

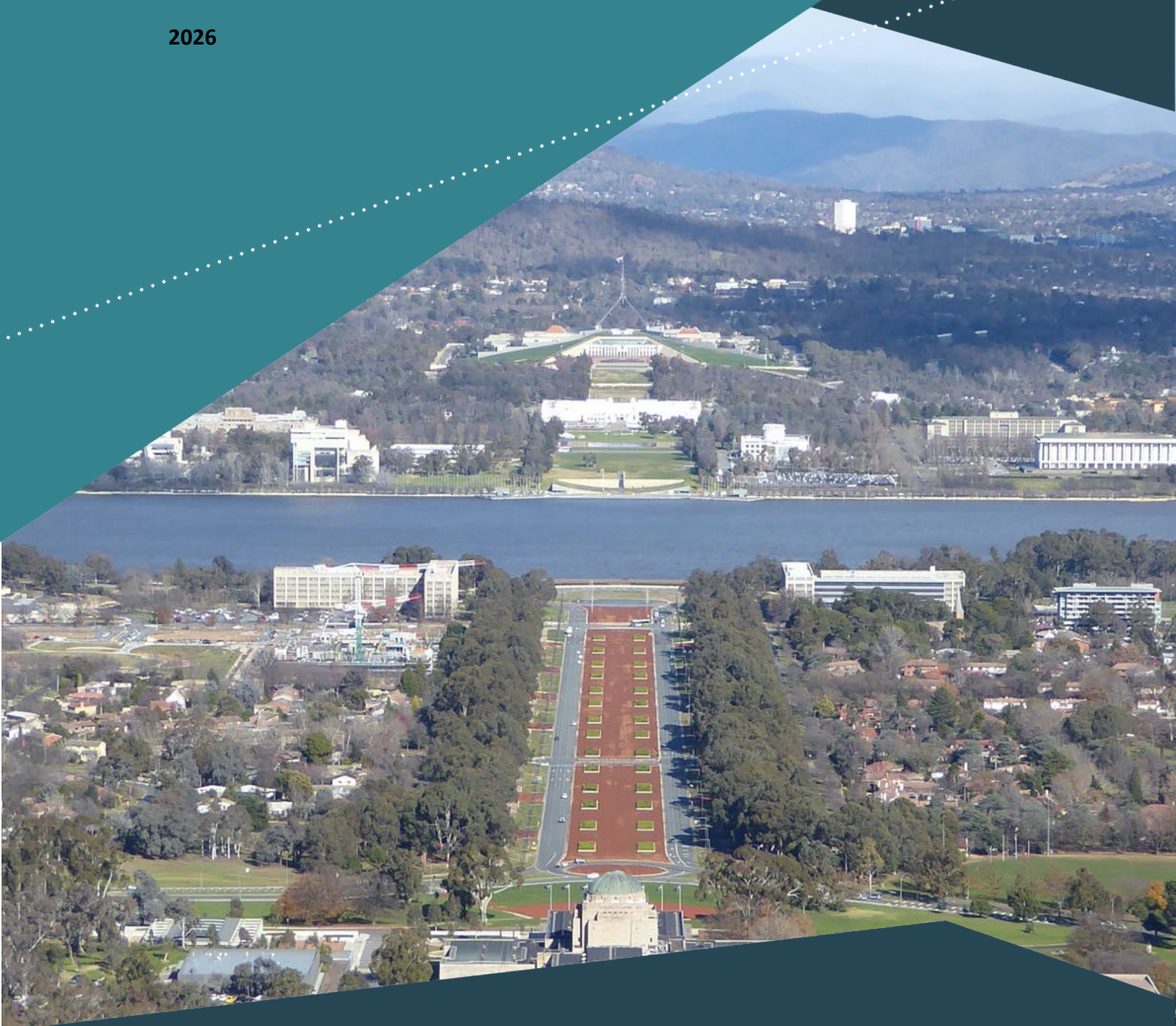


Australian Government
National Capital Authority

Draft 11 Parliament House Vista Area Heritage Management Plan

Volume 2

2026



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Contents

Volume 1

Executive Summary	4
1. Introduction	8
1.1 Purpose of Report.....	9
1.2 Background and Project Objectives	9
1.3 Conduct of Project	10
1.4 Limitations and Non-Conforming Aspects	12
1.5 Consultants	13
1.6 Acknowledgments	13
2. Description	14
2.1 Location and Boundaries	15
2.2 Description and Condition	18
2.3 Associated Places.....	47
3. Summary History	48
4. Statement of Significance	50
4.1 Introduction	51
4.2 Statement of Official Commonwealth Heritage Values	51
5. Development of Policy – Opportunities and Constraints	55
5.1 Implications Arising From Significance	56
5.2 Legislative Requirements.....	62
5.3 Stakeholders	70
5.4 Management Context, Requirements and Aspirations.....	71
5.5 Condition and Integrity	87
6. Conservation Policy and implementation Strategies.....	100
6.1 Objective.....	101
6.2 Definitions.....	101
6.3 Conservation Management Policies	102
General Policies	104
Liaison.....	106
Indigenous Heritage	106
Landscape	106
Natural Heritage	110
Built Elements.....	110

Setting.....	110
Use of the Place.....	111
New Development.....	111
Interpretation	111
Unforeseen Discoveries.....	112
Keeping Records	112
Further Research	112
6.4 Implementation Strategies	113
General Policies	113
Liaison.....	116
Landscape	116
Use of the Place.....	121
Keeping Records	121
6.5 Implementation Plan	122
7. Bibliography	124
Volume 2	
Appendix A: Commonwealth Heritage List Citation	5
Appendix B: Project Brief	18
Appendix C: Additional Historical Information	21
Appendix D: Social Value Research	72
Appendix E: Additional Research and Analysis for Heritage Values	107
Appendix F: Framework for Assessing Heritage Significance	201
Appendix G: Heritage Listings relevant to the Parliament House Vista	203
Appendix H: Potential Stakeholders	206
Appendix I: Important Trees and Tree Groups	216
Appendix J: Burra Charter	222
Appendix K: Additional Guidance and Information	237
Appendix L: Compliance with Commonwealth Heritage Management Principles and Requirements for Management Plans under the EPBC Regulations	261
Appendix M: Management Plan Review	265
Appendix N: Landscape Precinct Plans	269

Appendix A: Commonwealth Heritage List Citation

The following citation is for the Parliament House Vista, and it is the key Commonwealth Heritage listing relevant to this plan. There are many other Commonwealth Heritage listed places within the area (see Section 7.2) however, the citations for these other places are less relevant and also for space reasons they have not been included here.

Parliament House Vista, Anzac Pde, Parkes, ACT, Australia

List	Commonwealth Heritage List
Class	Historic
Legal Status	<u>Listed place</u> (22/06/2004)
Place ID	105466
Place File No	8/01/000/0075

Summary Statement of Significance

Design Importance

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 (Criterion F.1)

(Australian Historic Themes 7.4 Federating Australia, 8.10 , Pursuing excellence in the arts and sciences)

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 enframement 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 (Criterion F.1).

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 (Criterion F.1).

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 (Criterion F.1).

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 (Criteria F.1 and A3).

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), important for expressing their history in plantings, sports facilities, modest features and layout pattern. Also important is 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 (Criteria F.1 and A3.)

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 (Criteria F.1 and A3).

Historic Importance

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 (Criterion A.4, Australian Historic Themes: 7.2 Developing institutions of self-government and democracy).

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. (Criterion A.4) (Australian Historic Themes: 4.1 Planning urban settlement, 7.2 Developing institutions of self-government and democracy, 7.3 Federating Australia).

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 (Criterion A.4, Australian Historic Themes 8.8 Remembering the Fallen).

Social Importance

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 (Criterion G.1, Australian Historic Themes 8.8 Remembering the fallen, 8.9 Commemorating significant events and people).

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 (Criterion G.1).

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 (Criterion G.1).

Aesthetic Value

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 (Criterion E1).

Associational Value

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 (Criterion H.1).

Official 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 enframement 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.

Description

HISTORY

The Australian Constitution left the location of the Capital to be decided by the new Federal Parliament. It declared that Melbourne would be the temporary home for the Federal Parliament and public servants until a new city was built at least 100 miles from Sydney. An agreed territory of 903 square miles included the water catchment of the Cotter River and the river valley of the Molonglo for the setting for the city. The Department of Home Affairs commenced works for services and city planning. In 1910 the Secretary of the Federal Department of Home Affairs, David Miller requested permission of Minister O'Malley to conduct a design competition to elicit ideas for the city.

At the time the Federal Capital area was proclaimed, the river flats of the Molonglo, Mount Ainslie, Camp Hill and Kurrajong Hill had been extensively denuded of vegetation from a long period of clearing and grazing. Some exotic trees were established in parts of the area, around structures such as Blundell's cottage and St Johns Church and graveyard.

The Canberra Plan

Walter Burley Griffin won the competition for the design of Canberra in 1912. The plan was expressed in beautifully rendered illustrations prepared by Griffin's wife Marion Mahoney Griffin as plans, elevations and sections painted on silk.

The order of the city was for a great triangle aligned with the mountains which rose above the site. The triangle was to be defined by tree-lined avenues and spanned the central basin of an impounded lake. The triangle would consist of a series of terraces arranged in the functions of government and representing democracy. It was a synthesis of function and design where the Order of the Site (the natural environment) and the Order of Functions (the needs of the people) are perfectly integrated by specific geometry (Reid 2002). The Capitol was a main feature of the design

In terms of vistas, the Griffin vision was represented in two renderings drawn by Marion Mahony Griffin. In the rendering looking from Mt Ainslie towards the Capitol, the drama of the vista focuses on the Capitol, the building representing the aspirational forces in Australian national life, with the final termination in the mountains beyond. Below the Capitol, the Parliament House and the Government departments are terraced down to the Lake providing a symbol of a transparent democracy in action. The observer is standing at Mt Ainslie, a point representative of the power and influence of nature and the highest point of the vista. Griffin's plan for the ideal city, the philosophical triumvirate of humanity, democracy and nature is iconographed along the land axis which together with the water axis is the ordering geometry of the vista and the city. Griffin envisaged a dense city with a coming together of the population in a Casino (something akin to the recreational city gardens in pre war Berlin, Copenhagen, and Stockholm) and Plaisance descending from the foot of Mt Ainslie. Intersected by a busy commercial street, Constitution Avenue, the Plaisance unfolded to the area designated for cultural activity from which the people could look across the lake (or water axis) to the area of national government that was climaxed by the building symbolic of national achievement and aspiration, the Capitol.

Griffin's 1913 land use plan for the central National area indicates his intentions. Moving from north to south along the land axis, he proposed a park at the northern end of the land axis, public gardens on the north side of the lake, the lake itself (now Lake Burley Griffin), government buildings flanking a central terrace court to the south of the lake, Parliament House on Camp Hill, the Capitol building on Capital Hill flanked by the Governor General's residence to the west and the Prime Minister's residence to the east. The Capitol building was not intended to be the Parliament but rather to be for popular reception and ceremonial activities or for archives or otherwise to commemorate Australian achievements. Griffin's philosophical vision expressed in a remarkable urban planning form has been affected by the realities of Australian political and cultural life as well as by the circumstances and juxtapositions of historic events. Australian planners following Griffin have rearranged the icons to reflect the dominant realities and meanings of Australian life.

Griffin's various plans for the central National area of Canberra all included a basic planning framework, which has been constructed and survives to the present. This framework includes the land axis, joining Capital Hill and Mount Ainslie, the water axis, the radiating avenues from Capital Hill, Commonwealth and

Kings Avenues, the arc of Parkes Way, the northern punctuation of the land axis by the Australian War Memorial, the roads encircling Capital Hill, State and Capital Circles and the southern punctuation of the land axis by the Parliament House of 1988. In addition to the alignment of axes and avenues which defined Griffin's city plan the triangle was a basic element on which the whole city was built. In his design Griffin had created three urban centres connected by main avenues. Capital Hill as the government centre, Mt Vernon as the municipal centre and Mt Pleasant as the market centre were integral to the plan. The northern avenue, Constitution Avenue, was the municipal axis.

Griffin prepared a preliminary plan in 1913 and a revised plan in 1918 following which the Official Plan was gazetted in 1925. Griffin left in 1920 leaving development under the control of the Federal Capital Advisory Committee (FCAC) chaired by the planner, John Sulman. The Committee had been appointed to complete sufficient permanent buildings to enable Parliament to move from Melbourne to Canberra.

Development

Tree planting began in the early years of Canberra's development, and by 1921 some 17,000 trees were planted (Hendry). Within the Vista area tree planting commenced around 1923 in Prospect Parkway, now known as Anzac Parade. Early images show tree planting in a scalloped arrangement along the length of the avenue

For 3 years from 1925, trees were planted in association with the construction of the Provisional Parliament House. The formal structural planting around the House including Cedars, Cypresses and Lombardy Poplars was completed for the opening (Hendry). The planting proposals were finalised by Charles Weston, Superintendent of Parks, Gardens and Afforestation, and from 1926, carried out by his successor Alexander Bruce. The planting design aimed to create through the use of a balanced mix of evergreen and deciduous trees, formally shaped grassed vistas and 'outdoor rooms' in scale with the Provisional Parliament House. The formally arranged groups of Lombardy Poplars to achieve 'sentinel' features at the entrances and the pedestrian reference points in the landscape, is attributed to the involvement of John Smith Murdoch, Chief Architect for the Commonwealth Government, in the design. Cedars were used at right angles to the Land Axis. Most of the trees planted in Parkes Place were exotics with the only eucalypts planted adjacent to the Senate and House of Representatives Gardens (Gray 1995).

The first major structure to be placed within the area was the Old Parliament House, then called the Provisional Parliament House. In 1923 the Commonwealth Parliament agreed to the proposed building which was sited in front of Camp Hill, Griffin's intended location of the permanent Parliament House. At the time, Griffin protested recognising that if built, the provisional building would remove any possibility of a permanent Parliament House being built on Camp Hill. Nonetheless the Commonwealth proceeded. In 1925 the Federal Capital Commission (FCC) was established under Sir John Butters. The Commission replaced the FCAC. The FCC was responsible for moving the public service to Canberra and otherwise establishing the city in time for the opening of Parliament House.

A number of other significant projects were undertaken at the same time as the construction of (Old) Parliament House, which was designed by John Smith Murdoch and completed in 1927. Either side of the Parliament House, private gardens were established for the use of Members of Parliament. On either side of Camp Hill, two government office buildings were constructed, known as East and West Blocks and these were also completed in 1927. East and West Blocks were also designed by Murdoch in a similar style to Old Parliament House.

In 1926 a delegation of the Empire Parliamentary Association visited the new Parliament House and planted an avenue of 12 commemorative trees, to mark the event of the first use of the House of Representatives. Ten Roman Cypresses (*CUPRESSUS SEMPERVIRENS 'STRICTA'*) were planted at right angles to the House with each tree planted by a delegate and marked by a brass plaque. To commemorate the opening of Parliament House in 1927, the Duke of York planted a Bunya Pine (*ARUACARIA BIDWILLI*) near Kings Avenue. The Marquis of Salisbury and Mr Arthur Henderson planted the Lombardy poplars in the courtyards of the Provisional Parliament House (Pryor and Banks 1991, Gray 1995).

In 1927 the Canberra National Memorials Committee named the area in front of Parliament House - Parkes Place, to commemorate Sir Henry Parkes. King Edward, King George and Queen Victoria Terraces, and Langton and Walpole Crescents were named for links to the first 50 years of Federation (Gray 1995).

The Gardens designed and constructed as part of the Old Parliament House Complex was conceived by the Federal Capital Advisory Committee in the early 1920s and constructed by the Federal Capital Commission from the mid 1920s in time for the opening of Parliament in May 1927. Formal enclosed gardens were the style of the time and James Orwin of the Sydney office of the Director of Works for NSW prepared sketch plans that were finalised by Murdoch. Most of the trees for the Parliamentary gardens were planted by late 1925. Around the same time road patterns for the Parliamentary area following Griffin's concepts were prepared.

Formal rose gardens in front of the House were first proposed by Weston in 1924. The idea was finally realised when the National Rose Gardens were established in 1933 by the Canberra Horticultural Society in association with the Department of the Interior. The design was developed by A. Bruce based on the plan of petals of an open bloom with colours arranged from deep red in the central area progressing through yellow, white pink and coppery shades. Rose gardens were also commenced around the same time in the Senate and House of Representatives Gardens. By 1938, these gardens were established with formal garden beds and recreation courts, and surrounded by young cypresses which were later clipped into hedges (Patrick and Wallace).

Following the opening of the Provisional Parliament House by the Duke of York on 9 May 1927, the area in front of the House was used for official ceremonies for Anzac and Remembrance Days with a temporary cenotaph, until the opening of the Australian War Memorial in 1941. Initially this area had simple landscaping treatment of lawns. Rose gardens were added in the 1950s, and the car parking area in the forecourt added in the 1960s.

Weston and Murdoch were both given British Empire Awards in 1927 for their contribution to the nation.

In 1946 a major tree thinning of the Parliamentary Zone was initiated by Lindsay Pryor, Superintendent, Parks and Gardens. All the golden cypresses, white poplars, pin oaks and Lawson's cypress on King George Terrace were removed (Gray 1995).

In order to accommodate other government departments, a competition was held in 1924 for the design of the Administrative building, flanking the land axis in Parkes, which was to house about eight departments. The building was to be the first in the Parliamentary Triangle and its design was considered important because it would influence future buildings in the central National area. In 1924, G Sydney Jones won the competition. Work started in 1927 and the foundations were completed in 1928. However, work was stopped at this point because of the Depression. There were then many delays. The design of the proposed building was modified in 1946, construction started again in 1947 and the new design required the demolition of the original foundations. The building was substantially completed in 1956. The building is claimed to have been the largest Australian office building when completed. It was renamed as the John Gorton Building in 1999.

The major development at the northern end of the land axis was the construction of the Australian War Memorial. The site was agreed in 1923 and in 1928 Griffin expressed the view that the proposed site was suitable for the memorial. Construction began in 1928 but was not completed until 1941.

Although a memorial to King George V was proposed in 1936 it was not until 1941 that the architectural part was constructed but the bronze figure was not developed until after World War II. It was unveiled in 1953 but attracted criticism for blocking the vista to the Australian War Memorial. In 1968 King George Terrace was realigned and the memorial was moved to its current location west of the land axis, on a corner of the western part of the National Rose Garden.

In 1955 a Select Senate Committee of Inquiry urged tree planting and landscape works to be undertaken in Canberra under the direction of the National Capital Development Commission. The Commission sought guidance from landscape designers including Lord William Holford and Dame Sylvia Crowe. Holford recommended that a predominantly Australian character be retained around Lake Burley Griffin with autumn coloured foliage trees used in a dramatic way. Parliament House was to be built on the lakeside with a great forecourt. In 1968 the lakeshore location was rejected in favour of Camp Hill or Capital Hill. During the 1960s, the landscaping of the Parliamentary Triangle was modified to create more formality in Parkes Place. This included realigning roads, installing the four fountains in the pools in the land axis, paving and the relocation King George V statue.

The National Capital Development Commission (NCDC) Act of 1957 set in motion a significant phase in the development of Canberra with the support of Robert Menzies Liberal government. The report of British Town Planner Sir William Holford stressed the need for 'unified design' for Canberra. This view was supported by the Senate Select Committee which propagated Holford's concept of a 'park like landscape...in the heart of Canberra, in which monumental buildings functioned both as symbols of government and of Australian unity'. The visual design of this landscape, the views along the main axial lines and avenues as well as the grouping of monumental buildings were considered to be the elements upon which the success of Canberra as a city of world standing depended. Holford's recommendations included siting the future houses of parliament on the lakeside and developing two monumental buildings on the municipal axis north of a new road connection, which became Parkes Way. The NCDC's acceptance of the Holford vision set the design context for the completion of Anzac Parade and the construction of the Portal Buildings under the direction of NCDC architects and planners. The Portal Buildings have heritage significance.

After a number of schemes for Canberra's lake, detailed planning of the Lake edges was begun in 1954. Lake Burley Griffin was created in 1964 by the damming of the Molonglo River by Scrivener Dam. It reached its predicted level of 556 metres in the same year. The northern shore of the lake between Commonwealth and Kings Avenues was landscaped from about this time to create Commonwealth and Kings Parks. In 1970, two vertical features were opened in the central basin of the lake. The Carillon, located on Aspen Island in the eastern part of the central basin, was a gift from the British Government to mark the fiftieth Jubilee of the founding of Canberra in 1963. In the western part of the central basin is the Captain Cook Memorial water jet commissioned by the National Capital Development Commission as part of the Cook Bicentenary year. In 1968 a small restaurant was built on a corner of the western part of the National Rose Garden.

NCDC architect and landscape architect Gareth Roberts and architect and landscape architect Richard Clough collaborated on the design of Anzac Parade and its architectural elements at this time. The two Portal Buildings, Anzac Park East and Anzac Park West, were completed in 1965 and 1966 respectively. With the establishment of the Australian War Memorial in the 1940s, the surrounding landscape was imbued with an associated symbolic character. This included the creation of Anzac Park and Anzac Parade. Anzac Park became the setting for a series of memorials commemorating Australian involvement and sacrifice in war. Anzac Parade was opened by Her Majesty Queen Elizabeth II on Anzac Day 1965, the fiftieth anniversary of the landing of the Anzacs at Gallipoli. It is the setting for a series of memorials commemorating Australian involvement and sacrifice in war and is the major national venue for the Anzac Day March and other ceremonies to commemorate those who served Australia in times of conflict. It has a deep symbolism for many Australians and its vista, linking the Memorial with Parliament House, adds aesthetic and emotional value to the place, which has become part of one of the major cultural landscapes of Australia. The notion of a ceremonial space of this grandeur is not found elsewhere in Australia.

Over time the spaces flanking the land axis to the south of the Lake have been filled with government buildings of varying character. These include the Treasury Building established 1967-70, the National Library in 1968, the High Court in 1980, National Gallery in 1982 and the National Science and Technology Centre in 1988. Associated with the Gallery is the extensive and significant Sculpture Garden established in 1982.

In 1972 an informal Aboriginal Embassy was established in front of Old Parliament House. The Embassy became the focus of a campaign for land and other rights for Aboriginal and Torres Strait Islander people. In 1992 the Embassy was re-established.

The most recent major change to the central National area was the construction of a new Parliament House on Capital Hill. In 1974, The site of Capital Hill for Parliament House, was chosen by a joint sitting of both Houses of Parliament. An Act of Parliament extended Parliamentary jurisdiction over work in the Parliamentary Triangle, henceforth known as the Parliamentary Zone. Completed in 1988, the building has resulted in a number of significant changes to the area. The relocation of the Parliament to the new building left the Old Parliament House without its original use. The construction of the building also resulted in the levelling of Camp Hill, Griffin's intended location for a Parliament House and its incorporation into the broader formal landscape of the new Federation Mall. Finally, the new Parliament House involved the construction of a large complex of buildings and extensive new landscape areas. The

changes affected most of Capital Hill. The winning design, by Mitchell, Giurgola and Thorp Architects, considered the land axis of Canberra as the fundamental gesture of the City, a line around which all other design has evolved in circular and radial directions (Reid 2002).

During 2001-2002 new designed features were constructed across the Land Axis of the Vista landscape. These are Commonwealth Place and Reconciliation Place. In addition, a rotunda with exhibition, called Magna Carta Place is located to the west of the former Senate Garden.

Following the construction of Parliament House, emphasis was placed on the landscape of the Parliament Zone. The development of Federation Mall with its trees and central space was to balance Anzac Parade and to complete the visual Land Axis from Capital Hill to the War Memorial.

Use

By the turn of the century (2000-2001), the area was used for countless public events. These include memorial services such as the Anzac Day March and the Dawn Service, public protest demonstrations, celebration events, sporting activities, water races, art displays, fireworks and large-scale concerts. In addition it is used by people informally for weddings, picnics, and fairs. The area is a popular destination for tourists and schoolchildren.

DESCRIPTION

The central National area of Canberra is an extensive cultural landscape comprising buildings, roads, parks, tree plantings and a lake. The area is designated for Parliamentary and National Capital uses. The major features of the area include: Parliament House with its gardens and paved areas, State Circle Cutting (geological feature), Old Parliament House and curtilage, East Block, West Block and the Dugout, the John Gorton Building, the National Gallery of Australia, the High Court of Australia, the High Court - National Gallery precinct, National Science and Technology Centre, the National Library of Australia, Treasury Building, National Rose Gardens, The Sculpture Garden of the National Gallery, King George V Memorial, Aboriginal Embassy, the Portal Buildings, Australian War Memorial and memorials along Anzac Parade, Aspen Island, the Carillon, Kings Park, HMAS Canberra Memorial, Merchant Navy Memorial, Blundell's Cottage, Commonwealth Park, Kings Park, the Peace Park, Regatta Point Exhibition Building and Restaurant, Captain Cook Memorial Water Jet, the Lakeshore Promenade, and extensive mature plantings and avenues of trees such as those along Anzac Parade. The area also includes fountains, roads, car parks, landscaped areas, a restaurant, kiosk and the residence of the Catholic Archbishop. The spaces, particularly the Land Axis, are a major feature.

The central National area has a strong sense of symmetry based on the land axis. The Parliament House, Old Parliament House and Australian War Memorial are located on the axis. In addition, the landscape features of Federation Mall, Parkes Place (the landscape feature not the roads) and Anzac Parade are also located on the axis. Other major features in the area are generally balanced about the axis such as: East and West Blocks, the gardens of Old Parliament House, the Portal Buildings, the eastern and western parts of the National Rose Gardens, Administrative and Treasury Buildings, the National Gallery/High Court group and the National Library/National Science and Technology Centre group, as well as the Carillon and Captain Cook Memorial water jet. The road system also generally reflects the symmetrical planning of the area based on the land axis.

The Anzac Parade Memorials comprises two main components, Anzac Parade and Anzac Park. Either side of Anzac Parade is bounded by Anzac Park. Treed sloping grassy strips contain 10 symmetrically placed aprons prepared for national memorials. In 2002 there were 11 memorials on Anzac Parade, tributes to the men and women of the Australian military. These memorials are: (1) the Australian Hellenic Memorial, Limestone Avenue intersection, (2) the Australian Army Memorial, near Currong Street, (3) the Australian National Korean Memorial, near Currong Street, (4) the Australian Vietnam forces National Memorial, opposite Booroondara Street, (5) the Desert Mounted Corps Memorial, opposite Amaroo Street (commonly known as the Light Horse Memorial), (6) the New Zealand Memorial (7) the Rats of Tobruk Memorial, opposite (5), (8) Royal Australian Air Force Memorial, opposite Page Street, (9) the Australian Service Nurses Memorial, (10) the Royal Australian Navy Memorial, and (11) Kemal Ataturk Memorial, Fairbairn Avenue intersection.

