

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

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

This plan updates an earlier heritage management plan prepared in 2010, and takes into account a review of the earlier plan undertaken in accordance with section 324W of the EPBC Act.

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

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

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

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

Definitions

Conservation

In this report, the term conservation is generally used to mean, ‘all the processes of looking after a place so as to retain its cultural significance’ (Australia ICOMOS 2013, Article 1.4). These processes include maintenance, preservation, restoration, reconstruction and adaptation. This definition follows the *Burra Charter*

In accordance with the EPBC Act 1999, the broad nature of cultural significance also has to be appreciated. It includes not only the physical elements of a place (for example the architecture or landscape) but can also include intangible values such as historical associations, traditional use and community attachment.

Conservation has to take all of these values into account. (See for example the Commonwealth Heritage criteria at 10.03A of the *EPBC Regulations 2003 (No. 1)* and the requirements for management plans at 10.03B of the regulations.)

One of the principles underpinning the *Burra Charter* is a recognition that heritage places change through time for a variety of reasons. Good heritage practice manages this change with the objective of retaining cultural significance. It does not necessarily seek to freeze

a place in time, nor turn every place into a museum. (See for example Australia ICOMOS 2013, Articles 1.9, 3.2, 15, 21, 22 and 27)

Land Axis Corridor

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

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

National Triangle

The land bounded by Constitution Avenue, Kings Avenue and Commonwealth Avenue.

Parliamentary Triangle

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

Parliamentary Zone

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

1.3. Conduct of Project

Overview

As a project to review and update the 2010 heritage management plan, the earlier plan provides the basis for the current plan. The methodology adopted for this plan is in accordance with *The Burra Charter – The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance* (Australia ICOMOS 2013). This can be summarised as a series of steps as shown in Figure 1 below.

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

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

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

This work provided a sound understanding of the place, and led to the preparation of a statement of significance. This work also provided an understanding of the constraints and opportunities related to the current and future management of the place. The statement of significance and

the information about constraints and opportunities were used as the basis for developing conservation policies and implementation strategies.

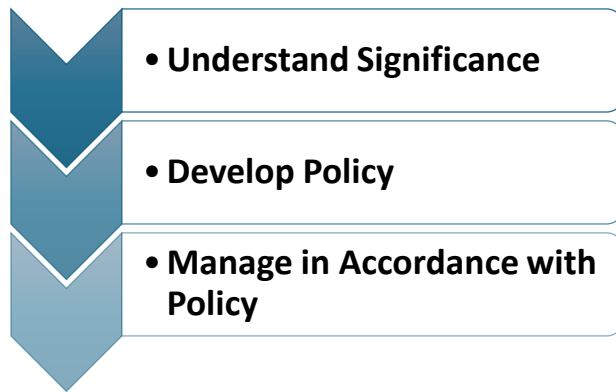


Figure 1. Basic Steps of Conservation Management Planning

Source: Summarised from Australia ICOMOS 2013

In some cases, the information in the earlier plan was reviewed and found to be satisfactory for the current plan. In other cases, the text was updated given the passage of time and other changes. Some information from the 2010 plan reflects views and sources at that time, and some details or references may have changed. For example, the evidence of community-based values, Chapter 4, derives from research undertaken for the earlier version of the plan. Given the conclusions based on this information are still thought to be generally valid, those details and references have not been updated.

The update was also informed by the management plan review. Details of the review can be found at Appendix M.

Management planning for a complex area

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

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

In the same vein, this plan does not seek to replace the many existing or future management plans which relate to components within the Parliament House Vista. Nonetheless, a consistent management approach is intended and sought between this management plan and those for individual components. Some work may be required to harmonise the various plans.

Natural heritage

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

In assessing the natural heritage values of the study area, extensive use was made in preparing the 2010 plan of the resources of the NCA Library, the Commonwealth's heritage lists (including

the former Register of the National Estate) and the knowledge and experience of environment staff of the ACT Government, local natural heritage experts and staff of CSIRO.

Public consultation

[XXX to be completed after public consultation]

1.4. Limitations and Non-Conforming Aspects

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

- the Aboriginal Tent Embassy, located on the lawns in front of Old Parliament House, was not considered in this assessment;
- possible Aboriginal heritage values may exist within the less disturbed areas within the Parliament House Vista and this requires further research – these areas being:
 - land opposite the Hotel Canberra (Block 1, Section 24, Parkes);
 - land adjacent to West Block (part of Block 5, Section 23, Parkes);
 - the southern and eastern edges of Kings Park (part of Block 6, Section 47, Parkes); and
 - a potential archaeological deposit site in Kings Park (see Figure 16 in Volume 1);
- the potential value for the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts, and the related research potential are yet to be formally established. However, the major refurbishment project which started in 2000 may have significantly reduced any potential;
- the research potential of the study area to contribute to our understanding of the history of landscape design in Australia has not yet been formally established, nor alternative sources explored, and further research is needed to establish the strength of the value (see the discussion of this issue at Chapter 5, Criterion (c));
- there is insufficient data about the Australian community on which to base decisions about aesthetic value for this community;
- there is no readily available data to enable a comparative assessment with other places to see if they embody the social values ascribed to the Parliament House Vista;
- more data is also needed from non-Canberrans to test the social values of the Australian community in relation to the Parliament House Vista, and to test them against the National List threshold of ‘outstanding’ value to the nation;
- the potential social significance of the many commemorative trees has not been researched;
- there is a range of individuals who may have a special association with the study area and be important in Australia’s history, however further research is needed to better understand the associations and/or degree of importance (see Chapter 5, Criterion (h));
- the archaeological potential and value of sub-surface deposits related to the Murray’s Bakery site in Commonwealth Park have not been investigated; and
- a general assessment of the potential for sub-surface archaeological evidence of early European features in the study area has not been undertaken.

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

This management plan generally conforms with the *Burra Charter* (Australia ICOMOS 2013) and there are no non-conforming aspects to note except as noted above.

1.5. Consultants

The consultants for the project are Duncan Marshall AM and Dr Neil Hobbs (Harris Hobbs Landscapes). In addition, Sarah Sharp provided advice regarding the natural heritage aspects of one component.

The consultants for 2010 version of the management plan were Duncan Marshall, Craig Burton (CAB Consulting Pty Ltd), Alistair Grinbergs, Chris Johnston and Jackie Donkin (Context Pty Ltd), Dr Warren Nicholls and Brendan O’Keefe. In addition, Dr Robert Boden and Associate Professor Robert Freestone undertook expert review roles, and Alison Rowell undertook a re-assessment of the native vegetation site near West Block.

1.6. Acknowledgments

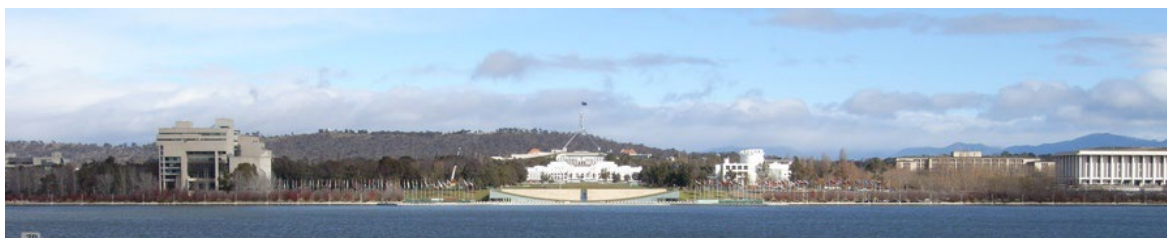
The consultants wish to acknowledge the kind assistance of the following people and organisations for their help in preparing the current plan.

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Peter Beutel	formerly with the National Capital Authority
Suzanne Hannema	National Capital Authority
Michelle Jeffrey	National Capital Authority
Carly Lowe	National Capital Authority
Duncan MacLennan	formerly with the National Capital Authority
Rob Tindal	National Capital Authority

2. Description

Chapter Summary

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



2.1. Location and Boundaries

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

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

The blocks and sections included are:

- Parkes, Sections 2 (not Block 1), 21, 22, 23, 24, 25, 27, 28, 29, 33, 34, 35, 37, 38, 39, 40, 42, 44, 45, 47, 48, 50, 51, 52, 54, 55, 56, 57, 58, 59;
- Campbell, Sections 1, 39, 60 (Block 2); and
- Reid, Sections 39 (Block 4), 41.

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

It is perhaps worth noting that the formal block boundaries differ in at least one area from the perceived boundaries on the ground. The east corner of the Kings Park block is formally set back much further from the current road alignments. However, on the ground, the park effectively runs right up to the road alignments. This difference is noticeable in Figures 2 and 3, below.

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

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

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

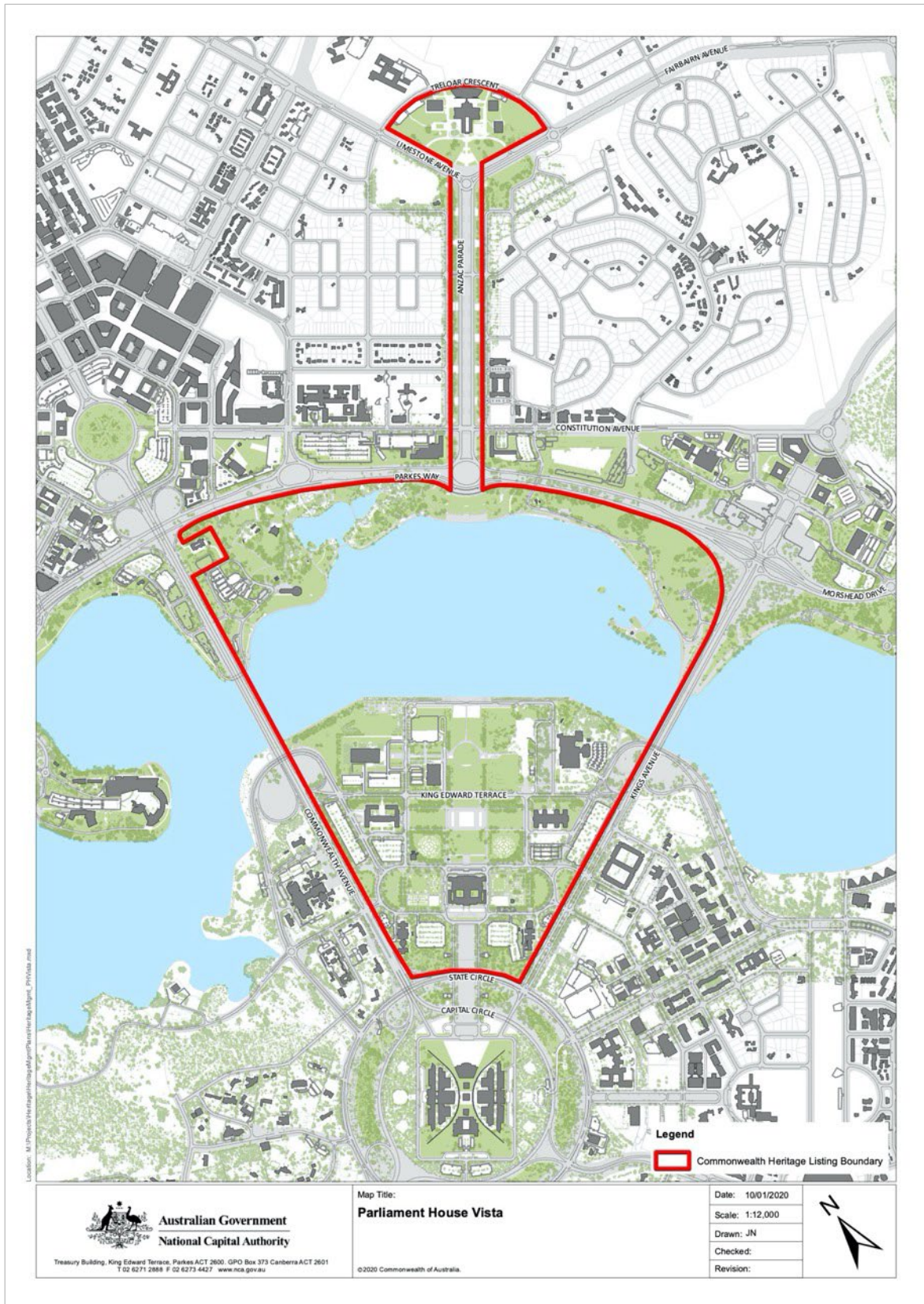


Figure 2. Plan of the Parliament House Vista area

Source: NCA

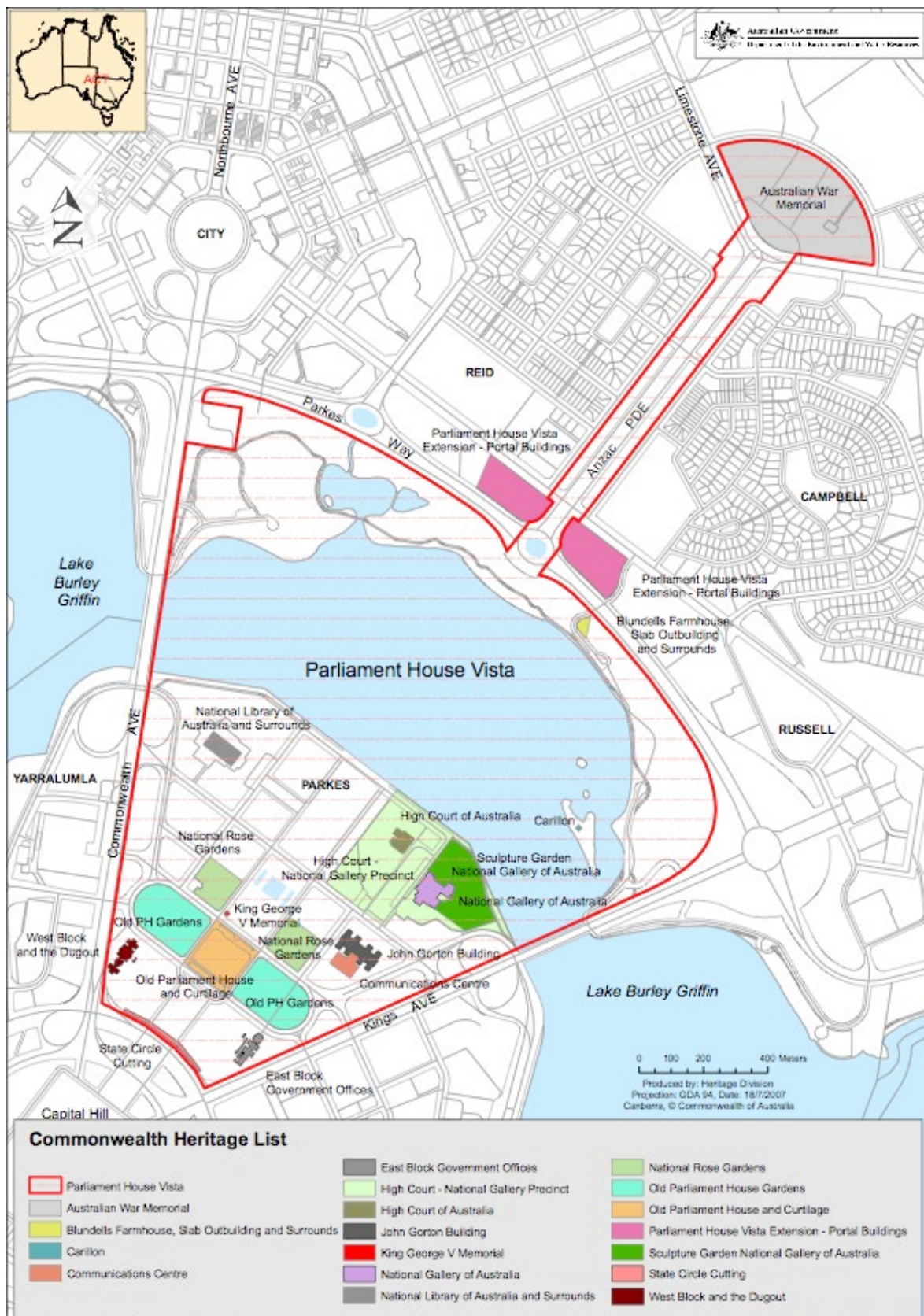


Figure 3. Plan of the Parliament House Vista area showing other Commonwealth Heritage listed places

Source: Department of the Environment 2008

2.2. Description and Condition

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

Overview of the Parliament House Vista

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



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

Source: ACTmapi

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

Landscape surrounding the Parliament House Vista

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

- Mount Ainslie as the forested backdrop to the Australian War Memorial and the northern terminal node of the Land Axis;

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



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

Source: NCA

Natural Heritage

This section is largely based on the research undertaken for the 2010 heritage management plan.

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

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

The exception is the presence in Commonwealth Park of a camp of the Grey-headed flying-fox which is a vulnerable species.

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

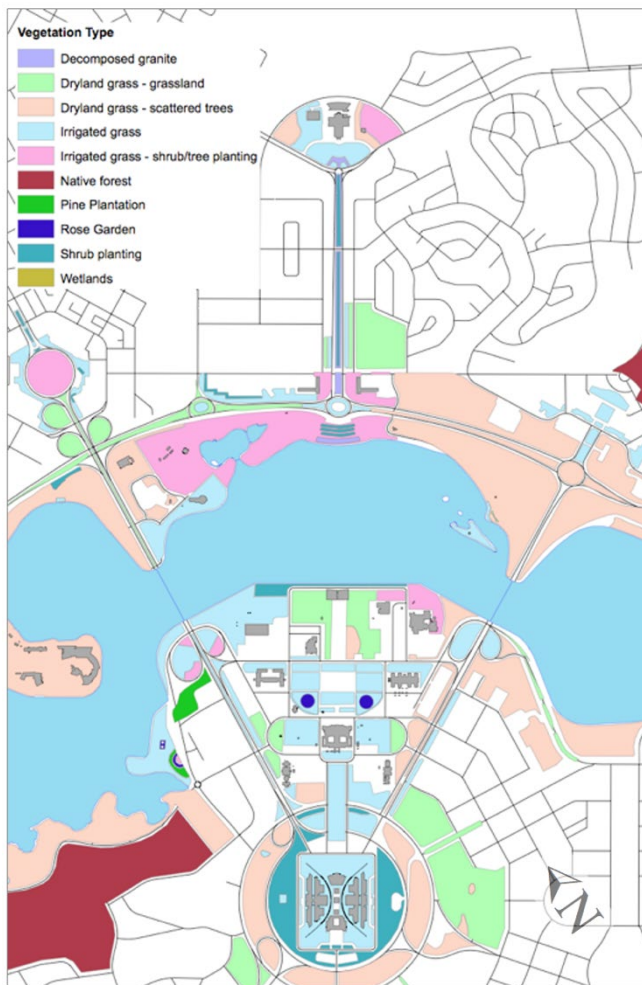


Figure 6. Vegetation Types in the Parliament House Vista

Source: National Capital Authority 2010

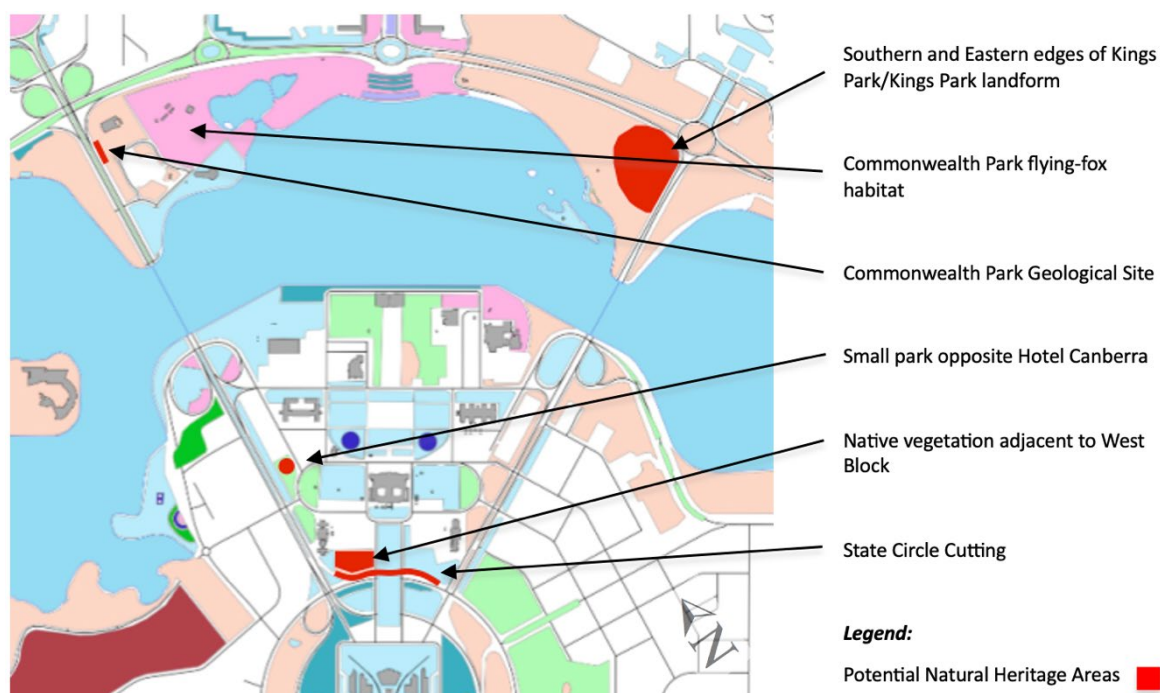


Figure 7. Location of Potential Natural Heritage Areas

Source: Base map NCA

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

- a small park opposite the Hotel Canberra (Section 24, Parkes);
- the native vegetation adjacent to West Block (part of Block 5, Section 23, Parkes);
- the southern and eastern edges of Kings Park (part of Block 6, Section 47, Parkes);
- the State Circle Cutting (Block 5, Section 23 and Block 3, Section 51, Parkes);
- Commonwealth Park geological site (Block 4, Section 2, Parkes);
- Commonwealth Park Grey-headed flying-fox habitat (part of Block 5, Section 2 and part of Block 11, Section 48, Parkes); and
- Kings Park landform (Section 47, Parkes).

Small park opposite Hotel Canberra (Section 24, Parkes)

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

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

Among the native grasses identified were: *Chloris truncata* (Windmill Grass), *Wahlenbergia* (a forb), *Danthonia* (Wallaby Grass, several species, including *D. eriantha*), *Sporobolus elongatus* (Rat's Tail Grass), *Bothriochloa macra* (Red Grass or Red Leg Grass), *Einardia nutans* (Creeping or Nodding Salt Bush), *Oxalis perennis*, *Stipa bigeniculata* (Tall Spear Grass), and *Vittadinia cuneata* (New Holland Daisy). Among the exotics were: *Paspalum*, *Plantago lanceolata*, *Medicago* and *Dacris*?