The array of mature tree plantings are all regarded as important. Some are classified as notable by Pryor and Banks (1991) and these include *CALOCEDRUS DECURRENS* on King George Terrace planted in 1927,

CUPRESSUS ARIZONICA planted in 1926 on King George Terrace, EUCALYTUS GLOBULUS at the Australian War Memorial, E. MAIDENII group planted c 1927. Commemorative trees in the Parkes area, include the CUPRESSUS SEMPERVIRENS 'Stricta' planted in 1926 by nine members of the Empire Parliamentary Association, ARAUCARIA Bidwilli PLANTED BY THE duke of York in 1927 to commemorate his visit to Canberra to open the first Parliament House and CUPRESSUS ARIZONICA, planted by the wife of the then United States President, Mrs Lady Bird Johnson, at the time of their visit to Canberra in 1966. Within Commonwealth Park are a QUERCUS ROBUR planted by Princess Marina in 1964, and a CUPRESSUS GLABRA planted by Mrs Lady Bird Johnson. Within the curtilage of the Australian War Memorial is a PINUS HALPENSIS planted by the Duke of Gloucester in 1934, believed to have been raised from seed from a cone collected from Lone Pine Ridge, Gallipoli in 1915. Also in curtilage is a EUCALYPTUS NICHOLII to replace the E. PAUCOFORA planted by Queen Elizabeth in 1954 to mark the beginning of the Remembrance Driveway to Sydney (Pryor and Banks 1991).

History Not Available

Condition and Integrity

The central National area is an extensive cultural landscape with a variety of landscape and building features. Individual elements vary in their condition and integrity. At a general level, the area is in fair to good condition. The values relating to the cultural landscape design and special association with Griffin are degraded by the changes made over time to Griffin's plan. The location of Old Parliament House, removal of Camp Hill, location of the new Parliament House and parts of the road layout as constructed are all variations from Griffin's plan. Given these changes, the area displays only a poor to medium level of integrity with regard to these values. In 1994 the National Capital Planning Authority released details of the Central National Area Design Study. This includes proposals for significant changes to the area.

Location

About 260ha, comprising the whole of the area bounded by 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.

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Appendix B: Project Brief

The following is an extract from the full project brief.



Description of the requested Services

Introduction

The NCA is seeking to review and update four existing heritage management plans (HMPs):

- Parliament House Vista (2010)
- Anzac Parade (2013)
- National Carillon and Aspen Island (2011)
- Lake Burley Griffin and Adjacent Lands (2009)

The Parliament House Vista and National Carillon and Aspen Island HMPs address places entered in the Commonwealth Heritage List, the Anzac Parade HMP addresses the National Heritage values of the Australian War Memorial and Memorial Parade, a place entered in the National Heritage List.

The Lake Burley Griffin and Adjacent Lands HMP was prepared to address the heritage values identified under the NCA's Heritage Strategy.

As the Commonwealth entity responsible for these places, the NCA is required to manage the places in accordance with their heritage significance and meet statutory obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

You may quote for one or more of the four HMPs that require review and updating. A separate Schedule 4 form (Service Provider's Form of Quotation) should be completed for each HMP being quoted. (The Service Provider's Form of Quotation is at the end of this request for quotation).

Study Area

- Parliament House Vista - see [Attachment A](#).
- Anzac Parade - see [Attachment B](#).
- National Carillon and Aspen Island - see [Attachment C](#).
- Lake Burley Griffin and Adjacent Lands - see [Attachment D](#).

Objectives

- Review the current Heritage Management Plan, in accordance with the requirements of the EPBC Act.
- Prepare an updated Management Plan in accordance with the requirements of the EPBC Act and taking into account the findings of the review, to assist the NCA in the practical management of the place.

Requirement

Requirements 1 to 8 below are requirements common for all of the HMPs.

1. Review and prepare a report on the current (Heritage) Management Plan that meets the requirements of the EPBC Act (s.341X) and in accordance with guidance published on the Department of Environment and Energy (DoEE) website:

<http://www.environment.gov.au/system/files/resources/7a45a010-bfc0-4c58-8d69-fce2a4474915/files/management-plans.pdf>

<http://www.environment.gov.au/heritage/publications/working-together-managing-commonwealth-heritage-places>

2. Update the management plan for the Parliament House Vista, taking into account the findings of the review, which meets the requirements of the EPBC Act (s.341S) and is consistent with the Commonwealth Heritage management principles.
3. Include the gazetted Commonwealth Heritage values as the Commonwealth Heritage values in the updated management plan.

4. Advise whether an updated significance assessment against the Commonwealth Heritage criteria is needed.
5. Identify and discuss any impacts on the assessed heritage values as a result of changes to the place since the preparation of the current Management Plan (2010).
6. Prepare a Public Consultation report responding to written comments received during the statutory consultation period.
7. An Executive Summary at the beginning of the HMP that includes a general description and summary about the significance of the place (in plain English).
8. Where relevant, recognise/identify adjacent listed places and HMPs.

Specific additional requirements related to the Parliament House Vista:

9. Develop principles/policy to guide possible future development such as:
 - additional car parking in the central parklands/Regatta Point and associated access issues
 - additional memorials in Kings Park
 - uses for Rond Terrace eg installation of memorials, events, etc
 - grade separation at Parkes Way-Anzac Parade
 - uses along the Land Axis (eg permanent/temporary, events, infrastructure)
 - potential relocation or phase out of the Boundless Playground
 - public safety and infrastructure/standards required
 to avoid or minimise adverse effects on heritage values.
10. Develop guidance for the management of trees based on the NCA draft Tree Management Policy (in preparation).

Specific additional requirements related to Anzac Parade:

1. Develop principles/policy to related to the hebe plantings, including whether these could be removed for alternative species or treatment.
2. Consider possible new development on Anzac Parade, such as public toilets.
3. Memorial bays – consider possibility for one more pair of bays either side of the Parade at the southern end.
4. Develop guidance for the management of trees based on the NCA draft Tree Management Policy (in preparation).

Specific additional requirements related to the National Carillon and Aspen Island:

1. Address space activation as a priority: consider possible/not possible uses (eg amphitheatre space, beach locations) and permanent event infrastructure.
2. Consider new development, such as second bridge to the island.

Specific additional requirements related to Lake Burley Griffin and Adjacent Lands:

1. Identify strategic locations for new clubs and other uses/activities.
2. Consider permissible uses (eg seaplanes, paragliding, other water-based activities).
3. Improve definition of boundary – clarity about extent of foreshore and consistently apply.
4. Provide more guidance about management of Indigenous heritage values.
5. Remove the following areas from this HMP: Stirling Ridge, Yarramundi Peninsula and Dam and Bridges. These areas will be addressed under separate plans to integrate with ecological management plans and specific infrastructure management plans.
6. The Study Area, as shown in Attachment D, includes predominantly the water area with some land areas identified. Please also allow for a lakeshore perimeter boundary of approximately 50m to 80m to be included in the HMP. Further clarity about the Study Area will be provided at the project inception meeting.

Stakeholder and Community Engagement

The NCA will seek public comment on the draft management plan in accordance with the requirements of the EPBC Act. Comments will be sought from government and non-government stakeholders, Aboriginal representative groups and the general community.

Any written comments received during the consultation period will be forwarded to the Service Provider. The Service Provider is required to address each comment in a 'Public Consultation Report'. The draft Management Plan will be amended by the Service Provider, where appropriate.

In preparing draft documentation, the Service Provider should allow for stakeholder consultation, including other Commonwealth land managers/custodians within and adjoining the place boundary.

The Service Provider will be required to meet with NCA business areas in preparing guidance related to maintenance and asset management.

Standards

The preparation of the management plan should be guided by:

- The heritage provisions of the EPBC Act and Schedules 5A and 7A of the *Environment Protection and Biodiversity Conservation Regulations 2000*.
- *Working Together: Managing National Heritage Places. A guide for Commonwealth Agencies* (Department of the Environment, Water, Heritage and the Arts, 2008).
- <http://www.environment.gov.au/resource/working-together-managing-national-heritage-places>
- *Working Together: Managing Commonwealth Heritage Places. A guide for Commonwealth Agencies* (Department of the Environment, Water, Heritage and the Arts, 2008).
- <http://www.environment.gov.au/resource/working-together-managing-commonwealth-heritage-places>
- The Guidelines for the Assessment of Places for the National Heritage List:
- <http://www.environment.gov.au/resource/guidelines-assessment-places-national-heritage-list>
- Other guidance and information at: <http://www.environment.gov.au/heritage/management/commonwealth>

Deliverables

1. Heritage Management Plan (HMP) Review Report.
2. First draft updated HMP.
3. Second draft updated HMP
4. Public Consultation Report
5. Final draft revised HMP

A project inception meeting with the NCA Service Manager will be scheduled once the contract is awarded.

Delivery format

All documents will be provided to the NCA in hard copy and digitally (Word and PDF format).

Final documents must be supplied with three hard copies and a high-resolution digital copy. Images and drawings in the report should also be supplied separately in digital format.

In 2010, the Australian Government, through the [Web Accessibility National Transition Strategy \(NTS\)](#), implemented a policy of web accessibility, requiring all Australian government websites to adopt best practice solutions and conform to the [Web Content Accessibility Guidelines Version 2.0](#) (WCAG 2.0).

The final updated HMP must also be provided in a format that is consistent with the web accessibility standards adopted by the Australian Government.

Appendix C: Additional Historical Information

Introduction to History

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

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

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

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

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

Aboriginal Historical Context

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

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

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

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

The Aboriginal Tent Embassy, a protest site dating originally from 1972 and re-established in the 1990s, is one focus for continuing and broader Indigenous association within the Parliament House Vista. Reconciliation Place, dedicated in 2002, is another focus.

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

Social, Planning and Political History after Colonisation

Canberra before the National Capital

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

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



Figure 43. Map of Canberra region, 1916

Source: NAA, CP277/1, part, reproduced in Reid 2002, p. 19

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

These properties were both part of the earliest European farming/grazing in the locality and the area continued to be a centre of pastoral development and activity right up to the development of Canberra as the national capital. In the latter years of farming before Canberra, the area was part of a thriving dairy industry which grew up along the banks and flats of the Molonglo River.

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

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

Creating a New Capital for Australia 1901-13

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

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

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

Scrivener's recommendation was endorsed by an advisory board set up by Mahon and comprising Scrivener himself, Walter Liberty Vernon, Percy Owen and the Secretary of the Department of Home Affairs, David Miller. The Commonwealth government promptly accepted the board's advice. In October 1909, the Commonwealth and NSW governments reached agreement on the precise boundaries of the federal territory that would embrace Canberra as the seat of the national government. The Commonwealth formally acquired the federal territory on 1 January 1911.

The Commonwealth government in April 1911 launched an international competition to find the best design for the federal capital. In preparation for the competition, a survey team under Scrivener had carried out a detailed contour survey of the Canberra site. Scrivener's contour survey map of May 1909 paid particular attention to the contour line 1,825 feet above sea level, commending this as the appropriate level for the proposed lake. The Griffins' relied upon this

level as the basis for their formalised system of lake basins in their plan for the city. In advance of the design competition, Scrivener, Owen, Vernon and Miller had already, apparently, settled upon Camp Hill as the best site for Parliament House, with departmental buildings to be located on the flat north and northeast of this eminence, on the southern side of the river. The Griffins appear to have been entirely unaware of these proposals when they drafted what turned out to be the winning entry for the design competition. (See Charles Robert Scrivener, 'Canberra Contour Survey', 22 May 1909, in Gillespie 1991, facing page 270; Gray 1967, p. 2; Reid 2002, pp. 14-18)

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



Figure 44. Detail of the Griffins' 1911 Winning Design

Source: NCA 2004, p. 15

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

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

In the case of the Canberra competition,

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

Walter Burley Griffin and Marion Mahony Griffin

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

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

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

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

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

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

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

Reaction to the Griffins' Plan

The Griffins' design soon attracted much criticism. The plan was attacked as being too extravagant and too expensive to implement. In the face of the criticism, O'Malley referred the plan and the other three purchased designs to a departmental board for its consideration. In November 1912, the board, chaired by departmental secretary Miller, reported that it could not recommend any of the four designs and produced instead a plan of its own. The departmental plan was an amalgam of the four purchased designs, though it owed much to the design of Griffiths, Coulter and Caswell. In attempting to combine what they regarded as the best features of the four purchased entries, the board members not surprisingly came up with a hodge-podge that conspicuously lacked the symmetry, logic and elegance of the Griffins' design.

Despite trenchant objections that he was abandoning the Griffins' plan, O'Malley accepted the departmental plan and pressed ahead with the development of Canberra on that basis. At the naming ceremony for the federal capital on 12 March 1913, the foundation stones were laid for a never-completed Commencement Column for the capital. Originally placed 82 feet (26 metres) east of the Griffins' Land Axis on Kurrajong Hill, the foundation stones actually commemorate the commencement of work on the city in accordance with the departmental plan. The stones were removed from their original location during the building of the new Parliament House, and all but

the base courses were re-laid in 1988 in the ceremonial Federation Mall in front of the building, in line with the Land Axis. (Reid 2002, pp. 89-93, 101-4; Gillespie 1991, pp. 278, 280)



Figure 45. Detail of the Griffins' 1911 Plan overlaid on a Contour Plan

Source: Reid 2002, p. 86

Griffins' Plans

After the government of which O'Malley was a part lost office in May 1913, his successor as minister responsible for the development of the national capital, William Kelly, invited Walter Griffin to Australia in the hope that he could reach a compromise agreement with the departmental board on a development plan. Their respective plans were too dissimilar, however, to permit compromise. But while Griffin steadfastly refused to cooperate in implementing the board's plan, to placate the board he made some significant alterations to his own plan. The most important as regards what became the Parliament House Vista was his moving of the northern bank of the central lake basin further northward and his re-drawing of this bank with a more accentuated arc. One consequence of this was to eliminate the middle of three curving avenues that followed the northern lakeshore. At the same time, a large island appeared in the area of what is now Regatta Point. Apart from marring the symmetry of the Griffins' original plan, the presence of the island represented the first step in the transformation of the Griffins' formal geometric treatment of the northern shoreline into a more naturalistic form. In Reid's view, as well, the Griffins' doubling of the width of the Central Basin in the 1913 plan precluded the buildings on each shore from ever being read as a single composition. (Reid 2002, pp. 107-110)

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



Figure 46. Perspective view from Mount Ainslie of the Griffins' Design

Source: Reid 2002

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

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

'an irregular amphitheatre – with Ainslie at the north-east in the rear, flanked on either side by Black Mountain and Pleasant Hill, all forming the top galleries; with the slopes to the water, the auditorium; with the waterway and flood basin, the arena; with the southern slopes reflected in basin, the terraced stage and setting of monumental Government structures sharply defined rising tier on tier to the culminating highest internal forested hill of the Capitol; and with Mugga Mugga, Red Hill, and the blue distant mountain ranges, sun reflecting, forming the back scene of the forested whole.' (Griffin 1913, p. 3)

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

Contributing to the shape of the vista were two further axes that Griffin laid out across the Land Axis at right angles, the Water Axis and the Municipal Axis. Both axes run in a northwest-southeast direction parallel to one another. The Water Axis takes as its starting point Black Mountain and runs in a southeasterly direction from that landmark. The three basins of Lake Burley Griffin are orientated in a northwest-southeast direction along this axis, although this

orientation is as much a function of the former course of the Molonglo River as of the axial line that Griffin drew. Within the Parliament House Vista, the Water Axis determines the orientation of the main section of the southern shoreline of the Central Basin. Lying parallel to the Water Axis is the Municipal Axis which runs from City Hill to a hollow between Mount Pleasant and Russell Hill. Constitution Avenue follows the line of this axis. (King 1954a, pp. 209-10)

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

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

On the northern side of the future lake, Griffin envisaged that the Land Axis would be 'marked by a broad formal parkway to be maintained open in the centre and banked with foliage on the sides, setting off the residences.' (Griffin 1955, p. 98) Again, it was the landscape element rather than any thoroughfare that defined the Land Axis from the northern lakeshore to Mount Ainslie. The Land Axis both north and south of the lake thus depended on correctly orientated buildings and plantings to give it definition.

Orientation and Height of Buildings in the Griffins' Design

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

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

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

Although Muller's ideas have been warmly received by such authorities as George Seddon and Paul Reid, there is little else in the Griffins' plans and writings to support the contention that they specifically intended the axes to be seen in three dimensions (Seddon 1977; Reid 2002, pp. 303-5). Nevertheless, if Muller is right, the implications of axes in three dimensions for building heights in the Parliament House Vista are of major importance. Even if Muller is wrong, Walter Griffin did provide some guidance for the heights of buildings and terraces in the government triangle south of the lake. For the different groups of buildings leading up to the focal eminences, including Capital Hill, in the design for the city, the aim was a 'stepped pinnacle treatment'. Of all the eminences within the central city area, Griffin fastened upon Capital Hill as 'the dominating building site with possibilities in a sky line' and 'an ideal setting' for a single isolated structure that would become 'the dominating architectural feature.' He preferred the hill as the site for a Capitol building that embodied the spirit and achievements of the nation rather than as the site of the national parliament (Griffin 1955, pp. 96, 98; Griffin 1913, p. 5). It has of course become the site of the permanent Parliament House. But as a single dominating structure in the skyline, the building has in that sense fulfilled the Griffins' vision for the treatment of Capital Hill.

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

Functionally distinct Centres

There is another distinctive feature of the Griffins' design for Canberra that has significant implications for the Parliament House Vista. This is what the geographer H W King referred to as the polynucleated character of the design for the city (King 1954b, p. 105). Many older cities had just one centre in which administrative, commercial and other major community functions co-exist. The Griffins', however, deliberately planned Canberra so that separate urban functions or activities were conducted in different centres. Thus, they placed the functions of the federal

government in the triangular area south of the Molonglo River. As Canberra was to be the home of the federal government, the national area and its buildings naturally took precedence over all other functional centres. Walter Griffin thought that the operations of the national government had to be 'properly quartered... in an accessible but still quiet area.' (Griffin 1955, pp. 95, 97; Griffin 1913, pp. 4-5)

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

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

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

Pre-Griffins Structures

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

Of the pre-Griffin structures that stood in or near the Parliament House Vista, Blundells' farmhouse and outbuilding, St John's Church, graveyard and schoolhouse, and a concrete surveyor's plan room (incorrectly referred to as a hut) from Scrivener's camp have survived to the

present day. Blundells' and St John's are survivals from the Campbell period of ownership and use of the land. The church and schoolhouse were erected in the early 1840s, and the farmhouse in 1859. The farmhouse was first occupied shortly after August 1859 when William and Mary Ginn and family took up residence. Ginn was reputedly the head ploughman on George Campbell's Duntroon estate. (Freeman Collett & Partners 1994-95, vol. 2, p. 13; Gillespie 1991, p. 78)

There is no doubt that Walter Griffin assumed that as a condition of the implementation of the design for the city any pre-existing structures would be cleared away. Soon after his arrival in Canberra in 1913, for example, he insisted on the removal of St John's schoolhouse because it stood right across a proposed roadway in his plan. He clearly expected, too, that the church would be demolished and no doubt thought that the farmhouse and its outbuilding would similarly be removed. In April 1914, however, the government acquiesced in the face of church pressure and dedicated for the church's use the land on which the church and graveyard stood, as well as another block to the south for a new rectory. The government's change of heart guaranteed the survival of the church, graveyard and schoolhouse, though some human remains had to be exhumed and re-interred in 1926 so that they would lie within the re-orientated boundaries of the church property (Body 1986, pp. 119-21, 123-4). The reprieve given to the church was one of the earliest changes to the Griffins' plans and, while it stands just outside the vista, its prominent spire and the fact of its survival introduced into the area an element foreign in appearance and function to the Griffins' intentions.

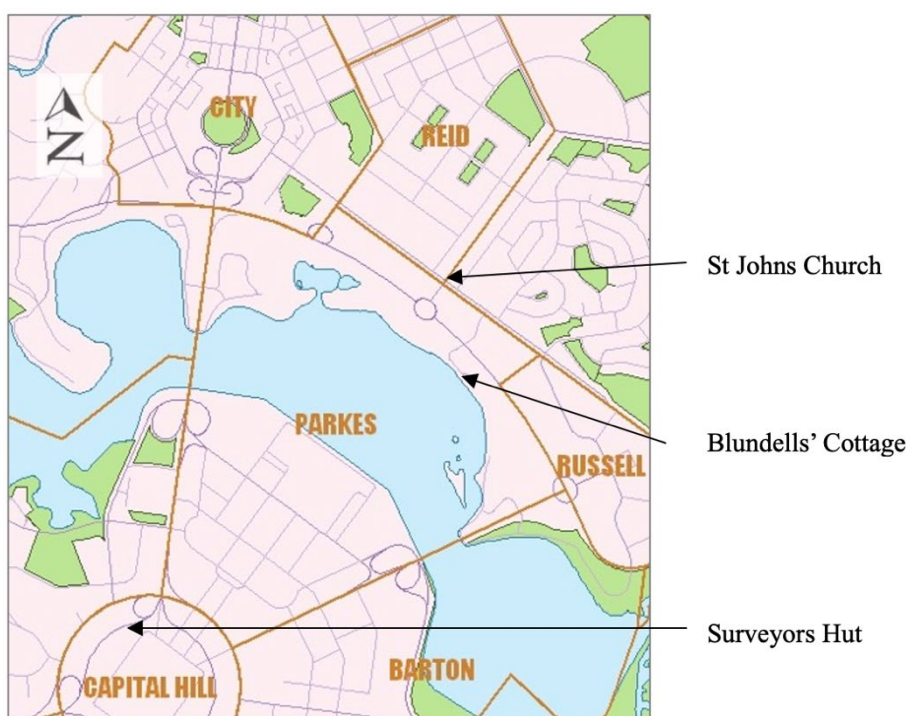


Figure 47. Location of Pre-National Capital Structures

Source: Base plan ACTMapi

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

and turned into a small museum. The Department of the Interior was more inclined to demolish the cottage and erect a commemorative plaque in its place. (Knowles 1990, pp. 42-9, 51)

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

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

Holford’s pronouncement, which was probably influenced by the NCDC, amounted to an acknowledgment that the cottage’s survival would not interfere with the Parliament House Vista. The statement, however, may have been a rationalisation of a situation that Holford knew would not be reversed. Two months later, the NCDC informed the Department of the Interior that the cottage was to be retained and conserved. Conservation works were carried out in 1963, following which the Canberra & District Historical Society was granted occupancy of the building at a peppercorn rental. (Knowles 1990, pp. 51, 53, 56)

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

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

Federal Capital Advisory Committee 1921-24

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

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

Despite the limitations on the FCAC’s role, the committee still had sufficient latitude to initiate alterations that, among other things, exerted significant effects on the yet-to-be Parliament House Vista. Among these was the decision to co-locate the city’s commercial centre with its municipal

centre at City Hill. The reason for this was that the committee feared that the Griffins' plan would lead to a ribbon commercial development along Constitution Avenue. While such development may indeed have occurred as a consequence of the Griffins' plan, the FCAC's decision nonetheless undermined the function that the Griffins' had defined for the intersection on Russell Hill of the axial lines represented by Constitution Avenue and Kings Avenue. This was to be the location of the Market Centre. The Market Centre's fate as the commercial heart of the city was sealed when the government effectively abandoned plans in 1924 for a rail line from Queanbeyan that was intended to run through and service the area, on the way to Yass. This also meant it would not be the location for the main railway station. (Wigmore 1963, p. 88; Linge 1975, p. 28; Reid 2002, p. 159; Parliament of the Commonwealth of Australia, Senate 1955, pp. 49, 50)

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

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

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

Construction of the Provisional Parliament House (now Old Parliament House) commenced in August 1923 and was completed in time for the official opening of the building by the Duke of York on 9 May 1927. It is difficult to see that the erection of the building bears out Griffin's fear that it would ruin his Government Group. Although this group of course failed to materialise in anything like the form the Griffins' planned, the placement of the Provisional Parliament House on

the slope of the hill affirmed the paramountcy of Parliament relative to the other arms of government, as represented by the buildings laid out in the triangle spreading out below it. In other words, it stands in much the same relationship to the subordinate buildings as would a permanent parliament house on the summit of Camp Hill, had it been built there. The location of the provisional structure, moreover, was not the reason for the rest of the Griffins' Government Group failing to develop according to their scheme.

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

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

Australian War Memorial

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

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

elevated the commemoration of the war dead to a status rivalling that of the business of governing the nation. The Griffins' conception of the axis, with the levity of the northern end acting as a counterpoise to the seriousness of the other, was thus transformed.

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

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

Federal Capital Commission 1925-30

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

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

The gazetted plan also continued the trend towards a more naturalistic shape for the northern shore of the proposed lake. The island that had appeared in the Griffins' 1913 plan was transformed into a peninsula, now Regatta Point, and near it the gazetted plan depicted a large lagoon. Labelled an aquarium in the FCAC's final plan of 1926, the lagoon became what is now Nerang Pool in Commonwealth Park. The rationale for creating the lagoon appears to have had little or nothing to do with aesthetics. It apparently derived from the fact that the area was an extensive depression that would have required much effort and expense to fill with anything but water.

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

- Provisional Parliament House (now Old Parliament House);
- East and West Blocks;

- road layout and tree planting in the Governmental Group (that part of the National Triangle south of the proposed lake); and
- layout and plantings associated with Anzac Park (now Anzac Parade).



Figure 48. Detail of the Griffins' 1918 Plan as Gazetted in 1925

Source: Reid 2002, p. 179

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



Figure 49. Eastern part of Vista looking South from Mount Ainslie in 1925

Source: National Archives of Australia, A3560, 908

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

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



Figure 50. Western part of Vista looking South from Mount Ainslie in 1925

Source: National Archives of Australia, A3560, 910



Figure 51. Detail of 1933 Plan of Canberra showing extent of development

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

Quiescence 1930-55

With the demise of the FCC, design and development of the national capital reverted to departmental control. There was, however, little progress. The departments lacked the authority, will and expertise of the FCC to guide development and, above all, the onset of the Great

Depression in 1929 severely restricted the government's spending power. Money could not be spared to press on with Canberra's development.

In 1938, following controversy over Canberra's high school (which became Canberra High School and is now part of the ANU School of Art and Design) and the area for the university, the government established the National Capital Planning and Development Committee (NCPDC) to 'consider and advise' on the planning and development of the city. Whatever new impetus the new committee and a return to more prosperous times may have given to the city's development, it was thwarted a year later when World War 2 broke out. Work on the capital again languished and did not really pick up until the second half of the 1950s. (Daley 1954, pp. 42, 50-2)

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

Within the Parliament House Vista, the construction of the Australian War Memorial in the 1930s was the major project that was undertaken in the quarter-century from 1930 to 1955, with the official opening in 1941. A smaller project in the vista was the establishment of the National Rose Gardens adjacent to the Provisional Parliament House.

Another development in the vista in the 1940s and 1950s was the construction of the King George V Memorial. The foundations and base for the monument were prepared in 1940-41, but the war saw the casting and erection of the bronze figures delayed until the early 1950s. The casting of the statue was expedited when planning began for the Royal Visit at this time. When officially unveiled in 1953, the memorial stood on the Land Axis fifty metres directly in front of the Provisional Parliament House. The site had allegedly been chosen to accord with the Griffins' plans. It is difficult to see, however, how a memorial which on its original base stood 7.5 metres high could not have constituted a dominating intrusive element in the vista. The memorial was in fact removed to its current site west of the Land Axis, and mounted on a lower base, in 1968. The relocation was the result of the first serious planning for the axis. (DAWE 2020e)



Figure 52. Parliamentary Zone south of the lake (not yet constructed) in c1938, viewed from East over Barton

Source: National Library of Australia, PIC6132/14



Figure 53. Vista looking North in c1939 from above Capital Hill

Source: National Library of Australia PIC/6132/10



Figure 54. Western part of Vista looking South from Mount Ainslie in 1950

Source: ACT Heritage Library, 001349



Figure 55. Eastern part of Vista looking South from Mount Ainslie in 1950

Source: ACT Heritage Library, 001351

The vista was affected by a further and rather extraordinary eventuality in 1950. At that time, Trevor Gibson, the first town planner appointed in Canberra (initially with the Department of Works and then the Department of the Interior), selected for the location of the proposed Australian-American Memorial a position on the line of Kings Avenue 200 metres south of its point of intersection with Constitution Avenue. The erection of the memorial in this position immediately made it the end-point of the eastern arm of the Griffins' great triangle rather than the intersection itself. In fatally weakening the true intersection point of the Municipal Axis with the eastern arm of the triangle, Gibson irrevocably compromised the formal geometrical arrangement that the Griffins' had planned for the central part of Canberra. Moreover, in preventing a direct road connection between Kings Avenue and Constitution Avenue, Gibson opened the way for the emergence of Parkes Way. Indeed, although the suggestion for this traffic route in the parklands south of Constitution Avenue is usually attributed to Holford, it in fact arose before Holford's time in Gibson's own department, if not with Gibson himself. (Reid 2002, pp. 217, 221, 244)



Figure 56. Parliamentary Zone South of the lake (not yet constructed) in 1953

Source: ACT Heritage Library, 001672

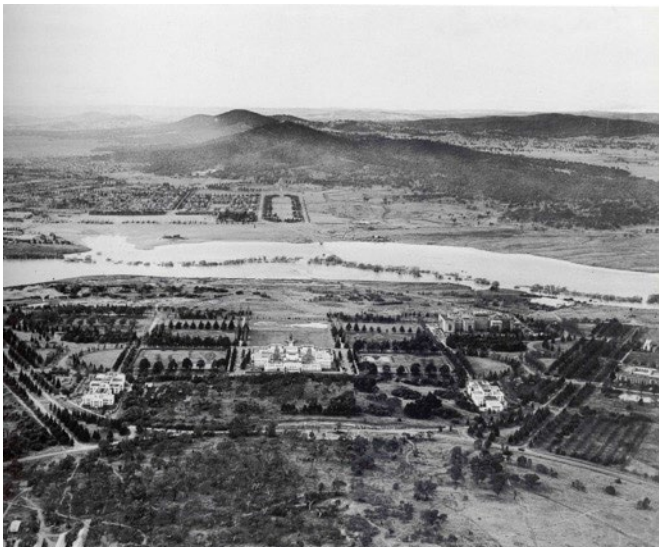


Figure 57. Aerial view of the Vista looking North in 1956 during a flood

Source: National Capital Authority

A minor development to note in this period were the sheds between the Administration Building and the Molonglo River which housed the National Library of Australia Annexe (now the site of the National Gallery of Australia). The sheds were erected in 1953 and demolished in about 1973 (Gibbney 1988, p. 271; see Figure 61 below).

Senate Select Committee of 1955

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

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

The lack of progress in the building of Canberra led to the appointment of a select committee of the Senate in 1955 to inquire into and report on the city’s development. After taking evidence from a mass of interested parties, the committee produced a scathing report in which it found that the city ‘had failed to develop as the administrative centre of the Commonwealth’ and that little had been done ‘to develop the main features of the Griffin plan.’ In a now famous summing-up of the condition at which the city had arrived to that point, the committee declared that,

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

The committee specified the important planned areas that resembled ‘graveyards’ as the Parliamentary Triangle, Capital Hill and the area of the proposed lake. It bemoaned the fact that little thought had been or was being given as to how these areas would be developed. The committee referred to the creation of a lake as ‘the most important single aspect of the Griffin plan’ and it urged the government to appoint a panel of engineers as soon as possible to investigate and report on the matter. In regard to the Parliamentary Triangle, the lack of thought as to what buildings were to be sited within it led nervous officials, for fear of making a mistake, to place the Patent Office (now part of the Robert Garran Offices) outside the Triangle on Kings Avenue (see Figure 52 above). The Senate committee believed on the contrary that it should have been built inside it. (Parliament of the Commonwealth of Australia, Senate 1955, pp. 53, 54, 55)

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

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

The Holford Report – 1957

In its report, the Senate committee described the Griffins' scheme for Canberra as 'a splendidly conceived plan' and one that did not require 'any drastic revision'. Nevertheless, the committee felt that the plan needed to be modified from time to time to take account of modern trends and developments in town planning, trends it said that Walter Griffin could never have foreseen. While the committee in making this judgement was not advocating a major review of the Griffins' plan, it opened the way for the leading British architect and town planner, Sir William Holford, to be invited to Canberra to undertake just such a review and to put forward his own plan for the future development of the city. (Parliament of the Commonwealth of Australia, Senate 1955, pp. 57, 58, 59; Reid 2002, p. 237)

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

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

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

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

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

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

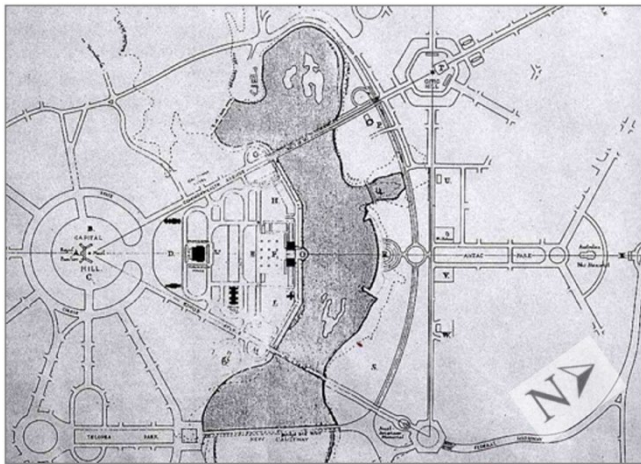


Figure 58. Holford's Plan of 1957

Source: Reid 2002, p. 240

Holford's criticism of the Griffins' road system as unsuitable for modern traffic led to his recommending a parkway or freeway for through-traffic that cut through the Parliament House Vista on the northern side of the lake. This has become Parkes Way. Although authorities like Reid have decried this thoroughfare as destructive of the Griffins' parkland recreational zone along the lakeshore, some such solution to traffic movement problems now seems inevitable in the age of mass car use. Constitution Avenue would have struggled to comfortably carry the volume of traffic between the Civic Centre and what became the Defence centre at Russell Hill, or to cope with the later cross-city travel associated with the development of town centres.

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

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

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

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



Figure 59. Parliamentary Zone South of the lake (not yet constructed) in 1958

Source: National Archives of Australia, A1200, L25022

Holford and the NCDC

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

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

Federal Cabinet swiftly approved the development of a Defence complex at Russell and its planning was underway by early 1959. By this time, too, the NCDC had identified uses for the two government buildings that it had proposed on the flanks of the lakeshore parliament house. The building on the western side was to be the National Library of Australia and that on the eastern side, more provisionally, the High Court of Australia. They were of course eventually erected in approximately these locations, though not according to the mirror-image designs that the NCDC first envisaged. The buildings were meant to be an accompaniment to the never-built lakeshore parliament house and, in the sites they came to occupy, they are a remnant of Holford's plan for

the Parliamentary Triangle, as elaborated early on by the NCDC. (NCDC 1959, pp. 5, 11, and map of Central Area)

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

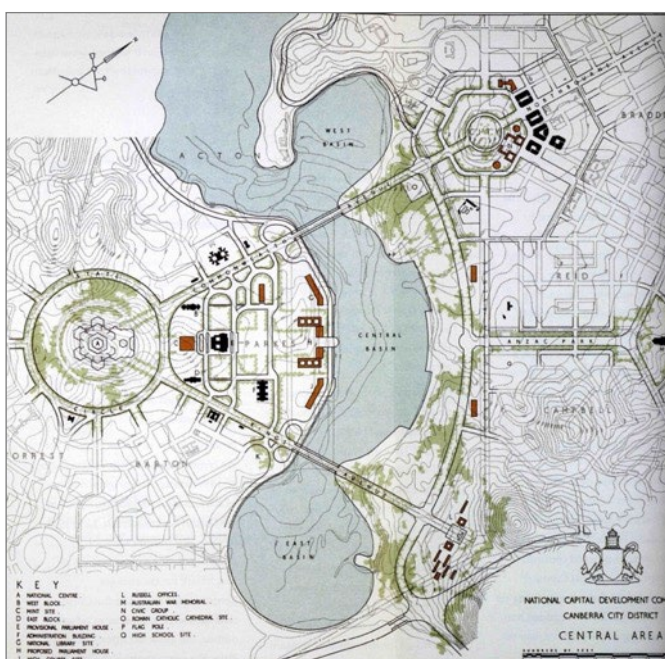


Figure 60. NCDC Plan of 1959

Source: Reid 2002, p. 264

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

In contrast to Kings Avenue Bridge, Holford regarded Commonwealth Avenue Bridge as a gateway to the interesting West Basin and its mountainous backdrop. It would thus not be a terminating point, but a frame for views above and below. Accordingly, its spans would be longer and its piers narrower than the Kings Avenue Bridge. At night, instead of the latter's 'solid barrier of light', it

would display an open array of globe-shaped lights, with ‘vertical pencils of light at each end.’ For reasons that are not clear, the bridge when completed featured the same kind of fluorescent tube lighting as its Kings Avenue counterpart. (William Holford & Partners 1961, p. 19; NCDC *Annual Report* 1965, p. 7)

On the northern side of the future lake, the NCDC, recognising the significance of the siting of the Australian War Memorial at the northern end of the vista, drew up plans to make Anzac Parade a ‘processional way’ leading up to the Memorial. At the Memorial itself, the Commission completed reconstruction of the forecourt in the first half of 1960.

Meanwhile, construction of the first four buildings of the Defence complex at Russell was well under way in 1960, with one building in occupation before the end of the year. On the southern side of the lake, the NCDC had now conceived of a building, called at various times the new Secretariat Building or the Commonwealth Avenue Offices, to be built in the Parliamentary Triangle to balance the Administration Building. Intended at the outset to house Treasury’s Bureau of Census and Statistics, it was eventually erected as the Treasury Building. (NCDC *Annual Report* 1959, p. 7; NCDC *Annual Report* 1960, p. 20; NCDC 1961, p. 15)

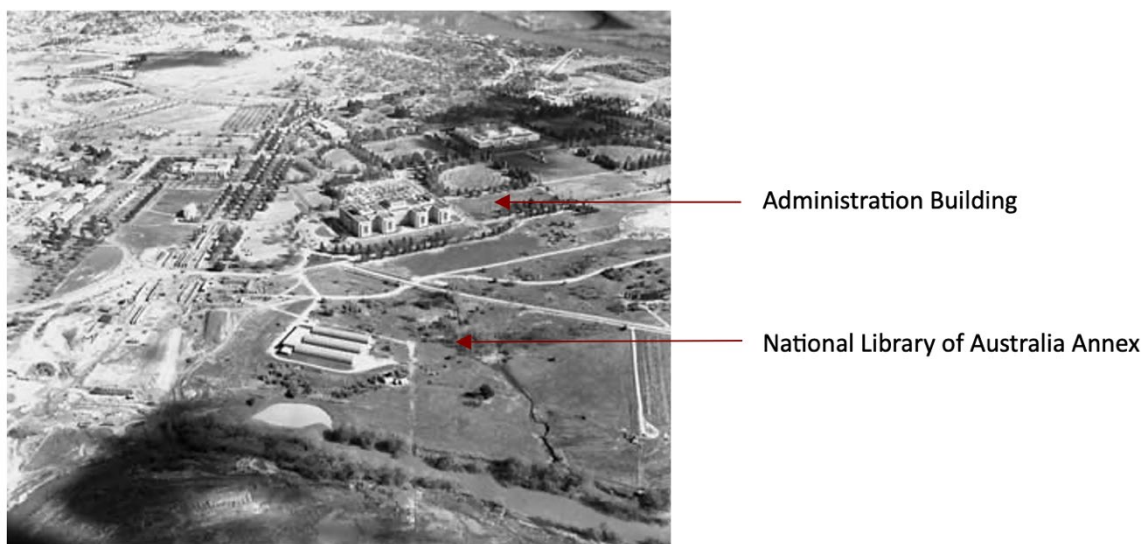


Figure 61. Parliamentary Zone South of the lake (not yet constructed) in 1960, looking towards Capital Hill

Source: National Archives of Australia, A1200, L36013

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

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

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

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

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

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

The roundabout also comprised part of an architectural composition that included a series of terraces that descended southward from it to a central quay on the northern shore of the lake. Holford had first put forward the idea of the terraces, to form an open air arena, in his 1958 report. By the time of his 1961 landscape report, he imagined the terraces as providing a grandstand for boat races on the lake or for ceremonies across the water at the proposed lakeside parliament house. Below the terraces, there was to be a quay not less than 1,000 feet long, its wide flat surface paved and its boundary with the lake formed by a vertical river wall like that along the southern bank of the Central Basin. From the centre of the quay, Holford advocated the construction at a later date of a landing stage that projected out into the water. This, he thought, would allow an approach to be made by water to the Anzac Day ceremonies, and a ferry service to operate to Parliament House and the Watergate on the opposite shore. Withal, Holford avowed that the roundabout, terraces and quay constituted 'the most important architectural feature of the lake scheme after the two bridges, and a vital link in the formal composition that extends

along the Land Axis from Capital Hill to Mount Ainslie.’ (Holford 1957, p. 14, and attached plan; William Holford & Partners 1961, pp. 7, 10, 19)

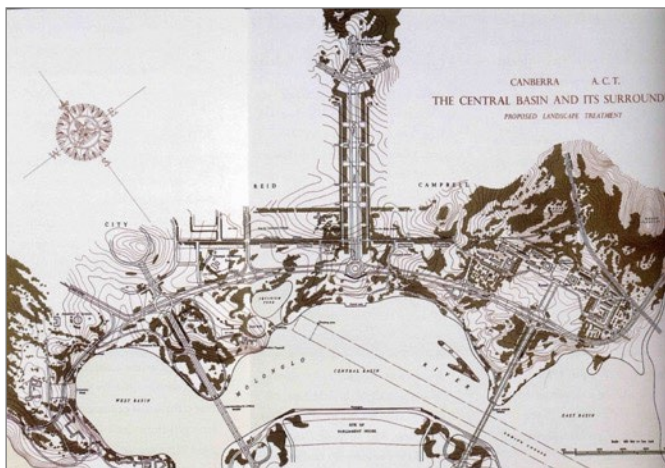


Figure 62. NCDC Landscaping Plan of 1961

Source: Reid 2002, p. 272

Development under the NCDC

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

Integral to the development of the lake were the parks along the northern shore which Holford also advised on. Commonwealth Park and Kings Park were mainly developed in the 1960s, and this included a number of structures including the original part of the Regatta Point exhibition building from 1962 (much altered and extended in 1984 and 2000) and the parks depot from 1967.

A further important development on the lake arose from an offer by the British government in March 1963. Made in honour of the 50th anniversary of the founding of Canberra as the national capital, the offer was for a memorial to mark the common parliamentary heritage of Britain and Australia, as well as the close links between the two countries. This was the genesis of the National Carillon which was eventually built in 1969-70. It was sited on what came to be called Aspen Island (now Queen Elizabeth II Island), the remnant of Cork Hill that had not been removed to provide fill for the embankments for the two bridges and southern bank of the Central Basin. In this location, it was meant to enhance a future parliament house on the shore of the lake. The Carillon is thus another legacy of the Holford plan for the central area, with the lakeshore parliament house at its heart. (NCDC *Annual Report* 1961, p. 9; NCDC *Annual Report* 1965, p. 12; DAWE 2020c)



Figure 63. View South over Molonglo floodplain during construction works for lake, 1963

Source: NCA



Figure 64. Vista from South in c1964

Source: ACT Heritage Library, 000729



Anzac Park East

Figure 65. Aerial view of Anzac Parade looking North, under construction, c1965

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

Anzac Parade's conversion into a processional way to the Australian War Memorial was completed and officially opened on 25 April 1965, the 50th anniversary of the landings at Gallipoli. The ceremonial and almost sanctified nature of the parade was soon entrenched by a further

somewhat unexpected development. During the Suez Crisis of 1956, an Egyptian crowd in Port Said had badly damaged a memorial to those members of the Australian Light Horse Brigade, the New Zealand Mounted Rifles, the Imperial Camel Corps and the Australian Flying Corps who had lost their lives in the Middle East in World War 1. Almost all of the Desert Mounted Corps veterans associations wanted the memorial repaired and re-erected in Canberra. After repair, however, it was re-erected in 1964 in Albany, WA. The veterans associations continued to press their case and, in March 1966, the government agreed to install a replica of the original memorial in Anzac Parade. Cast in bronze from the original moulds held in Italy, the memorial was officially unveiled by Prime Minister John Gorton on 19 August 1968. It was the first of the war memorials to be erected along Anzac Parade and, as such, set the precedent for the lining of the parade by similar memorials. (NCDC *Annual Report* 1966, p. 9; Marshall and Evans 2022)

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



Figure 66. Australian War Memorial and Anzac Parade looking North in 1968

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

Much development was also taking place on the other side of the lake, within the Parliamentary Zone. After work commenced on the Treasury Building in April 1963, the first and second stages were completed by 1967 and the third and final stage by June 1970. In its location, style, colour and mass, the building was intended to balance the Administration Building on the other side of the zone. The Stripped Classical style of the structure was also meant to harmonise with a proposed National Library of Australia. A contract for this building was let in April 1964 and it was eventually opened in 1968, the first of the buildings that was supposed to accompany Holford's lakeshore parliament house. (NCDC *Annual Report* 1962, p. 19; NCDC *Annual Report* 1964, p. 23; NCDC *Annual* 1965, p. 25; NCDC *Annual Report* 1967, p. 11; DAWE 2020j; DAWE 2020g)

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



Figure 67. Anzac Parade looking South in 1968

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

A new plan was needed. Now presented with a large gap where the lakeside parliament house was to be erected, the Chief Architect of the NCDC, Roger Johnson, drew up plans for a vast plaza to be called the 'National Place' stretching from the permanent Parliament House on Camp Hill to the southern shore of the lake. In Johnson's scheme, the plaza was to be flanked by a series of national buildings, including the just-completed National Library of Australia and such other edifices as the High Court of Australia, National Archives of Australia, National Gallery of Australia and various museums. It was proposed that the National Library of Australia would form a strong axial link with the High Court of Australia and National Gallery of Australia to the east. There was of course no place for the Provisional (Old) Parliament House in this scheme. It would be demolished in this proposal. (Reid 2002, pp. 290-3; DAWE 2020f)

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

By this time, proposals for the National Gallery of Australia to be erected in the Parliamentary Triangle had been under consideration for seven years. After Holford in his 1957 review reserved Camp Hill between East and West Block as the site for archives, libraries and office buildings, the NCDC decided in 1963-64 that it would instead be the site for the National Gallery of Australia. A design competition for the Gallery to be built in this location was held in 1968 but, after the rejection of the lakeside site for Parliament House, the uncertainty over the development of the Parliamentary Zone prevented any start being made on the building. Once the lakeshore site for the Gallery was confirmed in 1970, work commenced in 1973 and the building was officially opened in October 1982. In its irregular, asymmetric Late 20th Century Brutalist style, the building represented – along with the High Court of Australia – a radical new element in the Parliamentary Zone. (NCDC *Annual Report* 1964, p. 8; Reid 2002, pp. 294-7; DAWE 2020f)

As early as 1959, the NCDC had proposed that the building to flank the lakeside parliament house on its eastern side would be the High Court of Australia. In this position, it bore some resemblance to the Griffins' original plans for the 'Courts of Justice' to occupy a lakeside position on the Land Axis, though in the NCDC's proposal it stood in a completely different relationship to the parliament house. By the late 1960s, it was thought that the High Court of Australia would be a relatively small structure, and it was for this reason that the National Gallery of Australia had

been sited next to it. The larger mass of the gallery was intended to support the modest court building.

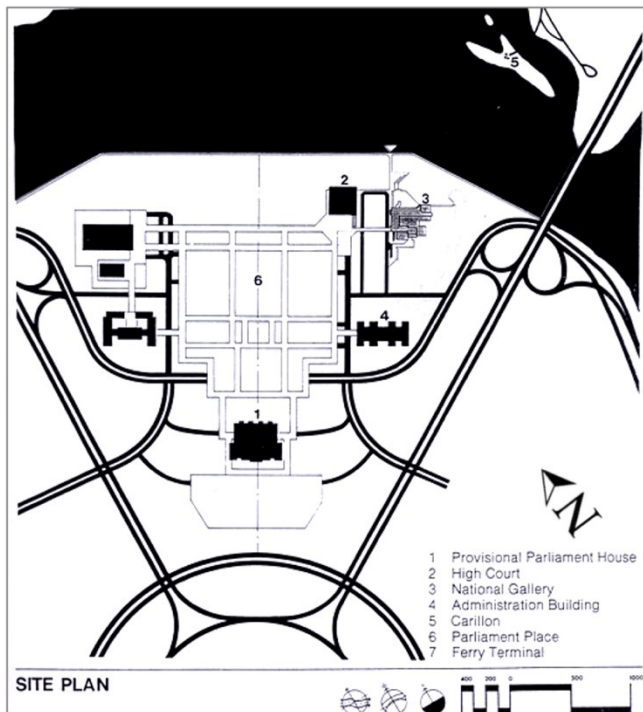


Figure 68. Parliamentary Zone plan showing proposed National Place, 1971

Source: National Capital Development Commission and others 1971

Designed by the same architects as the National Gallery of Australia and opened in May 1980, the High Court of Australia complimented the National Gallery of Australia in its irregular Brutalist style, though the style did not really accord with other buildings in the Parliamentary Zone. The buildings in the zone up till this time displayed a conservative style. The High Court of Australia and National Gallery of Australia were a marked stylistic departure. The High Court of Australia was also a much larger structure than originally envisaged and, in conjunction with the National Gallery of Australia, contributed to a less balanced effect with the National Library of Australia on the other side of the Land Axis. (NCDC 1959, map of Central Area; Reid 2002, pp. 294-9; DAWE 2020d)

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

Searching for Balance and Harmony

The design assumptions on which Johnson and the NCDC had proceeded in the Parliamentary Triangle unravelled in the mid-1970s. First, in August 1974, a joint sitting of federal Parliament voted in favour of Capital Hill as the site for the permanent Parliament House in preference to Camp Hill. The decision left Johnson's great National Place in limbo and, in the following year, the NCDC abandoned the whole scheme.

One of the consequences of this policy reversal was that the NCDC now had a vast open space on the southern side of the lake's Central Basin that could never have as close a relationship with the

Parliament House as was intended for the National Place. The NCDC already had under construction two of the buildings – the National Gallery of Australia and High Court of Australia – that were supposed to flank the now-defunct plaza, and their relationship with the plaza was now lost. The diagonal relationship, moreover, that the High Court of Australia was meant to demonstrate with the permanent Parliament House atop Camp Hill was now unrealisable. (O’Keefe 2004; Reid 2002, pp. 299, 302-3; DAWE 2020d)

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



Figure 69. Part of Vista looking North in 1971

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

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

As it had developed over the years, the Parliament House Vista exhibited many changes of plan and many changes of taste. From the early 1980s onward, the NCDC and its successors made efforts to try to harmonise and draw together into a whole the diverse elements that had grown up in the area. At the same time, there was a renewed interest in trying to put in place as yet unrealised features of the Griffins’ original design intentions. Dotted as the area was with various buildings of widely divergent styles, the only factor that could unify it was a landscape treatment that gave strong definition to the Land Axis. On the northern side of the lake, the axis was well defined by the roadway and gravel beds of Anzac Parade with its lining of trees and memorials. The southern side was a different matter. Here, the NCDC wanted to give greater definition to the

axis and enhance its connection with the axis on the northern side by landscaping and planting the area between Old Parliament House and the lakeshore.



Figure 70. Vista looking North in c1971

Source: National Capital Authority

In the event, it did not occur. Instead, in the period 2002-05, a Watergate reinterpreting the Griffins' original conception was established on the southern shore of the lake. This comprised the creation of Commonwealth Place with its grassed bowl, integrated buildings and forecourt/jetties. Commonwealth Place goes some way towards accentuating the Land Axis on the southern side and its connection with the axis to the north across the lake. (Reid 2002, pp. 304-6, 316, 332)

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

Other activities in and uses of the Parliament House Vista

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

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

The Parliament House Vista has been the venue for tourism and recreation activities over a long period of time. Initially this focussed on Old Parliament House after 1927 when the Parliament first moved to Canberra, and as other institutions were created these too became attractions. This included the Australian War Memorial from 1941, the National Library of Australia from 1968, the High Court of Australia from 1980, the National Gallery from 1982 and so on.

The maturing gardens and treescape of the area also became attractions in their own right following initial plantings in the 1920s. It is not clear when they became attractions but it is suggested that this was the case at least by the 1950s. Similarly, it is not known when recreational uses of the area began, although it seems likely this happened at much the same time as tourism uses evolved. The gardens and trees of the Parliament House Vista continue to be tourism attractions and the area also continues to be used for recreational purposes. The Vista has also been used for art-based activities/display, for film screenings and other free and fee-paying events.