Figure 8. Small park opposite Hotel Canberra

Source: Duncan Marshall 2020

Native vegetation adjacent to West Block (part of Block 5, Section 23, Parkes)

This small area of woodland near West Block is protected from vehicular access by a low, treated timber post fence and has considerable heritage and botanical interest as a museum piece, being a relatively undisturbed example of the type of vegetation that existed within the Parliamentary Zone prior to European settlement. It is the only such patch of native vegetation within the study area and is located within a few hundred metres of Parliament House. A detailed description of the patch can be found in Sharp (2016).

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



Figure 9. Native vegetation adjacent to West Block

Source: Duncan Marshall 2020



Figure 10. Kings Park

Source: Duncan Marshall 2020

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

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

The condition of the grasses is fair to good but the coverage has decreased on the western edge of the site with the construction of the Boundless Playground.

State Circle Cutting (Block 5, Section 23 and Block 3, Section 51, Parkes)

The site is an exposed natural rock face of about 320 metres in length now visible because of the road cutting which created State Circle (this text draws on the Commonwealth Heritage List citation for the place). It is located immediately north of State Circle at Capital Hill between Commonwealth Avenue and Kings Avenue. The exposed rock face clearly shows the unconformable contact between the older State Circle Shale and the younger Camp Hill Sandstone. Both formations belong to the Silurian System deposited about 425 million years ago. In other words, it shows a discontinuity in the geological record.



Figure 11. State Circle Cutting

Source: Duncan Marshall 2020

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

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

At the top of the cutting are a series of vegetated benches, the lower bench having a drainage channel to disperse water away from the exposed face. The top edge of the cutting has been stabilised with stone copings set in mortar.

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

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

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



Figure 12. Commonwealth Park Geological Site

Source: Duncan Marshall 2020

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

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

The geological site is in fair condition.

Commonwealth Park Grey-headed flying-fox habitat (part of Block 5, Section 2 and part of Block 11, Section 48, Parkes)

There is a Grey-headed flying-fox camp located in Commonwealth Park, focused on the exotic treed areas to the southwest, west and north of Nerang Pool. This is a vulnerable species and is considered to be a matter of national environmental significance and protected under the EPBC Act.





Figure 14. Kings Park landform

Note: The landform boundary is indicated by the blue line.

Source: CHMA 2020, p. 37

Indigenous Heritage

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

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

The Aboriginal Tent Embassy was not considered in this assessment.

This section is largely based on the research undertaken for the 2010 heritage management plan.

Environmental Context

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

- small park opposite the Hotel Canberra (Section 24, Parkes);
- native vegetation adjacent to West Block (part of Section 23, Block 5, Parkes); and
- southern and Eastern edges of Kings Park (part of Section 47, Block 6, Parkes).

Archaeological Context

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

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

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

These sites are discussed below.

Camp Site on the Banks of the Molonglo River

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

A 2006 study of Lake Burley Griffin discusses this site and artefacts found in the vicinity prior to the flooding of the lake,

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

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

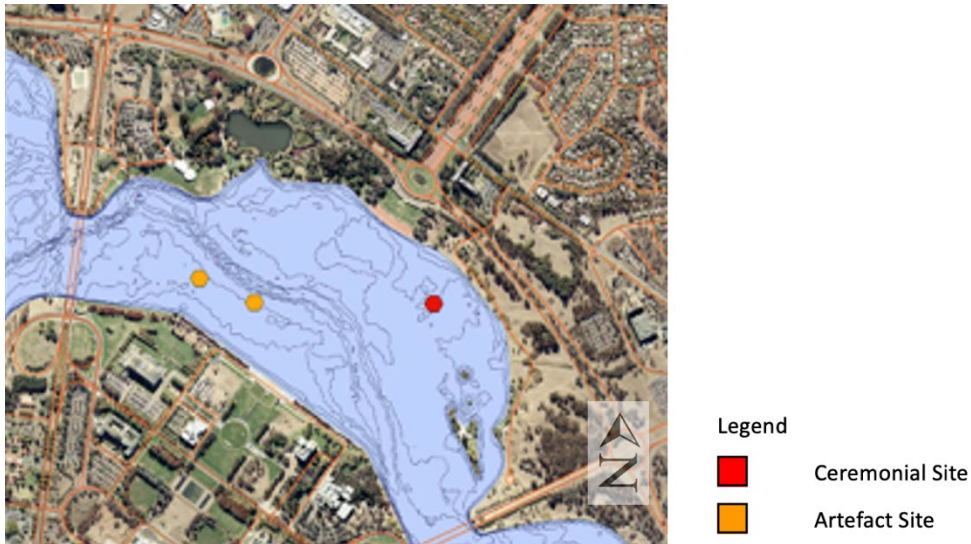


Figure 15. Location of Indigenous sites submerged by the lake

Source: GML 2006, p. 55

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

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

This site is shown in the following figure.

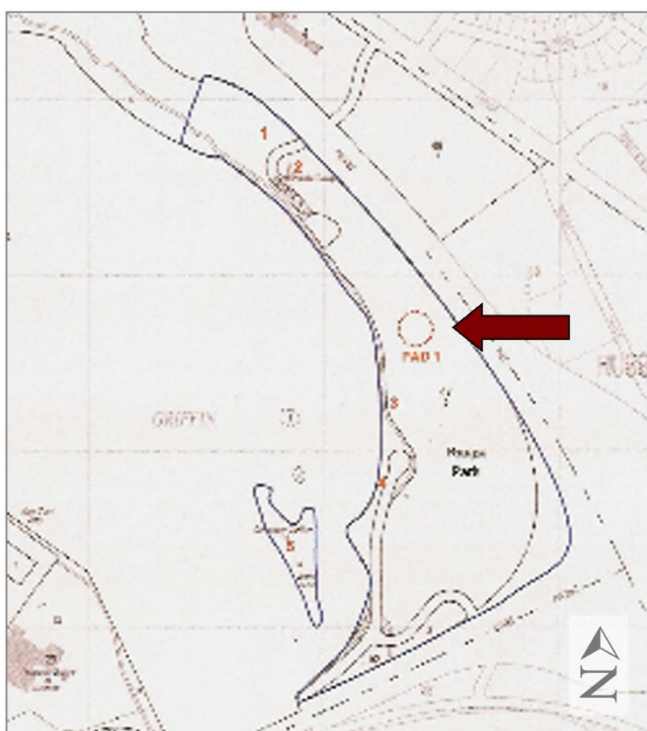


Figure 16. Location of Potential Archaeological Deposit Site (PAD 1) in Kings Park

Source: Freeman 2006, volume 1, p. 37

Aboriginal Artefacts Discovered in the Old Parliament House Senate Gardens

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

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

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

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

Kings Park site

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

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

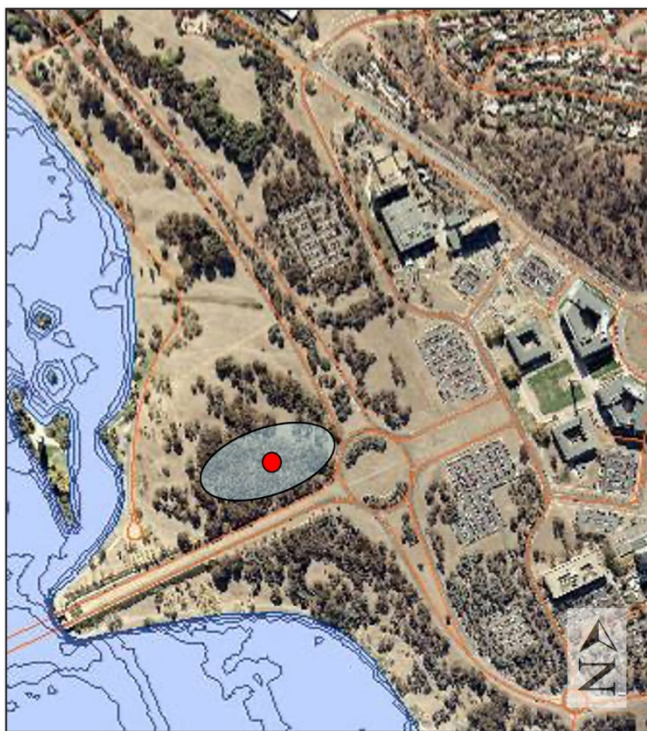


Figure 17. Location of Aboriginal Site – Kings Park 1 (red) and approximate extent of remnant sand body (blue).

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

Source: Base map/image supplied by NCA

Subsequent excavation of test pits on the southwest edge of the PAD found extremely low artefact densities,

‘indicative of low levels of sporadic occupation of the Landform at best. Most likely is the incidental discard or loss of these items by groups travelling through the area. The landform has not been a focal point for occupation or activity by Aboriginal people in the prehistoric past.’ (CHMA 2020, p. 2)

Accordingly,

‘The site is assessed as being of low archaeological significance based on the commonality of the site type, artefact and raw material types identified’ (CHMA 2020, p. 2)

Other Known Aboriginal Sites near the Parliament House Vista

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

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

An archaeological assessment was undertaken for the proposed development of nursery and depot facilities at the Australian National Botanic Gardens by Navin Officer Heritage Consultants (1995). The site is immediately adjacent to the CSIRO Black Mountain site on its southwestern boundary. The survey area consisted of approximately 2.2 hectares of low to moderate grade slopes on the easterly facing mid slopes of Black Mountain. Two Aboriginal sites were recorded –

a scar tree and an isolated artefact, the latter recorded in a highly disturbed context associated with fill material that had been brought to the site from elsewhere within the ANBG precinct. An additional small scatter of flaked stone artefacts was recorded by Grinbergs (2005) near the boundary between the CSIRO site and Black Mountain Nature Reserve.

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

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

Disturbance History

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

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

Implications for Aboriginal Heritage Values within the Parliament House Vista

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

Investigations undertaken by Officer conclude that,

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

In the contemporary context, many of the landforms likely to have been used by Aboriginal people in or near the study area have been inundated by the damming of the Molonglo River to form Lake Burley Griffin. The discovery of small scatters of flaked stone artefacts on the lower slopes of Black Mountain introduces the possibility that there may be similar sites on the



southern banks of the Molonglo within what is now the Parliament House Vista. Given the past history of land use and the degree of disturbance associated with the development of this landscape, if such sites are present it is likely that they will be found in the least disturbed contexts possibly associated with the areas identified as possessing remnant native vegetation.

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

Landscape

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

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

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

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

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

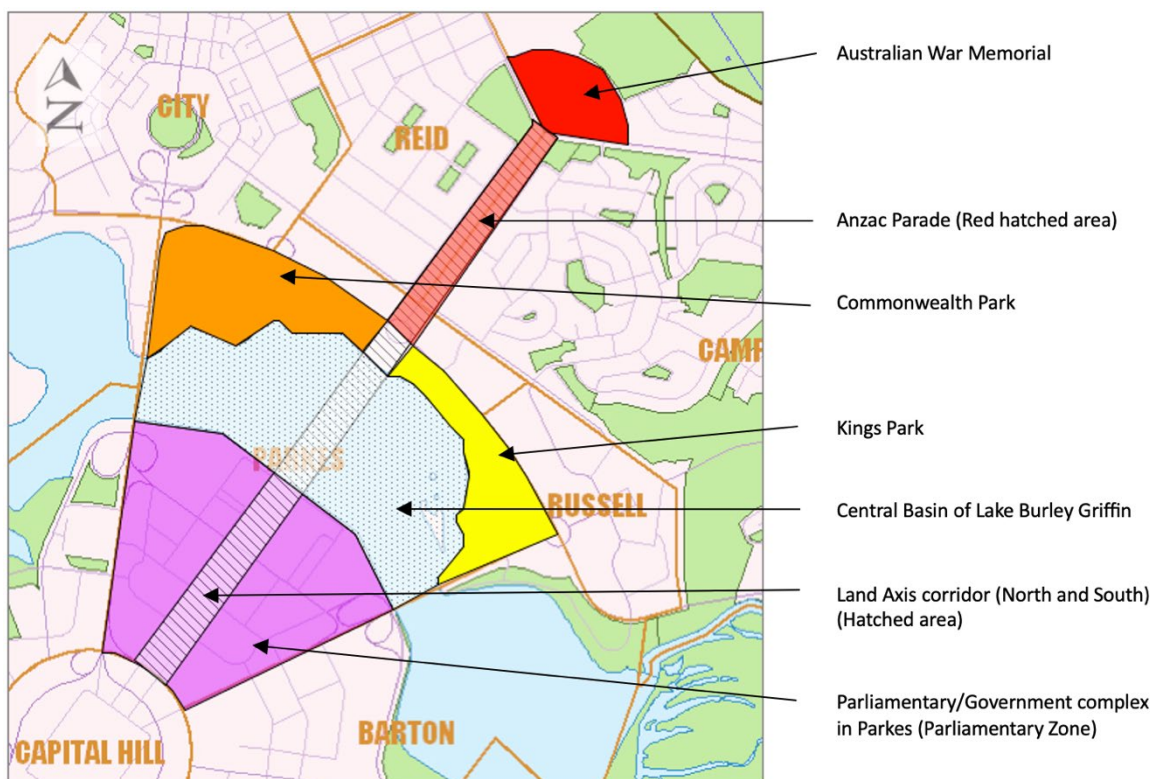


Figure 18. Landscape Precincts

Source: Base plan ACTmap

Within the study area, the precincts are:

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

- Anzac Parade; and
- the Australian War Memorial.

These precincts are briefly discussed below.

Land Axis Corridor

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

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

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

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

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

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



Figure 19. Land Axis from south above new Parliament House

Source: NCA

Parliamentary/Government Complex in Parkes

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

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

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

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



Figure 20. Aerial view of the Parliamentary/Government Complex in Parkes

Source: ACTMapi

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

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



Figure 21. Part of the Central Basin of Lake Burley Griffin with Black Mountain to right

Source: Duncan Marshall 2020

Lake Burley Griffin – Central Basin

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

Commonwealth Park

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

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

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

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

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



Figure 22. Commonwealth Park (upper right) and Kings Park (lower left)

Source: NCA

Kings Park

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

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

It comprises one major ridgeline, now acting as a peninsula around the Kings Avenue alignment, and a series of spur landforms with corresponding drainage lines running down to the lake.

The park is a large area with dryland grasses and woodland of Australian tree species of an informal character, a zone of exotic trees closer to the lakeside, an access road, Blundells' Cottage precinct, memorials, a major playground, carparking and a bridge to Queen Elizabeth II Island (formerly Aspen Island) and the Carillon. The Boundless Playground is a major new feature set in an unirrigated landscape with locally native plantings and several larger deciduous shade trees. In the case of the memorials, some of these have specific plantings.

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

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

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

Anzac Parade

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

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

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

plantation (five rows) with a remnant understorey of dryland grass species but a mostly mulched ground plane.



Figure 23. Anzac Parade from southwest

Source: Duncan Marshall 2026

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

The treed plantation on either edge of the Land Axis creates a strong vista in both directions: to the northeast that of the Australian War Memorial set against Mount Ainslie; and to the southwest a reflective sliver of Lake Burley Griffin, and the Parliamentary/Government complex set against Red Hill. The tree canopy is relatively high compared to the buildings in Reid, but in the case of Campbell, major new buildings are as high as the canopy.

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

Australian War Memorial

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

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

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



Figure 24. Australian War Memorial

Source: Duncan Marshall 2026

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

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

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

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

Built Elements

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

Table 1. Built Elements

Category	Key Examples
Major Buildings	▪ Australian War Memorial including Anzac Hall, sculpture garden, Administration Building (West Building), C E W Bean Building (East Building) and cafe ▪ East Block ▪ High Court of Australia ▪ John Gorton Building and the former Communications Centre ▪ National Gallery of Australia including the Sculpture Garden and minor structures ▪ National Library of Australia ▪ National Portrait Gallery ▪ Old Parliament House ▪ Questacon (National Science & Technology Centre) ▪ Treasury Building

Category	Key Examples
	West Block
Minor Buildings	- Aboriginal Tent Embassy - Blundells' Farmhouse - Bus shelters - Carillon (which could also be classed as a structure) - Information kiosk, Queen Elizabeth II Island (formerly Aspen Island) - Former Lobby Restaurant and public toilets - Minor buildings in the Old Parliament House Gardens - Other public toilets – Regatta Point, Commonwealth Park, Kings Park - Regatta Point pavilion
Other structures	- Boundless Playground - Commonwealth Place including a restaurant and offices - Fort play sculpture in Commonwealth Park - Stage 88 - Timber decked jetties at the Commonwealth Place forecourt
Memorials, Commemorative Features & Artworks	- Anzac Parade memorials - Australians of the Year Walk - Captain Cook Memorial Water Jet and Globe - Centenary of Women's Suffrage fountain - Henry Moore sculpture near the National Library of Australia - Ken Cato sculptures near Questacon (National Science & Technology Centre) - Tim Wetherall sculpture near Questacon (National Science & Technology Centre) - Anonymous sculptures near Questacon (National Science & Technology Centre) - King George V Memorial - Magna Carta Monument - Norma Redpath sculpture/fountain at the Treasury Building - Peace Park/Memorial - Speakers Square at Commonwealth Place - Reconciliation Place - Various memorials in the Parliamentary Zone, Commonwealth and Kings Parks - Various artworks in Commonwealth Park
Roads	- There are a series of major and minor roads throughout the study area, including multi and single lane roads - The roads are all bitumen paved - The area includes one major roundabout, at the junction of Parkes Way and Anzac Parade - There are also a series of access roads, some of which are gravel paved (eg. within Commonwealth Park)
Surface carparks	Mostly bitumen paved but some gravel paved, and many with landscaping/tree plantings These are at:

Category	Key Examples
	▪ Australian War Memorial ▪ Commonwealth Park, various ▪ East and West Blocks ▪ John Gorton Building ▪ Kings Park, various ▪ National Gallery of Australia ▪ National Library of Australia ▪ Old Parliament House ▪ Questacon ▪ Rond Terraces ▪ Treasury Building
Footpaths	▪ These are a variety of gravel, bitumen and concrete ▪ In some cases the concrete has decorative effects (eg. Queen Elizabeth II Island (formerly Aspen Island) main access path)
Paved areas	▪ Anzac Parade central strip and memorial niches ▪ Australian War Memorial forecourt ▪ Commonwealth Place forecourt ▪ Parkes Place
Bridges	▪ Queen Elizabeth II Island (formerly Aspen Island) bridge ▪ Foot bridges in Commonwealth Park ▪ On the edge and formally outside the study area are the Commonwealth and Kings Avenue Bridges
Walls	▪ Concrete and rock lake edge walls ▪ Exposed aggregate retaining walls at Old Parliament House ▪ Stone faced retaining walls at the National Library of Australia ▪ Concrete wall at Rond terraces ▪ Low concrete walls along Anzac Parade
Ponds and fountains	▪ Captain Cook Memorial Water Jet ▪ Centenary of Women's Suffrage fountain, Old Parliament House Gardens ▪ High Court of Australia cascade ▪ John Gorton Building water feature ▪ National Gallery of Australia marsh pond ▪ National Library of Australia forecourt pond and fountains ▪ Parkes Place ponds and fountains ▪ Rond Pond and fountains ▪ Treasury Building courtyard pond and sculpture/fountain
Lightposts	▪ Major modern decorative street lighting along Anzac Parade ▪ Modern decorative path/street lighting, for example along the southern lakeshore and in Federation Mall ▪ Various types of other concrete and metal street and path lighting (eg. post top, integral projection arm, side entry), of various ages
Seating	▪ Integrated concrete and timber seats in Anzac Parade ▪ Various other seats including timber historic reproductions, painted timber and metal, stainless steel, corten, of various ages

Category	Key Examples
Flagpoles	- Canadian Flagpole, Regatta Point (currently removed and to be replaced) - International Flag Display, southern lakeshore - Other massed flagpoles (eg. Old Parliament House and Federation Mall) - Other flagpoles associated with most/all major buildings
Signage	- Street name, traffic and tourism direction signage - Free standing building/institutional signs (eg. High Court of Australia)
Other street furniture	- Various types of fixed and mobile rubbish bins, of various ages - Metal drink fountains - Various types of salt treated pine traffic/parking barriers

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



Figure 25. Old Parliament House

Source: Duncan Marshall 2020



Figure 26. Blundells' Cottage

Source: Duncan Marshall 2020



Figure 27. Henry Moore sculpture *Two Piece Reclining Figure Number 9* near the National Library of Australia

Source: Duncan Marshall 2020



Figure 28. Landscape south of House of Representatives Gardens – former carpark

Source: Duncan Marshall 2026



Figure 29. Typical concrete wall and timber seat on Anzac Parade with the Australian Service Nurses National Memorial in the background

Source: Duncan Marshall 2020

Condition of the Parliament House Vista

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

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

Table 2. Condition of the Study Area

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



Component	General Comment about Condition
Lightposts	Fair to Good
Seating	Good
Flagpoles	Good
Signage	Fair to Good
Other street furniture	Fair to Good

2.3. Associated Places

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

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

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

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

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

3. Summary History

This chapter presents a brief summary history of the Parliament House Vista. Appendix C provides additional historical information.



This chapter briefly tells the story of the Parliament House Vista and is divided into consideration of the: Aboriginal historical context; the social, planning and political history after colonisation; and the landscape history.

The study area is part of the traditional lands of the Ngunnawal people and their descendants continue to live in Canberra and the surrounding region. The historical record gives some indication of the activities of Aboriginal people in the general area, including ceremonies and camps. The Aboriginal Tent Embassy protest site, originally dating from 1972, is one focus for continuing and broader Indigenous association within the Parliament House Vista. The Reconciliation Place commemorative site, dedicated in 2002, is another.

European colonisation of the area that became Canberra commenced in the 1820s with farming and grazing properties. Evidence of this early period remains, including the Blundells' Cottage site within the study area.

Following the federation of the Australian colonies in 1901, a long process began to establish a national capital for the new country. In 1911 the land for the capital was formally acquired – now known as the Australian Capital Territory.

An international competition for the design of the new city was finalised in 1912 with the winner being Walter Griffin (actually Walter and Marion Griffin) from America. There followed a long and complex story about: efforts to replace, undermine and support the Griffins' design; Walter Griffin's formal role and eventual departure in 1920; the evolution of the design; as well as the initial development of the city.

The development of the city has been the responsibility of a succession of government agencies following Griffin. This has included the Federal Capital Advisory Committee and Federal Capital Commission which achieved initial development, the National Capital Development Commission (NCDC) which was responsible for major development from the 1960s to the late 1980s, and currently the National Capital Authority.