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

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

Recent History of Changes

Changes within the Parliament House Vista since 2009 have included the following:

- redevelopment of the forecourt of the National Library of Australia – 2009;
- a suite of artworks were added to Reconciliation Place – 2009;
- a major extension to the National Gallery of Australia – 2010;
- National Portrait Gallery takes back management of the land around its building;
- re-development of the eastern precinct of the Australian War Memorial – 2011;
- installation of a commemorative plaque and seat in Commonwealth Park related to the former Murray's Bakery site – 2011;
- National Workers Memorial in Kings Park – 2012;
- re-establishment of the Patrick White Lawns as lawns following their use from 2007 as a temporary carpark – 2012;
- a new Kings Park amenities block and adaptive reuse of the existing circular toilet building – 2013;
- new amenities block in Commonwealth Park – 2013;
- construction of the Boundless playground in Kings Park, along with changes to the roads within the park and new carparking – 2014;
- paid parking within parts of the study area – 2014;
- reflection ponds and fountains in Parkes Place were de-commissioned – 2014;
- redevelopment of Bowen Place including a major pedestrian underpass – 2015;
- Natural Disasters Memorial in Kings Park – 2015;
- installation of two new memorials in Anzac Parade, the Boer War Memorial and Australian Peacekeeping Memorial – 2017;

- redevelopment of the John Gorton Building carpark – 2017;
- the International Flag Display was extended – 2017;
- Constitution Avenue was duplicated – 2017;
- sale of the lease for West Block which is to become a hotel – 2017;
- changes to the landscape surrounding Blundells' Cottage – 2018;
- sale of the Lobby Restaurant and redevelopment – 2019 and later;
- minor additions to the Merchant Navy Memorial in Kings Park – 2019;
- conversion of the stone toilet block in Kings Park into a picnic shelter;
- high mast lighting restoration – 2020;
- Queen Elizabeth II Island (formerly Aspen Island) landscape works as part of the National Carillon 50th anniversary – 2020;
- a major renovation and expansion of the Regatta Point building, with associated precinct works including replacement of the 'cave' toilets, has commenced – 2020;
- NGA foreshore path works/remodelling commenced – 2020; and
- extension of the eastern carpark at the Australian War Memorial, commenced – 2020.

While outside the vista, a grade separated intersection was constructed at the junction of Kings Avenue and Parkes Way in 2011. In addition, significant changes adjacent to the Vista in 2020 included the demolition of Anzac Park East and major construction activity in Campbell east of Anzac Parade. Anzac Park East is to be replaced by a new building.

Landscape History

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

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

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

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

Aboriginal Occupation

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

Colonial Occupation 1825–1900

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

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

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

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

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

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

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

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

Federal Capital of Australia 1901—1921

This period includes the:

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

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

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

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

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

Thomas Charles Weston was appointed as Officer-in-Charge, Afforestation Branch, Federal Capital Territory and began service on 1 May 1913. His previous appointments were as Gardener-in-Charge at Admiralty House, Sydney, Head Gardener at the Federal Government House, Sydney and the Superintendent of the Campbelltown State Nursery under the control of the Sydney

Botanic Gardens. Whilst at the Federal Government House he made several visits to the Federal Capital site in 1911 and 1912 to assist in the establishment of a nursery at Acton.

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

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

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

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

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

Establishment: Committees & Commissions 1921—1956

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

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

During 1925 the Parliamentary Zone gardens were initiated and in the following year the plantings associated with the building of the Provisional Parliament House were initiated. These included

the Senate Garden Court, House of Representatives Garden Court and Federal Avenue plantings (now Kings Avenue). In the development of proposals for Parliament House in the early 1920s, both the FCAC and the Government wanted the building set in ornamental grounds or gardens (Gray 1997, p. 4).

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

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

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

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

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

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

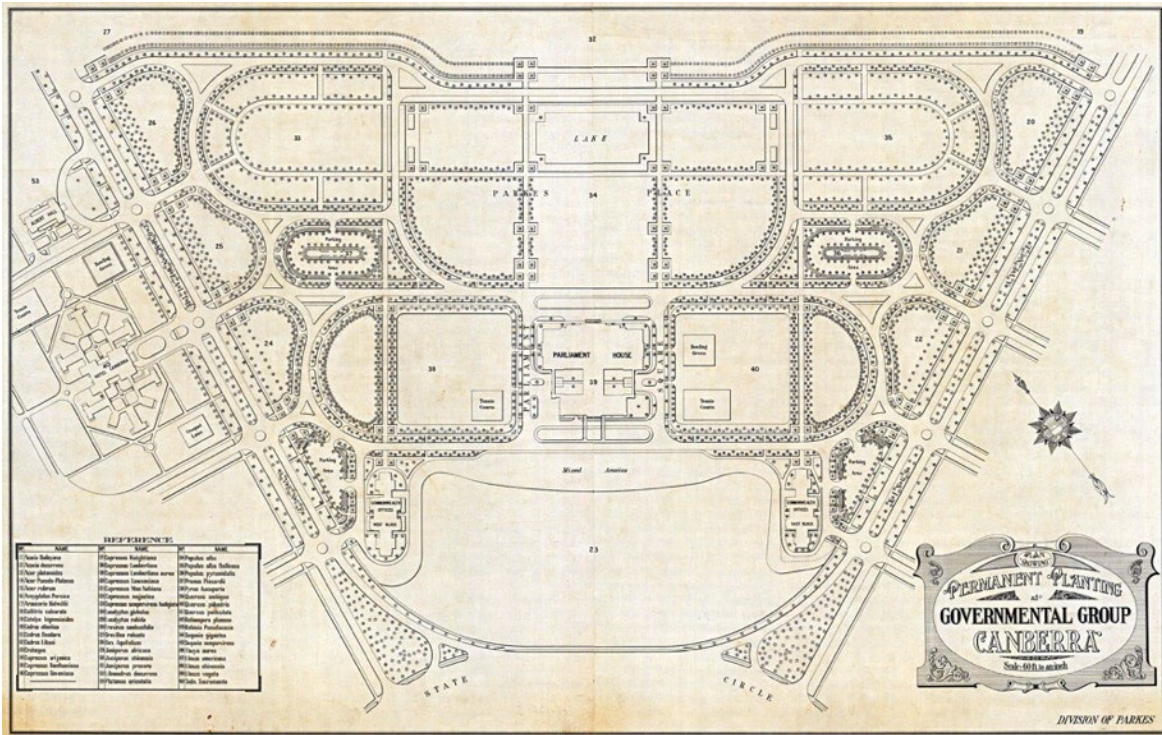


Figure 71. Weston's Planting Plan for the Parliamentary Zone south of the lake (Drawing of 1928)

Source: National Capital Authority

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

The central place in front of the Provisional Parliament House was named Parkes Place in 1928 and the spaces to the east and west were developed as the National Rose Gardens in 1933 to a plan by Alexander Bruce. Originating as an idea of the National Rose Society of New South Wales in 1926, the gardens were opened as a national project in 1933. Although they formed no part of the Griffins' original plan, their development enhanced the aesthetic qualities of the vista, as well as contributing their own meaning to it. Specifically, as the gardens were made up of roses presented by each of the Australian states, they were intended to be representative of cooperation between the Commonwealth and states, and of the states' interest in developing and beautifying the national capital. In the years after their establishment, the physical presence of the extensive rose gardens and their meaning undoubtedly gave the provisional building a more established air and may eventually have contributed to its permanence. (Wigmore 1963, pp. 140-1; DAWE 2020h)

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

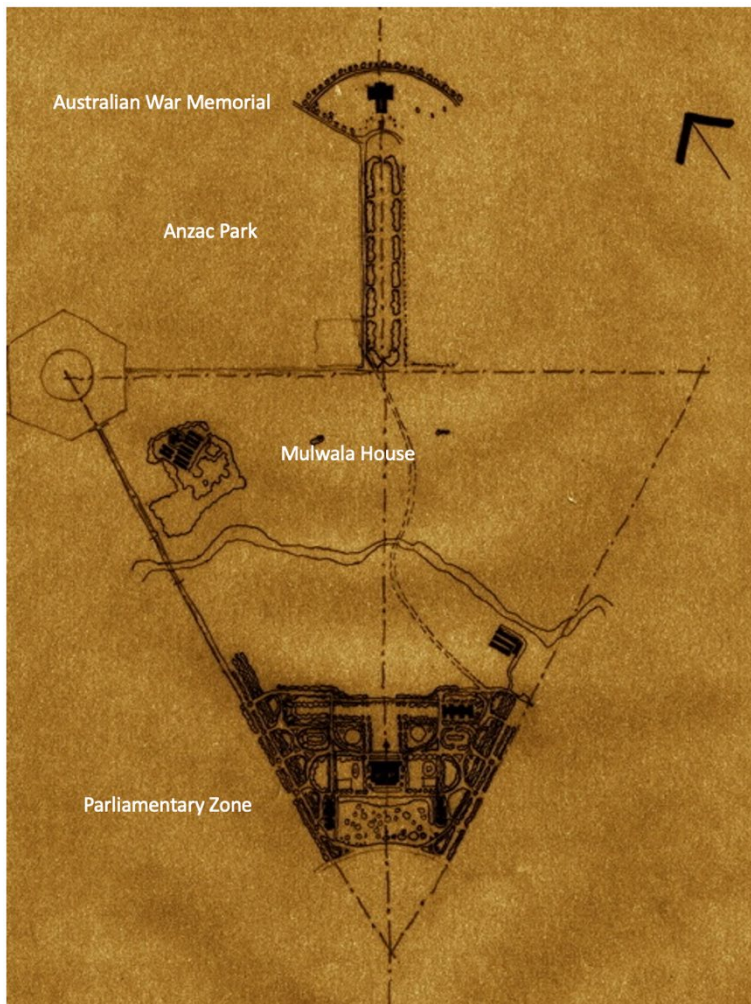
In the late 1930s further flower gardens were added to Parkes Place in the form of four rows of staggered rectilinear planting beds with rounded ends. These were used for tulip display. The bulbs were a gift from Queen Wilhelmina of the Netherlands. (Gray 1997, p. 14)

Further planting beds were made in the late 1930s to the land north of the present King Edward Terrace. These were made in a symmetrical pattern of undulating linear beds defining the

periphery, and circular beds clustered along the centre running in an east-west orientation. Parts of Camp Hill were also planted as isolated shrubberies in circular planting beds. This appears to have been carried out by Bruce in the spirit of Weston. Weston died in 1935 and his ashes were spread in the Parliamentary gardens.

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

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



Notes: Major component plantings from this period include:

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

Figure 72. Landscape development of the Parliament House Vista area 1910-1956

Source: Craig Burton

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

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

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

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

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

National Capital Development Commission (NCDC) 1957—1989

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

In 1957 the Commission appointed Sir William Holford, a British planner associated with University College London, to report on the future development of Canberra. His report recommended that Canberra retain its Garden City concept, the city should be a cultural centre as well as a political one, and that the lake scheme implementation would unify the city.

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

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

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

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

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

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

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

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

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

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

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

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

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

Crowe suggested emphasising the topography by continuing the Eucalypts down the ridges and strengthening the green margins with Salix and Poplars. The landscape concept was to maintain the unity of composition of the lakeshore and total Canberra landscape, to provide the maximum horticultural interest, and to provide opportunities for quiet enjoyment. The basis of the design was a series of gardens, each with a distinct character, and to create areas of spatial interest whilst the planting out of Parkes Way. A range of built facilities were proposed for

Commonwealth Park but only the following were implemented: pavilion at Regatta Point, Maintenance Depot, Children's Shore, Lily Pond and Shrub Glades.

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

Within the National Triangle south of the lake, major earthworks were undertaken in the early 1960s including the removal of Cork Hill. The excavated material was used in the construction of Queen Elizabeth II Island (formerly Aspen Island) and its associated islets (Gray 1997, p. 17).

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

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



Figure 73. Commonwealth Park looking West in 1968

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

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

In 1967 a competition for the (then) Australian National Gallery design was held based on a site at Camp Hill. In 1968 a Parliamentary Zone planting plan was prepared with the completion of further administrative buildings and the invasion of carparks occupying several of Weston's former open areas bounded by trees, or outdoor rooms. The carpark areas were planted with either deciduous trees (mostly Plane or Oak trees) or Eucalypts, and included hedge plantings on the

periphery. The planting character generally continued the formal character in complete contrast to the north bank of the Central Basin and the recommendations of Holford. Eucalyptus species were used around the Land Axis and on the lakeside site for the permanent parliament house. Along both Commonwealth and Kings Avenues some of Weston's conifers were removed as part of a thinning process, and English Elm trees were added to increase the deciduous mix of planting.

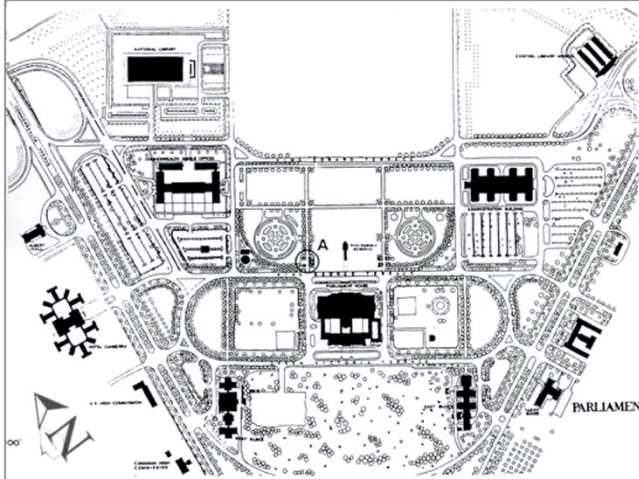


Figure 74. Plan of Parliamentary Zone in 1965, showing proposed relocation of King George V Memorial

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

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



Figure 75. Vista looking Northeast in 1967

Source: National Archives of Australia, A1200, L65053



Figure 76. Parliamentary Zone south of the lake in 1967

Source: National Archives of Australia, A1200, L65055

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

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

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

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

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

The High Court of Australia and National Gallery of Australia were implemented together and have benefited from an integrated approach to architecture and landscape. The distinctiveness of the partially completed Sculpture Garden with its informal structure of vegetation interpreting the indigenous ecology of the Canberra Region also encompasses the High Court of Australia so as to provide a setting for both developments. It remains one of the most highly regarded and respected works of landscape architecture carried out in Australia. (See

<http://www.aila.org.au/significance/sites/nga.html>; Richard Clough, personal communication, 2002; and Hobbs 2006, p. 51)

Issues of entry, location of the surface car park, and incompleteness are also related to the abandonment of the intended National Place. This left both the High Court of Australia and National Gallery of Australia, completed in 1980 and 1982 respectively, hovering and shrouded in informality. The informal approach picks up on Holford's earlier recommendations for the lakeside landscape character either side of the Land Axis, although the designers were responding more to the nature of the architectural expression and the influences of the time than Holford's 1961 report. The NCDC had a more formal landscape setting in mind however the approach of the consultant designers, Harry Howard and Associates, was eventually supported. (GML 2021; Richard Clough, personal communication, 2002)

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

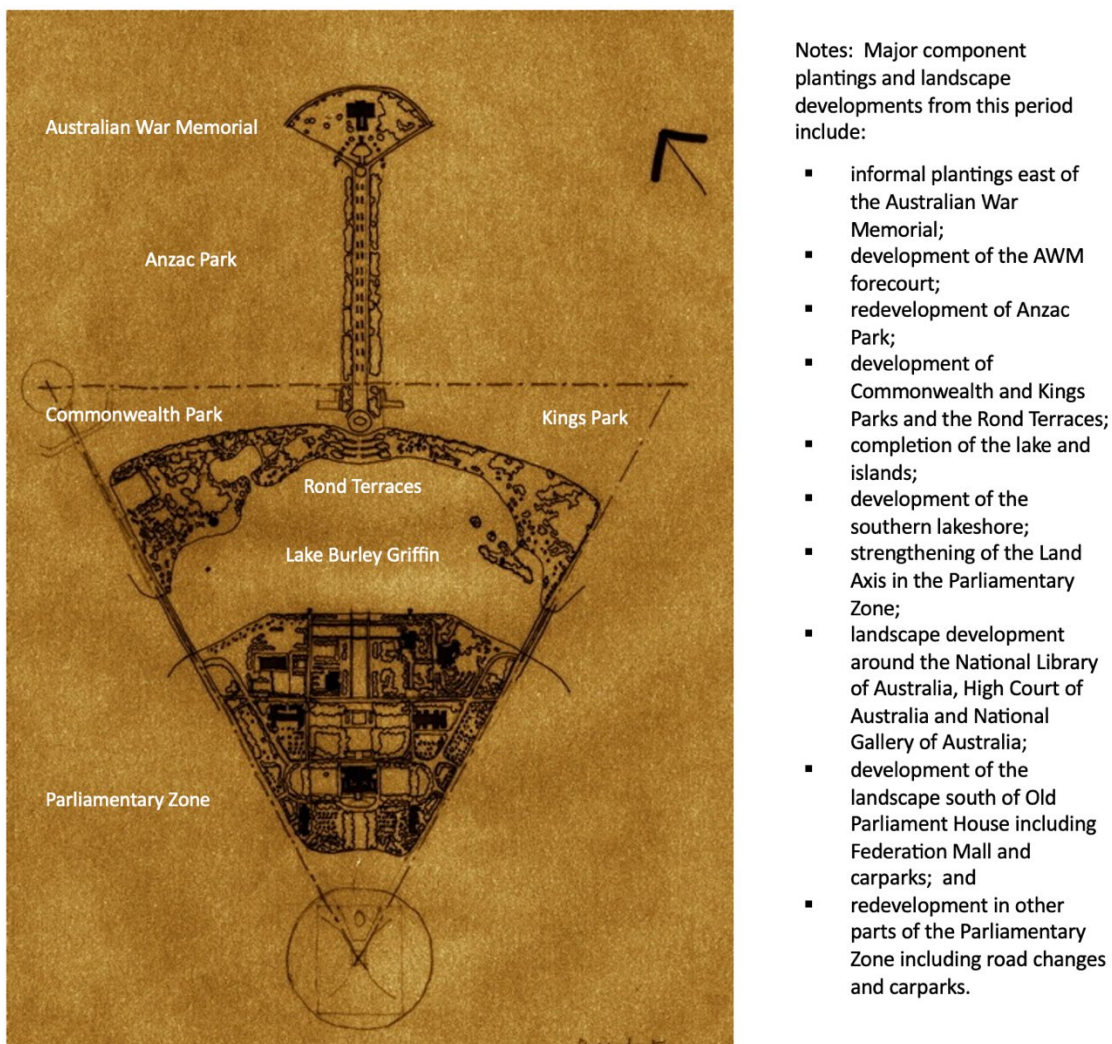


Figure 77. Landscape development of the Parliament House Vista area 1957-1989

Source: Craig Burton

Development plans were produced in 1980, 1983 and 1986. The last identified sites for two future buildings – Questacon (National Science & Technology Centre) and the National Archive

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

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

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

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

National Capital Planning Authority (NCPA) 1989—1997

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

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

Implemented projects were:

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

National Capital Authority (NCA) 1997—present day

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

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

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

A list of works since 2009 is provided in the previous section, but substantial works impacting the landscape included changes to the National Library forecourt, redevelopment of Bowen Place, and changes to the Queen Elizabeth II Island (formerly Aspen Island) landscape.

Also in recent times, perhaps the major landscape challenges have arisen because of hotter summers and drier conditions, affecting all aspects of the landscape. Particular challenges relate to grass areas which previously benefited from regular and high levels of irrigation, as well as trees. There has been reduced irrigation and associated impacts, especially on trees and grass areas.

Coupled to these issues has been the ageing treescape, with losses occurring and the need to consider replanting. Concern about potential weed issues with some cultural plantings is also a factor.

A particular issue arises in Commonwealth Park because of the growth of a colony of Grey-headed Flying Foxes, resulting in impacts on park uses, trees and shrubs.



Figure 78. Vista looking North in 2000s

Source: National Capital Authority



Figure 79. Northern lakeshore looking West in 2000s

Source: National Capital Authority



Figure 80. Comparison of the Griffin's 1918 plan (red linework) with layout at 2004 (grey linework)

Source: National Capital Authority 2004, p. 111

Appendix D: Social Value Research

D.1 Social Significance Indicators

The following significance indicators are based on an approach to social value assessment developed for the Australian Heritage Commission by Chris Johnston (Context Pty Ltd) and used in the RFA National Estate studies of social value in Victoria, NSW and Tasmania.

1. Important to a community as a landmark, marker or signature

Specific significance indicators:

- Landmarks
- Signature places and icons - places used to symbolically represent a locality or community
- Locational markers - places that mark where you are in a landscape/locality and places that figure as landmarks in daily life
- Understanding history and environment ('our place in the world') - special and unusual features that help explain the local environment in all its diversity

Likely place characteristics:

- Named landscape or built features
- Entry or centre points of a locality
- Place used as community signature

2. Important as a reference point in a community's identity or sense of itself

Specific significance indicators

- Strong symbolic qualities which define a community
- Spiritual or traditional connection between past and present
- Represents (embodies) important collective (community) meaning/s
- Association with events having a profound effect on a community
- Symbolically represents the past in the present (connects the past and the present)
- Represents attitudes, beliefs, behaviours fundamental to community identity

Likely place characteristics

- Mythological sites
- Places where continuing tradition/ceremony is practiced or where tradition is passed on
- Places where the continuity/survival of a community is celebrated
- Places where a community's identity has been forged such as disaster sites, foundation places, seminal events in a community's life

3. Strong or special community attachment developed from use and/or association

Specific significance indicators

- Essential community function leading to special attachment
- Longevity of use or association including continuity to the present

Likely place characteristics:

- Places providing essential community functions such as schools, halls, churches
- Community meeting places (of all types)
- Places defended at times of threat (to the place) for reasons of attachment not just function
- Places with a long tradition and continuity of community use or access.

Thresholds

In assessing social value, reaching the threshold requires the following:

1. Identified by a community which is in continued existence today as a definable entity
2. Continuity of use or association, meanings, or symbolic importance over a period of 25 years or more (representing transition of values beyond one generation)
3. Existence of an attachment or association with a place by a defined community, including evidence of use developing into deeper attachment that goes beyond utility value.

D.2 Associated Communities and Groupings

The following places located within the Parliament House Vista (the study area) are listed as heritage or indicative places on the RNE, NHL and/or CHL.

Having consideration for the Parliament House Vista as a whole (as comprising a suite of individual buildings and the spaces in between), the following associated communities have been identified.

Table 7. Places and Associated Communities

Listed Place in the Parliament House Vista	Associated communities
Blundells Farmhouse	Architects/designers Volunteers Workers
Carillon and Jet	Visitors (local and not local) Architects/designers Local Canberrans Recreation interests (on the lake)
Commencement Col	Australians
King George V Monument	Local Canberrans Political
Lake Burley Griffin and foreshore (lakeside areas and grounds)	Local Canberrans Recreation interests Engineers Architects/designers Natural Heritage Visitors (local and not local) Workers
Lobby Restaurant	Architects/designers
National Rose Gardens	Workers Volunteers Visitors (local and not local) Architects/designers Local Canberrans

Listed Place in the Parliament House Vista	Associated communities
Old Parliament House Gardens	Recreation Media Australians Local Canberrans Workers; volunteers Architects/designers
State Circle Cutting	
The Surveyor's Hut	
Australian War Memorial	Natural Heritage Department of Defence and allied depts eg. veterans affairs Veterans and families/descendants Workers Australians Volunteers Architects/designers Visitors (local and not local) Local Canberrans Education/research
Communications Centre	Engineers Media Workers Architects/designers Visitors (local and not local)
East Block Govt Offices	Workers Architects/designers Political
High Court of Australia	Australians Legal profession Local Canberrans Architects/designers Media Visitors (local and not local) Education/research
High Court of Australia	Australians Legal profession Local Canberrans

Listed Place in the Parliament House Vista	Associated communities
	Architects/designers Media Visitors (local and not local) Education/research
High Court of Australia National Gallery of Australia Precinct	Workers
John Gorton Building	Workers Architects/designers
National Gallery of Australia	Recreation Architects/designers Volunteers Visitors (local and non local) Local Canberrans Education/research Workers
National Library of Australia and surrounds	Recreation Workers Education/research Architects/designers Local Canberrans Australians Visitors (local and non local)
Old Parliament House and curtilage	Workers Visitors (local and not local) Political Local Canberrans Australians Media Volunteers Architects/designers Demonstrators
Sculpture Garden and National Gallery of Australia	Recreation Architects/designers Volunteers Visitors (local and not local) Australians Local Canberrans

Listed Place in the Parliament House Vista	Associated communities
	Education/research
	Natural heritage
	Engineers
	Workers

Grouping Associated Communities

Having identified communities with potential associations with the Parliament House Vista we have considered how they might be grouped thematically according to their particular relationship to the Parliament House Vista. We produced seven groupings:

- Political and public life
- Workers and volunteers
- Users of space (local people)
- Tourists
- Professional interest
- Australians
- Veterans and veterans' families

Having identified the groups we then considered the most effective method for reaching them in terms of gathering data about their potential associations taking into account the scope of the project budget and timeline.

Following analysis of data from the web survey Context revised the description of the associated communities which are as follows:

- Canberra residents
- Visitors to Canberra and the Parliament House Vista (tourists)
- Australians (from focus group)
- Veterans

D.3 Social Value Methodology

Parliament House Vista Social Values and Related Aesthetic Values

This document sets out Context's detailed methodology and budget for assessing the social values and related aesthetic values of the Parliament House Vista.

The methodology comprised the following elements:

- Web survey (with a strong promotional emphasis to inform key groups of its existence)
- Focus group - one
- Review of tourism material – printed and web-based- which feeds into the imagery and identity of the Parliament House Vista as an integral part of Canberra. How is Canberra/Parliament House Vista portrayed? This review feeds into research on the groups identified as 'Tourists' and 'Australians' and also into the focus group work and possible consultation.

Grouping Associated Communities

Potential associated communities were grouped thematically according to their particular relationship to the Parliament House Vista as follows:

- Political and Public Life

- Workers and Volunteers
- Users of space (local)
- Tourists
- Professional interest
- Australians
- Veterans and veterans' families.

Having identified the groups Context determined the most effective method for reaching them in terms of gathering data about their potential associations (taking into account the scope of the project budget and timeline).

Summary of Potentially associated community groupings and methods

The following table summarises potentially associated communities and the methods for obtaining data about their potential associations with the PHV.

After the table there is a more detailed explanation of each group and the methodology employed for reaching it.

Table 8. Potentially associated communities and the methods for obtaining data

Group	Proposed Method
Political and Public Life	B: Web survey
Workers and Volunteers	B: Web survey and C: Consultation where needed
Users of spaces (local)	B: Web survey.
Tourists (not local – domestic and overseas)	D: Assessment of tourism promotional literature including tour planning websites
Professional interest	A: Focus Group and B: web survey.
Australians	A: Focus group
Veterans and veterans families	B: Web survey.

Explanation of the groups of potentially associated communities and methods of consultation

Group 1. Political and Public Life

- Judiciary/legal profession
- Formal political processes – federal MPs; political parties (ALP, Democrats, Liberals, Nationals, Greens); Including women parliamentarians/judiciary,
- Associated activated citizenry – demonstrations/demonstrators Parkes Place, Trade Unions/student unions (illustrative of democracy/democratic process),
- Media past and present (Parliamentary Press Gallery, important group)

Group 2. Workers and Volunteers

- Civil servants and those people associated with the machinery of government – in Parliament House and in associated institutions within the PHV.
- People associated with running the machinery of Canberra ‘hub’ and keeping the places in working order: civil servants; services eg. gardeners, café staff, cleaners, parking attendants, tour bus drivers (People working inside and people working outside – potentially the holders of the stories.)
- People working in cultural institutions eg. librarians, curators, guides, National Trust
- Volunteers (visitor services and ‘Friends of...’ groups who help manage places) Access through Intranets of place or through a volunteers’ organisation perhaps (would volunteer organisation/s have access to intranet?)

Group 3. Users of spaces (locals)

- Formal recreation eg. boating/cycling etc (part of organised groups)
- Leisure – time users eg. walking, cycling, family picnics (independent recreation use)
- Event attendance
- Here for the culture – libraries, galleries, see Parliament House and Australian War Memorial etc
- Showing friends and relatives/visitors
- Education

Group 4. Tourists (not local – domestic and overseas)

- Visiting cultural institutions
- Attending events
- Visiting the heart of Australian political life – to see the land marks (things they have learned of in school, seen in the media, etc...)
- Tour operators (who bring these people in). Tour operators may also have surveys of their own, tour itineraries and images on promotional material may be good indicators. There may be a Canberra Tour Operators Association.

Group 5. Professional interest

- Architects/designers/landscape architects/planners (people who are directly involved in design industry, as well as those people who have a specialist interest in the design of Canberra).
- Engineers

Group 6. Australians

This is a very broad group and, within the budget and timeline for this project, the optimum way of assessment is to look at the views of those writers and commentators who have their ‘fingers on the pulse’ of Australia - those who write about Australia and Australians/Australian identity and what Canberra means in these contexts. These people may provide the best way to tap into/be representative of these broader values.

- Commentators on cultural aspects of Canberra and what it means to Australians. For example they could be writers in major state presses, designers, historians or political commentators eg. David Headon, Ken Taylor; (plus team members Brendan O’Keefe and Craig Burton).

Group 7. Veterans and veterans’ families

Veterans and their families/descendants are a discreet group associated with the Australian War Memorial and the ceremonial spaces of ANZAC Parade and individual memorials within it. The group will include:

- Govt Depts and Veteran organisations eg. RSL (include all active service)

Data Gathering Methodology

The following section gives more detail on the methods employed to reach the seven discreet groups of associated communities as described above.

A. Focus group

One focus group on May 23 with associated communities identified in Group 5 Professional interest and Group 6 Australians (commentators), that is commentators and writers who write about Australia and Australians/Australian identity and what Canberra means in these contexts.

B. Web Survey/on-line Questionnaire

A web survey is the main data gathering tool. It comprises a short questionnaire to be hosted on the NCA website and to be completed on-line. The questionnaire is designed to capture demographic information and associations with the Parliament House Vista.

Publicising the website

In order to be effective, the web survey must be well publicised among the target groups of associated communities identified above.

The web survey was hosted on the NCA website and was publicised to potentially associated communities by the NCA. The following actions were proposed:

- Insert into Capital 21; a monthly e-newsletter produced by NCA (circulation 200)
- Mailshot to stakeholders
- Article in The Chronicle - freesheet
- Media release to local media
- Advertisement in The Australian
- Feature on the NCA's radio slot, ABC radio morning

The following actions were undertaken:

- Insert into Capital 21; a monthly e-newsletter produced by NCA (circulation 200)
- Mailshot to stakeholders

Intranet

Many organisations run internal web sites for their employees and volunteers. Context researched the possibility of posting the web survey link on the intranet of selected Agencies within the Vista. It would not be feasible to cover all places within the vista so we agreed the following three agencies/locations for the reasons provided below:

- (i) Australian War Memorial as the major termination point of the PHV/land axis;
- (ii) Old Parliament House for its siting on the land axis between PH and the AWM and as a significant landmark of Canberra and significant part of the cultural landscape of the National Triangle; and
- (iii) National Gallery of Australia or High Court of Australia as a place in between.

The intranet is it not likely to be successful in reaching people who work out of doors eg. gardeners plus catering staff, cleaners etc. For this reason, face to face interviews were arranged with gardeners and catering staff within the vista.

Context identified gardeners and catering staff as two groups of people working in the vista and who would not necessarily spend time in front of a computer screen in order to complete the web survey. We talked around the following questions:

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

Gardeners working in The Parliament House Vista

Context conducted interviews with eight gardeners, young and old, who work in the PHV 2006. The interview was held in the Old Parliament House Rose Gardens on Monday May 23 2006.

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

Catering Staff working in the PHV

Context made contact with the Lobby Restaurant and arranged to interview staff on May 23. On attempting to confirm the appointment Context made several calls to the restaurant at different times of the day both prior to and during the two day visit to Canberra on May 22 and 23 but was unable to make contact with the manager. Finally a meeting was set up for May 23 in the morning by the manager was delayed and did not turn up. His assistant was unable to authorise Context interviewing staff in his absence.

Context then went to the Water's Edge Restaurant beside Lake Burley Griffin but it has ceased trading. Context re e-mailed web survey information to the Lobby and the manager said he would pass the information to his staff.

D. Content Analysis/Research on Image of Canberra

This method involves sampling print and web-based tourism media to assess the image/representations of Canberra as a tourism destination. This will not be a comprehensive assessment of all tourism material but a strategic sampling as follows.

General Tourism material:

- (i) Context analysed the imagery of post cards, illustrated tourist maps and other tourism material described below in Points (ii) and (iii).
- (ii) Context requested a package of information to plan a holiday to Canberra and then analysed it in terms of the imagery used.
- (iii) Post Cards of Canberra: a set was collected and analysed. (Post cards are regarded as tried and tested images.)
- (iv) Tour Planning Websites - The purpose of the website survey is to gain an impression of the imagery being used to promote Canberra to home and overseas markets. Context briefly surveyed the following sites: Lonely Planet, Rough Guide, Fodor's; selected on the basis that they are targeted at a broad cross-section of types of travellers (age, demographic, cultural interests etc) to Canberra. Following this review Lonely Planet was selected for a more in-depth review - as an Australian site, as well as serving the interests of a broad range of travellers.

Key questions considered when surveying the website:

- what is/are the main image/s used to promote Canberra?
- what is/are identified as 'must see/s'?
- what does the website say about the place?

D.4 Web Survey Questionnaire and Analysis

Parliament House Vista Questionnaire

PARLIAMENT HOUSE VISTA

The Parliament House Vista is the large triangular area which stretches from the front of Parliament House in the south to Commonwealth and Kings Parks in the north as well as Anzac Parade.

The Parliament House Vista includes part of Lake Burley Griffin and all the landscape in the area known as the parliamentary zone.



This survey seeks your views about the significance of the Parliament House Vista. Participants in the survey can receive a capital information pack full of information, walking tours and ideas for your next visit to the capital.

The Parliament House Vista is a **designed landscape** of around 260 hectares. It is the heart of Walter Burley Griffin's original design for Canberra and extends in a broad, sweeping triangle from Parliament House in the south, to the Australian War Memorial. It includes Anzac Parade, Commonwealth and Kings Parks and Old Parliament House Gardens, part of Lake Burley Griffin and is the setting for Australian government buildings and national institutions.

The Parliament House Vista has been entered in the Commonwealth Heritage List and, in accordance with 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 is preparing a management plan for the place to guide the management and protection of its heritage values. To ensure that the community's values are considered, we would like you to tell us how you use and what you value about this **designed landscape**.

The survey will take about 5-6 minutes to complete.

The results of the survey will be used to contribute to the management plan for Parliament House Vista. The draft plan is expected to be complete by December 2006 and will be published on this web site for public review.

Q1: Which of the following best describes you?

- I am a current Canberra resident [*please go to Q2*] ☐
- I used to be a Canberra resident [*please go to Q2*] ☐
- I have visited Canberra and the Parliament House Vista (holiday, visiting friends and relatives, business) [*please go to Q2*] ☐
- I have never visited Canberra [*please go to question 5*] ☐
- Other (*please specify*) ☐ _____

Q2: What is the primary reason you visit or have visited the Parliament House Vista?

[*one tick only*]

- Work (*specify where*) ☐ _____
- Volunteer (*specify where*) ☐ _____
- Leisure or recreation ☐
- Holiday/Visiting friends and relatives ☐
- Sightseeing ☐
- Attend events (*please list up to three events you attend*)

- Showing visitors around ☐
- Other ☐ _____

Q3: How often do you/did you visit the Parliament House Vista?

- Daily ☐
- Weekly ☐
- Monthly ☐
- Rarely ☐

Q4: For how long have you been visiting the Parliament House Vista?

- 0-10 years ☐
- 11-24 years ☐
- 25 years and over ☐

Q5: Are you a member of any of the following organisations? Please select those that apply to you

• Professional/Heritage Organisation

Australian Institute of Landscape Architects ☐

Royal Australian Institute of Architects ☐

Australia ICOMOS ☐

DOCOMOMO Australia ☐

Engineers Australia / Engineering Heritage Australia ☐

National Trust of Australia (ACT) ☐

Society for 20th Century Heritage ☐

Walter Burley Griffin Society ☐

Australian Garden History Society ☐

Other (*please specify*) ☐ _____

• Local Historical Society (*please specify*) ☐

• A Friends Group (*please specify*) ☐

• Lake Users' Group ☐

• Other (*please specify*) ☐. _____

Q6: If you have not visited Canberra, what is the source of your knowledge or impressions of the Parliament House Vista?

• Media ☐

• History research ☐

• School ☐

• Photographs in books and magazines ☐

• Tourism campaigns ☐

• Internet ☐

• Word of mouth ☐

• Advertisements ☐

• Other (*please specify*) ☐ _____

Q7: Thinking about the Parliament House Vista as a whole, how strongly do you agree or disagree with the following statements? Please circle the appropriate box for each statement.

The Parliament House Vista is a place of commemoration.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista connects Australia's political history from past to present.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is an important symbol of Australian democracy.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista evokes important national memories.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is an important symbol of Australian national identity.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is a place where people can participate in important national events.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is a place of protest.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is a dramatic and powerful landscape.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is a beautiful area.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is a place to learn and find out.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is a place for recreation and leisure.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

The Parliament House Vista is an important Canberra landmark.

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
----------------	-------	----------------------------	----------	-------------------

[illegible]

Please choose up to 3 of the following statements:

- Particular parts of the Parliament House Vista *[please specify]* ☐
- Views along the axis between Parliament House and the War Memorial ☐
- Its place in the overall design of Canberra ☐
- The feelings I get when I am there ☐
- Its symbolic meanings ☐
- The monumental scale of the landscape ☐
- Important events that are held in the Vista area ☐

- Lake Burley Griffin ☐
- None of the above, for me it is ... (*please describe*) ☐

Q9: Do you think the Parliament House Vista is known to and valued by:

- Australians? ☐
- Canberra people? ☐
- Overseas visitors? ☐
- Others ☐

Finally, please tell us a little about yourself:

Your home post code?

Not resident in Australia ☐

Are you:

- An Australian war veteran or family of Australian war veteran? ☐
- An Australian citizen or permanent resident? ☐
- A citizen of another Commonwealth country? ☐
- From a non-Commonwealth country? ☐

What is your gender?

Male ☐

Female ☐

To which age group do you belong?

Under 18 ☐

18-24 ☐

25-34 ☐

35-44 ☐

45-54 ☐

55-64 ☐

65-74 ☐

75 and over ☐

86 and over ☐

Are you an Australian war veteran or family of Australian war veteran?

Yes ☐

No ☐

Thank you for your contribution to this project.

Your contact details (optional)

If you are happy to participate further in this project, for example, joining in with a focus group or for us to call you for more information, and receive a Capital Information Pack then please fill out the following details.

Surname:

First name :

Street number and name:

Suburb:

State:

Post code:

Telephone:

Mobile:

e-mail:

PRIVACY

We respect your privacy and will not release your details to any third parties or use them for any other purpose other than for which you intended. For more information on our Privacy Policy visit www.nationalcapital.gov.au

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Canberra. To subscribe email roundabout@natcap.gov.au

Analysis of Questionnaire

Number of surveys returned

115 surveys received.

Data analysis

All of the data was provided by the National Capital Authority to Context in the form of a Microsoft Word Access database. The data has been analysed and the results presented in this appendix and discussed in the body of the report.

The data is presented as both quantitative and qualitative.

Where are the respondents from?

Postcode	Number
2615	1
2600	1
2601	3
2602	3
2604	5
2605	5
2606	1
2611	4
2612	3
2614	1
2615	2
2617	4
2620	1
2900	1
2902	1
2903	1
2905	1
2913	1
3219	1
6003	1
6018	1
0810	1
N7S 4S7	1

Q1 Which of the following best describes you?

Description	Number
Current Canberra resident	99
Previous Canberra resident	7
Visited Canberra AND the PHV	4
Never visited Canberra	0
Other	0

Q2 What is the primary reason for your visit?

Primary Reason Given	Number
Work	44
Volunteer	7
Leisure/recreation	30
Holiday/visiting friends and relatives	1
Showing visitors around	12
Water sports on the lake and sightseeing	1
Sightseeing	4
Attend events	4
Research	1
Live alongside it	1
Live on the boundary – Anzac Park	1
Several of the above	1

Q3 How often do you/did you visit the Parliament House Vista?

Frequency	Number
Daily	46
Weekly	22
Monthly	7
Rarely	32

Q4 For how long have you been visiting the Parliament House Vista?

Length of association	Number
0-10 years	44
11-24 years	31
25 years and over	30

Q5 Are you a member of any of the following organisations?

Professional/heritage organisations

Organisation	Number
National Trust	0
Australian Inst. of Architects	0
Australia ICOMOS	5
Australian Inst. of Landscape Architects	2
Walter Burley Griffin Society	1
Planning Institute of Australia	1
Engineers Australia/Engineering Heritage Australia	1

Other organisations

Organisation	Number
Local Historical Society	4
A Friends Group	13
Lake Users' Group	11
Other	15

Q6 If you had not visited Canberra, what is the source of your knowledge or impressions of the Parliament House Vista?

Source	Number
Media	2
History research	2
School	1
Photographs in books and	1

Source	Number
magazines	
Tourism campaigns	1
Internet	0
Work of mouth	0
Advertisements	0
Other	1

Q7 Thinking about the Parliament House Vista as a whole, how strongly do you agree or disagree with the following statements?

The Parliament House Vista is a place of commemoration

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	30	42	16	9	1
Used to be a Canberra resident		4		3	
Visited Canberra AND the PHV	1	2	1		
Never visited Canberra					
Other					
Veterans	14	16	7	3	

The Parliament House Vista connects Australia's political history from past to present

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	40	44	8	4	1
Used to be a Canberra resident	3	4			
Visited Canberra AND the PHV	3	1			
Never visited Canberra					
Other					
Veterans	20	15	4		

The Parliament House Vista is an important symbol of Australian democracy

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	42	27	16	10	2
Used to be a Canberra resident	3	4			
Visited Canberra AND the PHV	1	3			
Never visited Canberra					
Other					
Veterans	19	11	7	3	

The Parliament House Vista evokes important national memories

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	48	36	8	4	1
Used to be a Canberra resident	5	1		1	
Visited Canberra AND the PHV	2	2			
Never visited Canberra					
Other					
Veterans	21	15	4		

The Parliament House Vista is an important symbol of Australian national identity

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	44	34	9	5	4
Used to be a Canberra resident	4	2	1		
Visited Canberra AND the PHV	2	2			
Never visited Canberra					
Other					

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Veterans	24	11	2	3	

The Parliament House Vista is a place where people can participate in important national events

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	48	42	1	4	2
Used to be a Canberra resident	2	2	2	1	
Visited Canberra AND the PHV	1	3			
Never visited Canberra					
Other					
Veterans	23	14	1	2	

The Parliament House Vista is a place of protest

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	23	39	15	10	11
Used to be a Canberra resident	3	1		2	1
Visited Canberra AND the PHV		2	1	1	
Never visited Canberra					
Other					
Veterans	9	14	4	7	6

The Parliament House Vista is a dramatic and powerful landscape

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	44	39	7	5	2

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Used to be a Canberra resident	5	2			
Visited Canberra AND the PHV	3	1			
Never visited Canberra					
Other					
Veterans	23	14	1	2	

The Parliament House Vista is a beautiful area

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	51	37	7	2	
Used to be a Canberra resident	4	3			
Visited Canberra AND the PHV	2	2			
Never visited Canberra					
Other					
Veterans	26	12	1	1	

The Parliament House Vista is a place to learn and find out

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	28	52	13	3	1
Used to be a Canberra resident		3	14		
Visited Canberra AND the PHV	1	2	1		
Never visited Canberra					
Other					
Veterans	14	18	7	1	

The Parliament House Vista is a place for recreation and leisure

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	42	42	8	4	1
Used to be a Canberra resident	2	4	1		
Visited Canberra AND the PHV	1	1	2		
Never visited Canberra					
Other					
Veterans	19	15	5	1	

The Parliament House Vista is an important Canberra landmark

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	72	23	2	1	
Used to be a Canberra resident	7				
Visited Canberra AND the PHV	3	1			
Never visited Canberra					
Other					
Veterans	33	7			

The Parliament House Vista is a place used for ceremonies, festivals and events

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	54	40	2		1
Used to be a Canberra resident	5	2			
Visited Canberra AND the PHV	3	1			
Never visited Canberra					
Other					

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Veterans	26	12	2		

The Parliament House Vista is important to Canberra people

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	54	36	4	2	1
Used to be a Canberra resident	6	1			
Visited Canberra AND the PHV	2	2			
Never visited Canberra					
Other					
Veterans	25	13	1	1	

The Parliament House Vista is important to Australians in general

Association	Strongly agree	Agree	Neither agree nor disagree	Dis-agree	Strongly disagree
Current Canberra resident	31	45	12	6	1
Used to be a Canberra resident	3	3	1		
Visited Canberra AND the PHV		4			
Never visited Canberra					
Other					
Veterans	16	15	6	3	

Q8 In your opinion, why is the Parliament House Vista important to you?

Canberra Resident

The Vista does evoke emotional thoughts. It is a striking neat and precise.

it's not

car parking makes access to the lake easy.

I love the vista from Parliament House across to Mt Ainslie, the view to Anzac Parade, the space around the main buildings, the views of the lake and the fact we can walk around the lake from bridge to bridge. I love the green spaces.

Its beauty and its position at the centre of our national life

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

Because it has the Carillon, Anzac Parade and the most gorgeous parliament house rose gardens, where several roses are rare.

The open setting displays a national institution to great effect. There are relatively few distractions from Parliament House, and you couldn't hope for a better view.

It is the heart of Canberra.

reminds one strongly of how we are governed and some of the key event shaping our history

it has so many of the important parts of Canberra in it. It is the seat of our government

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

It is the central concept of the Griffins' design. The dimensions of Anzac Parade and the War Memorial can be appreciated from Parliament House. Conversely both Parliament Houses are symbols of the growth of Canberra as the nation's capital.

Because it is a part of Walter Burley Griffins original plan and is historically important. It is very beautiful. It is where I regularly walk. It is important for Australia. There should be no advertising in the area, eg. the sponsors of the tennis courts in OPH grounds.

I love the symmetry of the view

The meeting of land and water, and as a place for festivals and ceremonies

It is a symbol of the Griffin plan, it is dramatic and impressive to show visitors from mount Ainslie

The most distant element, the War Memorial, is the most emotional component - a powerful memory of those who lost their life and a reminder of how often our politicians commit Australian lives in the interests of others. The old Parliament House is such a statement of the bizarreness of the political culture ...temporary from 1927(?) to 1988. The general landscape is unlike that of the vast majority of Australians who live in urban areas near the coast, and so contributes to the perception of 'Canberra' [read Australian Government] as not connected with the zeitgeist. The lake is the most enjoyable component - I am a regular kayaker and so enjoy a perspective not shared with many and get to enjoy to many moods of the lake.

A defined area encompassing our democratic institutions.

There is nowhere else to write this: Please put a roundabout/circle at the intersection of King Edward Terrace and Bowen drive and Dorothy Tangney Place before someone is killed. On average I see one crash per week and near misses every day. I refuse to ride my motor bike through it because it is too dangerous. The remedial works performed last year made no improvement at all and perhaps made it worse. The only solution for such a wide and offset intersection is a circle. Someone will be killed but the precious Parliamentary Vista will remain intact!

represents when the nation came together from states to nation, represents the history of Australia's development, represents democracy, memorialises important national events, emotionally evocative - that I am a part of this greatness

It reflects a national pride and presence. It evokes a feeling of belonging. It has strong elements of natural and man made elegance and beauty.

Parliament House Vista is without doubt a beautiful place to walk, talk and meet. I enjoy meeting and walking with friends in this stunning of Australian landscapes. I am a very keen Dragonboat paddler who

has experienced many many hours of relaxation, sport and glorious exhilarating scenery. Certainly a place to recommend to visitors and all who live in Canberra.

It is Canberra's 'trademark' or 'brand'. Without it Canberra is just another city. It is important to me on several fronts. a) That it is an accessible place for people to use for a variety of every day reasons including leisure, relaxation, learning & work b) That it has 'deep content' within it where I can learn if I choose to c) That it holds the 'national treasures' which underpin and represent many of the values that make Australia unique.

The vista is not important but the precinct is and my answers would be different if the word Vista was replaced with the word Precinct. There is a distinct difference.

Visual impact particularly looking south towards Old Parliament House and north from the lake shore towards the war memorial

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

It connects Australians with the heritage of their past

It is a beautiful area that contains so many buildings and monuments relating to Australia's history. It is open and free for all people to appreciate and enjoy and be proud of. Its wide open spaces, gardens and lake are available for celebrations without the taint of commercialisation to spoil them.

it is the centre showpiece of Canberra. it is aesthetic beautiful and is a central part of Canberra's and Australia's history.

The answer is found in the above questions. In particular the visual link from Parliament House to the War Memorial links our democracy with the sacrifices made to achieve and maintain it. It should not be tampered with!

It is the central focus of the Canberra I have known, from before there was a lake, including the War Memorial and Parliament House, to the evolution of Canberra as a cultural centre with the development of the National Library and Art Gallery, as an important site of Indigenous protest with the establishment of the Tent Embassy and continued use of the site by the Indigenous community. The current vista from Old Parliament House across the Tent Embassy to the War Memorial represents a microcosm of past and present Australian history.

I like to show it to visitors - with pride!

the parliament house vista is important to me because it is such a significant part of the design for Canberra, it is where it all began with the building of the temporary Parliament house, surrounded by sheep paddocks, no lake very few trees and lots of dust. look what it is today ,one of the most beautiful areas in this city ,where we can visit galleries, walk in beautiful gardens, relax by the lake and learn our history.

this vista is important to me as it the birth place of Canberra as a National Capital, with the building of the Old Parliament house, with the beautiful Rose Gardens from quite bleak and barren sheep fields to what it is today. The view to the War Memorial across the Lake is just wonderful, there are very few National Capitals in the world that can boast such wonderful open areas for locals, and visitors alike to be able to visit such varied places right in the heart of their cities,

It is important because of its open space in the middle of the city and for realising Canberra's raison d'etre. That different parts are important for different reasons and that as the city grows I would hope that its role, function, structure does not retard those areas abutting it as its role is primarily to serve Canberra a city that will and should be encouraged continue to change and grow.

Because it offers a striking view of Canberra's major landmarks and is the place to find many of our most culturally significant attractions. It offers some of the best scenery within the parliamentary triangle, specifically of the lake.

Because it offers a striking view of Canberra's major landmarks and is the place to find many of our most culturally significant attractions. It offers some of the best scenery within the parliamentary triangle, specifically of the lake.

It is the most recognised image of Canberra and incorporates many of the key national attractions within Canberra. It is also a wonderful place to relax, especially on the Lake foreshore and a place of scenic beauty.

Because I work in the Parliament House Vista, and interact with people who work in other organisations within the Vista, I am quite familiar with many of the landmarks, sites, buildings, and general environs of the area. I spend 80% of my life within the Vista, at work and away from work; as it is so centrally located I frequently travel through it on weekends on my way to different parts of Canberra.

It is the central land axis of Walter Burley Griffin's plan for Canberra. It embodies many of our Australian ideals of equality, egalitarianism and even mateship. It is central to the unique nature of our capital as a planned city - which in turn is a great symbol of deliberate design for a country which was deliberately created by its people.

It's not, really. It's just a big empty space that no-one goes to much because there's nothing there to attract people. There's 10,000 acres of parks in Canberra but you never see anyone in them because they're (the parks) too lonely. Because there's so many parks, there's not enough people to make them feel welcoming.

The Parliament House Vista is a powerful and dramatic landscape. Standing at the Parliament House entrance (great verandah) - at the 'summit' of political and social life in Australia, you face an extraordinary vista (literally) towards the city of Canberra - via Commonwealth Ave - and towards Mt Ainslie. Canberra enjoys very beautiful skies - at dusk the Vista opens to an amazing panorama - providing the viewer with a strong sense of space and amenity, openness, of being Australian and of being part of the democratic process.

There are not many other places in Australia where a gathering is enveloped in so much important history. I think it is important to keep the vista available for use for festivals, ceremonies etc.

A good place to walk and cycle and hold protests etc It also containing old PH etc The lake foreshore is a nice recreational area (so long as power boats etc are kept off the lake)

It is a place where you can commemorate important events. It has many wonderful buildings where you can spend many hours visiting exhibitions, spending time with friends and gives you a great starting point for taking all visitors. It is the best way to show visitors just how Canberra is for ALL Australians not just for those of us who live here. It has wonderful gardens and beautiful trees and a simply magnificent view of Lake Burley Griffin. The walks around this area are pleasant and one of the highlights for me was doing a twilight tour of the Sculpture Gardens one summer. For me it is the heart of Canberra and the rest leads off from this heart. It is a beautiful city and I am proud to be a citizen of such a warm and friendly place. People who see Canberra as just politicians and parliament are not in touch with the REAL Canberra.

I associate the PHV with the key characteristics of the vision of Canberra as a garden city, planned to be beautiful and to have great amenity for its citizens. it embodies ideas of egalitarianism and peaceful congress, including the right to protest. simultaneously, it is a symbol of our living democratic experiences, our robust democracy and our past political and parliamentary traditions.

It gives one a sense of belonging, of being Australian and also appreciating a panoramic view of the national capital.

This area is a unique place in Australia, containing many national buildings. It's important to me, since it is a place that I visit daily for exercise. whether that be rowing, cycling or running. It's also a place I like to visit for some Canberra events.

Reasons already provided.

It symbolises and evokes many memories of Australia's political history and once much more robust democracy, protests in a number of which I have participated. Today, with both houses of parliament dominated by the coalition, dissent is being actively neglected and ignored.

Not only does it define a key part of the original plan for Canberra as the nation's capital, but it links our history, present & future. I also think it's important parliamentarians can look upon the war memorial.

It makes it a place of the people of for all Australians.

The space can be used for many things and mean many things

It's where people come together. It's important that is allowed to be used even when a group disagrees with people inside Parliament House. That's what makes it an important symbol of democracy.

Australian Heritage

It's not

it's a key symbol of Canberra and it's a good place for recreation.

I love going to the area as for me it is a place of beauty , a place of history a place for all Australian's be they local, our indigenous people or people from Perth or Tassie. I see children playing in the gardens and school groups visiting with their projects to complete, the old and the young. I see people walking and people riding their bikes. All of these things are important to us all.