Key development points have included: completion of the Old Parliament House in 1927, including major initial development of the Parliamentary Zone landscape by T C G Weston; initial construction of the Australian War Memorial by 1941; completion of Lake Burley Griffin in 1964, development of the Central Parklands, Anzac Park and Parkes Way in the 1960s, notably reflecting the influence of William Holford and the NCDC; and ongoing construction of major buildings in the Parliamentary Zone from the 1960s, such as the National Library of Australia, High Court of Australia and National Gallery of Australia.

In the wider setting, Canberra has also developed substantially both as the national capital and as a metropolis. In particular, a major development has been the completion of the permanent Parliament House on Capital Hill.

Through these phases, the pace of development of the Parliament House Vista has been dramatically influenced by major historical events including World War 1 from 1914, the Great Depression at the end of the 1920s, World War 2 from 1939, and post-war reconstruction.

The story of the Parliament House Vista is complex, and reflects layers of designs beginning with the Griffins, and moving through a range of influences, notably that of Holford and the NCDC.

Some of these designs and influences have had major and ongoing impact, while others have in a sense been abortive – the imperative for some elements having changed.



4. Statement of Significance

Chapter Summary

- This chapter provides the formal Commonwealth Heritage values for the overall Parliament House Vista area. The chapter provides a list of the attributes that express or embody the heritage values.
- The Parliament House Vista area is a large and complex landscape with a range of values related to its history and historical associations, unique evolving design, aesthetic value, creative achievement and social value. The area also contains many places of recognised and individual heritage significance, many of which contribute to the values of the broader area.



4.1. Introduction

This chapter provides the formal Commonwealth Heritage values (sometimes called the official values). It is important to note that the Commonwealth Heritage values must be used as the basis for this heritage management plan.

Appendix E provides a suggested revised statement of significance based on the additional research undertaken for this plan. The suggested revised values can also be helpful in the plan to the extent they are not inconsistent with the Commonwealth Heritage values.

References to criteria in the following section relate to the Commonwealth Heritage Criteria (reproduced at Appendix F). The references are provided after the relevant text.

4.2. Statement of Official Commonwealth Heritage Values

Criterion A Processes

The central national area of Canberra is strongly associated with the history of politics and government in Australia and the development of Canberra as the Australian National Capital. It is significant as the home of the Commonwealth Parliament, the focus of the Federal Government since 1927, initially in the Old Parliament House and from 1988 in the new Parliament House. The various government buildings in the area reinforce the association with Australian government and political history, including East and West Blocks, the Administrative Building, the Treasury Building and the High Court. The latter, being set apart from Parliament House but facing it is symbolic of the judicial role of the High Court as a physical representation of the separation of powers.

The central national area has strong links with the planning and development of Canberra as the Australian Capital. The relocation of Parliament to Canberra and the central national area in 1927 was the focus of an intense period of development of the new city and gave purpose to Canberra as the Nation's Capital. Over time this association has been reinforced by the construction of major government buildings in the area, such as the Treasury Building, the Administration Building (now John Gorton Building), the Portal Buildings and latterly the new Parliament House, as well as the construction of major cultural institutions. The area as intended has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life.

The area has been associated since 1941 with the development of Australian cultural life and national identity through the presence of such institutions as the Australian War Memorial, the National Gallery of Australia, the National Science and Technology Centre and the National Library of Australia. The national cultural institutions reinforce the national character of the area and are an important symbolic group in Australia's national cultural life. The Australian War Memorial and Anzac Parade memorials and, to a lesser extent, the other memorials have and continue to play a very important role in fostering aspects of national identity, in particular the Australian War Memorial through its role as a National Shrine for all Australians.

The vista landscape is significant for its richness of features. Many places in the Vista area have individual heritage significance for their architectural design and historic importance. These include Old Parliament House and Curtilage, 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 Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, and King George V Memorial.

Within the area are important parklands and gardens enhancing the significance of the landscape setting. These include the Gardens of Old Parliament House (the former Senate and House of Representative Gardens) with their surviving layout, the Sculpture Garden of the National Gallery,

the National Rose Gardens, Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park .

Adding to the richness of the place is the manner in which Griffin's vision of democracy has also been emphasised, as places within the area have become identified with political protest actions by people, as exemplified in the significant Aboriginal Embassy site.

Attributes

The concentration of buildings, parklands and gardens that support Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. These include Old Parliament House and Curtilage, 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 Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, King George V Memorial, Sculpture Garden of the National Gallery, the National Rose Gardens, Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park and the Aboriginal Embassy site.

Criterion E Aesthetic characteristics

The place has high aesthetic significance due to the visual impact of the extensive open sweeping vista along the land axis that can be experienced in two directions, the designed axes set within natural features of forested hills, patterns and textures of architectural massing accentuated by planned open spaces, water planes and tree plantings that are arranged across the area. The vista is significant for its visual drama with its ability to engage viewers in the visual perspective of the sweeping vista to the terminal features. The aesthetic significance is also a result of the large scale qualities of the axes, including the open green spaces, combined with patterns and symmetrical characteristics of the road networks and numerous designed smaller attributes. These include the rose gardens, the Old Parliament House Gardens, Commonwealth Park, the street tree plantings, the lake-land interface and the Sculpture Garden of the National Gallery, and many intimate spaces rich in texture, colour, fragrance and in some cases, art works and water features.

Attributes

The extensive vista along the land axis, the forested hills, patterns and textures of architectural massing accentuated by planned open spaces, water features and tree plantings, art works, the terminal features plus the interplay of scale and texture in the designed landscape.

Criterion F Technical achievement

The Parliament House Vista is the central designed landscape of Canberra, that expresses the core of the Walter Burley Griffin design vision for Canberra. It is highly significant for its symbolic representation of the democratic interchange between the people and their elected representatives and its use of the natural landforms to generate a strong planning geometry. It expresses a masterly synthesis and ordering of topographical features and administrative functions to meet the needs of a national capital. The vista landscape embraces the central land axis and part of the water axis and most of the Parliamentary Triangle including the area known as the Parliamentary Zone. The significance incorporates Walter Burley Griffin's vision for the area, as the focus of Commonwealth parliamentary and governmental activity as well as national cultural life. This vision has been partly realised and the place is the setting for major, government, judicial and cultural institutions. The northern extent of the vista of Anzac Parade and the Australian War Memorial, despite differing from the original plan, are significant for memorial purposes developed in response to the needs of the people. Despite being modified to a lesser degree to accommodate the impact of wars on Australians, the Vista now presents as a philosophical concept expressed in urban planning, landscape and architecture, to achieve a grand vision of a symbolic, unified and visually dramatic place.

The Parliament House Vista incorporating the central national area, is the core of the most ambitious and most successful example of twentieth century urban planning in Australia. It is important for its design pattern with large landscape and waterscape spaces with their enframing by treed avenues and at the lake by bridges, the terminal vista features of the Australian War Memorial and Mount Ainslie at the northern end and Parliament House at the

southern end, with the Carillon and Captain Cook Jet creating balanced vertical features in the water plane.

The spatial setting of the buildings as features in the landscape reflects Beaux Arts planning concepts and the building masses and their careful location complement the significance of the overall landscape pattern. Across the Parliamentary Triangle, the buildings of Old Parliament House, and East and West Blocks provide a distinctive Stripped Classical architectural patterned horizontal band, that contributes to the symmetrical overall patterning of the landscape. At a higher elevation, Parliament House is a significant feature terminating the southern end of the land axis, culminating the classical landmark image of the triangle apex. The John Gorton Building (the former Administrative Building) and the Treasury Building balance the composition on King George Terrace while at the Lake edge the post-war architecture of the National Library of Australia and the High Court - National Gallery Precinct are prominent modern architectural forms and have a significant historical layering effect. The Portal Buildings provide balanced building massing at the southern end of Anzac Parade.

Avenues of trees along the terraces, roads and pathways of deciduous, pine, and eucalypt species provide colour, character, and contrast, emphasising the significance of the formal symmetrical design. Lombardy Poplars in groups of four, form sentinels at key locations. Water fountains, and statues also reinforce the significance of the total design pattern of the place. On the northern expanse of the vista the landscape pattern is the wide sweeping avenue space emphasised by red scoria gravel in the central strip and edged by large Blue Gums.

Many places in the Vista area have individual heritage significance for their architectural design and historic importance. These include Old Parliament House and Curtilage, 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 Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, and King George V Memorial.

Within the area are important parklands and gardens enhancing the significance of the landscape setting that include the Sculpture Garden of the National Gallery, a significant native style garden, and the National Rose Gardens. Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park are important landscapes for their design and popular use.

Adding to the richness of the place is the manner in which Griffin's vision of democracy has also been emphasised, as places within the area have become identified with political protest actions by people, as exemplified in the significant Aboriginal Embassy site.

Attributes

The whole of the vista, including all elements and features contained within it, as well as the natural wooded hills beyond.

Criterion G Social value

The area has strong and special associations with the broad Australian community because of its social values as a symbol of Australia and Federal Government. The values have developed over many years since Canberra's creation and the relocation of the Parliament in 1927 gave them a special focus. The special association is reflected in the use of the area as the location for national memorials, the number of tourists who have and continue to visit the area, the media portrayal of Canberra and federal politics and the continuing use of the area as the venue for occasional ceremonies and political protests by sections of the community. Memorial features include sculptures, plaques, commemorative trees, water features and gardens. The collection of sculptures, associated art and design which comprise the Anzac Parade Memorials, give expression to key aspects of the history of Australia's armed forces and Australia's war involvement, and possess high social value.

The special association for the community is also the use of the area by people demonstrating against government decisions. The central national area, particularly Parkes Place in front of Old Parliament House, has been used for countless demonstrations.

The landscape spaces are important for social activities of visitors and Canberra residents and these include Canberra festivals, water events, national events and parades such as Anzac Day Parade and the Dawn Service, and other commemorative services.

Attributes

Memorial features including sculptures, plaques, commemorative trees, water features and gardens. Also, recreational landscape spaces and gathering spaces in which the community may demonstrate.

Criterion H Significant people

The central national area has a special association with its designer, Walter Burley Griffin. Griffin is an important figure in Australia's cultural history for his overall design of Canberra as the Nation's Capital. The special association between the central national area and Griffin results from the area being the centrepiece of the planning geometry for Canberra and perhaps the only part of his Canberra plan to survive relatively intact. The area has a strong association with Marion Mahoney Griffin who prepared the perspective drawings of the Vista. The Vista area has a strong association with numerous architects and planners, in particular John Smith Murdoch, Chief architect of the Commonwealth Government, and Thomas Charles Weston, Superintendent of Parks, Gardens and Afforestation in Canberra, and notable planners of the National Capital Development Commission such as Sir John Overall, Peter Harrison and Paul Reid.

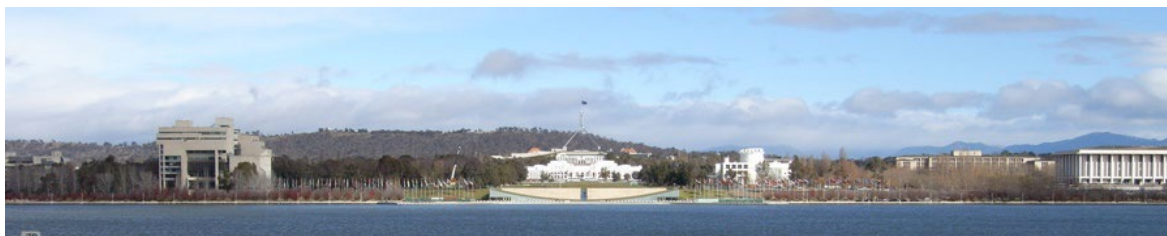
Attributes

The whole of the vista, its planned layout, and the view from the top of Mount Ainslie which illustrates the realisation of Marion Mahoney Griffin's perspective drawing. (DAWE 2020i)

5. Development of Policy – Opportunities and Constraints

Chapter Summary

- This chapter provides a range of information which relates to the opportunities and constraints affecting the Parliament House Vista.
- Based on the statement of significance for the Parliament House Vista area, and the significance of individual components, a range of management implications arise. These implications do not automatically lead to a given conservation policy as there are a range of other factors that must also be considered in the development of the policy.
- There are a wide range of legislative requirements including those related to the Australian Capital Territory (Planning and Land Management) Act 1988 and Environment Protection and Biodiversity Conservation Act 1999. In addition, important subsidiary requirements arise in relation to the National Capital Plan. Importantly, the Parliament House Vista is on the Commonwealth Heritage List along with a large number of components within the area.
- There are a large number of stakeholders with an interest in and concern for the Parliament House Vista.
- The NCA has a primary management role in regard to the area, and there are a range of management regimes and documents related to the overall area as well as components.
- There are a large number of management issues reflecting the complexity of the area, some of which include reconciling conservation and development, landscape management given climate change and periods of prolonged drought, tree management and replacement, and the traffic and road system.
- In broad terms, the area is in fair condition and displays a medium level of integrity. However, there is considerable variability between the many components of the Parliament House Vista.



5.1. Implications Arising From Significance

Based on the statement of significance for the Parliament House Vista area, and the significance of individual components presented in Chapter 6, the following management implications arise.

Table 3. Management implications Based on Significance

With regard to the overall area:
generally, conserve the Parliament House Vista area;
generally, conserve:
▪ Old Parliament House and gardens; ▪ East and West Blocks, including the West Block Dugout; ▪ High Court of Australia; ▪ John Gorton Building; ▪ Treasury Building; ▪ National Carillon; ▪ Aboriginal (Tent) Embassy; ▪ commemorative trees; ▪ Australian War Memorial; ▪ memorials, especially those in Anzac Parade but also those in Commonwealth and Kings Parks, and Parkes, including the King George V memorial, Canberra Peace Park, Captain Cook Memorial Water Jet and Magna Carta Place (excluding the International Flag Display); ▪ National Gallery of Australia including its Sculpture Garden; ▪ Reconciliation Place; ▪ National Rose Gardens; ▪ National Library of Australia; ▪ National Portrait Gallery; ▪ Blundells' Cottage; ▪ Griffins' design features: Land and Water Axes, lake (although of a different shape), National Triangle (mostly as realised and mostly within the study area), Parliamentary Zone as the location for government office buildings (partly realised), Central Parklands (partly realised), the Australian War Memorial building (even though this function was not originally anticipated or proposed) and road layout (partly realised); ▪ Holford design features: replacement of strict symmetry with a balanced development in the National Triangle, Parkes Way, Rond Terraces, lake (as a completed feature rather than the general design), and the more naturalistic northern lakeshore boundary; ▪ National Capital Development Commission design features: lake, National Library of Australia, National Gallery of Australia, High Court of Australia, Commonwealth Park, Kings Park, Anzac Parade, Treasury Building, and some landscaping within the Parliament Zone – in particular Parkes Place including its water features, original part of the Regatta Point Pavilion, Carillon, Captain Cook Memorial Water Jet and Questacon (National Science & Technology Centre);
conserve the landscape designs of the precincts:
▪ Parliamentary Zone, including the cross axes; ▪ Old Parliament House gardens; ▪ National Rose Gardens; ▪ Commonwealth Park;

- Kings Park;
- Anzac Parade;
- High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden;
- Land Axis corridor;
- Lake Burley Griffin Central Basin;

conserve the dramatic and powerful views, notably:

- the sweeping views of the Parliament House Vista both from, and towards Mount Ainslie, and especially the Land Axis and sightline between Old Parliament House and the Australian War Memorial, including the large scale of these views;
- the vista towards Canberra city along Commonwealth Avenue;
- oblique aerial views that include Lake Burley Griffin and/or cross the Parliament House Vista;

conserve places of reflection and contemplation (ie. the many parks and gardens);

conserve the juxtaposition of bush with the formality of the built environment;

conserve the designed elements of the area including the sweeping vistas, open spaces, and monuments and buildings within the landscape, including patterns and textures;

promote the conservation of the setting of the Parliament House Vista including views of forested hills and mountains;

conserve the integration of architectural elements into the overall Griffins' design;

conserve the patterns and textures of architectural massing accentuated by planned open spaces, water features and tree plantings, art works, the terminal features plus the interplay of scale and texture in the designed landscape;

conserve the complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands;

conserve the architectonic structure of the various precincts;

conserve the National Triangle parklands;

conserve the Land and Water Axes;

conserve the City Beautiful features – beauty and monumental grandeur, axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings;

conserve the Garden City features – landscaped, low density development with tree-lined streets, parkways, parks and gardens;

conserve the planning geometry and broad symmetry reinforced by the lake, buildings, plantings, parklands, gardens and road system, and the stricter symmetry of the Land Axis corridor;

conserve the ordering of topography and functions;

conserve the design pattern of large landscapes and waterscapes, treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial, Mount Ainslie and Parliament House, the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane;

conserve the avenues of trees, and Lombardy Poplars as sentinels at key locations;

conserve the green/irrigated grass, especially of the Land Axis;
conserve the smaller component parklands and gardens, some including art works and water features;
conserve the open spaces at the scale of the indigenous open forest/woodland structure of the region;
conserve the landscape design scale appropriate for the built elements, reflecting the tradition of the City Beautiful Movement;
conserve the balance of formal and informal landscape treatments using indigenous natural values and cultural values;
conserve the specially designed street/promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights;
conserve the continuum of both local and national history;
maintain the layers of values and stories;
conserve the accessibility of the area, as a gathering and meeting place, and as a beautiful place;
maintain the presence of the nation's peak political and cultural institutions – Old Parliament House, National Library of Australia, High Court of Australia, National Gallery of Australia, Australian War Memorial, National Portrait Gallery;
conserve the recreation landscape spaces;
conserve the surviving elements of the Crowe masterplan for Commonwealth Park;
conserve the original Australian War Memorial building;
conserve the landscaping around the National Library of Australia; and
conserve the Weston plantings, especially those surviving in the Parliamentary Zone.
With regard to individually significant components, conserve the following:
Aboriginal Tent Embassy:
▪ site features;
Australian War Memorial:
▪ landmark qualities; ▪ siting; ▪ contribution to the principal vista to and from the Old Parliament House; ▪ relative visual isolation; ▪ symmetry of the building as seen from the Land Axis; ▪ external form; ▪ conceptual as well as planning and landscape link between the AWM and Anzac Parade;
Blundells' Cottage:
▪ remnant 19th century pastoral settlement; ▪ contrast with the national capital developments;
Central Parklands (Commonwealth Park, Kings Park and Rond Terraces):
▪ contrasting informality of the parklands compared to the Parliamentary Zone;

- conserve the unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge;
- exotic plantings along the lake foreshore in order to provide a unified effect along the northern shore of the Central Basin when seen from the Parliamentary Zone;
- open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies;
- use of vegetation in informal drifts in an attempt to integrate with the surrounding informal indigenous landscape character;
- use of more linear and formal planting on either side of the Land Axis;
- creation of vistas to help structure the spatial composition of the landscape;
- careful use of scale related to use;
- creation of recognisable character in specific areas, achieved through the careful selection of trees;
- the dryland woodland contrast of Kings Park compared to Commonwealth Park;
- landscape background to Lake Burley Griffin;
- lakeside park environment;
- landscape link with Mount Pleasant from Kings Park, with native plantings on the high ground;
- vistas from Parkes Way into Kings Park;

East Block:

- axial planning;
- relationship to West Block and Old Parliament House;
- external form;
- use for government accommodation;

High Court of Australia-National Gallery of Australia Precinct:

- woodland, parkland and grassland landscapes and related landscape features within the precinct;
- Sculpture Garden;
- contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone;
- external form;

John Gorton Building (formerly Administration Building):

- siting;
- external form;
- use for government accommodation;

King George V Memorial:

- landmark qualities;
- relationship to Old Parliament House;

Lake Burley Griffin:

- lake;
- edge treatments;
- landmark qualities;

National Carillon and Queen Elizabeth II Island (formerly Aspen Island):

- Carillon and Queen Elizabeth II Island;
- visibility as part of the landscape of the lake and its parklands;

- contribution to the symbolic, unified and visually dramatic place;
- contribution to the informal balance and symmetry of the Vista;
- views towards the place as well as views out from it;

National Library of Australia:

- siting;
- landmark qualities;
- external form;
- isolated building form set amongst rows of trees and sweeping lawns;
- vista to it across Lake Burley Griffin;

National Rose Gardens:

- twentieth century public garden design in a formal style;
- location/contribution to the setting of Old Parliament House;

Old Parliament House:

- landmark qualities;
- siting;
- external form including symmetry, long low form and colour;
- primary position relative to other government buildings;

Old Parliament House Gardens Precinct:

- general form, overall symmetry, layout and garden character;
- relationship to Old Parliament House;

Parkes Place:

- formally shaped space or outdoor rooms, and trees;
- feature which reinforces the Land Axis;
- strong vertical sentinel poplar plantings at path intersections and entrances;
- cypress edges and tree canopied paths;
- large scale grass vistas/axes;
- seasonal effects;
- perennial display bedding set in grass, including roses;
- refectory pools and fountains;

State Circle Cutting:

- exposed cutting;

West Block:

- axial planning;
- relationship to East Block and Old Parliament House;
- external form;
- use for government accommodation;

Native vegetation adjacent to West Block (part of Block 5, Section 23, Parkes):

- native vegetation including the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland;

Kings Park landform (Section 47, Parkes):

- Pleistocene landform.

These implications do not automatically lead to a given conservation policy in Chapter 8. There are a range of other factors that must also be considered in the development of the policy, and



these are considered in the rest of this chapter. Such factors may modify the implications listed above to produce a different policy outcome.

In addition, it is apparent the current boundaries of the Commonwealth Heritage listed area may not be the most appropriate to fully capture the significance of the Parliament House Vista. The most obvious example is the exclusion of Commonwealth and Kings Avenues and the associated bridges which are integral to the fundamental geometry of the area.

5.2. Legislative Requirements

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

- Parliament Act 1974;
- Australian Capital Territory (Planning and Land Management) Act 1988;
- Australian Capital Territory National Land (Lakes) Ordinance 2022;
- Australian Capital Territory National Land (Leased) Ordinance 2022;
- Australian Capital Territory National Land (Unleased) Ordinance 2022;
- Environment Protection and Biodiversity Conservation Act 1999;
- Copyright Act 1968; and
- National Construction Code.

In addition, there are a range of relevant subsidiary plans and policies. This framework and relevant elements are briefly described below.

Parliament Act 1974

Works proposed in the Parliamentary Zone also require approval of both Houses of Federal Parliament. The Joint Standing Committee on the National Capital and External Territories may inquire into development proposals within the Parliamentary Zone and make recommendations for their approval.