We fly tourists over the vista in hot air balloons 220 days a year. Most passengers are very excited about having the opportunity to do this and really appreciate the combination of Canberra Icons with the natural landscape all set within Griffins design concepts.

I've witnessed some remarkable political events and love the direct line view through to the war memorial

it's a striking vista and a commemoration of our national identity. It shouldn't be used for frivolous entertainments or sports events

Because it is a true representation of Australia today - a democratic and contemporary society.

It is the peaceful heart of an increasingly busy city, a place for renewal and a place of beauty.

Because I was involved in the building of the then 'New' Parliament House and it represents to me all that is good about Australia.

It is the centre of the Capital, and includes places for leisure, learning, reflection, commemoration, activity and rest; places for the people, places for the Parliament. There is something to represent all Australians...whether they realise it or not.

Its an important link between Australians and their government, as well as being a link between the past and present.

it gives us our living history and is somewhere we can take visitors and be proud.

The symbolic centre of national government and remembrance of our military veterans. A place of reflection and contemplation and reminder of the importance of democracy. It should not be a place for protests

It includes views of important national buildings in beautiful and serene surroundings.

Because it is a part of our Nation's Heart and a symbol of Peace and Unity.

It is an area of national importance that is accessible to all. It is there to be celebrated and enjoyed for its historical value, but most importantly for its ability to gather people from all Australian walks of life.

It is a beautifully designed area.

It evokes the past with the present and the future. It includes our local natural environment, the planned environment (including natural and built) - birdlife, fauna, flora and water, wonderful (and not so wonderful architect) and has maintained the amazing view between Parliament House and the War Memorial. It been the place of protest (such as Vietnam War, Aboriginal Embassy), a place of peace (festivals, fireworks Skyfire, the Chinese Govt fireworks 1988), place for families - bbqs, picnics, special events, to walk and contemplate, to visit national treasures (Library, Gallery, New and Old Parl House, War Memorial), to walk around the foreshore, Anzac Parade, the walks around Parliament House, to fish,

to exercise and listen to the music from the Carillon, to admire Captain Cook Fountain, to find out about our history (including Regatta Point).

Any thinking Australian would have to agree to all the above statements. However they are sweeping statements with no provision for comments. For instance protest in a democracy is essential but misuse by a minority in setting up a permanent camp site and caravan park, abhorrent to others and detrimental to their enjoyment of the area should not be tolerated. The Vista is important to me for its stability and familiarity. Change for change's sake is unacceptable. I love the Library and its surrounds, esp. the poplars, all well planned. Future building should not cause undue destruction of the present Vista. Maintenance however is essential eg. replacing broken light tubes on the bridges, weeding and repairing erosion tracks and rubbish collection so I can enjoy the aesthetics of the Vista.

Visitors

I think the view is breath taking and am very touched by seeing past the Old Parliament all the way to the War Memorial.

The Parliament House Vista represents a highly significant cultural landscape born out of the original plan for Canberra by the eminent landscape architect, Walter Burley Griffin. The significance of the vista is also because of the later alterations and additional cultural buildings that now form part of the area, including Old Parliament House which is a physical legacy of the fledgling Commonwealth Government from the 1920s and a national icon that reveals so much about Australian political life in the 20th century. The vista visually connects the evolution of Australian Government and democracy between the old and new Parliament building, and celebrates the cultural identity of the nation through the linkages to the National War Memorial and other important national buildings.

Veterans/Families of veterans

I love the vista from Parliament House across to Mt Ainslie, the view to Anzac Parade, the space around the main buildings, the views of the lake and the fact we can walk around the lake from bridge to bridge. I love the green spaces.

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

Because it has the Carillon, Anzac parade and the most gorgeous parliament house rose gardens, where several roses are rare.

The open setting displays a national institution to great effect. There are relatively few distractions from Parliament House, and you couldn't hope for a better view.

It is the heart of Canberra.

It is the central concept of the Griffins' design. The dimensions of Anzac Parade and the War Memorial can be appreciated from Parliament House. Conversely both Parliament Houses are symbols of the growth of Canberra as the nation's capital.

It is a symbol of the Griffin plan, it is dramatic and impressive to show visitors from mount Ainslie

There is nowhere else to write this: Please put a roundabout/circle at the intersection of King Edward Terrace and Bowen drive and Dorothy Tangney Place before someone is killed. On average I see one crash per week and near misses every day. I refuse to ride my motor bike through it because it is too dangerous. The remedial works performed last year made no improvement at all and perhaps made it worse. The only solution for such a wide and offset intersection is a circle. Someone will be killed but the precious Parliamentary Vista will remain intact!

It is Canberra's 'trademark' or 'brand'. Without it Canberra is just another city. It is important to me on several fronts. a) That it is an accessible place for people to use for a variety of every day reasons including leisure, relaxation, learning & work b) That it has 'deep content' within it where I can learn if I

choose to c) That it holds the 'national treasures' which underpin and represent many of the values that make Australia unique.

The vista is not important but the precinct is and my answers would be different if the word Vista was replaced with the word Precinct. There is a distinct difference.

Visual impact particularly looking south towards Old Parliament House and north from the lake shore towards the war memorial

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

it is the centre showpiece of Canberra. it is aesthetic beautiful and is a central part of Canberra's and Australia's history.

Provides a statement that the national capital is important, as it has been planned and the area reserved to be special for the Australian people.

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

The answer is found in the above questions. In particular the visual link from Parliament House to the War Memorial links our democracy with the sacrifices made to achieve and maintain it. It should not be tampered with!

the parliament house vista is important to me because it is such a significant part of the design for Canberra, it is where it all began with the building of the temporary Parliament house, surrounded by sheep paddocks, no lake very few trees and lots of dust. look what it is today, one of the most beautiful areas in this city, where we can visit galleries, walk in beautiful gardens, relax by the lake and learn our history.

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It is the most recognised image of Canberra and incorporates many of the key national attractions within Canberra. It is also a wonderful place to relax, especially on the Lake foreshore and a place of scenic beauty.

There are not many other places in Australia where a gathering is enveloped in so much important history. I think it is important to keep the vista available for use for festivals, ceremonies etc.

I associate the PHV with the key characteristics of the vision of Canberra as a garden city, planned to be beautiful and to have great amenity for its citizens. it embodies ideas of egalitarianism and peaceful congress, including the right to protest. simultaneously, it is a symbol of our living democratic experiences, our robust democracy and our past political and parliamentary traditions.

Reasons already provided.

It symbolises and evokes many memories of Australia's political history and once much more robust democracy, protests in a number of which I have participated. Today, with both houses of parliament dominated by the coalition, dissent is being actively neglected and ignored.

It makes it a place of the people of for all Australians.

The Parliament House vista is a symbol of Australia's nationhood. It deals with Australia after Federation. At one end is the War Memorial which is where the Australian identity was first forged in popular culture, goes across the Lake to be flanked on one side by the Gallery, matched with the Library on the other. Then past the High Court to Old Parliament sweeping up to New Parliament House, taking in the symbols of our democracy.

It's not

it's a key symbol of Canberra and it's a good place for recreation.

It is the centre of the Capital, and includes places for leisure, learning, reflection, commemoration, activity and rest; places for the people, places for the Parliament. There is something to represent all Australians...whether they realise it or not.

The symbolic centre of national government and remembrance of our military veterans. A place of reflection and contemplation and reminder of the importance of democracy. It should not be a place for protests

Because it is a part of our Nation's Heart and a symbol of Peace and Unity.

It is an area of national importance that is accessible to all. It is there to be celebrated and enjoyed for its historical value, but most importantly for its ability to gather people from all Australian walks of life.

It evokes the past with the present and the future. It includes our local natural environment, the planned environment (including natural and built) - birdlife, fauna, flora and water, wonderful (and not so wonderful architect) and has maintained the amazing view between Parliament House and the War Memorial. It been the place of protest (such as Vietnam War, Aboriginal Embassy), a place of peace (festivals, fireworks Skyfire, the Chinese Govt fireworks 1988), place for families - bbqs, picnics, special events, to walk and contemplate, to visit national treasures (Library, Gallery, New and Old Parl House, War Memorial), to walk around the foreshore, Anzac Parade, the walks around Parliament House, to fish, to exercise and listen to the music from the Carillon, to admire Captain Cook Fountain, to find out about our history (including Regatta Point).

Q9. What is it about the Parliament House Vista that gives it this importance?

Factor	Number
Views along the axis	66
Its place in the overall design of Canberra	63
The feelings I get when I am there	22
Its symbolic meanings	40
The monumental scale of the landscape	35
Important events that are held in the vista area	15
Lake Burley Griffin	39
Other (Comments)	
Also, a) that it has clear boundaries and is visually compact b) that its contents are rich and fundamentally significant to the life we enjoy as Australians c) that the content is juxtapositioned next to everything else which concentrates your thoughts o	
It isn't important	
View from Mount Ainslie	
Your questionnaire biases responses by focussing on the view or vista. It is the place itself which enshrines symbolic meanings and evokes feelings. I am afraid of the subtext of this questionnaire in regard to the Aboriginal embassy whose role you have totally neglected and, based on the aesthetic implications of your questionnaire, would like to remove.	

Q10 Do you think the Parliament House Vista is known to and valued by:

Group	Number
Australians	53
Canberrans	89
Overseas visitors	25
Other (Comments)	
None	
Non-visitors. It is Canberra's brand that makes it identifiable.	
Those who visit know it	

D.5 Publicity for the Web Survey

The NCA made contact with current parliamentarians based in Canberra requesting that they complete the web survey.

The Australian War Memorial, Old Parliament House and the National Gallery of Australia of Australia were contacted to discuss posting information on the organisations' intranets. This proved to be impractical as the intranets are not well used and, instead, an e-mail was sent to every employee and volunteer of these organisations directing them to the web survey.

Key organisations were contacted by e-mail and telephone.

The web survey was publicised to potentially associated communities by the NCA. The following actions were proposed:

- Insert into Capital 21; a monthly e-newsletter produced by NCA (circulation 200)
- Mailshot to stakeholders
- Article in The Chronicle - freesheet
- Media release to local media
- Advertisement in The Australian
- Feature on the NCA's radio slot, ABC radio morning

The following actions were undertaken:

- Insert into Capital 21; a monthly e-newsletter produced by NCA (circulation 200)
- Mailshot to stakeholders

D.6 List of Heritage and Other Sites in the Parliament House Vista

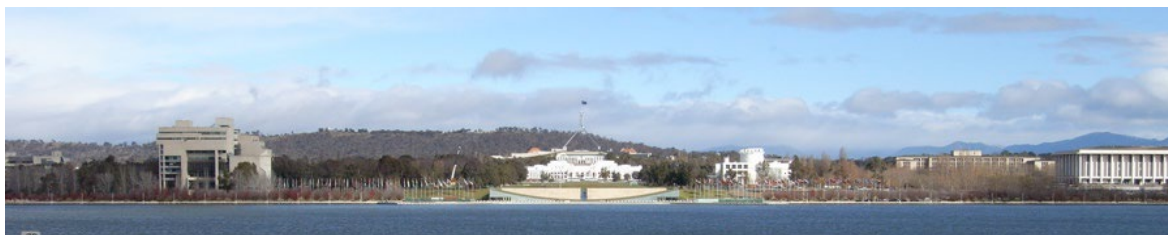
- Parliament House Vista (CHL, RNE)
- Old Parliament House (CMP being revised: CHL, RNE)
- Old Parliament House Gardens (draft CMP; CHL, RNE)
- Magna Carta Place
- Constitution Place
- East Block (CMP; CHL, RNE)
- National Rose Garden (CHL, RNE)
- Lobby Restaurant (RNE)
- King George V Memorial (CMP; CHL, RNE)

- Aboriginal Embassy (RNE)
- National Library of Australia (draft CMP; CHL, RNE)
- Peace Park/Memorial
- Commonwealth Place
- Reconciliation Place
- High Court of Australia (draft CMP for precinct; CHL, RNE)
- National Gallery of Australia including the Sculpture Garden (draft CMPs for NGA and for precinct; CHL, RNE)
- High Court of Australia-National Gallery of Australia Precinct (draft CMP; CHL, RNE)
- John Gorton Building (CMP; CHL, RNE)
- Communications Centre (CHL, RNE)
- West Block (CMP; CHL, RNE)
- State Circle Road Cutting (CHL, RNE)
- Commonwealth Park
- Captain Cook Fountain
- Kings Park (draft CMP)
- Blundells' Farmhouse (CMP; CHL, RNE)
- Carillon & Aspen Island (draft CMP; CHL, RNE)
- Commonwealth Avenue Bridge
- Kings Avenue Bridge
- Anzac Parade & Memorials
- Australian War Memorial (CMP; CHL, RNE)
- Parkes Place (CMP)
- Fountains: Parkes Place, Rond Pond
- Ponds: Parkes Place, Rond Pond
- Sculptures: Moore

Appendix E: Additional Research and Analysis for Heritage Values

Summary

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



E.1 Social Value

This section largely relies on the research undertaken for the 2010 heritage management plan, although some new information has been included.

Concept and Approach

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

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

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

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

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

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

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

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

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

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

Assessing Social Significance

Methods designed to identify and assess social significance need to:

- identify and confirm community and/or cultural group;
- identify and confirm potential associations, including the nature and extent of these associations;
- assess whether any significance arises from those associations;
- clarify which aspects of the place contribute to social significance (‘aspects’ may refer to fabric-based elements of the place such as structures, plantings etc; or to uses, activities, events, traditions and practices etc); and
- assess the relative importance of that place compared to any others valued for similar reasons by that community or cultural group.

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

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

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

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

Methods and Results

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

A range of methods was used to:

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

Associated Communities

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

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

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

- Political and Public Life – a group which includes people involved in political life, and, for example the parliamentary press gallery;
- Workers and Volunteers – a group which includes public servants and those associated with the machinery of government; people providing services/associated with keeping things running, for example gardeners, catering staff, volunteers working at places within the study area, and people working in cultural institutions within the area, for example the National Gallery of Australia;
- Users of spaces – local people who use spaces in the study area for recreation, relaxation and attending events or visiting cultural institutions;
- Tourists – including people who visit Canberra and the Parliament House Vista, and tour operators who take them there;
- Professional interest – this group comprises architects, designers, planners and engineers;
- Australians – a broad and general group accessed through the views of selected writers and commentators who write about Australian identity and what Canberra means in that context; and
- Veterans and veterans' families – a discreet group of people generally associated with the Australian War Memorial and ceremonial spaces of Anzac Parade.

Assessing Social Significance of the Parliament House Vista

For this project, the approach to assessing social significance was based on the following targeted actions which were matched with the potential associated communities described above and summarised in the table below. The detailed methodology is included at Appendix D.3.

Table 9. Potentially associated communities and methods of contact

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

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

Indigenous heritage values

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

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

Method 1. Web-based questionnaire

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

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

Promoting the web survey was a key action for its success in terms of generating visits to the web site and completion of the questionnaire. The web survey was promoted by the NCA (see Appendix D.5 for details of publicity undertaken). Contact was made by telephone and e-mail with the key organisations/groups listed below to invite them to participate in the web survey.

These organisations/groups were thought likely to be associated communities, representatives of or access points to such communities:

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

Results from the Web-based questionnaire

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

Who responded?

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

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

The primary reason for visiting the Parliament House Vista was: work 31%; leisure/recreation 21%; and showing visitors around 8%.

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

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

Table 10. Associated Communities

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

Table 11. Main Reason for Visiting

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

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

- Canberra residents;
- Australians; and
- Veterans.

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

- Canberra community; and the
- Australian community.

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

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

The importance of the Parliament House Vista

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

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

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

Value statements

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

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

Table 12. Strength of Agreement with value statements (Q7 with highest first)

Statement	Strongly Agree or Agree (%)
The Parliament House Vista is an important Canberra landmark	98
The Parliament House Vista is a place used for ceremonies, festivals and events	96
The Parliament House Vista is important to Canberra people	93
The Parliament House Vista is a beautiful area	92
The Parliament House Vista connects Australia's political history from past to present	89
The Parliament House Vista evokes important national memories	88
The Parliament House Vista is a place to learn and find out	88
The Parliament House Vista is a dramatic and powerful landscape	86
The Parliament House Vista is a place where people can participate in important national events	84
The Parliament House Vista is an important symbol of Australian national identity	82
The Parliament House Vista is important to Australians in general	79
The Parliament House Vista is a place of commemoration	75
The Parliament House Vista is an important symbol of Australian democracy	75
The Parliament House Vista is a place of protest	60

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

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

Why is the Parliament House Vista important to you personally?

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

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

Length of Association

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

Are the views expressed linked to length of association?

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

0-10 years

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

11-24 years

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

25 years plus

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

Conclusion

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

Method 2. Focus group

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

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

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

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

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

What does the Vista mean to Australians?

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

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

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

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

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

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

Method 3. Interviews

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

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

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

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

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

Method 4. Review of Canberra tourism material

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

Introduction

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

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

Key questions considered when surveying the tourism material included:

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

This section presents the results.

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

In brief, the data collected includes:

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

Images of Parliament House Vista on Postcards

A sample of 27 postcards was collected from:

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

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

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

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

Other tourism/education media

A sample of tourism material was collected from:

- Canberra and Region Visitors Centre (collected from site and information package sent to prospective Canberra and region visitors on request); and

- Black Mountain Viewing Tower (pamphlets collected from tourism literature rack).

Images depicted

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

The most common images used in these materials are:

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

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

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

Websites

The purpose of the website survey was to establish an impression of the imagery being used to promote Canberra to interstate and overseas markets. The following sites were briefly surveyed: Lonely Planet (<http://www.lonelyplanet.com/worldguide/destinations/pacific/australia/canberra/>), Rough Guide (<http://travel.roughguides.com/roughguides.html>) and Fodor's (<http://www.fodors.com/miniguides/index.cfm?destscope=australia#list>). These sites were selected on the basis they are targeted at a broad cross-section of types of travellers in terms of age, demographic and cultural interests, for example. Following a preliminary review, the Lonely Planet site was selected for a more in-depth review: as it is an Australian site, as well as serving the interests of a broad range of travellers. The Lonely Planet website describes Canberra as,

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

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

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

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

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

Summary and Conclusions

The sample suggests the main images in tourist materials are:

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

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

Method 5. Existing Research

Attitudinal Research into the Parliamentary Zone

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

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

National Perceptions Study

A national survey, '*Australians' Perceptions of their National Capital*', was undertaken by the University of Canberra in 2006 for the National Capital Authority (Ritchie & Leon-Marillanca 2006). The study was undertaken for tourism marketing reasons² and surveyed 1,002 Australians to 'provide an understanding of Australians' perceptions and attitudes concerning the national capital (Canberra).' Seventy-four per cent of respondents had visited Canberra previously, mainly for a holiday or to visit friends and relatives.

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

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

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

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

A total of 91.6% agreed or strongly agreed that the national capital should be something Australians are proud of while 83.7% agreed or strongly agreed that the national capital should symbolise Australians ideals and aspirations. (Ritchie & Leon-Marillanca 2006, p. 2).

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

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

With regard to values, the survey found that,

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

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

Table 13. Response to Value Statements in National Perceptions Study

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

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

Social Values of the Lake and its Setting

In 2009 a report was prepared for the National Trust of Australia (ACT) on the social values of the lake and its setting (Pipitone 2009). This study sought to establish how the people of Canberra use and value Lake Burley Griffin and what views around the lake are significant. The study used a questionnaire approach, available in hard copy and on line, and 758 responses were received.

Key conclusions of the study were:

- ‘The majority of respondents have been to most places around the lake.
- There are no unused places around Lake Burley Griffin.
- Seeing views and experiencing nature are the most important reason for visiting places.
- On average people made pleasant comments about 16 of the 22 places around the lake.
- In general people made unpleasant comments about only one of the 22 places around the lake.
- The number of “liked” comments made about a place was strongly related to the number of visits.
- The number of unpleasant comments made about a place was not related to the number of visits.
- “Developed” places are as popular as “natural” places.
- Canberra people are very aware of the national icons that surround their everyday lives.
- “Natural” places received the most comments about poor maintenance.
- Special memories associated with a place are more important for people born in the ACT than for people born elsewhere.’ (Pipitone 2009, p. iv)

Of the top 10 views which respondents rated important to their enjoyment of places around the lake, five relate to the Vista (rankings shown):

1. Distant view of National Library and Parliament House from Commonwealth Park.
2. View from Parkes Way to War Memorial and Anzac Parade.
5. View of Black Mountain alongside of National Library.

8. View to Regatta Point through Agapanthus plantings.
9. View of National Library from under Commonwealth Bridge.

The study noted,

‘Overall Canberra people were very positive about their experience of the lake and its surrounds... Views and nature were the main reasons for liking places. People liked picnic areas to be places with views and elements of nature, and not buildings. They also liked sport/exercise facilities around the lake to be associated with views and nature and not with buildings. Seeing views was also the main reason for visiting places, particularly outdoor places.’ (Pipitone 2009, p. 77)

Method 6. Previous social significance assessments

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

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

Register Listings

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

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

Conservation Management Plans and Related Studies

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

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

Summary and Conclusions

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

- Association with the broad Australian community as a symbol of Australia and the Federal Government which is reflected in the fact that the area is used as a place for memorials; a focus for tourists.
- A focus for people demonstrating against government decisions.
- Landscape spaces within the Parliament House Vista are important for social activities; this includes Lake Burley Griffin which is a focus for water-based activities, triathlon and major

public events, and includes the Sculpture Garden as an outdoor gallery and venue for public events.

- Landmark value of places within the Parliament House Vista, for example the National Carillon, and Commencement Column as the naming site for Canberra; as a meeting place.
- Symbolic focus, for example the High Court of Australia as the pinnacle of the justice system in Australia; and the Australian War Memorial as a focus for ceremonies and memorialisation.

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

Community Perceptions, Meanings and Associations

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

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

The section on the Canberra community is more extensive and a range of quotations³ from the web-based questionnaire and the focus group are used to illustrate the themes which emerged from an analysis of the data.

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

The Canberra community

Symbolic

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

³ Quotations are not attributed to any particular individual to protect privacy.

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

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

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

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

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

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

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

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

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

Iconic

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

‘It is the heart of Canberra.’ (Canberra resident)⁴

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

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

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

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

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

Beauty, design and aesthetics and the view along the vista

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

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

‘It is very beautiful.’ (Canberra resident)

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

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

‘It is a beautiful area...’ (Canberra resident)

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

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

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

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

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

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

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

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

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

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

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

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

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

A place for the people

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

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

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

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

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

A place in which knowledge is held

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

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

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

A place of order and monuments

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

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

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

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

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

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

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

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

The contrary view was also expressed.

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

The Australian community

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

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

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

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

The focus group participants felt strongly that while the Parliament House Vista is imbued with ‘immense significance to all Australians’ they do not necessarily recognise this. The perceived

potential value lies in the design philosophy, the layering of history and the national identity and myth making which the Parliament House Vista weaves together.

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

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

The leading item on the Canberra Tourism website promises,

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

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

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

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

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

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

Additional Layers of Social Value

As noted, this section has largely relied on research undertaken for the 2010 heritage management plan. Since that time, a number of new memorials have been added to the Vista.



This includes military service memorials along Anzac Parade (eg. the Boer War Memorial from 2017).

These more recent military service memorials presumably add another layer of veterans and veterans families to that community associated with the Vista, and reinforce the values discussed above.

E.2 Aesthetics and Creative Achievement

Aesthetics

Concept and Approach

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

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

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

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

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

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

The methods used to assess aesthetic value need to identify:

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

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

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

- the extent of artistic work associated with a place as a measure of aesthetic value – this recognises that artistic endeavours over time offer an indicator of aesthetic values and the more prominent the artist and the more widely publicised and/or popular the works, the more likely they are to reflect (or have influenced) the values of a wider community; and
- recognition of the aesthetic values of a place by ‘experts’ – for example, recognition of aesthetic values by those with wide experience of similar places across Australia⁵, through the designation of a protected status for the place based on aesthetic values, or on its depiction in widely available tourism materials (based on a judgement about which places will have aesthetic appeal to the wider community and thereby attract people to that locality).

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

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

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

Associated Communities

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

- Canberra community; and
- Australian community.

Identifying Aesthetic Significance

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

Public recognition of aesthetic values:

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

Surrogate evidence of aesthetic values:

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

Methods and Results

Public recognition of aesthetic values

Web-based questionnaire

The majority of respondents, 72% either agreed/agreed strongly with the statement, 'Parliament House Vista is a dramatic and powerful landscape' and 76% agreed/agreed strongly with the statement 'Lake Burley Griffin is a beautiful area'.

The aesthetic values specific to the design and setting of the Parliament House Vista, the integration of the architectural elements, the formal and informal use of space, and the interplay of these within the natural setting of Lake Burley Griffin and 'bush' remnants, is articulated in the following responses.

'I admire the orderly (formal) landscaping that slashes through the 'natural bush' on the perimeter, the contrast is spectacular.' (Canberra Resident)

'It is at the core of the design of Canberra as a National Capital with significant public (and political) buildings set in grounds (including the lake/connection with the lake) which while designed are relatively open and symbolise the largeness and openness of the Australian landscape and have designed special viewscapes – and it is for these reasons the vista is particularly important to me.' (Canberra Resident)

For many, the design elements were expressed in relation to the realisation of the Griffins' design intentions or as viewing the Parliament House Vista as the central feature which unifies the different elements within the Vista.

'The Parliament House Vista represents a highly significant cultural landscape born out of the original plan for Canberra by the eminent landscape architect, Walter Burley Griffin.' (Visitor)

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

‘appreciate the combination of Canberra icons with the natural landscape all set within Griffin’s design concepts.’ (Canberra resident)

‘It is a symbol of the Griffin plan.’ (Canberra resident)

‘It is the central concept of the Griffins’ design. The dimensions of Anzac Parade and the War Memorial can be appreciated from Parliament House.’ (Canberra resident)

‘It is the central land axis of Walter Burley Griffin’s plan for Canberra.’ (Canberra resident)

‘Because it is part of Walter Burley Griffins original plan and is historically important.’ (Canberra resident)

The view of the Parliament House Vista both from and towards Mount Ainslie was a frequently identified viewpoint that possesses strong aesthetic value. It is commonly recognised as a place to take visitors to view the Vista. The importance of this view was frequently expressed through powerful adjectives, such as ‘dramatic’, ‘beautiful’ ‘amazing’, ‘breath-taking’ and ‘extraordinary’.

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

‘From Parliament House... you face an extraordinary vista towards the city of Canberra – via Commonwealth Avenue – and towards Mount Ainslie.’ (Canberra resident)

‘I think the view is breath-taking and am very touched seeing passed the Old Parliament House all the way to the War Memorial.’ (Visitor)

‘It is dramatic and impressive to show visitors the view from Mount Ainslie.’ (Canberra resident)

One respondent considered that the contrast of the changing qualities of light from dusk to dawn heightened the visual impact of the Vista and the associated aesthetic experience.

‘at dusk the Vista opens to an amazing panorama.’ (Canberra Resident)

The view sightline from Parliament House to the Australian War Memorial was identified by 66% of respondents as being of importance (response to Q9). This sightline offers a visual unification of the ideal democracy and the sacrifices made to protect the values of democracy. Data suggests that it is the veterans/family of veterans among the Canberra community who are most likely to hold this view but more in depth analysis and a wider sampling would be needed in order to validate this.

‘Visual link from Parliament House to the War Memorial links our democracy with the sacrifices made to achieve and maintain it.’ (Canberra resident and veteran/family of veteran)

‘Visual impact, particularly looking south towards Old Parliament House and north from the lake shore towards the war memorial.’ (Canberra resident and veteran/family of veteran)

‘It is an inspiring view to link the parliament and its democratic heritage with the war memorial and its commemoration of those who have fought and died to preserve it.’ (Canberra resident)

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

‘At one end is the War Memorial which is where the Australian identity was first forged in popular culture.’ (Canberra resident and veteran/family of veteran)

‘The significance of the vista is also because of the later alterations and additional cultural buildings that now form part of the area, including Old Parliament House, which is a physical legacy of the fledgling Commonwealth Government from the 1920s and a national icon that reveals so much about Australian political life in the 20th century. The vista visually connects the evolution of Australian Government and the democracy between the old and new parliament building, and celebrates the cultural identity of the nation through the linkages to the National War Memorial and other important buildings.’ (Visitor)

Specific aesthetic elements within the Vista, both built and natural, such as the rose gardens and trees, were emphasised by five respondents as contributing to the overall visual impact.

‘It has wonderful gardens and beautiful trees.’ (Canberra resident)

‘Because it has the Carillon, Anzac Parade and the most gorgeous Parliament House rose gardens, where several roses are rare.’ (Canberra resident and veteran/family of veteran)

There was some appreciation by respondents of perceived intangible aesthetic qualities of the Parliament House Vista, such as experiencing ‘serenity’, ‘reflection’ and ‘belonging’. When asked what it is about the Parliament House Vista that gives it this importance, 22% of respondents identified, ‘The feelings I get when I am there.’

‘A place of reflection and contemplation and reminder of the importance of democracy.’ (Canberra Resident and veteran/family of veteran)

‘it evokes a feeling of belonging.’ (Canberra Resident and veteran/family of veteran)

‘The Vista does evoke emotional thoughts.’ (Canberra Resident and veteran/family of veteran)

Focus group

Focus group participants recognised the importance of the design of the Parliament House Vista to the Canberra community, and considered that it is – or should be – a place of meaning and value for all Australians. They saw these values as connected to the iconic and symbolic meanings of the place. They also considered that to experience the place – to be within this powerful and symbolic place – was needed to really understand its meanings.

Perception studies

Two perception studies are described in Section 4.1. The sample of respondents for the Orima Research (2005) project is drawn from Canberra residents, but the research asks about how visitors perceive Canberra. The second uses Australians as the sample (Ritchie & Leon-Marillanca 2006).

The Orima Research indicates that respondents see the Parliamentary Zone as the place to explain aspects of national identity to visitors – that is to communicate part of the nation’s story.

The national survey on Australians’ perceptions of their capital (Ritchie & Leon-Marillanca 2006) ranked Parliament House and the Australian War Memorial highly, with the associated meanings of democracy and nationhood noted.

While neither study specifically examined aesthetic values, the extent of recognition of the key bookend elements of the Vista, and the identified links to national stories, should be noted.

Community expressions of concern about or desire to protect particular values

Up until at least the mid-1950s, the public focus in Canberra and elsewhere on the Parliament House Vista related to its unfinished nature, along with most of the rest of the national capital. Public consciousness of and desire to protect the Vista arose only after it began to take shape after the work of the 1960s and 1970s. In the early 1980s, Roger Johnson published a number of articles on what he saw as the need for crucial decisions to be made for the ‘National Area’ (Roger Johnson, Canberra Times, 14 June 1980 and 7 November 1982; Johnson 1980). On 9 August 1981, the Canberra Times published a major editorial which, though upholding people’s democratic right to protest, supported the action of police in removing people who were camping on the lawns in front of Old Parliament House. The editorial, however, did not spell out any aesthetic rationale for its support of the police action, rather simply stating that camping in this way was illegal.

In the succeeding years, there was further comment about protesters and campers on the front lawn of Old Parliament House, while prominent architects and planners further aired their views about what should happen with Old Parliament House and the Parliament House Vista (Canberra Times, 23 February 1984). Later, there was further newspaper criticism, including by Crispin Hull,

of what were seen as the blights on parts of the Vista (Hull, 'Blots on the capital's beautiful landscape', Canberra Times, 5 July 1992 (quoting extensively the views of Joseph Skrzynski, Chairman of the NCPA); Verona Burgess, 'The crisis in Parkes Place', Canberra Times, 8 June 1996; and Ken Taylor, 'Completing the triangle', Canberra Times, 16 May 1998). There was approval when two Lombardy poplars that threatened to destroy the King George V Memorial were removed in 1995 (Canberra Times, 29 September 1995), as well as approval when the fountains in front of Old Parliament House were put back into service in August 2000 after being out of action for 22 years (Canberra Times, 8 August 2000). The more recent controversy over the proposed removal of the poplars in the forecourt of the National Library of Australia also provides evidence of the interest of the Canberra community in protecting what it sees as valued and integral parts of the Vista.

In terms of debates that engaged Australians, the proposal to install a large sculpture in the form of a red fan behind Old Parliament House to mark the centenary of women's suffrage in Australia resulted in a heated national debate.

On Stateline (national ABC TV program) on 5 September 2003, a major concern was the impact of the sculpture on Parliament House Vista, described by the reporter Kathleen Hyland as 'the axis that stretches from the top of Parliament House across to the War Memorial... it is a historic and orderly vista'. Commentators included Ken Taylor, representing the National Trust, Aldo Giurgola the architect of New Parliament House, and David Young, a Canberra-based heritage consultant.

'This is not the right place for this particular sculpture, we're standing on the great Land Axis of Canberra, sweeping down from new Parliament House through Old Parliament House across the lake, ANZAC parade and across to Mount Ainslie, the greatest land axis in the world in my view, dating from the Griffin plan.' (Ken Taylor)

The Sydney Morning Herald joined in the debate, as did a number of national art and architecture journals, including *Art Monthly Australia* and *Architecture Australia*. The strength of the reaction was not to the sculpture as such, but rather to its visibility within the heritage-listed vista.

Previous assessments of aesthetic significance in Register listings

Reference to aesthetic value Criterion (e) was researched for the following:

- all places listed as part of the Parliament House Vista (refer to the list in Appendix D.6);
- individual place listings which are in the Parliament House Vista;
- aesthetic significance themes from register listings;
- visual impact of the designed axes;
- visual impact of the open spaces combined with other designed elements including gardens, roads, buildings and smaller and more intimate spaces which make up the whole;
- colours, textures, fragrance of vegetation and materials;
- the play of light on surfaces of buildings and water;
- the interface with Lake Burley Griffin;
- symmetry; and
- monumental buildings within the landscape setting.

Existing assessments of aesthetic significance, where relevant to the Parliament House Vista, focus on design and symmetry, colours and textures, and the monumental scale of buildings within the landscape.

Surrogate evidence of aesthetic values

Review of Canberra tourism material

Imagery of the Parliament House Vista on a selection of postcards and tourism materials indicate that the axial views along the Vista are significant in depictions of the place. The materials examined are described in Section 4.1 above.

In summary, the Parliament House Vista is *the predominant image* used in the promotion of Canberra to visitors and potential visitors. It is the place – or combination of elements – by which Canberra is likely to be recognised. Moreover, the particular images used present a powerful and symbolic landscape, and connect the ideas and meanings of the landscape to its designed aesthetic.

Art, images and literature

Another potent source of information about aesthetic value comes from art and literature sources, seeking evidence that a place has been the subject of artistic endeavours over time, across different media, and by artists of national standing.

A limited search revealed a few artworks that depict the Parliament House Vista as a whole place, however many works depict national stories that may also be seen as symbolised by the Parliament House Vista. That is stories related to nationhood, creation of the capital, war and democracy. Examples of well-known images of the Parliament House Vista are discussed below.

The projected views of Canberra produced by the Griffins and others offer some of relatively few artistic works that show the section of Canberra known as the Parliament House Vista. (See Reid 2002, facing p. 1 and pp. 56-7, 266 and 270. The last of these images, an oil painting by Lawrence Daws, appears in Holford 1961.)

The Griffins' design drawings form a highly recognised set of Canberra images, often used to accompany public commentary about the design of Canberra, in histories of Canberra, and today in promotional and educational materials about Canberra. The axial design is a distinguishing and highly recognised feature, and the Parliament House Vista is a key axial element of the overall design.

A set of 12 drawings – The Walter Burley and Marion Mahony Griffin Design Drawings of the City of Canberra – are held in the National Archives of Australia and have been registered as part of the Australian Memory of the World register (item no. 6), a register designed to identify and protect documentary heritage under an international UNESCO program. The citation reads,

'On 23 May 1912 entry number 29, by Walter Burley Griffin, landscape architect, of Chicago, Illinois, USA, was declared the winner of the competition to design Australia's new federal capital. The winning design incorporated elements of the leading international ideas of the day in the science of town planning, such as the City Beautiful movement and the Garden City movement. It also contained references to other notable city planning models such as the plan of Washington, Daniel Burnham's 1908 plan for Chicago and the "White City" of the Chicago World's Columbian Exposition of 1893. Griffin's design was beautifully rendered by his wife and creative partner, Marion Mahony Griffin, who used a muted palette with gold highlights in a style that contains elements of Japanese artistic practice. Their combined efforts also articulated a city form with high symbolic values, and placed democratic ideals at the apex of the monumental structures of the group of parliamentary buildings. The design also integrated the natural and built environments to create a "bush capital".' (<http://www.amw.org.au/items/006/citation.htm>)

Prior to the 1970s, the Parliament House Vista does not appear to have been a focus of pictorial material of Canberra. A 1930s colour poster put out by the Canberra Tourism Bureau shows the area in part and appears to be an exception to the trend (reproduced in colour in a supplement to the *Canberra Times*, 4 May 2002, p. 14.). A brief survey of pictorial materials from the 1950s and 60s including Rea and Moore's *Canberra A.C.T.* (c. 1960), Roberts' *Canberra in Colour* (1970), Unk White's *Canberra Sketchbook* (1968) and Cedric Emanuel's *Canberra Sketchbook* (1976) do not include the Parliament House Vista.

From the early to mid-1970s however, images of the Parliament House Vista start to turn up in pictorial works, perhaps responding to the greater definition of the Vista with the lake and Anzac Parade taking form during the mid 1960s. These include *Canberra and the Snowy Mountains in*

Colour (1972) which has two colour views of Anzac Parade looking towards Old Parliament House, and George Dick's *Parliament House Canberra: Golden Jubilee* (1977) which has an aerial photograph of the Parliament House Vista taken from just to the rear of Capital Hill. In neither of these nor other cases does the Parliament House Vista feature prominently as an image in the publication.

More recently, photographs of the Vista have been given far greater prominence in pictorial works, again perhaps reflecting the maturing of aspects of the Vista landscape. It appears on the front covers of *Canberra: From Limestone Plains to Garden City: The Story of the National Capital's Landscape* (1985) and Crispin Hull's *Canberra: Australia's National Capital* (2002). It also features prominently in Steve Parish's *Celebrating Australia: Canberra* (1997). A 2007 offering from Parish, *Canberra ACT: Capturing the Spirit of Australia's National Capital* features a view that includes the Parliament House Vista on the cover.

This brief survey of images suggests that there is a growing consciousness of the Parliament House Vista and its significance as a major national landmark, and this is supported by the research of Ritchie and Leon-Marillanca (2006). The construction of new Parliament House, symbolically completing the axis and expressing a commitment to the national capital, also offered a new landmark and perspective point from which to view the Vista. Interestingly, virtually all the images of the Parliament House Vista identified from a search of Parliament House on Google Images, include the new Parliament House. And, of course, Old Parliament House was a well-known image of Canberra until its replacement by new Parliament House.

The centenary of Federal Parliament was celebrated by a stamp issue in May 2001 featuring images from the 1901 opening of the Federal Parliament in Melbourne, and a graphic representation of the distinctive new Parliament House flagpole.

Expert views

Experts in landscape and city design regard Canberra as an important response to the Australian landscape and the creation of a new national capital. The key aspects are described below in terms of the attribute 'creative achievement'.

Just to give an example from one of the leading experts on the Canberra landscape, Ken Taylor writes,

'From the symbolic heart of the city and the nation in the National Triangle with its serene symmetrical beauty... [and] When you look out over the magnificent prospect from Mount Ainslie or from Parliament House across the city to the hills... or enjoy the tree lined streets, gardens and parks of the suburbs...' (Taylor 2006, pp. 16-17)

Creative Achievement

In addition to the evidence about aesthetic values held by particular communities, there is also the separate issue of the creative achievement displayed in the area. This can be established through expert processes rather than social value research.

Much of the evidence of creative achievement is outlined in the landscape description at Section 2.2 above. Key evidence offered in that section is summarised below. Additional comments are provided about the contribution of the built elements in the study area to the overall composition.

Generally

- The Parliament House Vista study area has and still is an area dominated by landscape with both underlying natural forms and an evolving cultural form. It employs landforms, waterforms, tree plantings, hedges, gardens, grassed and paved surfaces, as well as built form and commemorative artefacts at a range of scales. These have been arranged in

balanced compositions relative to the central Land Axis and integrated into localised building development.

- The structure of the made landscape provides deliberate framed views, usually along existing or former road alignments and entrances which have been reinforced spatially by plantings.
- Key roads and related bridges (some outside the actual study area) make an important contribution to the qualities of the area.
- The view from the new Parliament House is more of a panoramic one, taking in the wider landscape setting of developed broad valleys, hills and mountains.
- The study area displays characteristics of the City Beautiful approach to urban planning with its objectives of beauty and monumental grandeur through the use of such features as axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings. In addition, there are Garden City influences such as the landscaped, low density development with tree-lined streets, parkways, parks and gardens. The evolved design of Canberra overall has a combination of City Beautiful and Garden City influences, with City Beautiful influences being more distinct in the Parliament House Vista area and Garden City influences being more pronounced in the older residential areas adjacent.
- The study area comprises a complex of different precincts possessing individual landscape characteristics but can be categorised broadly into formal or informal compositions, and influenced by irrigated plants or non-irrigated plants as a major component of the landscape character.
- The precincts comprise:
 - Land Axis corridor (North and South);
 - Parliamentary/Government complex in Parkes south of the lake;
 - Central Basin of Lake Burley Griffin;
 - Commonwealth Park;
 - Kings Park;
 - Anzac Parade; and
 - the Australian War Memorial.

These precincts are briefly discussed below.

Land Axis Corridor

- The Land Axis is defined by tree plantations on either side of the land corridor and a central space with several different land surface treatments and changes of level to conceptually link Capital Hill with Mount Ainslie.
- The surface treatment of the Land Axis has been integrated into the different precinct areas.
- The Land Axis corridor is most strongly defined by Anzac Parade.
- The three key buildings located on the axis – the Old Parliament House, the new Parliament House (formally outside the study area) and the Australian War Memorial are important terminating and intermediate features. Commonwealth Place also makes a contribution as an intermediate feature.

Anzac Parade

- The treed plantation on either edge of the Land Axis, contrasting with the red crushed brick paving, creates a strong vista in both directions. To the north the view is of the Australian War Memorial set against Mount Ainslie, and to the south it is a reflective sliver of Lake Burley Griffin with the Parliamentary/Government complex set against Red Hill.
- The regular rhythmic location of the memorials in landscape 'rooms' along Anzac Parade provides a strong character for the precinct.
- The strong formality of the landscape composition contrasts with the areas of Commonwealth Park, Kings Park and the National Gallery of Australia-High Court of Australia

precinct, yet it reflects an early approach to the Parliamentary/ Government complex within the study area.

Parliamentary/Government Complex in Parkes

- The street pattern associated with the building of the Old Parliament House and other Government buildings within Parkes Place is reinforced through formal plantings and garden areas set in large grassed squares in a symmetrical composition. Different waterforms are associated with the centre along the Land Axis and are integrated with individual built forms at the National Library of Australia, High Court of Australia and National Gallery of Australia.
- The initial plant selection and planting during the inter-war period (1920–1939), apart from the rose gardens, were of a mixture of Australian tree species (Eucalypt and Acacia species) and exotic. Exotic coniferous plants appear to have dominated the mixture generally and with exotic deciduous trees (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.
- Despite many design changes and influences, much of the original structural design intent remains to provide a formal landscape nucleus. This is reinforced by the use of hedges enclosing carparking areas as vast outdoor rooms with a grid of deciduous tree planting within these spaces.
- The zone between King Edward Terrace and the lake has undergone several different landscape treatments however the dominance of coniferous tree plantings has been replaced by Eucalyptus species, with deciduous and spring flowering species along the lakeshore and extending upslope to selected areas around the National Library of Australia, Questacon (National Science and Technology Centre), and the margins of the High Court of Australia and National Gallery of Australia.
- The informal plantings surrounding the National Gallery of Australia and High Court of Australia are a departure from the formalised rows of evergreen, deciduous and spring flowering trees defining the landscape character of the inter war period development of Parkes. However, around the National Portrait Gallery and closer to the Land Axis the planting layout becomes more structured/formal.
- The scale of the built elements in this zone tend to dominate the scale of the tree planting and the prominent buildings are more visually conspicuous possibly partly due to the open character of Lake Burley Griffin.
- The broadly symmetrical massing of the Parliamentary Zone buildings either side of the Land Axis is an important quality of this precinct.

Lake Burley Griffin – Central Basin

- The Central Basin of Lake Burley Griffin is a large waterform, and the largest within the study area.
- It contains the Captain Cook Memorial Water Jet placed to the west of the Land Axis, and the Carillon on Queen Elizabeth II Island (formerly Aspen Island) to the east, to complete a balanced yet asymmetrical composition.

Commonwealth Park

- The landscape character has evolved to an informal parkland containing specialised areas in the form of open grassed areas, indigenous and exotic detail garden areas, indigenous and exotic woodland, commemorative trees, waterforms, playground (the fort), amphitheatre, flagpole, memorials, sculptures and facilities.
- The use of indigenous woodland landscape character on the east and west ridges is an attempt to visually link with the surrounding hills and slopes, to appear as integral elements from the hills to the lakeshore.

- The foreshore plantings are a reference to the landscape character of the former Molonglo River.

Kings Park

- The park is a large area with dryland grasses and woodland of Australian tree species of an informal character, with a zone of exotic trees closer to the lakeside.
- As in Commonwealth Park, the tree planting reflects various former policies to:
- give a sense of carrying the indigenous vegetation structure from the surrounding hill slopes down to the lake edge;
- provide a skirt of exotic trees within the plains/valley landform; and
- to integrate with the perceived character of historic places such as Blundells' Cottage.

Australian War Memorial

- The main buildings are located on a spur formation adapted to a plateau to dominate the landscape composition, yet contrasted with the naturalness of Mount Ainslie in the background.
- The whole fan shaped plan has its northern edge inscribed by a road with a further row of mixed Eucalyptus trees which ultimately merges with an informal Eucalypt woodland to the east as part of the vegetated lower slopes of Mount Ainslie.
- To the west is a detailed garden area and grass slopes falling towards Limestone Avenue. Within this western flank are located several commemorative installations including the conspicuous Lone Pine tree planted in 1934.
- A limited selection of plantings of Birch, Oak, Elm, Poplar and Ash occurs on the western margin of the site, possibly offering a geographical reference to the involvement of Australian forces in the Northern Hemisphere.

E.3 Scientific Value

The evidence of scientific value relates to some of the remnant natural areas within the Parliament House Vista area, geological and geomorphological sites, habitat for a vulnerable species, and potential archaeological deposits and sites, as described below. Refer to Figures 7 and 13-17 above for an indication of locations.

Small park opposite Hotel Canberra (Section 24, Parkes)

This park has limited scientific value as the area is small, invaded by exotic grasses, does not appear to be habitat for any rare or endangered species and the native plant community present, even if in natural condition, is better represented elsewhere at nearby locations, for example at Stirling Park Ridge in Yarralumla.

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

The site has been the subject of earlier studies, identifying the plot as a species rich site with a dense cover of native shrubs, herbs and grasses (Rowell 1996). Some 39 native species were recorded before a 1995 controlled burn, and 53 species were noted after the fire. This included native grasses and six specimens of the endangered *Rutidosia leptorrhynchoidea*. This contrasts with a population of over 400 *Rutidosia* plants in 1984 (Rowell 1996).

In the season immediately following the fire, there was a flush of exotic annual species, particularly grasses, and germination of many exotic perennials. An inspection of the site in April 2007 failed to find any *Rutidosia* plants but this could be due to the timing of the visit.

The most recent survey of the site was undertaken in 2016 as part of preparing an ecological management plan. Key extracts from that plan are as follows.

‘The diversity of native species in West Block Woodland is very high, especially significant due to the small size of the remnant. The number of species has changed very little over the past 20 years, and includes a high number of species identified as ‘important’ in Box-Gum Woodland (Department of Environment and Heritage, 2006). Introduced species diversity has also remained high, except in 2007...

In both 2007 and 2016 the floristic diversity scores were extremely high, indicating the high number of species infrequently encountered in more disturbed woodland. The moderate biometric condition score (65% of the benchmark) was influenced largely by the high cover of introduced species as well as the lack of timber on the ground. Habitat condition, based on scores for attributes of importance to a range of fauna species, was moderate, again reflecting the amount of introduced cover and high ground disturbance and lack of diversity of habitat due to the small size of the remnant...

The remnant meets the criteria required to identify it as containing a remnant of the critically endangered ecological community, White Box – Yellow Box – Blakely’s Red Gum Grassy Woodland...

Button Wrinklewort *Rutidosia leptorrhynchoidea* is listed as an endangered species... [found in 1984]... no plants were located in 2007... and again they were not found in... 2016...

There is one very old tree in the woodland and three others in the mown and watered grassland outside the woodland remnant... Other remnant trees that are younger also occur in the cultivated area, mixed with eucalypts that have been planted.’ (Sharp 2016, pp. 4-6)

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

This area has limited scientific value. The area has been invaded by exotic grasses, does not appear to be habitat for any rare or endangered species, has an overstorey of introduced Eucalypts and the native plant community present, even if in natural condition, is better represented elsewhere at nearby locations.

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

The State Circle Cutting is an exposed rock face which is a significant geological site because:

- it has enabled a more detailed and accurate interpretation of the geological history of both Canberra and the whole region;
- it is a rare angular unconformity in the Canberra area;
- it has the potential to provide more information about the geology of the region;
- because of its role in teaching geology and geological processes; and
- because it demonstrates the principal characteristics of an angular unconformity. (Marshall, Creaser and Douglas Partners 2016, p. i)

The cutting has been recognised by the Geological Society of Australia as a site of international geological significance.

This place shares similar values with the Capital Hill unconformity beneath nearby Parliament House.

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

The outcrops are a colourful and readily accessible example of the common sedimentary bedrock of City Hill and the central region of Canberra.

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

The Grey-headed flying-fox camp located in Commonwealth Park is habitat for a vulnerable species which is considered to be a matter of national environmental significance and protected under the EPBC Act.

Kings Park landform (Section 47, Parkes)

This well-preserved ancient (Pleistocene) landform is of scientific value as one of the few surviving landforms of its type along this part of the Molonglo River (see Figure 14 in Volume 1).

Potential archaeological deposits in Kings Park

The potential archaeological deposits (PAD 1, see Figure 16, and Kings Park 1, see Figure 17, both in Volume 1) may have scientific value. However, at this stage, the nature and strength of this value in the case of PAD 1 has not been determined.

In the case of Kings Park 1, test pits were excavated on the southwest edge of the landform in 2020. Only two pits yielded artefacts, the artefact densities were found to be extremely low, and it was concluded that,

‘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)

None the less, the research noted that other parts of the landform have higher archaeological potential.

It is also possible that other remnants of similar sand bodies may still be present within the study area and that these may be archaeologically sensitive.

Archaeological evidence of early European features

It is possible that archaeological evidence of early European features survives in the study area. Blundells’ Cottage is a site with standing structures and apparent sub-surface archaeological evidence (Freeman Collett & Partners 1994-95). This evidence is best considered as part of specific conservation management planning for this site, and is not considered further in this report.



The Murray's Bakery site in Commonwealth Park also has the potential for archaeological deposits but no assessment has been undertaken of the likelihood of such remains, nor their potential value.

There may also be other sub-surface deposits related to such sites but no assessment has been made of archaeological potential.

E.4 Analysis of Evidence

Introduction to Analysis

This analysis has been prepared by the consultants using the evidence presented in Chapters 3 and 4 which has been analysed against the Commonwealth and National Heritage Criteria (reproduced at Appendix F), and judgements have been reached on the basis of the professional expertise of the consultants.

The analysis is divided into sections related to the criteria. Within each criterion are the key words distinguishing Commonwealth Heritage (*significant heritage value*) and National Heritage (*outstanding heritage value to the nation*).

This analysis generally considers values related to the broader landscape rather than those individual values which are tied to a specific and small component of the area. For example, the analysis does not consider the individual associations with every memorial in the area. However, the values of the collection of memorials and certain groups of memorials (eg. along Anzac Parade) are important in a broader context and are considered. Also, some memorials feature prominently in the landscape and are accordingly considered (eg. the Carillon and Captain Cook Memorial Water Jet).

The analysis also largely ignores the values of known and specific heritage places within the area, except where they contribute substantially to the broader landscape.

The text presents an updated analysis which largely confirms the current and formal Commonwealth Heritage values, but in one respect the analysis reaches a different conclusion. Where this difference arises, this is noted. None the less, it is the formal Commonwealth Heritage values which this plan must address.

Analysis against Criteria

- (a) **the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history**

There are two aspects of the cultural history of the Parliament House Vista to consider under this criterion, the social, planning and political history and the landscape history, as well as three aspects of natural history – the State Circle and Commonwealth Park geological sites, and the Pleistocene landform in Kings Park.

Social, Planning and Political History

The Parliament House Vista is strongly associated with the history of politics and government in Australia, the development of Australian cultural life and national identity, and the development of Canberra as Australia's national capital. This development of the national capital has included the Griffins' design for the city, the Holford proposals, the National Capital Development Commission proposals and realised developments, and the ultimate siting of the permanent Parliament House. (This section draws upon the evidence in Chapter 3 as well as Marshall 1995.)

Old Parliament House is a prominent feature in the study area and was the second home of the Commonwealth Parliament from 1927 to 1988. Parliament was located in Melbourne from 1901 until 1927. Canberra was created as the permanent home for the Parliament. Old Parliament House was constructed especially for the Parliament and was the original focus of the federal government in Canberra. Old Parliament House accommodated the Parliament until 1988 when the new Parliament House was completed on Capital Hill, just outside the formal study area

boundary. The area is also significantly associated with political protest, especially in the vicinity of Parkes Place.