Specified works require written approval from Parliament.

In general, these provisions apply to external works, and matters of minor impact, including maintenance and repair, may simply be reported to the Joint Standing Committee.

Australian Capital Territory (Planning and Land Management) Act 1988

The Act establishes the National Capital Authority, and requires the NCA to prepare and administer a *National Capital Plan* (National Capital Authority 2016). The *National Capital Plan* defines Designated Areas and sets out detailed policies for land use and detailed conditions for planning, design and development within them. Works approval must be obtained from the NCA for all 'works' proposed within a Designated Area.

The Parliament House Vista is part of three separate parts of the Central National Area (Parliamentary Zone, Constitution Avenue & Anzac Parade, and Lake Burley Griffin & Foreshores), and the area is a Designated Area as defined in the *National Capital Plan*. Therefore all 'works' affecting the area require written approval from the NCA.

The following section describes the *National Capital Plan*. However, the NCA also has an asset management role and this is separately described in Section 7.4 below.

National Capital Authority and National Capital Plan

The statutory object of the plan is to ensure that Canberra and the ACT are planned and developed in accordance with their national significance (National Capital Authority 2016, p. 9). In particular, the plan seeks to preserve and enhance the special characteristics and those qualities of the National Capital which are of national significance.

The plan describes the broad pattern of land use to be adopted in the development of Canberra and other relevant matters of broad policy. The plan also sets out detailed conditions for the planning, design and development of National Land which includes the Parliament House Vista. As noted above, works within a Designated Area require written approval from the NCA and must meet these detailed conditions. Such works include:

- the construction, alteration, extension or demolition of buildings or structures;
- landscaping;
- tree-felling; and
- excavation.

Such works also include the installation of sculpture. Works exclude anything done inside buildings or structures.

Specific relevant sections of the plan include:

- principles and policies for the Central National Area, and the Parliamentary Zone and its Setting (*National Capital Plan*, Sections 4.1 and 4.2);
- precinct codes for the Parliamentary Zone, Constitution Avenue and Anzac Parade, and Lake Burley Griffin and Foreshores, including detailed conditions of planning, design and development (NCP Sections 4.3, 4.8 and 4.12);
- principles for heritage (NCP Section 2.4);
- design and siting general code (NCP Section 4.19); and
- signs general code (NCP Section 4.20).

The plan provides extensive and detailed guidance on a wide variety of matters. It is difficult to briefly summarise the relevant guidance however, its scope includes:

- the role of the capital;
- preferred uses;
- character to be achieved/maintained;
- hydraulics and water quality;
- access;
- development conditions, including scale of development;
- parking and traffic arrangements;
- standard and nature of building, and urban design and siting, including landscaping;
- management planning for features;
- heritage places;
- signage;
- maintenance and management of the lake; and
- infrastructure.

Some key general policies for the Central National Area include:

1. Protect the Griffins' vision by:
 - a. fostering recognition of the 1918 Griffin Plan as a work of national and international cultural significance, and conserve those elements that contribute to this significance in a sustainable manner whilst allowing for the evolution of the city in contemporary terms
 - b. recognising that Canberra is a young city and ensure that future development continues to give expression to the visual geometry, built form, landscape and cultural vitality of the 1918 Griffin Plan
 - c. recognising that some elements (for example, the Australian War Memorial and Parliament House) are successful reinterpretations of the 1918 Griffin Plan which are consistent with and strengthen the framework and spirit of the Plan.
2. Building on the Griffins' vision by:
 - a. maintaining the 1918 Griffin Plan as the primary organising framework of the city's urban form, landscape and symbolism
 - b. fostering Canberra's unique sense of place that has evolved from the Griffins' planning principles

- c. maintaining the Garden City and City Beautiful values which underpin Canberra's quality of life
- d. continuing to give expression to the principles of the 1918 Griffin Plan – its visual geometry, built form, landscape spaces and cultural vitality – in order to maintain its integrity as a work of cultural significance which is internationally recognised
- e. continuing to reinforce and, where possible, express the integrity of the Griffins' visual structure by strengthening the geometry and form of Main Avenues, vistas and public spaces
- f. refocusing the symbolic framework of the 1918 Griffin Plan by consolidating development of national symbols and spaces for commemoration and celebration on the land and water axes, and within the National Triangle
- g. maintaining the geometry and where practicable the fine-grain pattern of the streets and blocks of the 1918 Griffin Plan
- h. strengthening the landscape framework from the natural setting of the hills, water courses and parks to the character of its streets as generously-scaled corridors for formal plantings of broad-canopy trees...
- j. maintaining a mix of tree species which enriches the landscape by providing beauty, shade, shelter and wildlife habitats and enhances the built environment. (NCA 2016, pp. 44-5)

Other policies relate to revitalising the vision with growth in the Central National Area, linking the city to the Central National Area, extending the City to the Lake, reinforcing the main avenues, and linking national attractions.

Land uses

Land use in the Parliamentary Zone within the Vista is National Capital use with the exceptions of East and West Blocks which are zoned mixed use, and the Lobby Restaurant site which is zoned commercial (NCA 2016, p. 54).

Land use in Constitution Avenue and Anzac Parade within the Vista is National Capital use and open space (NCA 2016, p. 117).

Land use in Lake Burley Griffin and Foreshores within the Vista is open space (NCA 2016, p. 164).

Parliamentary Zone precinct code

Defined objectives for the Parliamentary Zone are to:

- balance politics and culture;
- welcome people;
- celebrate Australian history and society;
- represent Australian excellence;
- emphasise the importance of the public realm;
- make access easy and open;
- reinforce the integrity of the visual structure;
- strengthen the relationship between buildings and landscape;
- create a variety of urban spaces; and
- establish comprehensive design management policies for the future. (NCA 2016, p. 50)

An indicative development plan is provided, as reproduced below.

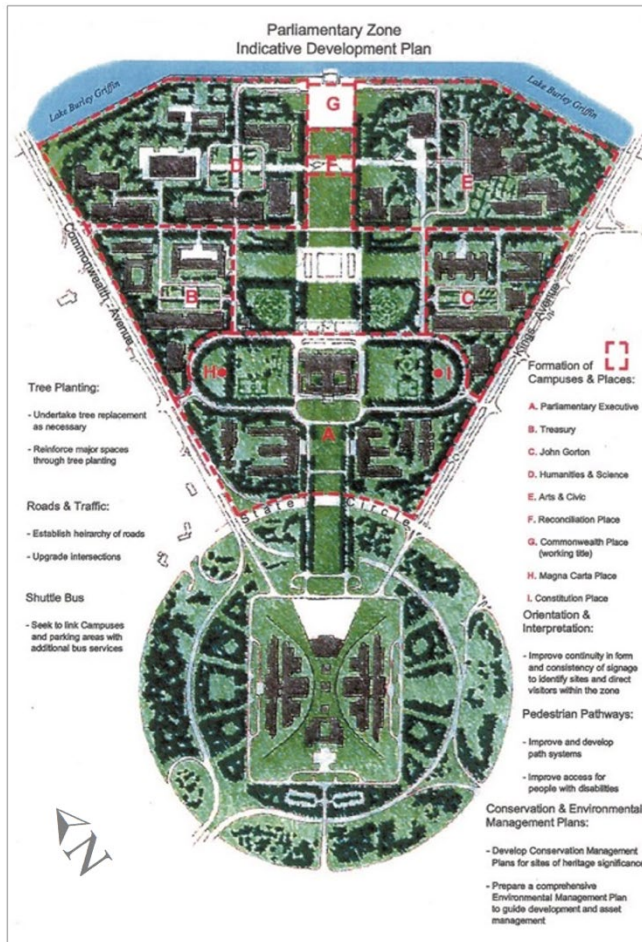


Figure 30. Indicative development plan for the Parliamentary Zone

Source: NCP 2016, p. 59

An additional figure is provided below which explains the campus organisation of the Parliamentary Zone.

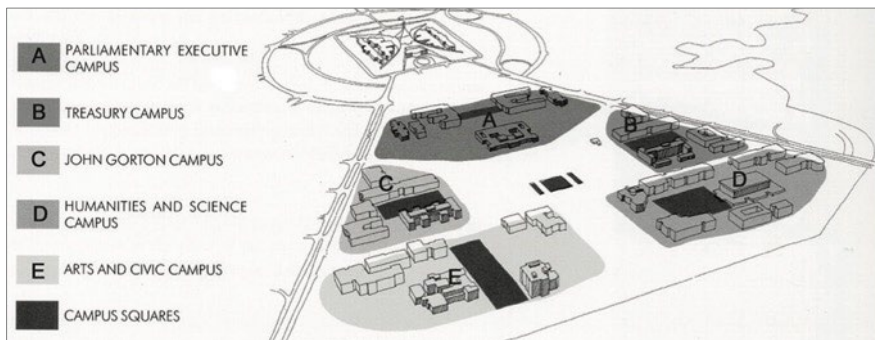


Figure 31. Organisation of Campuses in the Parliamentary Zone

Source: NCA 2016, p. 55

Australian Capital Territory National Land (Lakes) Ordinance 2022, Australian Capital Territory National Land (Leased) Ordinance 2022 and Australian Capital Territory National Land (Unleased) Ordinance 2022 (Commonwealth)

The *National Land (Lakes) Ordinance 2022* deals with the management and use of National Lakes (Lake Burley Griffin) in the Australian Capital Territory, relating to the areas of Lake Burley Griffin located on National Land. In administering the *Lakes Ordinance 2022*, the NCA undertakes

measures to manage Lake Burley Griffin for a variety of functions and in accordance with objectives that reflect community values.

The NCA issues and administers crown leases for certain purposes on national land under the *National Land (Leased) Ordinance 2022*. The NCA also manages licence agreements for use of its departmental properties at Commonwealth Place, Regatta Point and Commonwealth Park.

The *National Land (Unleased) Ordinance 2022* prohibits camping and the erection or occupation of structures on unleased Commonwealth land without a permit. Parking or leaving vehicles on certain land without a permit is also prohibited. Damage to trees or plants is an offence. Police have powers to remove unauthorised structures, vehicles or articles. The National Capital Authority has power to issue permits.

Environment Protection and Biodiversity Conservation Act 1999

This Act has certain relevant provisions relating to heritage places generally, and especially relating to places on the Commonwealth Heritage List. The Parliament House Vista is entered in the Commonwealth Heritage List.

The EPBC Act requires approval from the Minister for the Environment and Water for all actions likely to have a significant impact on matters protected under Part 3 of the Act. These include Commonwealth actions (section 28) and Commonwealth land (section 26). Actions by the National Capital Authority may be Commonwealth actions and the Parliament House Vista is Commonwealth land for the purposes of the Act.

Actions, Significant Impact and Environment

The Act provides that actions:

- taken on Commonwealth land which are likely to have a significant impact on the environment will require the approval of the Minister for the Environment and Water;
- taken outside Commonwealth land which are likely to have a significant impact on the environment on Commonwealth land, will require the approval of the Minister; and
- taken by the Commonwealth or its agencies which are likely to have a significant impact on the environment anywhere will require approval by the Minister.

Significant impact is defined as follows.

A 'significant impact' is an impact which is important, notable, or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the intensity, duration, magnitude and geographic extent of the impacts. You should consider all of these factors when determining whether an action is likely to have a significant impact on the environment. (DoSEWPaC 2013, p. 3)

The definition of 'environment' in the EPBC Act includes the heritage values of places, and this is understood to include those identified in the Commonwealth Heritage List and possibly in other authoritative heritage lists. The definition of 'action' is also important. Action includes:

- a project;
- a development;
- an undertaking;
- an activity or series of activities; and
- an alteration of any of the things mentioned above.

However, a decision by a government body to grant a governmental authorisation, however described, for another person to take an action is not an action for the purposes of the Act. It is generally considered that a government authorisation entails, but is not limited to, the issuing of a license or permit under a legislative instrument. (Sections 523-4 of the EPBC Act)

If a proposed action on Commonwealth land or by a Commonwealth agency is likely to have a significant impact on the environment, it is necessary to make a referral under sections 68 or 71 of the EPBC Act. The Minister is then required to decide whether or not the action needs approval under the Act, and to notify the person proposing to take the action of his or her decision.

In deciding the question of significant impact, section 75(2) of the EPBC Act states that the Minister can only take into account the adverse impacts of an action, and must not consider the beneficial impacts. Accordingly, the benefits of a proposed action are not relevant in considering the question of significant impact and whether or not a referral should be made.

It is possible to obtain an exemption from seeking approval for an action if an accredited management plan is in place. This plan is not an accredited management plan.

Specific Heritage Provisions

Other specific heritage provisions under the Act include:

- the creation of a Commonwealth Heritage List and a National Heritage List; and
- special provisions regarding Commonwealth Heritage (these are discussed below).

Parts of the Parliament House Vista are on the National Heritage List (Old Parliament House & Curtilage, Australian War Memorial and Anzac (Memorial) Parade, and High Court-National Gallery Precinct), and it is possible that other parts of the area or the whole area may be found to have National Heritage value. The specific provisions in the EPBC Act related to National Heritage therefore apply to the current National Heritage listed places, and these provisions would apply to any other parts of the area if also National Heritage listed. This management plan is not the primary mechanism for managing the existing National Heritage places, as this is the role of separate specific plans. Nonetheless, this plan must not be inconsistent with the protection of the National Heritage values of those places.

The EPBC Act is complex and significant penalties can apply to breaches of the Act. Accordingly, a cautious approach seems prudent.

Commonwealth Heritage Listing

As noted above, this list is established under the EPBC Act. The Vista is listed on the Commonwealth Heritage List (see Appendix A).

Commonwealth Heritage places are protected under certain general provisions of the EPBC Act related to Commonwealth actions and Commonwealth land, and these are described above. In addition, all Commonwealth Government agencies that own or control (eg. lease or manage) heritage places are required to assist the Minister for the Environment and Water and the Australian Heritage Council to identify and assess the heritage values of these places. They are required to:

- develop a heritage strategy;
- develop a register of places under their control that are considered to have Commonwealth Heritage values;
- develop a management plan to manage places on the Commonwealth Heritage List consistent with the Commonwealth Heritage management principles and management plan requirements prescribed in regulations to the Act;
- ensure the ongoing protection of the Commonwealth Heritage values of the place when selling or leasing a Commonwealth Heritage place; and
- ask the Minister for advice about taking an action, if the action has, will have, or is likely to have, a significant impact on a Commonwealth Heritage place.

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

The NCA heritage strategy addresses a range of general issues related to heritage places and asset management systems.

Appendix L records how this heritage management plan complies with the various EPBC Act requirements.

This plan addresses the existing Commonwealth Heritage values and attributes of the study area. The plan also provides suggested revised values. The conservation policy presented below provides for the conservation and management of all of these values and their related attributes. A table in Appendix L notes the HMP policies and strategies which are relevant to the conservation of the attributes.

As noted in Section 7.1, it is apparent the current Commonwealth Heritage boundaries may not be the most appropriate given the significance of the area.

If the Parliament House Vista as a whole is ever placed on the National Heritage List then this would involve certain additional obligations. As noted, three parts of the study area are already National Heritage listed.

A summary of the statutory and other heritage listings relevant to the Parliament House Vista is provided in Appendix G.

National List of Threatened Species, Ecological Communities and Threatening Processes

The Australian Government mechanism for national environment protection and biodiversity conservation is the EPBC. The Act provides for:

- identification and listing of species and ecological communities as threatened;
- development of conservation advice and recovery plans for listed species and ecological communities;
- development of a register of critical habitat;
- recognition of key threatening processes; and
- where appropriate, reducing the impacts of these processes through threat abatement plans and non-statutory threat abatement advices.

As noted in Chapter 5, a patch of woodland adjacent to West Block is an example of a listed Critically Endangered Ecological Community, the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland. This is the highest level of threat.

Listing means that any new or intensified activities that are likely to have a significant impact upon the listed ecological community should be referred to the Minister for the Environment and Water for assessment and approval. Examples of activities that could have a significant impact include:

- clearing trees or understorey vegetation in patches of the ecological community or vegetation next to the ecological community; and
- introducing or increasing the amount of nutrients in patches, such as through fertiliser runoff or spray drift.

The management of areas adjacent to a patch of the ecological community can indirectly impact upon the ecological community itself. Degraded areas that should be given priority for regeneration include patches that contain rare, declining or threatened species.

A grey headed flying-fox population (*Pteropus poliocephalus*) visits and camps in Commonwealth Park. This is a vulnerable species and is considered to be a matter of national environmental significance and protected under the EPBC Act. Management of flying-foxes and their habitat

must be in line with the *Referral guideline for management actions in Grey-headed and Spectacled flying-fox camps* (DoE 2015) and the *Draft National Recovery Plan for the Grey-headed Flying-fox Pteropus poliocephalus* (NSW DECCW 2009). The NCA has developed a camp management plan for the flying-foxes (Ecosure 2019).

Copyright Act 1968

This Act, amended in 2000, protects the moral rights of the creator of an art work (including a building), which includes architects, landscape architects and artists for designed aspects of the Parliament House Vista. These moral rights are the unassignable personal right of the architects, landscape architects or artists to:

- be acknowledged as the architect, landscape architect or artist for the designed aspects of the place as the case may be (right of attribution); and
- to object to derogatory treatment of the designed aspects, as the case may be (right of integrity).

These rights extend to the members of teams working on a design, where these members contribute to or have some authorship of the design.

National Construction Code

The Code is the definitive regulatory resource for building and other construction, providing a nationally accepted and uniform approach to technical requirements for the building industry. It specifies matters relating to building work in order to achieve a range of health and safety objectives, including fire safety.

All building work in the Parliament House Vista should comply with the Code. As far as possible, the NCA aims to achieve compliance with the Code, although this may not be entirely possible because of the nature of and constraints provided by existing circumstances, such as an existing building.

5.3. Stakeholders

There is a range of stakeholders with an interest in and concern for the Parliament House Vista. These include:

- Aboriginal stakeholders;
- Commonwealth Parliament and the Department of Parliamentary Services;
- the large number of groups associated with specific sites in the area, such as the many memorials;
- the range of other users of and visitors to the area;
- the large number of institutions in the area, their staff, users and visitors;
- Department of Finance;
- lessees and businesses in the area;
- Department of Climate Change, Energy, the Environment and Water;
- Australian Heritage Council;
- ACT Heritage Council;
- those people who hold moral rights regarding the architecture, landscape architecture and other designed elements of the area;
- Walter Burley Griffin Society;
- Australian Institute of Architects;
- National Trust of Australia (ACT);
- Australian Institute of Landscape Architects;
- Planning Institute of Australia (ACT Division);
- Lake Burley Griffin Guardians; and
- Geological Society of Australia (ACT Division).

The interests of several of these stakeholders are related to legislation which is separately described above. Appendix H provides a brief description of the interests of the other stakeholders listed above.

In addition to these stakeholders, there are no doubt stakeholders in specific components of the study area. While to some extent these stakeholders may fall into the general categories noted above, there may also be quite specific stakeholders with a very localised interest who are not. No attempt has been made to address such localised interests – this being more properly dealt with as part of management planning for the relevant component place.

The National Capital Authority as the managing agency for the Vista and its interests are discussed in the following section.

It should be noted that much of appendix derives from research undertaken for the 2010 version of the heritage management plan.

5.4. Management Context, Requirements and Aspirations

This section deals with:

- current NCA management structure and systems;
- management by other institutions and bodies;
- management issues for certain specific components;
- uses and users of the Parliament House Vista;
- interpretation;
- management issues, including traffic and the road system; and
- future requirements and aspirations.

Current NCA Management Structure and Systems

The Parliament House Vista is generally the responsibility of and managed by the National Capital Authority, with the exception of the individual institutions or other bodies which are responsible for and manage their buildings and immediate surrounds. The list of such institutions or bodies and their buildings is as follows:

- Aboriginal Tent Embassy (not a formal institution as such);
- Australian War Memorial;
- Department of Finance:
- East Block, with the National Archives of Australia as tenant;
- John Gorton Building, with DoF and the Department of Climate Change, Energy, the Environment and Water as tenants;
- Treasury Building, with DoF, the Treasury and NCA as tenants;
- High Court of Australia;
- Museum of Australian Democracy at Old Parliament House;
- National Gallery of Australia, including the Sculpture Garden;
- National Library of Australia;
- National Portrait Gallery;
- Questacon (National Science & Technology Centre); and
- various commercial leaseholders for stand-alone operations, for example West Block (currently not operational), the restaurant in the Lobby building and Waters Edge restaurant.

The NCA directly manages the lake and most of the parks and gardens in the Vista, as well as the following facilities:

- Anzac Parade and other memorials;
- National Capital Exhibition, Regatta Point;
- Stage 88;
- Blundells' Cottage;
- National Carillon;
- Boundless Playground; and
- Commonwealth Place tenancies.

The management by the National Capital Authority is discussed below, and management by the other institutions and bodies is considered after that.

General management framework

The NCA is an Australian Government statutory authority established under the *Australian Capital Territory (Planning and Land Management) Act 1988*. This Act is briefly described in the

legislation section above, especially with regard to the *National Capital Plan* and the development control role of the NCA.

The NCA undertakes design, development and asset management for some of the National Capital's most culturally significant landscapes and national attractions, including the Vista, as well as for other assets located on National Land. Asset management is a key aspect in meeting the NCA's commitment to maintaining high-quality public facilities across the National Capital Estate.

The NCA has an asset management policy underpinned by a strategic asset management plan. Asset management plans for each asset class are updated regularly and provide more detailed tasks and activities that are undertaken by the NCA.

In addition, the NCA has an Open Space Management Strategy for its estate, which includes recognition of heritage places and heritage management plans. The strategy is implemented through precinct management plans which define maintenance issues and activities. The Parliament House Vista is divided into numerous precincts.

In managing its assets, the NCA aims to ensure that maintenance and other practices are consistent with the design intent, and support the objectives of the *National Capital Plan*.

The NCA has a management structure relevant to the Parliament House Vista area. In the 2020-21 financial year the NCA's overall expenditure was \$57.5 million and it had 53 ongoing and non-ongoing employees.

Day-to-day management, operation and maintenance, and capital works

The Estate Management Unit has responsibility for all aspects of asset management on National Land. The Design and Construction Unit delivers the NCA's capital works program. Works can include regular maintenance, works to enhance or protect national assets, construction of public infrastructure, and development of the landscape settings for new building sites, public parks and places, commemoration and celebration.

The Estate Management Unit has responsibility for the management and maintenance of the Vista. It is maintained under contracts for various components or classes of work, and relate to the:

- landscape (irrigation systems, hard surfaces, plants, lawn and garden areas);
- treescape;
- cleaning; and
- memorials, artworks and fountains.

The NCA has appointed a managing contractor for achieving service standards for maintenance across all NCA managed buildings, roads, paths, lighting and utilities to ensure community safety is protected. This includes for the Vista.

The National Capital Visitor Experience Unit manages events undertaken by others in the Vista.

Works approval

The Statutory Planning and Heritage Unit has a role in assessing and, where appropriate, providing works approval under the *National Capital Plan*, as discussed in Section 7.2 above.

In addition, the NCA has policy documents related to various aspects of development or activities, such as the *Outdoor Lighting Policy* (NCA 2012).

Conservation/Heritage management plans and other strategic plans for specific places within the Vista

Another layer of management guidance for significant places within the area includes the many conservation or heritage management plans and other strategic plans relevant to these places. In some cases these plans are being updated. Some of these places are the responsibility of the NCA while others are the responsibility of other agencies. The relevant places which have plans are:

- Anzac Parade (NCA responsibility);
- Australian War Memorial;
- Blundells' Cottage (NCA);
- Canberra Central Parklands (Commonwealth Park, Rond Terraces and Kings Park – NCA);
- Commonwealth Park Grey-headed flying-fox camp (NCA);
- East Block;
- High Court of Australia;
- High Court of Australia-National Gallery of Australia Precinct (NCA);
- John Gorton Building;
- King George V Memorial (NCA);
- Lake Burley Griffin (NCA);
- National Carillon & Queen Elizabeth II Island (formerly Aspen Island) (NCA);
- National Gallery of Australia including the Sculpture Garden;
- National Library of Australia;
- Native vegetation adjacent to West Block (NCA);
- Old Parliament House;
- Old Parliament House Gardens Precinct (NCA);
- Parkes Place including the National Rose Gardens (NCA);
- State Circle Cutting (NCA);
- Treasury Building; and
- West Block.

The areas within the Parliament House Vista managed according to these conservation management plans are generally as shown in Figure 3.

In all cases, conservation of the specific heritage values of the component places is an imperative.

Tree management

The NCA recognises that,

Trees in the National Capital are fundamental in strengthening the geometry and intent of the Griffins' formally adopted plan for Canberra. The Griffins' design for the new capital city drew upon the natural features surrounding the area and framed avenues and vistas with layered plantings. Trees provide visual strength to the Land Axis from Parliament House to Anzac Parade; they help form and define the main avenues of the National Triangle; as well as establishing other formal spaces.

Trees are also essential to the creation of the attractive parklands, streetscapes, and other spaces. They both complement and soften the built setting of Central Canberra. Canberra is renowned as a Garden City and the 'bush capital', which demonstrates the important status trees hold in the Canberra landscape. (NCA 2021, p. 4)

The Vista is a prominent part of the national capital and central Canberra.

Accordingly, the NCA has developed and is implementing a tree management policy to help with management of open spaces. Heritage is recognised as one of the key policy areas.

The NCA also has a detailed inventory of trees in the Central National Area, including the Vista, from 2019.

Management of threatened species and ecological communities

As part of its role regarding threatened species and ecological communities, the NCA has a memorandum of understanding with the Department of Climate Change, Energy, the Environment and Water, and the ACT Government. This MoU has a range of objectives and identifies the roles, responsibilities and interests of the various parties. Under the MoU, DCCEEW and the ACT Government provide expert advice to assist the NCA with its management of land.

Events management

The encouragement and management of events on NCA managed land is a major focus of the organisation. This includes private and public events both large and small, and of varying character such as memorial ceremonies, Floriade, concerts, fireworks, triathlons, car shows, vehicle convoys and weddings. Permits are issued, and in some cases works approval may also be required. There are about 400 events undertaken each year.

Events are guided by a 2016 toolkit which is in need of an update, and by a policy on events on National Land (NCA 2017a). Recreation activities on the lake are guided by a separate policy (NCA 2017b).

Management by other Government Agencies and Private Bodies

As noted elsewhere, there are a large number of other government agencies and private bodies which are responsible for or manage buildings and their immediate surrounds within the Vista. Many of these places have conservation or heritage management plans or other strategic documents, and such places are listed above in the section on conservation management plans.

The NCA has formalised management boundaries for the buildings managed by government agencies, to identify the zones to be directly managed by the agencies. Outside of these zones, the NCA is responsible for management. The zones are identified in the following figures.

In addition, the Australian War Memorial is responsible for the land bounded by Limestone Avenue, Fairbairn Avenue and Treloar Crescent. The AWM is undertaking a major redevelopment project of its complex.

The site of the former Lobby Restaurant (Block 5, Section 34, Parkes) is also leased to a private business and is under the management of that business.

The NCA also has memoranda of understand with the High Court, National Library and MOAD regarding maintenance work within their boundaries.



Figure 32. Management boundary for East Block (Blue Line)

Source: ACTmapi

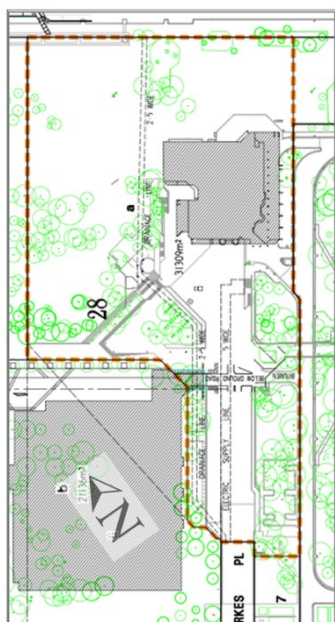


Figure 33. Management boundary for the High Court of Australia (Red Dashed Line)

Source: National Capital Authority



Figure 34. Management boundary for the National Portrait Gallery (Red Line)

Source: National Capital Authority

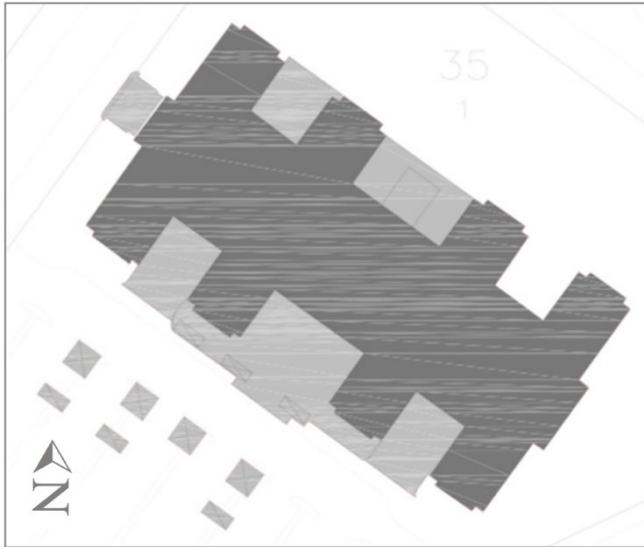


Figure 35. Management boundary for John Gorton Building (Gray Shaded Areas)

Source: National Capital Authority

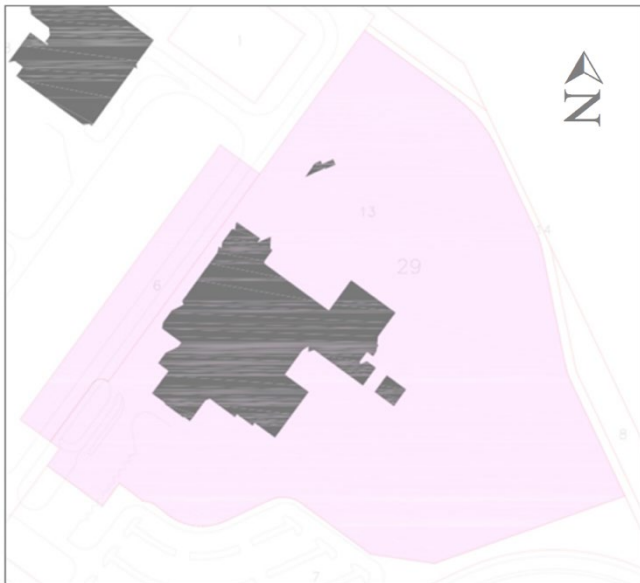


Figure 36. Management boundary for National Gallery of Australia (Pink Shaded Area)

Source: National Capital Authority

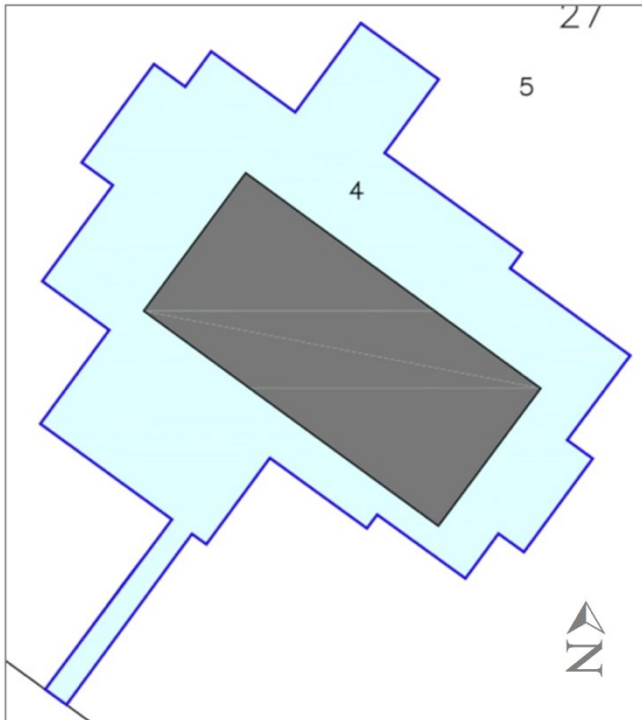


Figure 37. Management boundary for National Library of Australia (Blue Line)

Source: National Capital Authority

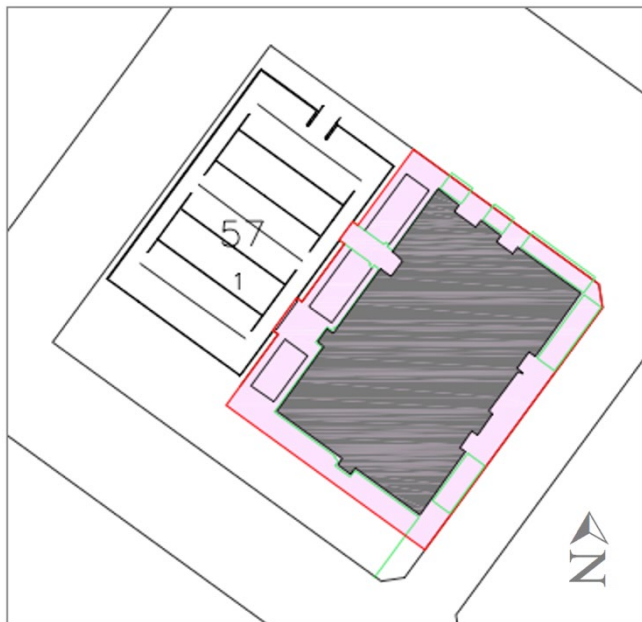


Figure 38. Management boundary for Questacon (National Science & Technology Centre) (Red Line)

Source: National Capital Authority

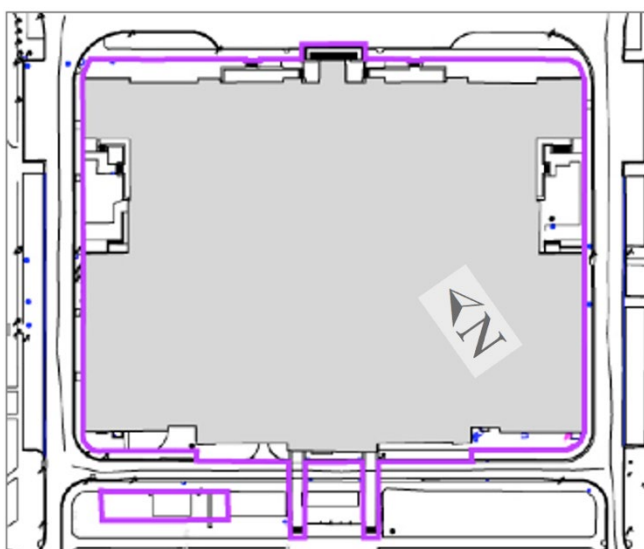


Figure 39. Management boundary for Old Parliament House (Purple Line)

Source: National Capital Authority



Figure 40. Management boundary for West Block (Blue Line)

Source: ACTmap

Management Issues for Certain Specific Components

Aboriginal Tent Embassy

The Aboriginal Tent Embassy has a self-governing structure based in the Indigenous community with associations to the place. The NCA periodically negotiates with the Aboriginal Tent Embassy regarding site management and related issues.

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

While most of this geological site is outside the study area, a small part is within the area. To the extent the whole site has any heritage value, the whole site should be managed in a consistent way to conserve the value. This study concludes that the small part within the study area does not have Commonwealth Heritage value. However, the whole site has been listed by the National

Trust and formal assessment under the ACT *Heritage Act* may also find the site is significant. No such assessment has yet been undertaken.

Managing the whole site for heritage value as a geological display would involve maintaining the exposed rock faces without them being covered by concrete or masonry walls. Shrubs and other ornamental vegetation would not be planted on the two benches in such a way as they might make the outcrops difficult to observe. Existing shrubs, probably self-seeded, would be removed and grasses would be kept low at the base of the exposure.

Management of the site would only need a low level of resourcing – such as to cut out and poison a few plants growing within the bench.

Kings Park landform (Section 47, Parkes)

Management of this landform should focus on avoiding disturbance to it, either through human interventions (eg. excavations) or natural factors (eg. erosion).



Figure 41. Film festival on Queen Elizabeth II Island (formerly Aspen Island), January 2003

Source: Katie Saxby

Uses and Users of the Parliament House Vista

The study area is used by a very wide range of users for an equally wide range of uses. Many of these are tied to specific components in the Parliament House Vista, such as the large number of institutions and attractions. Many of these uses have formed strong associations that are now recognised as part of the significance of the study area.

The Australian War Memorial and Old Parliament House are again examples. The range of users and uses is generally described in the preceding section about stakeholders. Examples of uses mentioned above include Floriade, concerts, hot air balloon festivals, weddings, sport, picnics and sight-seeing, in addition to uses related to the specific institutions.

Interpretation

The Parliament House Vista is home to a range of major public attractions including Old Parliament House and the Australian War Memorial. The area and components of the landscape are also substantial attractions. These various components and the overall area are the focus of a range of interpretive programs run either by individual institutions, by the National Capital Authority or by VisitCanberra.

Interpretive programs which deal with the whole area or multiple components include those of the NCA such as:

- a series of self-guided walking and car tours (eg. of military memorials in the ACT, including many in the study area, Anzac Parade and Lake Burley Griffin);

- the National Capital Exhibition at Regatta Point and associated programs; and
- the NCA's own website.

Key Management Issues

The NCA is aware of a range of management issues relating to the Vista. These are in addition to the condition and integrity issues which are discussed separately below.

The list of general management issues includes:

- achieving public safety and infrastructure standards;
- reconciling conservation and development in the study area (discussed separately below);
- funding for irrigation has reduced, changing watering regimes and prolonged periods of drought and impacts on plants, and the need to determine and implement an optimal watering regime;
- tree management including replacement plantings (discussed separately below);
- management of other plantings (discussed separately below);
- events and use issues (discussed separately below);
- issues with other features (discussed separately below);
- traffic infrastructure and systems (discussed separately below);
- reconciling overlapping management systems for the area;
- environmental sustainability of the landscape, including water use and weed management;
- access for visitors and staff, including by public and private transport, by car and bus;
- facilities for visitors (eg. toilets and food outlets);
- lighting of the area including individual components (eg. buildings);
- signage, including commercial and advertising signs associated with commercial operations and institutions;
- the change of purpose of Commonwealth Park from a botanic garden to a greater focus on it as an events venue, and the frequency and intensity of events use;
- new developments affecting specific components such as the Australian War Memorial;
- possible changes to specific components such as the future of the Aboriginal Tent Embassy;
- managing the range of issues related to current and possible future memorials;
- outdoor ceremonial functions;
- major temporary events; and
- construction-phase impacts.

This section notes many possible changes and developments. They are recorded in the heritage management plan without implicit endorsement, and some may require an impact assessment and possible referral under the EPBC Act.

Reconciling conservation and development in and adjacent to the Parliament House Vista area

One of the potential conflicts in the management of the study area is reconciling perceptions that the area has been partly developed with more development to come, and perceptions of the area as having heritage values which must be conserved to the exclusion of development.

The Parliament House Vista is an evolving landscape which has slowly developed since 1911. While the construction of Old Parliament House and the maturing treescape planted in the 1920s gave substantial form to the area, this has been gradually supplemented from the 1960s. This process continues with the last major developments being the National Portrait Gallery and John Gorton Campus Carpark. The concept that the area is incomplete is conveyed in the indicative development plan provided for the Parliamentary Zone in the *National Capital Plan* (see Section 7.2 above). This shows a range of sites for yet-to-be-realised buildings.

This development agenda is matched by a desire to enliven the Parliamentary Zone with activities and events, supported by appropriate infrastructure.

One the other hand, the Parliament House Vista is a heritage-listed area, and there is an imperative to conserve its heritage values.

These two objectives, development and conservation, may be viewed as conflicting or at least potentially conflicting.

Developments adjacent to the Vista can also create potential impacts. For example, developments in Campbell to the east of Anzac Parade have created an impact on views to memorials on this side of the parade. The proposed replacement development on the site of the former Anzac Park East building also has potential and also what happens on the Anzac Park West site in due course. Lastly, development between Constitution Avenue and Parkes Way adjacent to Commonwealth Park also has the potential to create impacts in views from the park to Mount Ainslie.

One of the aims of this management plan is to try to understand and accommodate appropriate development while achieving conservation. Conservation is more often a process of *managing* change rather than always *opposing* change.

Tree management and replacement

The overall treescape of the Parliament House Vista is one of the area's most important features, and there are a range of substantial management issues to be addressed. General issues include:

- weaknesses in the overall framework of plantings;
- tree health in some cases;
- the ongoing dry conditions in Canberra and the impact on mature trees and possible replacements;
- changes to irrigation, including reduced watering;
- root compaction;
- gaps in plantings;
- cultural plantings now regarded as weed species;
- the ageing of the trees; and
- the extent of tree maintenance works given the extensive treescape.

Of particular interest are changes made to the management of the eucalypt plantations in Anzac Parade. Through improved arboricultural practices, the health of these trees has improved substantially, and previous consideration of potential large-scale replacement is no longer considered necessary.

Specific issues are:

- the need for landscape management plans;
- the need to integrate documentation with tree management (eg. correlating the age of trees and planning replacements);
- a survey of significant trees was undertaken south of the lake in 1998, but this has not been undertaken north of the lake, and the southern tree survey needs to be updated (although all trees in the NCA estate are subject to an annual inspection);
- increasing the tree canopy on National Land from 33% to 40% over 10 years;
- ageing irrigation infrastructure;
- possible replacement of the poorly performing *Eucalyptus elata* with *Eucalyptus melliodora* on Federation Mall;
- mulching under trees along Federation Mall rather than maintaining poorly performing dryland grass;
- *Eucalyptus pauciflora* are dying out in the West Block carpark, and possible replacement plantings with *Eucalyptus polyanthemos*;

- conflict between the carpark use and the *Eucalyptus maidenii* in the Queen Victoria Terrace carpark;
- Elm leaf beetle is attacking elms in the Vista, in particular American, English and Dutch elms. Huntington elm and Chinese elm are possible replacements;
- possibly replacing English elms with Chinese elms;
- developing the tree canopy west of the National Library;
- replanting Ash in the National Library carpark in a better location away from the mature trees along King Edward Terrace, due to space restrictions in the car park and overshadowing by larger species. An alternative species with similar physical characteristics has been selected that is considered more suited to the location, *Nyssa sylvatica* 'NXSXF' Forum;
- generally addressing poorly performing tree plantings in carparks;
- the Silver birches in Commonwealth Place have died and been removed;
- the poor condition of the *Sequoia sempervirens* on King George Terrace and *Sequoiadendron giganteum* at West Block which will not survive without watering, and possible replacement with *Cupressus torulosa* or *Cedrus deodara*;
- the need to protect old eucalypts, even as dead trees for habitat, such as in the patch of native woodland near West Block;
- the trees in Reconciliation Place continue to present an asymmetrical planting in the Land Axis;
- the possibility of reconstructing prunus or other small flowering tree inter-plantings in the Parliamentary Zone;
- White poplars in Magna Carta Place and Constitution Place are not being replaced;
- some poorly performing Pear trees along the southern lake edge;
- parking related to major events in the vicinity of tree protection zones, and the need for constant vigilance to prevent this happening;
- pines dying in Commonwealth Park because of the flying-fox colony;
- many trees need to be replaced in Commonwealth Park and at Rond Terraces;
- the eucalypt lawn trees in Commonwealth Park are in decline, and Birch trees are failing;
- the loss over time of deciduous plantings along the lake edge of Kings Park; and
- increased carparking in Kings Park may de-stabilise some trees through removal of other trees.

A particularly difficult issue is that of tree replacement in the case of mass or row plantings which are performing poorly or are at the end of their lives. The poplars in front of the National Library is an example. Removing and replacing large numbers of trees can have a dramatic impact on the landscape, which may in turn lead to stakeholder and community concern. While there may be a range of replacement options, these often involve a trade-off between minimising short term impacts and achieving long term goals.

Another issue relates to intentional over-planting in order to achieve a quick effect. However, also intended and subsequent thinning to achieve a well-spaced planting has not been undertaken, at least in some cases. Given concern about the removal of trees, it may be prudent to only plant trees at intended mature spacing, and to avoid over-planting. Similarly, some trees are more sensitive to competition from other trees through close planting, such as conifers, and this should be taken into account in species selection.

Any tree replacement strategy must have regard for impacts, long term goals and stakeholder and community views.

The NCA currently has a Parliament House Vista, Interim Management Plan, Tree Maintenance and Replacement (NCA 2005c) which provides useful guidance. This document may prove useful in the development of a tree replacement strategy as well as a final tree management plan.

A major initiative is the development of a tree management policy which is now being implemented (NCA 2021). The policy relates to the whole of the NCA's estate, including the Vista, and its purpose is,

to enable readiness for current and future challenges associated with the ageing tree population, climate change, tree removal and replacement, water management, heritage conservation, and the development and utilisation of open space. (NCA 2021, p. 6)

Policy targets are,

1. Tree canopy cover will increase from 33% to 40% by 2030.
2. Improve the age diversity of the treescape by ensuring at least 10% of the population are juvenile.
3. Improve the existing diversity of species so that no one species represents more the 10% of the tree population.

Other plantings

In addition to trees, there are a range of issues with other plantings within the Vista, including:

- hedge heights in the Parliamentary Zone have been pruned to about 1 metre whereas they had previously been allowed to grow much taller. There is an ongoing need to maintain the lower height;
- many examples of poorly performing shrubs;
- managing the landscape of Commonwealth Park given the Grey-headed flying-fox colony, the need to protect shrubs, and that mowers cannot be used;
- poorly performing Hebe plantings in Anzac Parade, which are the subject of ongoing work to address; and
- the impact of events on grass/lawn areas.

Events and use issues

Events and uses within the Vista can also raise issues, such as:

- the challenge for the NCA to achieve a desirable level and nature of activity within the area;
- coordination between agencies regarding events;
- possible impacts on heritage values arising from events;
- tree and soft landscaping/grass area protection generally during events, such as from vehicles, including event impacts on trees in Commonwealth Park;
- infrastructure capacity in Commonwealth Park and other locations, and for events like the Skyfire fireworks displays, including access to power and toilets/toilet capacity;
- uses and temporary structures in the Land Axis, including the need for marquees to be provided for events along Anzac Parade, even though these temporarily intrude into the Land Axis;
- the pressure for events in Commonwealth Park;
- conflict between use of Commonwealth Park for Floriade and as a park space;
- limitations on the use of Commonwealth Park given the presence of the Grey-headed flying-fox colony;
- upgrading Stage 88 to meet current concert equipment standards;
- the conflict between events undertaken in Commonwealth Park and ready access to the service depot;
- the pressure for events at Rond Terraces, noting there are restrictions on use, but also the lack of parking and services in this area;
- the unirrigated character of Kings Park being undesirable for events;
- limited parking capacity in Kings Park;

- conflicts between car movements and ceremonies in Kings Park;
- the future of the Boundless playground in Kings Park;
- the presence of small-scale temporary traders, such as in Kings Park;
- the intensity and nature of water based activities on the Central Basin of the lake;
- managing the Aboriginal Tent Embassy, given the increase in solid structures, informal tree plantings, the increasing area of the Embassy, and provision of amenities (eg. toilets and showers); and
- the future of the reflection ponds and fountains in Parkes Place, and that these have been empty/not operating for some time. An interim solution is being implemented, whereby the side pools are being planted out and the central pool will be a plaza space. The long-term (future) solution will incorporate water into the central pool. New underground infrastructure will be installed.

The 2016 events toolkit is in need of an update.

Traffic and road system

There are a number of traffic issues within the study area. In the Parliamentary Zone a 2007 study found,

‘commuters travelling to and from Civic, Barton and Fyshwick use the east-west roads that go through the Zone, i.e. King Edward, King George and Queen Victoria Terraces leading to a disproportionate amount of through-traffic and as a consequence there are a number of traffic and pedestrian safety problems. These problems include:

1. the speed at which traffic moves along King Edward Terrace;
2. the proximity of a number of intersections;
3. legibility and accessibility for those unfamiliar with the local road network (tourists and infrequent local visitors) when entering and leaving the Parliamentary Zone;
4. the lack of pedestrian crossing points;
5. Poor visibility at intersections and at existing pedestrian crossings;
6. The mix between cars and the large number of commercial vehicles, especially trucks, which use King Edward Terrace, heightens these problems.

To assist in addressing some of the issues the PZR [Parliamentary Zone Review] identified a range of improvements to the road layout and design to be introduced progressively. These include:

- Establishing a legible hierarchy in the roads by giving each a different character, drawn from variables such as the road surface and width, avenue planting and directional signage;
- Changing King Edward Terrace from a thoroughfare to a main street to facilitate clear and direct access and egress to/from the Zone and to discourage through traffic and encourage pedestrians and cyclists by:
 - creating 'T' intersections and traffic lights at its junctions with Commonwealth and Kings Avenues;
 - Rationalising the number of entry points to the individual campuses;
 - Adding pedestrian crossing points to provide continuity in the path system;
 - Considering a load limit, with the exception of service vehicles and tourist coaches, as a traffic calming and safety measure;
 - Removing Bowen Place, Flynn Place, and the straight sections of Langton Crescent and Dorothy Tangney Place. These roads were built to a large scale in the expectation that Parliament House would be built on the lakeshore rather than on Capital Hill. Their removal is possible if 'T' intersections are made at the intersections of King Edward Terrace, Commonwealth and Kings Avenues; and
 - Consideration of a speed limit reduction.’ (SMEC Australia 2007, p. 2)

At the time, the vision was to achieve,

‘a transport system that better promotes public transport as well as encourages pedestrian and cycling activities.’ (SMEC Australia 2007, p. 2)

Some of the above measures have been undertaken, including a pedestrian crossing, speed bumps, traffic lights and a speed limit reduction.

A component of the study related to the Albert Hall precinct, adjacent to the Parliamentary Zone. The following changes within the study area were proposed:

- the removal of Flynn Place;
- creation of a traffic light controlled intersection at the junction of King Edward Terrace and Commonwealth Avenue; and
- road widening of Commonwealth Avenue, road construction to extend King Edward Terrace to Commonwealth Avenue, and associated tree removal and encroachment into grass areas.

Other issues/possible changes in or adjacent to the study area included:

- changes to the entries into Commonwealth and Kings Parks from Commonwealth Avenue and Kings Avenue;
- extension of Blamey Crescent into Kings Park; and
- changes to the character of Parkes Way, including partial enclosure by a tunnel.

Most of this work has not yet been realised.

Future Requirements and Aspirations

The NCA also has a number of initiatives or aspirations which will have an impact on the Vista or its setting. These include developments anticipated by the *National Capital Plan*. These initiatives or aspirations include:

- realisation of development consistent with the indicative development plan for the Parliamentary Zone contained in the National Capital Plan (discussed in Section 7.2 above);
- changes to the traffic arrangements in the Parliamentary Zone and in other parts of the study area, possibly including;
- the removal of Flynn Place;
- changes to the King Edward Terrace intersections with Kings and Commonwealth Avenues;
- changes to the entries into Commonwealth and Kings Parks from Commonwealth Avenue and Kings Avenue;
- extension of Blamey Crescent into Kings Park;
- changes to the character of Parkes Way, including partial enclosure by a tunnel;
- extensive multi-storey development on the land between Parkes Way and Constitution Avenue (see Figure 42 below);
- enhanced pedestrian access across Parkes Way to the Central Parklands;
- creation of a view/s into Commonwealth Park from Parkes Way, especially in the vicinity of the Corranderk Street pond;
- changes to the Central Parklands related to masterplanning for the area, including development of a concept plan for Commonwealth Park;
- Commonwealth Park event venue redevelopment;
- alterations and extensions to the Regatta Point pavilion, commenced in 2020;
- changes to Kings Park to minimise pedestrian, cyclist and vehicle user conflicts;
- expansion of the Boundless playground carpark in Kings Park, currently being planned;
- alterations to Commonwealth Avenue and Kings Avenue Bridges and approaches to address vehicle and pedestrian/cyclist safety;
- wayfinding signage in the National Triangle and beyond;
- strengthening the cross axis connecting the National Library of Australia and the National Gallery of Australia;
- installation of at least one additional artwork in Reconciliation Place;

- resolving issues with the Federation Fountains and reflection ponds in Parkes Place, noting an interim solution is implemented and the long-term solution is known;
- changes to the character of the Aboriginal Tent Embassy site;
- relocation of the King George V Memorial; and
- a series of changes in Kings Park related to parking, paths, stairs and a lookout, much of which is associated with the closure of Wendouree Drive noted above.

In addition, the ACT Government has previously proposed routing light rail through or adjacent to the study area, especially through the Parliamentary Zone. However, at this stage, the final route is not yet settled.

This section notes many possible changes and developments. They are recorded in the heritage management plan without implicit endorsement, and some may require an impact assessment and possible referral under the EPBC Act.



Figure 42. Indicative Development Plan for Constitution Avenue

Source: NCA 2016, p. 129

5.5. Condition and Integrity

The condition and integrity of the Parliament House Vista is discussed in this section. It begins with an overview of its condition and integrity, and this is followed by more detail about the attributes of the study area. After this, there is a discussion of a number of condition and integrity issues. This section concludes with a consideration of the broader setting for the Parliament House Vista.

The EPBC Act requires that the condition of values be assessed. As attributes are the embodiment of values, the condition of attributes is a surrogate for values.

Overview

The Parliament House Vista area is a large and complex landscape and it is difficult to give a simple portrayal of the condition and integrity of the area. In broad terms, the area is in fair condition and displays a medium level of integrity – some components being in good condition and others being in poor condition, and with a similar variability in the integrity of components.

Condition and Integrity of Attributes

In the following table, condition relates to the state of the attribute, often the physical state – for example an original gravel path which is badly eroded would be a condition issue. Integrity relates to the intactness of the attribute – for example a modern cobblestone path replacing an original gravel path might be an integrity issue irrespective of its condition. It is often useful to distinguish between these matters, especially as integrity relates closely to significance.

Given the large and complex nature of many of the components listed in the table below, the judgments about condition and integrity are made on a broad basis. Within these components there may also be considerable variation in the condition and integrity. In some cases, the following judgments have been informed by specific studies of the components. In other cases, such studies are not available and the judgments have been made on the basis of inspections undertaken as part of this project.

The attributes in the table are listed in the order derived from the statement of significance in Section 6.1.

Table 4. Condition and Integrity of the Attributes of the Parliament House Vista

Criteria	Attributes	Condition	Integrity
Parliament House Vista Area			
Criterion (a) - History	▪ Parliament House Vista area	▪ Fair	▪ Medium
	▪ Sites associated with the history of politics and government in Australia:		
	▪ Old Parliament House and gardens	▪ Good	▪ Medium
	▪ East and West Blocks, including the West Block Dugout	▪ Fair-Good	▪ Medium
	▪ High Court of Australia	▪ Fair-Good	▪ High
	▪ John Gorton Building	▪ Good	▪ High
	▪ Treasury Building	▪ Good	▪ High
	▪ National Carillon	▪ Good	▪ High
	▪ Aboriginal (Tent) Embassy	▪ Fair	▪ High
	▪ some commemorative trees	▪ Poor-	▪ Medium-High

Criteria	Attributes	Condition	Integrity
		Good	
	- Sites associated with the development of Australian cultural life and national identity: - Australian War Memorial - memorials, especially those in Anzac Parade but also those in Commonwealth and Kings Parks, and Parkes, including the King George V Memorial, Canberra Peace Park, Captain Cook Memorial Water Jet and Magna Carta Place (excluding the International Flag Display) - some commemorative trees - National Gallery of Australia including its Sculpture Garden - Reconciliation Place - National Rose Gardens - National Library of Australia - National Portrait Gallery - Blundells' Cottage - Sites associated with the development of Canberra as Australia's national capital: - Griffins' design features: Land and Water Axes, lake (although to a different shape), National Triangle (mostly realised and mostly within the study area), Parliamentary Zone as the location for government office buildings (partly realised), Central Parklands (partly realised), the Australian War Memorial building (even though this function was not originally anticipated or proposed) and road layout (partly realised) - Holford design features: replacement of strict symmetry with a balanced development in the National Triangle, Parkes Way, Rond Terraces, lake (completion rather than general design), and a more naturalistic northern lakeshore boundary - National Capital Development Commission design features: lake, National Library of Australia, National Gallery of Australia, High Court of Australia, Commonwealth Park, Kings Park, Anzac Parade, Treasury Building, and some landscaping within the	- Good - Fair-Good - Poor-Good - Fair-Good - Good - Good - Fair-Good - Good - Good - Fair - Fair-Good - Fair-Good	- High - High - High - Medium - High - Medium - High - High - Medium - Medium - High - High - Medium-High

Criteria	Attributes	Condition	Integrity
	Parliament Zone – in particular Parkes Place, original part of the Regatta Point Pavilion, Carillon, Captain Cook Memorial Water Jet and Questacon (National Science & Technology Centre) ▪ Landscape designs: ▪ Parliamentary Zone, including the cross axes ▪ Old Parliament House gardens ▪ National Rose Gardens ▪ Commonwealth Park ▪ Kings Park ▪ Anzac Parade ▪ High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden ▪ Land Axis corridor ▪ Lake Burley Griffin Central Basin	▪ Fair-Good ▪ Good ▪ Good ▪ Fair-Good ▪ Good ▪ Fair-Good ▪ Fair ▪ Fair-Good ▪ Good	▪ Medium ▪ Medium ▪ Medium ▪ Medium ▪ Medium-High ▪ Medium ▪ Medium-High ▪ High
Criterion (b) - Rarity	▪ Parliament House Vista landscape, including component landscapes: ▪ Parliamentary Zone ▪ National Rose Gardens ▪ Commonwealth Park ▪ Kings Park ▪ Anzac Parade ▪ High Court of Australia-National Gallery of Australia Precinct including the Sculpture Garden	▪ Fair-Good ▪ Good ▪ Fair-Good ▪ Good ▪ Fair-Good ▪ Fair	▪ Medium-High ▪ Medium ▪ Medium ▪ Medium ▪ Medium-High ▪ Medium
Criterion (e) – Aesthetic characteristics	▪ Parliament House Vista ▪ Dramatic and powerful views, notably: ▪ the sweeping views of the Parliament House Vista both from, and towards Mount Ainslie, and especially the Land Axis and sightline between Old Parliament House and the Australian War Memorial, including the large scale of these views ▪ the vista towards Canberra city along Commonwealth Avenue	▪ Fair ▪ Good ▪ Good	▪ Medium ▪ High ▪ High

Criteria	Attributes	Condition	Integrity
	▪ oblique aerial views that include Lake Burley Griffin and/or cross the Parliament House Vista	▪ Good	▪ High
	▪ Places of reflection and contemplation (research did not identify specific components although it is probable this relates to the many parks and gardens)	▪ Fair-Good	▪ Medium
	▪ Juxtaposition of bush with the formality of the built environment	▪ Good	▪ High
	▪ Designed elements of the area including sweeping vistas, open spaces, and monuments and buildings within the landscape, including patterns and textures	▪ Fair-Good	▪ Medium
	▪ Setting of the Parliament House Vista including views of forested hills and mountains	▪ Good	▪ Medium
	▪ Integration of architectural elements into the overall Griffins' design	▪ Good	▪ High
	▪ Patterns and textures of architectural massing accentuated by planned open spaces, water features and tree plantings, art works, the terminal features plus the interplay of scale and texture in the designed landscape	▪ Good	▪ High

Criterion (f) – Technical and creative achievement	▪ Parliament House Vista	▪ Fair	▪ Medium
	▪ Complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands	▪ Fair-Good	▪ Medium
	▪ Architectonic structure of the various precincts	▪ Good	▪ Medium
	▪ National Triangle parklands	▪ Fair-Good	▪ Medium
	▪ Land and Water Axes	▪ Fair-Good	▪ Medium-High
	▪ City Beautiful features – beauty and monumental grandeur, axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings	▪ Fair-Good	▪ High
	▪ Garden City features – landscaped, low density development with tree-lined streets, parkways, parks and gardens	▪ Fair-Good	▪ Medium
	▪ Planning geometry and broad symmetry reinforced by the lake, buildings, plantings, parklands, gardens and road system, and the stricter symmetry of the Land Axis corridor	▪ Good	▪ High
	▪ Ordering of topography and functions	▪ Good	▪ High
	▪ Design pattern of large landscapes and waterscapes, treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial, Mount Ainslie and Parliament House, the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane	▪ Good	▪ Medium
	▪ Avenues of trees, and Lombardy Poplars as sentinels at key locations	▪ Fair	▪ Medium
	▪ Green/irrigated grass, especially of the Land Axis	▪ Fair	▪ High
	▪ Smaller component parklands and gardens, some including art works and water features	▪ Fair-Good	▪ Medium
	▪ Open spaces at the scale of the indigenous open forest/woodland structure of the region	▪ Good	▪ High
	▪ Landscape design scale appropriate for the built elements, reflecting the tradition of the City Beautiful Movement	▪ Good	▪ Medium
	▪ A balance of formal and informal landscape treatments using indigenous natural values and cultural values	▪ Good	▪ High
	▪ The specially designed street/promenade lighting in the Parliamentary Zone which	▪ Good	▪ High

Criteria	Attributes	Condition	Integrity
	echoes the design used at the new Parliament House, and the Anzac Parade street lights		
Criterion (g) – Social value	- Parliament House Vista - Continuum of both local and national history - Layers of values and stories - Accessibility of the area, as a gathering and meeting place, and as a beautiful place - Surviving elements of the Griffins' design for Canberra (see Criterion (a)) - Formal design elements – sweeping vistas, open spaces, and buildings and memorials/monuments within the landscape - Presence of the nation's peak political and cultural institutions: - Old Parliament House (as a reflection of its former role), National Library of Australia, High Court of Australia, National Gallery of Australia, Australian War Memorial, National Portrait Gallery - Recreation landscape spaces	- Fair - Good - Good - Good - Fair - Fair-Good - Good - Fair-Good	- Medium - High - High - High - Medium - High - High - High
Criterion (h) – Significant people	- Parliament House Vista - Surviving elements of the Crowe masterplan for Commonwealth Park - The original Australian War Memorial building - Surviving elements of the Griffins' design for Canberra (see Criterion (a)) - Surviving elements of Holford's design for Canberra (see Criterion (a)) - Old Parliament House and East and West Blocks - Developments associated with the NCDC - Commonwealth Park and landscaping around the National Library of Australia - Lake Burley Griffin - Weston plantings especially those surviving in the Parliamentary Zone	- Fair - Fair - Good - Fair - Fair-Good - Fair-Good - Fair-Good - Fair-Good - Good - Poor	- Medium - Medium - Medium-High - Medium - High - Medium-High - High - Low-Medium - High - Medium
Individually Significant Components			
	- Aboriginal Tent Embassy Site - site features - Australian War Memorial - landmark qualities - siting	- Fair - Good - Good	- High - High - High

Criteria	Attributes	Condition	Integrity
- contribution to the principal vista to and from the Old Parliament House - relative visual isolation - symmetry of the building as seen from the Land Axis - external form - conceptual as well as planning and landscape link between the Australian War Memorial and Anzac Parade - Blundells' Cottage: - remnant 19th century pastoral settlement - contrast with the national capital developments - Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces): - contrasting informality of the parklands compared to the Parliamentary Zone - the unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge - exotic plantings along the lake foreshore in order to provide a unified effect along the northern shore of the Central Basin when seen from the Parliamentary Zone - open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies - use of vegetation in informal drifts in an attempt to integrate with the surrounding informal indigenous landscape character - use of more linear and formal planting on either side of the Land Axis - creation of vistas to help structure the spatial composition of the landscape - careful use of scale related to use - creation of recognisable character in specific areas, achieved through the careful selection of trees - the dryland woodland contrast of Kings Park compared to Commonwealth Park; - landscape background to Lake Burley Griffin - lakeside park environment - landscape link with Mount Pleasant from Kings Park, with native plantings on the high ground - vistas from Parkes Way into Kings Park - East Block: - axial planning - relationship to West Block and Old Parliament House - external form		- Good - Good - Good - Good - Good - Good - Good - Good - Fair-Good - Fair - Fair-Good - Good - Fair - Good - Good - Good - Good - Good - Good	- High - High - High - Medium-High - Medium-High - Low - Medium - High - Medium - Medium - Medium - High - Medium - High - High - Medium - Medium - High - High

Criteria	Attributes	Condition	Integrity
▪ use for government accommodation ▪ High Court of Australia-National Gallery of Australia Precinct: ▪ woodland, parkland and grassland landscapes and related landscape features within the precinct ▪ Sculpture Garden ▪ contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone ▪ external form ▪ John Gorton Building (formerly Administration Building): ▪ siting ▪ external form ▪ use for government accommodation ▪ King George V Memorial: ▪ landmark qualities ▪ relationship to Old Parliament House ▪ Lake Burley Griffin: ▪ lake ▪ edge treatments ▪ landmark qualities ▪ National Carillon and Queen Elizabeth II Island (formerly Aspen Island): ▪ Carillon and Queen Elizabeth II Island ▪ visibility as part of the landscape of the lake and its parklands ▪ contribution to the symbolic, unified and visually dramatic place ▪ contribution to the informal balance and symmetry of the Vista ▪ views towards the place as well as views out from it ▪ National Library of Australia: ▪ siting ▪ landmark qualities ▪ external form ▪ isolated building form set amongst rows of trees and sweeping lawns ▪ vista to it across Lake Burley Griffin ▪ National Rose Gardens:		▪ Good	▪ High
		▪ Fair-Good	▪ Medium
		▪ Fair-Good	▪ Medium
		▪ Good	▪ High
		▪ Good	▪ High
		▪ Good	▪ High
		▪ Good	▪ Medium-High
		▪ Good	▪ High
		▪ Good	▪ Medium
		▪ Good	▪ High
		▪ Fair-Good	▪ Medium
		▪ Good	▪ High
		▪ Good	▪ High
		▪ Good	▪ High
		▪ Good	▪ Medium

Condition and Integrity Issues

The following table provides a summary of condition and integrity issues related to the study area or components. These issues have been identified through the process of preparing this heritage management plan. However, there are many other specific issues which have been identified in the many other conservation management plans or other reports prepared for components. No attempt has been made to include all of these specific issues. Similarly, while some issues highlighted below relate to particular components, these may be better addressed as part of specific conservation management planning for the components rather than through this heritage management plan.

Table 5. Condition and Integrity Issues

Feature	Issues	Condition (C) or Integrity (I) Issue
General Treescape and Other Plantings		
Trees	▪ Ongoing tree maintenance surgery	C+I
Trees	▪ Funding for irrigation has reduced, changing watering regimes and prolonged periods of drought and impacts on plants ▪ Root compaction ▪ Elm leaf beetle is attacking elms in the Vista	C
Trees	▪ Cultural plantings now regarded as weed species	I
Commonwealth and Kings Avenue plantings	▪ The avenue plantings are a mix of deciduous and evergreen trees but there are lengthy sections which are mostly/all deciduous, providing a weaker year-round framework	I
Shrubs	▪ Many examples of poorly performing shrubs	C
Grass and lawn areas	▪ Impacts from events	C
Commemorative Trees		
Empire Parliamentary Association trees – Parkes Place	▪ Most Roman cypresses have been removed and not replaced, and original plaques are missing	I
Merchant Navy Memorial – Kings Park	▪ Two flowering plums have been removed and not replaced	I
Flowering cherry grove – Regatta Point	▪ Some failed specimens	C+I
Murray's Bakery site trees – Commonwealth Park	▪ <i>Pinus halepensis</i> lost during windstorm	I

Feature	Issues	Condition (C) or Integrity (I) Issue
Anzac Parade		
Memorials	The fair condition of the landscapes around the memorials	C
Hebe plantings	Currently being re-planted	C+I
Australian War Memorial		
Trees	While the planning concept for the AWM has always been for exotic evergreen and deciduous trees in a more formal open landscape on the west side, in the overall context of the Vista landscape, the strength of the evergreen framework plantings is weaker on the western side of the building, leading to a lack of balance	I
Commonwealth Park		
Generally	- The changing character of the park from a botanical to an events focus - The frequency and intensity of events use	C
Horticultural and specialist areas	Some of these areas are degraded in terms of their display of plant material	C+I
Trees	- Impacts of the flying fox colony on trees - Eucalypt lawn trees are in decline and Birch trees are failing	C
Trees	There have been removals of trees without replacement (eg. Rond Terraces)	I
Lakeshore plantings	The lakeshore plantings of exotic trees is weak in places	I
Shrubs	Impacts of the flying fox colony on shrubs	C
Lily Pond	Poor condition	C
East Block		
Landscape	It is suspected the former 1920s landscape has diminished	I
Kings Park		
Lakeshore plantings	The lakeshore plantings of exotic trees is weak in places	I
Tree plantings adjacent to the Rond Terraces	There have been removals of trees without replacement	I
Dryland character	The dryland character has been diminished slightly by the creation of irrigated grass areas	I

Feature	Issues	Condition (C) or Integrity (I) Issue
Blundells' Cottage setting	The context of the cottage is a stylised pastoral setting, somewhat different from the historic reality	I
Lake Burley Griffin		
Edge walls	Deterioration of the walls	C
Land Axis		
Reconciliation Place	Asymmetric tree plantings intruding into the openness of the Land Axis	I
National Gallery of Australia		
Sculpture Garden	Sculpture Garden not complete – Autumn Garden component not realised	I
National Rose Gardens		
Rose gardens	Some of the original rose beds have been removed – four circular beds	I
Old Parliament House Gardens Precinct		
House of Representatives Garden carpark	Conflict between the carpark use and the <i>Eucalyptus maidenii</i> in the Queen Victoria Terrace carpark	C+I
Parliamentary Zone		
Treescape	- Trees removed and not replaced - Poorly performing trees (eg. <i>Eucalyptus elata</i> in Federation Mall, <i>Eucalyptus pauciflora</i> in the West Block carpark, in carparks generally, <i>Sequoia sempervirens</i> on King George Terrace, <i>Sequoiadendron giganteum</i> at West Block, some pears along the southern lake edge) - Weaknesses in the overall evergreen structure in the vicinity of the National Library of Australia – this component does not provide sufficient balance to the High Court of Australia-National Gallery of Australia precinct landscape - Missing sentinel plantings of Lombardy Poplars - Trees encroaching into Land Axis in Parkes Place and Reconciliation Place - Poorly performing Ash trees in the National Library carpark - Gaps in White poplars in Magna Carta Place and Constitution Place	C+I
Parkes Place – outdoor rooms	Some spaces are not fully defined because of gaps in the perimeter plantings	I
Parkes Place – cypress edges, paths	Some cypresses are missing, and some of the trees along paths are missing	I

Feature	Issues	Condition (C) or Integrity (I) Issue
Reflection pools and fountains	Poor condition and now empty and not working	C+I
Surface carparks	Large areas of surface carparks detract from the landscape qualities, although they are mostly screened	I
Kerbside parking	Some parking detracts from the landscape qualities (eg. the bus parking immediately in front of Old Parliament House on King George Terrace)	I
Rond Terraces		
Trees and hedges	There have been some tree losses amongst the edge plantings, without replacement	I
Setting		
Adjacent developments	Impacts from adjacent developments (eg. in Campbell adjacent to Anzac Parade, Anzac Park East and West, along Constitution Avenue)	I

Issues related to the Broader Setting

There are several other issues relating to the broader setting of the Parliament House Vista. As noted above, the broader setting is important to the values of the study area.

These issues include:

- developments in Campbell east of Anzac Parade having an impact on the memorial parade;
- the future and staged redevelopment of the Anzac Park East and West sites, and the important portal effect provided by the original buildings;
- the impact of development along Constitution Avenue on the study area, including views from within the area (eg. multi-storey development along Constitution Avenue obscuring views of Mount Ainslie from within Commonwealth Park);
- developments around West Basin and impacts on views to Black Mountain; and
- tree plantings along Commonwealth and Kings Avenues are a mix of deciduous and evergreen trees but there are lengthy sections which are mostly/all deciduous, providing a weaker year-round framework.

6. Conservation Policy and Implementation Strategies

Chapter Summary

- This chapter presents an objective for the management of the area, a series of definitions, as well as a suite of conservation management policies and implementation strategies.



6.1. Objective

The objective of this policy is to achieve the conservation of the Commonwealth Heritage values and other heritage values of the Parliament House Vista while recognising the area is still being developed as the core national area of the Australian capital.

6.2. Definitions

The definitions for terms used in this plan are those adopted in the *Burra Charter, The Australia ICOMOS Charter for places of cultural significance* (Australia ICOMOS 2013), a copy of which is provided at Appendix J. The *Burra Charter* is the national standard for cultural heritage conservation acknowledged by government heritage agencies around Australia. Key definitions are provided below.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.

Fabric means all the physical material of the *place* including elements, fixtures, contents and objects.

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance* [as listed below].

Maintenance means the continuous protective care of a *place*, and its *setting*. Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Preservation means maintaining a *place* in its existing state and retarding deterioration.

Restoration means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

Adaptation means changing a *place* to suit the existing *use* or a proposed use. [Article 7.2 states regarding use that: a place should have a compatible use]

Compatible use means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

6.3. Conservation Management Policies

The following table provides an index to the policies for the Parliament House Vista, organised according to the major categories of:

- general policies;
- liaison;
- Indigenous heritage;
- landscape;
- natural heritage;
- built elements;
- setting;
- use;
- new development;
- interpretation;
- unforeseen discoveries;
- keeping records; and
- further research.

The table also gives an indication of the priority for the policies. After the table are the policies.

Additional guidance regarding the policies is provided at Appendix K.

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

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

Table 6. Policy Index

Number	Policy Title
General Policies	
Policy 1	Significance the basis for management, planning and work
Policy 2	Adoption of Burra Charter
Policy 3	Adoption of policies
Policy 4	Compliance with legislation
Policy 5	Planning documents for or relevant to the Area
Policy 6	Integrated management of components
Policy 7	Training and access to expertise
Policy 8	Decision making process for works or actions
Policy 9	Review of the management plan
Policy 10	Condition monitoring
Liaison	
Policy 11	Relationship with stakeholders

Number	Policy Title
Policy 12	Ongoing Consultation with Indigenous Stakeholders
Indigenous Heritage	
Policy 13	Protection of sites with potential Aboriginal heritage values
Landscape	
Policy 14	Landscape masterplanning
Policy 15	General conservation provisions for the landscape
Policy 16	Landscape maintenance planning and works
Policy 17	Tree survey, database and management plan
Policy 18	Tree maintenance and replacement
Policy 19	Shrubs, hedges, turf and grass
Policy 20	Weed species
Policy 21	Irrigation
Natural Heritage	
Policy 22	Protection and conservation of natural heritage
Built Elements	
Policy 23	Conservation of built elements
Policy 24	Maintenance and upgrading/adaptation
Setting	
Policy 25	Protection of the Setting
Use of the Place	
Policy 26	Primary and secondary uses
New Development	
Policy 27	New development
Interpretation	
Policy 28	Interpreting the significance of the Vista
Unforeseen Discoveries	
Policy 29	Unforeseen discoveries or disturbance of heritage components
Keeping Records	
Policy 30	Records of intervention and maintenance
Further Research	
Policy 31	Addressing the limitations of this management plan

General Policies

Significance as the basis for management, planning and work

- Policy 1** The Commonwealth Heritage values noted in Chapter 6, and the associated attributes, will be a principal basis for management, future planning and work affecting the Parliament House Vista. The suggested revised values provided in Chapter 6 will be a secondary basis to the extent they are not inconsistent with the Commonwealth Heritage values.

Priority/Timing: High/Ongoing

Adoption of Burra Charter

- Policy 2** The conservation and management of the area, its fabric and uses, will be carried out in accordance with the principles of the *Burra Charter* (Australia ICOMOS 2013), and any revisions of the Charter that might occur in the future.

Priority/Timing: High/Ongoing

Adoption of policies

- Policy 3** The policies recommended in this management plan will be endorsed as a primary guide for management, as well as future planning and work for the Parliament House Vista.

Priority/Timing: High/Ongoing

Compliance with legislation

- Policy 4** The NCA must comply with all relevant legislation and related instruments, including the:

- Parliament Act 1974;
- Australian Capital Territory (Planning and Land Management) Act 1988;
- Australian Capital Territory National Land (Lakes) Ordinance 2022;
- Australian Capital Territory National Land (Leased) Ordinance 2022;
- Australian Capital Territory National Land (Unleased) Ordinance 2022;
- Environment Protection and Biodiversity Conservation Act 1999;
- Copyright Act 1968; and
- National Construction Code.

In addition, it must comply with relevant subsidiary requirements arising from this legislation.

Priority/Timing: High/Ongoing

Planning documents for or relevant to the Area

- Policy 5** All planning documents developed for the Parliament House Vista or parts of the area, or for larger areas which include the Vista, will refer to this management plan as a primary guide for the conservation of the heritage values of the Vista. The direction given in those documents and in this plan will be mutually compatible, as far as possible.

The NCA will promote acknowledgment and acceptance of the heritage values of the area through any conservation management planning or other planning for areas which are within, include or are adjacent to the Parliament House Vista.

Commentary: In general terms, this plan provides guidance at a broader landscape scale. Places within the area with individual heritage significance will have specific

conservation management plans to guide the management of those specific places. As noted, the guidance in this plan and in the plans for specific places within the area should be compatible, as far as possible.

There are a number of projects underway or planned to update heritage management plans for component places within or overlapping the larger area. These activities might have an impact on this management plan, and therefore lead to revisions in accordance with Policy 9.

In addition, this plan proposes the development of tree management plan (see Policy 17).

Priority/Timing: High/As needed

Integrated management of components

Policy 6 The NCA will seek to achieve integrated management between significant components (eg. the National Gallery of Australia building) and their curtilage (eg. the Sculpture Garden). This management will address both the important relationship between the component and its curtilage but also with the overall area.

Commentary: The NCA has defined management boundaries for all of the major institutions within the area (see Section 7.4). However, in a number of cases the boundary excludes at least part of the appropriate curtilage of the building when considered from a heritage point of view.

Priority/Timing: High/As needed

Training and access to expertise

Policy 7 People involved in the conservation, management, maintenance and interpretation of the place will be suitably qualified and receive training about the specific qualities and context of the plantation.

The NCA will also ensure it uses suitable experts to advise on such matters.

Priority/Timing: Medium/Ongoing

Decision making process for works or actions

Policy 8 The NCA will ensure that it has an effective and consistent decision-making process for works or actions affecting the area, which takes full account of the heritage significance of the place. All such decisions will be suitably documented and these records kept for future reference.

Priority/Timing: High/Ongoing

Review of the management plan

Policy 9 This management plan will be reviewed:

- once every five years in accordance with section 341X of the EPBC Act; and
- to take account of new information and ensure consistency with current management circumstances, again at least every five years; or
- whenever major changes to the place are proposed or occur by accident (such as fire or natural disaster); or
- when the management environment changes to the degree that policies are not appropriate to or adequate for changed management circumstances.

Priority/Timing: Medium/Ongoing

Condition monitoring

Policy 10 An ongoing program to monitor the condition of the Vista will be implemented. Monitoring will inform maintenance planning.

Priority/Timing: High/Ongoing

Liaison

The following policies deal with a number of general relationships where liaison or consultation is required.

Relationship with stakeholders

Policy 11 The NCA will seek to liaise with all relevant stakeholders, including community and professional groups, on developments affecting the place. It will seek to actively consult prior to decisions directly impacting on the significance of the Parliament House Vista to associated communities.

Priority/Timing: Medium/As needed

Ongoing Consultation with Indigenous Stakeholders

Policy 12 Indigenous people will be involved in making decisions about the ongoing management of their heritage places and values. The NCA will provide appropriate opportunities for Indigenous people to be consulted on, and involved in the management of their heritage places and values, including intangible aspects, mindful of the context provided by its *Innovative Reconciliation Action Plan (2024)*.

Commentary: Indigenous heritage places include the Aboriginal Tent Embassy and possibly other places, noted in Chapter 5, whose values are yet to be fully established.

Priority/Timing: High/Ongoing

Indigenous Heritage

Protection of sites with existing or potential Aboriginal heritage values

Policy 13 The NCA will protect sites with existing or potential Aboriginal heritage values including:

- known potential locations; and
- the Aboriginal Tent Embassy.

Priority/Timing: High/Ongoing

Landscape

The policies in this section apply to the landscape of the Vista. Policies relating to the *surrounding* landscape and waterscape are provided in the section below on the setting. Refer also to the policy section on new development.

Landscape masterplanning

Policy 14 The NCA may consider more detailed landscape masterplanning for the area or precincts within it. Such masterplans will be consistent with this management plan.

Priority/Timing: High/Ongoing

General conservation provisions for the landscape

Policy 15 The overall Parliament House Vista study area landscape character will be conserved as parkland with a balance of formal and informal elements. In particular:

- conserve the underlying geometry of the area, including the major boundaries of Kings and Commonwealth Avenues, and Parkes Way, as well as the Land and Water Axes, and cross axes in the Parliamentary Zone, reinforced by the lake, buildings, plantings, parklands, gardens and road system;
- conserve the design pattern of large landscapes and waterscapes, treed avenues and bridges (although the bridges are currently strictly outside the formal boundaries of the area) providing framing elements, the landmark features along the Land Axis being the Australian War Memorial and Old Parliament House, and the Carillon and Captain Cook Memorial Water Jet as balanced vertical features in the water plane;
- conserve the landscape design scale appropriate for the built elements;
- conserve the treescape, including the avenues of trees, and Lombardy Poplars as important sentinels/accent plantings at key locations either side of the Land Axis;
- conserve open spaces as important landscape elements and the existing balance between planted areas and open space;
- conserve the complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands;
- conserve the smaller component parklands and gardens, some including art works and water features;
- conserve the balance of formal and informal landscape treatments using indigenous natural values and cultural values;
- conserve the juxtaposition of bush with the formality of the built environment;
- conserve the replacement of strict symmetry with a balanced development in the National Triangle, reinforced by the lake, buildings, plantings, parklands, gardens and road system, and conserve the stricter symmetry in the Land Axis corridor (*Commentary: The Griffins' design involved a strictly symmetrical development oriented about the Land Axis. This approach was changed by Holford and the NCDC, which adopted a less strictly symmetrical approach – called balanced development. Broad elements of symmetry were favoured though not to the strict extent proposed by the Griffins.*);
- conserve places of reflection and contemplation (ie. the many parks and gardens);
- conserve the continuum of both local and national history;
- maintain the layers of values and stories; and
- conserve the accessibility of the area, as a gathering and meeting place, and as a beautiful place.

The sweeping vistas will be maintained, including the sight lines along the Land and Water Axes – especially in both directions between Old Parliament House and the Australian War Memorial. The central part of the Land Axis corridor will be kept spatially open and free of structures, trees, visual or other impediments, unless related to temporary activities. The large scale of these views will be conserved.

Particular care will be taken to manage the character of the tree canopy in the Parliament House Vista area regarding the evergreen/deciduous mix. The general aim will be to reinforce tree planting to continue an evergreen framework with contrast provided by plants displaying seasonal differences in foliage, texture, colour or flower characteristics. In addition to generally conserving the trees in the area, particularly conserve important trees and tree groups (eg. commemorative trees). However, the trees at Reconciliation Places are discordant elements.

Commentary: Refer to the boundary definition of the Land Axis corridor in Section 1.1. The zone to be kept open is between the rows of trees either side of: Anzac Parade; Rond Terraces; the Land Axis between the lake and King Edward Terrace; the Land Axis in Parkes Place; and Federation Mall. Refer to Policy 26 regarding the control of temporary activities/intrusions in the Land Axis corridor.

Details of important trees and tree groups can be found in Appendix I.

It is noted the approved design concept for Reconciliation Place entails slivers (sculptures) located along the line of the National Library of Australia-National Gallery of Australia cross axis, and extending into the Land Axis corridor either side of the grass mound. The design proposes the slivers extend up to the mound and into it, although as they maintain a common height which is lower than the mound, so slivers which intersect with the mound would progressively disappear into it. There is no current timeframe for completion of these slivers.

Priority/Timing: High/Ongoing

Landscape maintenance planning and works

Policy 16 The landscape of the Vista will be well maintained to reflect the significance of the place. Maintenance will be based on a maintenance plan or plans that is/are informed by landscape condition monitoring.

Priority/Timing: High/Ongoing

Tree survey, database and management plan

Policy 17 The NCA will maintain a database of trees or, as appropriate, tree groups within the area. The database will note the presence of important trees (eg. commemorative trees), and will also record those trees removed from the area.

The NCA will consider preparing a tree management plan for the trees within the area.

Priority/Timing: High/Ongoing

Tree maintenance and replacement

Policy 18 The NCA will seek to conserve the treescape of the area and trees will be replaced as necessary. The design concept relevant to existing plantings will be maintained (eg. irregular group plantings of the one species, line/row plantings, plantation plantings, mix of evergreen and deciduous trees).

Special care will be taken of commemorative trees, including associated plaques.

The contrast in form and foliage, flowers and fruits provided by the mix of evergreen and deciduous species will be maintained.

Trees within the area will be maintained, including periodic tree surgery as necessary.

In the case of dead, dying or dangerous trees, those in poor health unlikely to recover, or those displaying such poor characteristics as to substantially detract from the landscape, such trees will be removed unless they are assessed as being an important habitat tree. Generally trees will be replaced with the same species, especially in the case of significant trees (eg. commemorative trees). In the case of trees which are part of group, every effort will be made to use an advanced specimen.

Dead or dying trees will be assessed for their potential as habitat trees, and if found to be important in this role, then they will be retained, subject to any pruning needed to achieve safety. Such trees may be removed if they become a major safety issue.

In the case of replacement trees for significant trees, the NCA will consider:

- consulting possible stakeholders before removal of the existing tree; and
- the possibility of undertaking some ceremony associated with the replacement planting, depending on stakeholder views.

Given that the initial spacing of some group plantings may have been too close to allow trees to develop fully, therefore selective removals could take place to allow remaining trees to develop fully. It will be recognized however, that this may not be possible with closely spaced conifers which may not regenerate where dieback has occurred in the crowns.

Commentary: Refer to Policy 20 regarding weed species. Refer to Policy 15 for details of significant trees including commemorative plantings.

Priority/Timing: High/Ongoing

Shrubs, hedges, turf and grass

Policy 19 Shrubs, hedges, turf and grass will generally be maintained, and replaced if they are dead, dying or in poor condition and unlikely to recover.

Priority/Timing: High/Ongoing

Weed species

Policy 20 The NCA will give due consideration to the cultural heritage values of any environmental weeds in the area.

The sequencing of any replacement will be determined as part of a replacement strategy, especially regarding trees.

Commentary: Environmental weeds are those listed as pest plants under the *Pest Plants and Animals Act 2005* (ACT).

The Department of Parliamentary Services would appreciate information about any weed control programs in areas adjacent to Parliament House.

Priority/Timing: High/As needed

Irrigation

Policy 21 The NCA will seek to maintain irrigation systems where these currently exist and are being used. The NCA may introduce new irrigation to areas not previously irrigated, however if mature trees are present then this will only be undertaken with the agreement of an expert arborist after consideration of any adverse impact on the mature trees.

Generally, Kings Park will remain unirrigated except for those small areas currently irrigated, and the patch of native vegetation adjacent to West Block (part of Section 23, Block 5, Parkes) will also remain unirrigated.

Commentary: Refer to Policy 19 regarding turf and grass areas.

Priority/Timing: High/Ongoing

Natural Heritage

The following policies only relate to naturally occurring features, and not to Australian native species planted in the study area.

Protection and Conservation of Natural Heritage

Policy 22 The NCA will protect and conserve natural heritage values related to:

- native vegetation adjacent to West Block (part of Section 23, Block 5, Parkes);
- State Circle Cutting;
- Grey-headed flying-fox camps in Commonwealth Park; and
- Kings Park landform.

Priority/Timing: High/Ongoing

Built Elements

The policies in this section apply to the constructed or built elements within the Vista, although not the broad landscape or soft landscape elements. A separate section above deals with these latter elements. Refer also to the policy section below on new development.

Conservation of Built Elements

Policy 23 The NCA will:

- encourage the conservation of significant buildings managed by others;
- conserve significant minor buildings/structures under its direct management;
- other minor buildings/structures will be maintained, or adapted so long as there is no increase in impact, or removed if no longer required;
- conserve existing memorials and commemorative features;
- conserve existing artworks including a sympathetic setting for the pieces;
- conserve existing ponds, pools and fountains;
- generally conserve or upgrade paths and paved areas, however care will be taken if paths are widened or extended to maintain the overall dominance of soft landscaping; and
- generally maintain existing roads, car and bus parking, signs, furniture, lighting and infrastructure.

Priority/Timing: High/Ongoing

Maintenance and upgrading/adaptation

Policy 24 The Vista will be well maintained and all maintenance and repair work should respect the significance of the place.

The NCA will replace or upgrade fabric and services, or undertake adaptation works as required by their condition or changed standards. Such works will not compromise significance unless there is no alternative, in which case every effort will be made to minimise the impact on significance.

Priority/Timing: High/Ongoing

Setting

The policies in this section apply to the area around the Vista including Mount Ainslie, Capital Hill/new Parliament House, and Red Hill beyond, and in a general sense the whole former Molonglo River valley in the vicinity including the East and West Basins of the lake, and Black Mountain.

Protection of the Setting and Views

Policy 25 The NCA will protect the setting of and views into and out from the Parliament House Vista to the extent possible within its powers. Beyond this, the NCA will encourage such protection for those areas which fall outside its responsibilities.

Priority/Timing: High/Ongoing

Use of the Place

Primary and secondary uses

Policy 26 The primary permanent uses of the Parliament House Vista will be consistent with the heritage values of the area, notably including national capital uses. Minor secondary uses which support primary uses are also possible, although these should have no adverse impact on values.

The Parliament House Vista may be used for a range of temporary activities and events with due consideration being given to the character of the area being used, noting that the Land Axis corridor is an especially sensitive location. Every effort will be made to:

- maintain the values of the area during the period of the event/display/performance including the visual and aesthetic qualities, and including measures which can be taken during any down-time; and
- maintain access to the area.

Temporary activities and events must be of an appropriate scale, subject matter and located to not adversely affect heritage values.

The NCA will consider any impact on values (not necessarily requiring a formal impact assessment if the impact is already well understood). An adverse impact may be related to the subject matter as well as the location, size, colour and materiality of temporary structures, length of time in place and whether significant views are obstructed.

The NCA will manage existing and potential new uses, including access issues.

Commentary: See Appendix K for additional guidance.

The Department of Parliamentary Services is interested in uses of the Land Axis and Parliamentary Zone. See Policy 11 regarding stakeholders.

Priority/Timing: High/Ongoing

New Development

New development

Policy 27 New development will be subject to careful guidance and respect the significance of the Vista.

Priority/Timing: High/As needed

Interpretation

Interpreting the significance of the Vista

Policy 28 The Commonwealth Heritage values of the place will be interpreted to the range of visitors and audiences who use the Vista, and to NCA staff responsible for the place in any way. This interpretation will include reference to the broader setting.

Priority/Timing: High/Ongoing

Unforeseen Discoveries

Unforeseen discoveries or disturbance of heritage components

Policy 29 If the unforeseen discovery of new evidence or the unforeseen disturbance of heritage fabric or values requires major management or conservation decisions not envisaged by this heritage management plan, the NCA will seek appropriate expert advice.

Priority/Timing: High/As needed

Keeping Records

Records of intervention and maintenance

Policy 30 The NCA will maintain records related to any substantial intervention or change in the place, including records about maintenance.

Commentary: Refer also to the NCA's Heritage Strategy and heritage register regarding provisions about records.

Priority/Timing: Medium/Ongoing

Further Research

Addressing the limitations of this management plan

Policy 31 Opportunities to address the limitations imposed on this study (see Section 1.4) should be taken if possible, and the results used to revise the management plan.

Priority/Timing: Low/As needed

6.4. Implementation Strategies

This section includes a range of implementation strategies related to the conservation policies presented in the section above. The strategies provide more detailed guidance about how the policies are to be implemented.

Not all policies have related strategies, as some policies offer sufficient guidance without the need for more detail.

Additional guidance regarding the strategies is provided at Appendix K.

General Policies

Policy 3 Adoption of policies

Implementation Strategies

- 3.1 The NCA will adopt the priority and implementation timetable for policies and strategies which are indicated.

Policy 4 Compliance with legislation

Implementation Strategies

- 4.1 The NCA will manage the formal Commonwealth Heritage values of the Parliament House Vista consistent with the requirements of the EPBC Act.

Commentary: The overall suite of policies and strategies in this plan help achieve this strategy.

Amongst the policies and strategies there are comments noting a large number of possible, proposed or current actions affecting the Vista. Proposed actions may trigger the need for an impact assessment and possibly referral under the EPBC Act. In the case of current and some proposed actions, a number have already been assessed and referred.

- 4.2 The NCA will comply with its obligations under section 341S of the EPBC Act and the related regulations to:
 - publish a notice about the making, amending or revoking of this plan;
 - advise the Minister for the Environment and Water about the making, amending or revoking of this plan; and
 - seek and consider comments.
- 4.3 The NCA will consult with the Department of Climate Change, Energy, the Environment and Water about the apparent need for, and process to review the appropriateness of the current boundaries for the Parliament House Vista.

Commentary: It is apparent the current boundaries of the Commonwealth Heritage listed area may not be the most appropriate to fully capture the significance of the Parliament House Vista. The most obvious example is the exclusion of Commonwealth and Kings Avenues and the associated bridges which are integral to the fundamental geometry of the area.

It should be noted Commonwealth Heritage listing can only apply to Commonwealth owned or controlled land.
- 4.4 Where the NCA is not able to achieve full compliance with relevant legislation, the non-complying aspect will be noted, the reasons for this situation

appropriately documented, and the agency responsible for the legislation notified.

Commentary: This might arise, for example, with regard to the *National Construction Code* which might require changes impacting heritage values.

- 4.5 If the NCA proposes to divest any part of the Parliament House Vista then it will comply with the provisions of section 341ZE of the EPBC Act.

Policy 6 Integrated management of components

Implementation Strategies

- 6.1 The NCA will encourage conservation management planning for components (eg. individually significant buildings) to identify the appropriate curtilage for the component, and to provide conservation policies and strategies for the curtilage. Such management planning will not be constrained by the formal management boundaries for component places.

Commentary: Such management planning will pay due regard to Policy 5 which promotes consistency with this management plan for the Vista. While component management plans may, as a result, include policies related to matters outside of the formal management boundary for a component, such policies can at least be framed in terms of encouraging particular outcomes. That is, such policies may not be binding on the agency managing that part of a curtilage which is outside of the formal management boundary. None the less, these policies can be promoted/ encouraged, and may prove valuable in future revisions of the Vista management plan.

Policy 7 Expert heritage conservation advice

Implementation Strategies

- 7.1 The NCA will identify people with relevant expertise and experience in the management or conservation of heritage properties, for actions implementing or extending this plan, and for other heritage related tasks.

Policy 8 Decision making process for works or actions

Implementation Strategies

- 8.1 The process will involve:
- early consultation with internal and external stakeholders relevant to the particular decision, including consideration of the values held by associated communities not able to be directly consulted;
 - an understanding of the original and subsequent designs, and later changes to the area involved;
 - documentation of the proposed use or operational requirements justifying the works or action; and
 - identification of relevant statutory obligations and steps undertaken to ensure compliance.
- 8.2 The NCA will consider maintaining a log of decisions with cross-referencing to relevant documentation.
- 8.3 Where some work is not able to be undertaken because of resource constraints, work will be re-prioritised according to the following criteria to enable highest priority work to be undertaken within the available resources.

Prioritising work to heritage components or elements will be decided on the basis of:

- in general terms, the descending order of priority for work will be maintenance, restoration, reconstruction, adaptation and new work, where such work is appropriate. However, this priority order may be influenced by conditions attached to funding (eg. government decisions may tie funding to particular works); and
- work related to alleviating a high level of threat to significant aspects, or poor condition will be given the highest priority followed by work related to medium threat/moderate condition then low threat/good condition.

Commentary: It is noted that new work/development by the NCA may be funded with conditions which override this policy.

8.4 If a conflict arises between the achievement of different objectives, the process for resolving this conflict will involve:

- reference to the conflict resolution process outlined in the NCA's Heritage Strategy;
- implementation of a decision-making process in accordance with Policy 8;
- compliance with the Burra Charter, in particular Articles 5.1 and 13;
- heritage conservation experts in accordance with Policy 7;
- possibly seeking the advice of the Department of Climate Change, Energy, the Environment and Water; and
- possibly seeking a decision from the Minister under the EPBC Act.

In the last case, a decision under Section 28 of the EPBC Act may be necessary because of the nature of the action involved.

Commentary: The outcome of this process may be a matter to be recorded in the NCA's heritage register.

8.5 The implementation of this plan will be reviewed every two years, and the priorities re-assessed depending on resources or any other relevant factors. The review will consider the degree to which policies and strategies have been met or completed in accordance with the timetable, as well as the actual condition of the place. The *Criteria for Prioritising Work* (Strategy 8.3) will be used if resource constraints do not allow the implementation of actions as programmed.

8.6 Given the highly significant and extensive treescape of the study area, the NCA will nominate a single officer to maintain oversight of the management of this treescape consistent with this management plan and any relevant subsidiary documents.

Policy 9 Review of the management plan

Implementation Strategies

9.1 The NCA will undertake a review of the management plan if it is found to be out of date with regards to significance assessment, management obligations or policy direction.

Commentary: Conservation management planning for areas which are part of, include or are adjacent to the Parliament House Vista may lead to changed circumstances and a need to review this plan.

Policy 10 Condition monitoring

Implementation Strategies

10.1 The NCA will develop and implement a monitoring program for the Vista.

Liaison

Policy 11 Relationship with stakeholders

Implementation Strategies

11.1 The NCA will maintain a list of relevant stakeholders and the scope of their interests.

Commentary: The stakeholders listed in Section 7.3 are relevant stakeholders which will be included in the proposed list.

11.2 Periodically or as developments are proposed, the NCA will seek to inform stakeholders of activities in a timely fashion and provide them with an opportunity to comment on developments.

Commentary: Stakeholders might include the Canberra and broader community who value the Parliament House Vista (see the statement of significance at Section 6.1). To some extent, consultation mechanisms under the EPBC Act may provide one mechanism for such consultation. However, given public interest in and sensitivity about developments in or adjacent to the area, an earlier, more proactive and iterative mechanism would seem warranted.

11.3 To the extent proposed interpretation relies on information from stakeholders, such stakeholders will be consulted about the interpretation at a draft stage.

11.4 The NCA will consult the ACT Heritage Council about the possible heritage values of the Commonwealth Park Geological Site, and the coordinated management of such values if confirmed.

Commentary: Most of this site lies outside the study area. If heritage value is confirmed, this may lead to some changes to the management of the portion of the site within the study area.

Policy 12 Ongoing Consultation with Indigenous Stakeholders

Implementation Strategies

12.1 The NCA will take appropriate steps to provide identified Indigenous stakeholders with opportunities to be involved in decisions that affect Indigenous heritage values within the Parliament House Vista.

Landscape

Policy 15 General conservation provisions for the landscape

Implementation Strategies

15.1 The NCA will discuss with the Australian War Memorial opportunities to strengthen the evergreen framework plantings (ie. evergreen trees, either native or exotic) in the western area to the side of the Australian War Memorial main building to achieve a better overall landscape balance for the Parliament House Vista.

Commentary: While the planning concept for the AWM has always been for exotic evergreen and deciduous trees in a more formal open landscape on the

west side, in the overall context of the Vista landscape, the evergreen framework plantings are weaker on this side. Control of this landscape rests with the Australian War Memorial. The AWM's heritage management plan notes the eastern and western precinct landscape areas are quite different in character – an informal native landscape compared to a formal exotic landscape (GML 2022a, p. 101). It seems possible to achieve some strengthening of the evergreen framework by new tree plantings of native or exotic evergreen trees, whilst retaining the formal exotic character of the western precinct. This may also be addressed by street verge plantings. For example, there may be opportunities to intensify exotic evergreen plantings within the western area including the carpark, and/or evergreen native trees in the street verge.

15.2 The NCA will enhance the informal evergreen landscape structure around the margins of the National Library of Australia precinct, similar to the High Court of Australia-National Gallery of Australia precinct, whilst conserving the formal core of the National Library of Australia landscape.

15.3 The NCA will reconstruct the Lombardy Poplar sentinels at key locations either side of the Land Axis where these are missing, or through the use of another species consistent with the tree replacement strategy.

Commentary: The re-planting of Poplars is currently prohibited by the ACT Government because this species is classified as a weed. However, an exemption is possible, as was achieved at the National Library. The timing of this action should be considered in the context of the tree replacement strategy (Strategy 18.1).

15.4 The former asymmetrical tree plantings at Commonwealth Place which have been removed should not be re-planted.

15.5 The NCA will renew existing plantings in Parkes Place and along King Edward Terrace, and replant with suitable species where gaps appear or where opportunities exist to increase the tree canopy cover percentage.

Policy 16 Landscape maintenance planning and works

Implementation Strategies

16.1 The NCA will ensure the current maintenance planning for the landscape, such as the relevant precinct management plans, is suitable and consistent with this heritage management plan.

16.2 The NCA will maintain a prioritised water-use regime tied to the stages or water restrictions generally applicable in Canberra. Priorities will be (highest priority first):

- commemorative trees;
- the overall mature treescape;
- ornamental plantings in the Old Parliament House Gardens, Commonwealth Park, National Gallery of Australia Sculpture Garden and the roses in the National Rose Gardens;
- Land Axis grass;
- Land Axis ponds and fountains (noting some are not currently operational);
- immature trees;
- hedge/screen plantings for Parliamentary Zone carparks;

- Magna Carta Place;
- Constitution Place; and
- grass in other areas.

This regime will be integrated with NCA maintenance planning. The NCA will promote adoption of these priorities for areas managed by other agencies.

Commentary: The list of priorities does not address all aspects or areas, and these would be otherwise considered by the NCA.

These priorities relate to the areas under direct management of the NCA, and not to areas managed by other agencies, such as the Australian War Memorial. Separate priorities may be developed for areas managed by other agencies as part of local management planning.

The NCA may consider coordination of water saving strategies/water use with the Department of Parliamentary Services regarding adjacent areas at the Australian Parliament House.

16.3 The NCA will seek to raise the standard of maintenance in the following areas:

- State Circle Cutting, including the area above and below the cutting; and
- the areas of horticultural and specialist interest in Commonwealth Park.

16.4 The NCA will prepare one or several landscape maintenance plans, possibly for each precinct within the Vista. These will guide all managers and contractors in project delivery and maintenance of the landscape. These must be prepared by a suitably qualified landscape architect with an understanding of and experience working within heritage landscape requirements.

Commentary: The issue of whether there is one or more such plans is a question of practicality – whether the information can be readily included in a single, easy to use plan, or if it is better presented in several plans. This may also depend on the number of users for plans (eg. one or several contractors).

16.5 The Lily Pond in Commonwealth Park will be cleaned and repaired.

Policy 17 Tree survey, database and management plan

Implementation Strategies

17.1 The NCA will undertake a survey of significant trees north of the lake, and update the survey for the south of the lake.

Policy 18 Tree maintenance and replacement

Implementation Strategies

18.1 The NCA will develop a tree replacement strategy consistent with this plan. This strategy will retain the aesthetic values of the tree plantings that includes seasonal change, olfactory interest, different light and shade qualities, and contrasting form, colour and texture of leaf and bark. The strategy will consider the sequencing of replacement to manage/ minimise the impact of any transition phase. The strategy will be prepared using expert arboricultural advice.

The strategy will consider the range of relevant previous reports which address tree replacement.

The strategy will be developed in consultation with the range of stakeholders, including the Canberra community.

Commentary: The strategy should be integrated with the tree management plan noted at Policy 17.

An objective of the strategy should be to predict major changes required in at least the next 10 years, and to develop responses.

The strategy may draw upon the existing guidance provided in the Parliament House Vista, Interim Management Plan, Tree Maintenance and Replacement (NCA 2005c). The strategy should consider the range of issues dealt with in the interim document.

The strategy will include consideration of the:

- missing plantings either side of the Rond Terraces and in Commonwealth Park;
- poorly performing trees in the eucalypt lawn trees and Birch trees in Commonwealth Park;
- missing and poorly performing trees in the Parliamentary Zone, including avenue and pathway plantings (eg. White poplars in Magna Carta Place and Constitution Place, and some poorly performing Pear trees along the southern lake edge); and
- the potential impact of Dutch Elm Disease.

Other issues to be considered include planting trees only at the intended mature spacing, that is avoiding over-planting, and the sensitivity of certain species to competition from other trees through close planting, such as conifers.

A series of precinct plans are provided at Appendix N which relate to specific tree replacement strategies and new tree plantings within the Vista.

As partly noted elsewhere, a range of possible replacement species includes:

- *Ulmus parvifolia* for *Ulmus procera* in Commonwealth Avenue;
- *Eucalyptus melliodora*, *E. michaeliana*, *E. goniocalyx* and *E. albens* for *Eucalyptus elata* in the Land Axis, including Federation Mall;
- Huntington elm and Chinese elm for American, English and Dutch elms, because of the impact of Elm leaf beetles;
- *Cupressus torulosa* or *Cedrus deodara* for the *Sequoia sempervirens* on King George Terrace; and
- *Cupressus arizonica* and *Cedrus deodara* for *Cedrus libani* and *Cedrus atlantica* in Langton Crescent and carpark.

- 18.2 The NCA will seek to undertake timely tree surgery works as identified in relevant tree surveys.
- 18.3 The NCA will seek to undertake any management recommendations for significant trees identified through relevant studies.
- 18.4 Where not already undertaken, the NCA will seek to replace trees lost, such as in the recent drought, consistent with the tree replacement strategy.
- 18.5 The NCA will manage tree renewal to the Kings Park eucalypt plantation through staged replanting around the perimeter and within the plantation (and as is planned with the Boundless playground carparking extension). Replacement plantings will use the same species. In the case of expanding the plantation, the NCA will review eucalypt species for new plantings and provide a mix of species that perform similarly to *Eucalyptus bicostata* but that are

selected for their performance in the specific soil type pertaining to the location (sandy and low nutrient), and being better able to respond to hotter summers experienced since the early 2000s.

Expert arboricultural advice will also be sought about the possibility of thinning the plantation of *Eucalyptus bicostata* in Kings Park.

Commentary: This thinning was originally intended though never carried out.

- 18.6 If the surface carparks in the Parliamentary Zone are to remain in the medium term, the NCA will seek expert arboricultural advice about measures to improve the condition of the trees planted in the carparks, including the need to replace poor trees unlikely to recover.

Commentary: The trees in at least two of the major surface carparks at the National Library of Australia and Treasury Building are generally in poor condition. Measures may include increasing the car-free zone around the trees, aeration and improved watering. In the case of the Ash in the National Library carpark, an option is to re-plant in a better location away from the mature trees along King Edward Terrace.

It is noted these carparks are identified for potential redevelopment in the *National Capital Plan*.

- 18.7 The NCA will seek to replace known missing or failed commemorative trees, consistent with the general guidance provided in these policies, including:
- missing Roman cypresses in Parkes Place associated with the Empire Parliamentary Association;
 - some poorly performing flowering cherry trees as part of the grove at Regatta Point; and
 - the missing *Pinus halepensis* associated with the Murray's Bakery site in Commonwealth Park.

In addition, the missing Empire Parliamentary Association plaques will be restored, if the originals can be located, or the missing plaques will be reconstructed if not.

- 18.8 The tree spacings in the Federation Mall *Eucalyptus elata* plantations should be reviewed and any replantings should look to allow for an increased spacing to at least double the initial plant spacings. The NCA shall consider reviewing the species selection and trialling species such as *Eucalyptus melliodora*, *E. michaeliana*, *E. goniocalyx* and *E. albens* as longer term replacements for *E. elata*.
- 18.9 The NCA will renew the Langton Crescent and carpark tree canopy condition and appearance, particularly the response of the trees after hail damage experienced in early 2020. Trees that do not recover shall be removed and replaced. Due to the unirrigated nature of the locality, tree species selection should reflect available soil moisture – lower canopy planting of *Prunus* ssp. may not be appropriate and consideration could be given to replacement with *Lagerstroemia* varieties (Crepe Myrtle) for example. There is the opportunity to increase the tree canopy percentage in this locality, replacing poorly performing *Cedrus libani* and *Cedrus atlantica* with *Cupressus arizonica* and *Cedrus deodara*.

Policy 21 Irrigation

Implementation Strategies

- 21.1 The NCA will address the issue of the ageing irrigation infrastructure.

Use of the Place

Policy 26 Primary and secondary uses

Implementation Strategies

- 26.1 The NCA will consider zoning specific areas within the Parliament House Vista suitable for temporary public events/performances, other functions, active recreation/sport, temporary parking, support facilities, service structures, cafes and restaurants. Such zoning will be consistent with this heritage management plan. If zoning is undertaken, this will be used to manage uses.
- 26.2 The NCA will promote the inclusion of support facilities, service facilities, cafes, restaurants and commercial premises (eg. shops) within major buildings rather than as specific separate structures for these purposes. Where such secondary uses have an outdoor operation (eg. an outdoor café), the design and extent will be considered as part of new development.
- 26.3 The NCA will ensure, as far as possible, that mechanisms are in place to coordinate uses in the case of major events.
- 26.4 The NCA will update the events toolkit or replace it with other guidance, ensuring consistency with this heritage management plan.
- Commentary: The toolkit or other guidance will address the issue of carrying capacity for venues. Other issues to stress are the need to enforce tree protection zones, and to prevent significant adverse impacts on grass/lawn areas.
- 26.5 The NCA will review the balance of public park/botanic garden uses and event uses in Commonwealth Park, to ensure the public park/botanic garden uses are not adversely impacted by events.

Keeping Records

Policy 30 Records of intervention and maintenance

Implementation strategies

- 30.1 The NCA will retain records relating to decisions taken in accordance with Policy 8 – Decision-making process for works or actions.
- 30.2 The NCA will retain copies of all maintenance plans prepared for the place, including superseded plans, and records about monitoring.
- 30.3 A summary of substantial interventions, changes and maintenance will be included in the NCA heritage register entry for the place, including a reference to where further details may be found.

6.5. Implementation Plan

Responsibility for Implementation

The person with overall responsibility for implementing this management plan is the person holding the position of Chief Executive, National Capital Authority.

Commitment to Best Practice

The NCA is committed to achieving best practice in heritage conservation, in accordance with its legislative responsibilities and Government policy, and in the context of its other specific and general obligations and responsibilities. This is reflected in the preparation of this management plan and in the adoption of:

- Policy 1 – Significance the basis for management, planning and work;
- Policy 2 – Adoption of Burra Charter; and
- Policy 7 – Expert heritage conservation advice.

Works Program

Refer to Policy 3 for implementation.

Criteria for Prioritising Work

See Strategy 8.3.

Resolving conflicting Objectives

See Strategy 8.4.

Annual Review

Refer to Strategy 8.5.

Resources for Implementation

It is difficult to be precise about the budget for maintenance of the Parliament House Vista because funding details are not kept for just the study area. Accordingly, it is not currently possible to isolate the maintenance budget for just this area.

None the less, funding has been provided in previous years in a range of categories relevant to the Vista, including:

- maintenance of civil infrastructure on National Land;
- maintenance of buildings on National Land;
- maintenance of the Captain Cook Memorial Water Jet and miscellaneous electrical installations on National Land;
- Anzac Parade/Australian War Memorial open space maintenance;
- humanities, science and arts open space maintenance;
- Parkes Place open space maintenance;
- Parliamentary Executive open space maintenance;
- Commonwealth Park/Kings Park and Acton Peninsula open space maintenance;
- Lake Burley Griffin, general lake cleaning and maintenance;
- Lake Burley Griffin water quality monitoring;
- irrigation water; and
- memorials, fountains and artworks.

As noted in Section 7.4, the NCA has staff who undertake management of the maintenance contracts, interpretation planning, new works planning, events management, and the NCA



otherwise uses contractors to undertake actual maintenance. These staff and contractors will, to some extent, be involved in implementing aspects of this plan.

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