In addition, the various government buildings reinforce the association of the area with Australian government and politics. These include East and West Blocks (1925-27), John Gorton Building (1956), Treasury Building (1970) and High Court of Australia (1980). While there are many other complexes of Commonwealth government buildings both in Canberra and elsewhere, the concentration of buildings, some of which date from relatively early in the life of the Commonwealth, the intention for the area as the focus of government, and the presence of the Parliament from 1927-88 give the Parliament House Vista a pre-eminent association with the history of national politics and government in Australia.

The area has been associated since 1941 with the development of Australian cultural life and national identity through the creation and presence of institutions such as the Australian War Memorial (1941), National Library of Australia (1968), National Gallery of Australia (1982) and Questacon (National Science and Technology Centre, 1988). This is reinforced by the many other memorials such as those along Anzac Parade, in Commonwealth and Kings Parks, and in the Parliamentary Zone. In addition, there are a large number of commemorative plantings dating back to the 1920s. The Australian War Memorial and, to a lesser extent, the other memorials and these commemorative plantings have and continue to play a very important role in fostering aspects of national identity. The various wars in which Australia has participated have had a major impact on its people and their history. While there are many other memorials in Australia which broadly commemorate wars and those who died, only the Australian War Memorial serves as a national shrine for all Australians, and the Memorial and Anzac Parade continue to serve as a focus for commemoration.

The national cultural institutions reinforce the national character of the area and provide some balance to its parliamentary and governmental nature. While there are other nationally important cultural institutions in Australia, such as the Sydney Opera House, the Australian War Memorial, Gallery and Library are an important symbolic group in Australia's national cultural life. No other such grouping of national cultural institutions has been identified. In addition, these institutions, together with Questacon (National Science & Technology Centre) and the National Portrait Gallery, make a significant practical contribution to the nation's cultural life. However, there is a very broad range of other institutions which also contribute in practical ways.

The Parliament House Vista has strong associations with the development of Canberra as Australia's national capital, with the Griffins' design for the new city and with subsequent designs notably by Holford and the NCDC. After a slow start, the relocation of the Parliament to Canberra in 1927 was the focus of an intense period of development of the new city. It required the construction of the Old Parliament House as well as other buildings, many houses and the infrastructure necessary to support the initial city. The relocation of the Parliament gave purpose to Canberra as the nation's capital. The development has continued since the 1920s although at an uneven pace.

The realisation of the city has to some extent reflected the Griffins' design but there have also been departures from it, and subsequent designs. The study area is both the core of the Griffins' city design and the core of the realised design, qualities which extend to City Hill, Russell and Constitution Avenue. Despite the changes, many of which are the result of subsequent designs, the Parliament House Vista remains the area most closely associated with the Griffins' design.

But the realised design to this point is more than just the surviving elements of the Griffins' design and it is rather the work of many hands and the creation of several layers. The work of Holford is probably the first of the major new design layers and this was followed by the NCDC. In each case they were responding to both their perceptions of strengths and weaknesses of the Griffins' design, and the imperatives of the day. The result is a layering of design interventions which have

built upon or consciously departed from the Griffins. In historical terms, this complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.

Over time the association with the development of the national capital has been reinforced by the construction of major government buildings in the area, such as the John Gorton Building and Treasury Building, as well as the construction of major cultural institutions.

The area was intended to be and has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. The Parliament House Vista is the symbolic heart of Canberra and its development is strongly linked to perceptions of Canberra as the nation's capital.

Other comments about the design of the area, especially the Griffins' plan, are provided under Criterion (f) in the discussion about the creative achievement at a particular period.

Landscape History

The Parliament House Vista study area is unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital.

It is a record of an evolution of different ideas in landscape design in Australia and mirrors the development of the profession of Landscape Architecture in Australia.

The physical evolution of the study area has allowed a tradition of landscape architecture and horticulture to be developed unparalleled in any other Australian city.

Inspired by the Griffins' intentions through the winning competition entry, it is a place where the designed landscape composition attempts to set the scale for the built environment in an integrated way.

An initial horticultural response by tree planting to mark out the place appears:

- as a desire to visually identify progress;
- as a response to local climatic conditions;
- experimental, to test the nature of the soils;
- to create a sense of order imposed on the vacant nature of the inland rural 'bush' setting;
- as a cost-effective development approach; and
- consistent with implementing the Garden City philosophy.

The horticultural approach is a reflection of late nineteenth century values focussing on:

- the requirements of individual plant species;
- a palette of alternately different species offset in closely spaced rows;
- accent species (eg. poplars) located at strategic points; and
- all in a grand composition reflecting the planning configuration of the road layout, and establishing a strong geometrical pattern.

The species chosen represent a nostalgic familiarity for the northern hemisphere whilst the Griffins' approach favoured the species of the uniquely Australian landscape, despite their initial lack of detailed knowledge of the indigenous ecology.

The species selection of a mixture of evergreen and deciduous plants was partly dictated by the preferences of John Smith Murdoch, the architect for Old Parliament House, and by T C G Weston in the 1920s, following the departure of the Griffins.

The subsequent creation of an integrated parkland composed of a balance of contrasting species in both formal and informal manners relating to the larger regional context was one promoted by

the National Capital Development Commission. This forms the basis of the present landscape character of the study area and is one heavily influenced by the English landscape tradition.

The landscape setting of and for the Parliament House Vista study area, being the study area and the surrounding area, is of outstanding significance in terms of spatial structure and topography, with a strong emphasis on the immediate and surrounding topography.

This includes Kurrajong Hill (or Capital Hill, the site of the permanent Parliament House site), Red Hill, Mount Ainslie, Mount Vernon, Mount Russell, Black Mountain, the Green Hills (the arboretum site including Dairy Farmer's Hill to the west of the Tuggeranong Parkway), Mount Stromlo and the more distant Brindabella Range. Many of these landforms are visible within the visual and spatial structure of the Parliament House Vista study area.

The study area has no comparisons in Australia as a designed national area with such a formal structure.

Natural history – State Circle Cutting

This site is individually entered in the Commonwealth Heritage List under criteria (a), (b), (c), (d) and (h). The stated values of the site include:

- being a fine example of a site portraying the existence of significant geological processes and enabling interpretation of the ancient geological landscape of the Canberra region;
- being a unique exposure of the Early Silurian unconformity in the Canberra region;
- its significance as a teaching and research site for observing geological features and studying geological history;
- being a geological benchmark site that provides evidence of ancient geological landscapes and the habitats of extinct fauna; and
- its association with A A Opik, a pioneer of geological mapping and interpretation of geological history in the Canberra region.

The site has also been identified as of international heritage significance in a study carried out to assess geological features of international and national significance in Australia (Cochrane & Joyce 1986). This study identified two geological sites of international significance in the ACT and stated that the Capital Hill unconformity was an 'outstanding exposure of important [geological] folding events'. The study identified 76 internationally significant sites in Australia, with this particular site identified as being one of only four sites in Australia significant for their structure (major tectonic event or gravity structure).

Accordingly, the site warrants consideration for National Heritage listing, particularly under criteria (a), (b), (c) and (d).

However, while noting these substantial values, they are isolated to the specific site and do not have an impact on the broader landscape of the area.

Natural history – Geological site in Commonwealth Park

It is considered that the natural heritage values of the small section of this geological site in the study area do not meet the criteria relevant to listing on the National or Commonwealth Heritage lists as there are better examples of this type of exposure in nearby areas. This includes the contiguous section of the exposure to the north, and elsewhere in Canberra, such as at Yerrabi Pond, Ngunnawal.

Natural history – Pleistocene Landform in Kings Park

This places has previously been assessed as being a well-preserved ancient (Pleistocene) landform which is of scientific value as one of the few surviving landforms of its type along this part of the Molonglo River.

Summary

The Parliament House Vista satisfies these Commonwealth Heritage and National Heritage criteria. It is of significant heritage value and outstanding heritage value to the nation for its social, political and landscape history. It is strongly associated with and a focus of the history of politics and government in Australia, the development of Australian cultural life and national identity, and the development of Canberra as Australia's national capital, including the initial Griffins' design for the city and subsequent designs notably by Holford and the NCDC. The result is a layering of designs which have built upon or consciously departed from the Griffins. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.

The Parliament House Vista is of significant heritage value and outstanding heritage value to the nation because of its landscape history which is:

- unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital;
- a record of an evolution of different ideas in landscape design in Australia; and
- it is unparalleled in any other Australian city because the physical evolution has allowed a tradition of landscape architecture and horticulture to be developed.

While the State Circle Cutting is significant as part of the natural history of Australia, these values are confined to the specific site which is separately heritage listed, and the values do not have an impact on the broader area. Accordingly, such values are better addressed as part of a consideration of the specific site rather than being treated as part of the Vista. This is consistent with the approach to the many other individually listed heritage places in the area.

The geological site in Commonwealth Park does not meet these or other criteria.

The Pleistocene landform in Kings Park would also appear to have at least Commonwealth Heritage value. As with the State Circle Cutting, the values are confined to the specific site, they do not have an impact on the broader area, and it deserves individual consideration.

(b) the place has significant heritage value/outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history

The overall study area landscape has rarity value, several components of the area have remnant native vegetation with some rare or endangered aspects, there is habitat for a vulnerable species, and there is a potential rare aspect related to Indigenous heritage.

Landscape

The Parliament House Vista study area is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape. The significance of the landscape as a complex composition of buildings, roads, parks and gardens derives from its relationship to the Griffins' conceptual structure, particularly in respect to the open spatial clarity of the central Land Axis corridor.

The only other designed national place of note is the forecourt area of the current Parliament House. However, this is probably better considered as an extension of the Land Axis and therefore of the Parliament House Vista. Other important symbolic Australian landscapes or public spaces include Hyde Park in Sydney, the Shrine vista in Melbourne and Anzac Square in Brisbane. However, in all cases these serve important State purposes and are not really national places.

The landscape is arguably of outstanding heritage value.

Small park opposite Hotel Canberra (Section 24, Parkes)

This grassed area is worthy of note because of its rarity as an area with native grasses and not irrigated that is in such close proximity to Parliament House. However, it is considered that the natural heritage values of this small area of modified native grassland do not meet any of the criteria relevant for the National or Commonwealth Heritage lists. The grassland is too small and modified to be of either outstanding or even significant heritage value.

In terms of better examples, the most significant and proximate example of Lowland Native Grassland is at Section 6, Barton, south of Bowen Park being the St Marks site. This example is also habitat for the Golden Sun Moth (*Synemon plana*, an endangered species subject to an ACT Action Plan (no. 7) in 1998) and a recorded Button Wrinklewort habitat. The Golden Sun Moth is listed as a Critically Endangered species under the EPBC Act and the Natural Temperate Grassland is an Endangered Ecological Community under the Act.

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

The natural heritage values of this area of modified native grassland do not appear to meet any of the criteria relevant to the National or Commonwealth Heritage lists.

See the comments above about the better example provided at Section 6, Barton.

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

The site could meet this criterion for Commonwealth Heritage listing. This is as an example of rare White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland.

In a 2006 decision under the EPBC Act, the Minister listed the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland as a Nationally Threatened ecological community (see www.environment.gov.au/box-gum). The patch of woodland adjacent to West Block is an example of this ecological community. The ecological community is listed as Critically Endangered, meaning it is facing an extremely high risk of extinction in the wild in the immediate future. This is the highest level of threat. Accordingly, this patch of woodland has added significance.

As noted in the listing, this ecological community can occur as either a woodland or a derived grassland, that being a grassy woodland from which the trees have been removed. The area near West Block is an example of this plant community. The Box-Gum Grassy Woodlands were formerly widespread along the western slopes and tablelands of the Great Dividing Range, throughout Queensland, western NSW, the ACT and Victoria. Now, less than 5% remains in good condition and much of this occurs in small isolated patches. The remaining patches are still being lost due to clearing, weed invasion and overgrazing – hence the listing under the EPBC Act.

A previous assessment of the site found,

‘The vegetation on the West Block site meets criteria for inclusion as the endangered community White Box – Yellow Box – Blakely’s Red Gum grassy woodland. The criteria satisfied are:

- One of the most common overstorey species is White Box, Yellow Box or Blakely’s Red Gum (Blakely’s Red Gum present)
- the patch has a predominantly native understorey
- the patch is >0.1 hectares (0.15 ha)
- there are 12 or more non-grass native understorey species present (31 species)
- there must be at least one ‘important’ species (16 ‘important’ species).

Despite the apparent loss of the *R. leptorrhynchoides*, the condition of the native vegetation is very good...

There was a steep decline in numbers of *R. leptorrhynchoides* plants in the West Block area between 1984 and 1994, and there were very few plants left in 1996. It is likely that

R. leptorrhynchoides is no longer present on this site. However, management in the next five years should take into account the possibility that it is still present, and further searches for the species should be undertaken during site management.’ (Rowell 2007, pp. 5, 9)

As noted above, surveys in 2016 found no surviving *Rutidosia leptorrhynchoides*.

However, the site is not considered to meet the criterion for National Heritage listing, as there are better examples of this type of vegetation and better examples of plant communities containing strong and viable populations of *Rutidosia leptorrhynchoides* in nearby areas of Canberra, outside the study area. The West Block site is accordingly not of outstanding value.

Among many nearby examples of woodland is the Nature Reserve on Mount Ainslie.

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

The Grey-headed flying-fox camp located in Commonwealth Park is habitat for a vulnerable species which is considered to be a matter of national environmental significance and protected under the EPBC Act. This habitat would appear to be of significant heritage value. However, given the camp size, it is not considered to be a nationally important camp, which suggests it is not of outstanding heritage value (Ecosure 2019, p. 3).

Indigenous heritage

The Aboriginal artefacts found many years ago in the Old Parliament House Senate Gardens have the potential to confer significance on this site under this criterion. If the location of the boomerang can be ascertained then this artefact is considered likely to be significant given the rarity of traditional Aboriginal wooden implements from south eastern Australia. Given the possible presence of other cultural material at the site, this rarity is a potential value for the site which requires further research to establish.

One complication to note is the possibility that records relating to the location of the site may be less than specific. Accordingly, it may prove difficult to precisely identify the site from such records.

Another issue is the substantial refurbishment works undertaken in the gardens in 2004 which may have impacted other cultural material present.

This potential value also arises under Criterion (c).

Summary

The landscape satisfies these Commonwealth Heritage and National Heritage criteria, noting that while the place is on the Commonwealth Heritage List, it is not currently included for this criterion. It is arguably of significant heritage value and outstanding heritage value. It is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape.

The patch of native vegetation adjacent to West Block (part of Section 23, Block 5, Parkes) satisfies the Commonwealth Heritage criterion as it is of significant heritage value on the basis of the rarity value of such woodland and related grassland.

The Grey-headed flying-fox camp located in Commonwealth Park would appear to meet the Commonwealth Heritage criterion.

There is a potential value for the Old Parliament House Senate Gardens as a site which may yield further rare Aboriginal artefacts. However, this value is yet to be formally established.

- (c) **the place has significant heritage value/outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history**

Indigenous heritage

Refer to the discussion under Criterion (b). As yet, the potential research value of the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts has not been sufficiently researched to enable a clear determination of the potential.

The potential archaeological deposits (PAD 1, see Figure 16, and Kings Park 1, see Figure 17, both in Volume 1) may have scientific value. However, at this stage, the nature and strength of this value has not been determined/clearly determined. While some test excavations were conducted at an edge of the Kings Park 1 site and found low archaeological significance, none the less the research noted that other parts of the landform have higher archaeological potential.

It is also possible that other remnants of similar sand bodies may still be present within the study area and that these too may be archaeologically sensitive.

Landscape

The Parliament House Vista study area landscape includes the contributions of many different designers displaying a range of creativity, and it contains significant gardens in the form of the National Rose Gardens, Commonwealth Park, the Sculpture Gardens of the National Gallery of Australia, and possibly the Old Parliament House Gardens (because the integrity of these gardens is low to medium, due to the substantial alterations to fabric which have occurred). It is a composite of different expressions from different periods in its evolution. The study area remains a record of different approaches to landscape design, management and maintenance throughout the 20th century. The further study of the area has the potential to contribute to our understanding of the history of landscape design in Australia.

However, the importance of this information has not yet been formally established, nor alternative sources explored to enable a full understanding of the value under this criterion. Further research is needed to establish the strength of the value.

Summary

The potential research value of the Old Parliament House Senate Gardens to yield further rare Aboriginal artefacts has not been sufficiently researched to enable a clear determination of the potential. Similarly, the nature and strength of the value of potential archaeological deposits has not been determined/clearly determined.

The research potential of the study area to contribute to our understanding of the history of landscape design in Australia has not yet been formally established, nor alternative sources explored, and further research is needed to establish the strength of the value.

At this time there is insufficient demonstrated value to meet these criteria.

- (d) **the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:**
- (i) **a class of Australia's natural or cultural places; or**
 - (ii) **a class of Australia's natural or cultural environments**

All evidence suggests the Parliament House Vista is a special if not unique national landscape rather than one place amongst many in a class of places. While it may be argued that the class of capital cities applies, in reality, the study area is not really a capital city – it is the core symbolic, political and governmental part of such a city. Other important elements are not included.

No evidence of value under these criteria has been identified, and accordingly these criteria are not satisfied.

- (e) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group**

Indicators of significance

No indicators for aesthetic value have been established for the Commonwealth Heritage List as yet. Separate indicators for aesthetic significance previously used for Commonwealth investigations of National Estate values have been adapted and applied in relation to the thresholds relevant to Commonwealth, as set out below.

In the case of National Heritage, the following indicator has been defined,

‘Features of beauty, or features that inspire, emotionally move or have other characteristics that evoke a strong human response.’ (AHC 2009, p. 36)

Aesthetic values

To define whether a place exhibits significant aesthetic values, the following indicators can be applied:

- the place or attributes within it creates profound emotional response in communities associated with the place (eg. inspirational, awe inspiring, majestic, fearful, peaceful, tranquil, mysterious);
- aesthetic response is evidenced action, creative response or community attitudes about the place; and
- the place contains outstanding landforms or compositional qualities (eg. combinations of colour, form, texture, movement; particular design features) and these can be identified through community or professional assessment as the source, or sources, of aesthetic response.

Assessment against the Commonwealth and National Heritage List criteria must identify:

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

Thresholds

Factors that may be taken into account in considering whether or not a place meets significance thresholds for either the National or Commonwealth Heritage Lists include:

- the strength and nature of aesthetic response;
- the extent to which the aesthetic response is special or particular to this place;
- the breadth of the aesthetic response (eg. is aesthetic response shared across different communities and cultural groups? Is there consistency in the values held across the range of communities and range of cultural groups?); and
- the extent of recognition of the place for its aesthetic characteristics across geographic and cultural boundaries.

Other factors which might be considered include longevity of aesthetic response for particular communities or cultural groups.

Inclusion on the Commonwealth Heritage List requires only that there be significant aesthetic values held by a community or cultural group. No specification is made as to the level of the value

nor the size or extent of the community which holds it. It follows that significance to any one definable community or cultural group will be sufficient to establish heritage value. In particular, the strength and nature of aesthetic response and the extent to which the aesthetic response is special or particular to this place (rather than extent of value across communities) is most relevant.

The National Heritage List, however, requires that the place has ‘outstanding heritage value to the nation’ and consider that this requires:

- national recognition of the place for its aesthetic values as evidenced through how it is designated, protected, represented or linked to a national story, or through other evidence that it is a national icon, a defining place in national identity, or nationally known for those values; and
- national comparison can demonstrate that the place has stronger aesthetic attributes than other similar places, or that it is aesthetically distinctive nationally.

For example, sources of evidence would need to be national in scope or – in the case of creative and artistic responses to the place – be nationally recognised. Artistic or tourism imagery which represents aesthetic response to the place and has frequent and national exposure might be an example of the latter. Multiple sources which arise from different communities (eg. geographical or otherwise) might also provide measures of a more widespread (ie. national) significance.

Aesthetic appreciation of the Parliament House Vista

The following discussion is based on the research and analysis undertaken as part of the project and presented in Section 4.2 above.

The Canberra community

The Parliament House Vista evokes an emotional response from the Canberra community members for whom it is a place of dramatic and powerful views and also a place of reflection and contemplation.

Members of the Canberra community describe the Parliament House Vista’s aesthetic quality using a range of powerful adjectives: ‘dramatic’; ‘amazing’; ‘extraordinary’; ‘beautiful’ to convey the strength of feeling it evokes in them. They value the juxtaposition of bush with the formality of the built environment.

The aesthetic values specific to the design and setting of the Parliament House Vista are also recognised, along with the integration of the architectural elements into the overall Griffins’ design.

The Canberra community and, in particular the veterans/family of veterans among them, value the visual link between the Parliament House and the Australian War Memorial which represents the democratic values of the Australian nation and the sacrifices made to uphold them.

The Australian community

Based on the evidence available, the Parliament House Vista is the most highly recognised part of Canberra for Australians. The Vista evokes Canberra and its important meanings and associations. The importance of the Parliament House Vista for Australians appears to have grown in response to the completion of new Parliament House.

Moreover, its aesthetic values as a symbolic and powerful landscape are clearly evidenced in the high recognition of the Parliament House Vista.

While further research could be conducted, the evidence presented indicates that the aesthetic characteristics of the Parliament House Vista are strongly connected to its symbolic meanings, and are highly recognised and valued by Australians.

Summary

The Parliament House Vista is valued by the Canberra community for its aesthetic qualities and meets the Commonwealth Heritage List threshold for aesthetic value by having significant heritage value.

The Parliament House Vista is also valued by the Australian community for its aesthetic qualities, and meets the National Heritage List threshold for aesthetic value by having outstanding heritage value for the nation.

- (f) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period**

Landscape

The landscape of the study area is the core of the national capital. Its development as a significant cultural landscape comprising a complex of gardens intimately bound into the architectonic structure of the variously identified precincts is set within the context of the National Triangle parklands. It borrows spatially and visually the landscape of Lake Burley Griffin and the developed lands of the National Triangle and adjacent lands to the east and north.

As such the national place is synonymous with the National Triangle and the Land Axis, extended to include Mount Ainslie, Capital Hill and Red Hill, linking the spirit of the indigenous landform with that cultural expression of human endeavour – the landscape.

The landscape character is derived from the composition and perceptual experience of different landscape types. The landscape types include the following.

Landform (i) Mounding

(ii) Amphitheatre

(ii) Terracing

(iii) Steep slopes

(iv) Gentle slopes

(v) Island

Waterform (i) Lake

(ii) Pond

(iii) Reflecting Pool

(iv) Fountain

(v) Waterfall/Cascade

(vi) Stream

(vii) Mist

Built Form (i) Buildings

(ii) Walls

(iii) Ramp

(iv) Bridges

(v) Roads and Parking Areas

(vi) Structures

- (vii) Hard pavement
- (viii) Soft pavement
- (ix) Artworks
- (x) Gardens
- (xi) Seats, lights and furniture
- (xii) Flagpoles

Vegetation (i) Grassland

- (ii) Parkland
- (iii) Mass planting: treed canopy
- (iv) Mass planting: low shrubs and herbaceous plants
- (v) Informal groups
- (vi) Row plantations
- (vii) Individual trees (including commemorative trees)
- (viii) Hedges
- (ix) Spatial qualities/types of spaces created by the plantings, and also built forms

The Parliament House Vista study area precincts collectively make up the physical extent of the Parliament House Vista and have in themselves evolved through layers of natural history, planning concepts and human use as the core of the Griffins' organising principle of the intersection of Land and Water Axes.

Each precinct displays distinctly different characteristics, particularly in terms of landform and plan layout however, generally the parkland landscape character extends and unites most of the areas, albeit as a complex of informal and formal treatment.

The study area precincts are defined as:

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

The Parliamentary/Government complex in Parkes can be further subdivided into three areas of different landscape character. These are:

- the relatively formal treatment of enclosed spaces defined by rows or lines of tree planting generally reflecting the road pattern of which the Old Parliament House Gardens is the core of this area;
- the contrasting informal planting within the High Court of Australia-National Gallery of Australia precinct, the entrance to King Edward Terrace and the remnant undeveloped areas of Camp Hill; and
- the Land Axis corridor as a central space defined by rows of Eucalyptus tree plantings to the north and south of its passage through Parkes, and conifers, poplars and pin oaks defining its original alignment north of Old Parliament House.

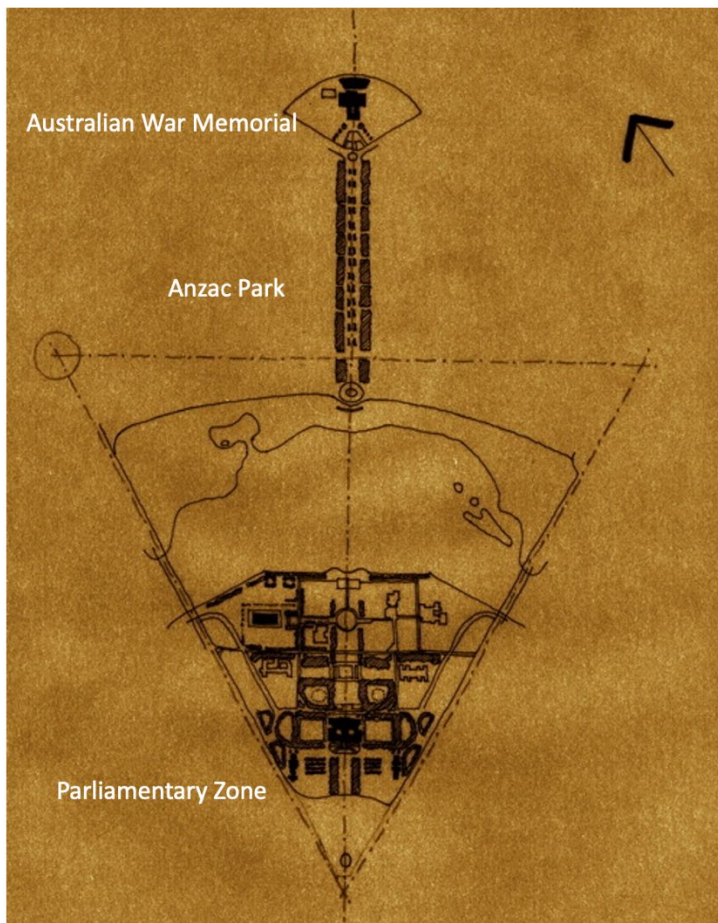
The physical evidence of different visions about landscape planning approaches and landscape design is expressed throughout the precinct areas as: formal lines of horticulture, the creation of open parkland spaces, a contrasting range of informal and formal spaces/landscapes, and the creation of relatively intimate commemorative spaces and objects. There are also broad open spaces, narrow spaces and small spaces.

Evidence remains of the work of many landscape designers in attempts to create a distinctive national landscape setting and identity for the national capital.

The Griffins' concept of built elements and spaces remains unrealised, particularly within the National Triangle yet the central idea of the Land Axis is powerfully expressed through the dedication of an open space corridor defined by formal planting in the tradition of the French Baroque. Obvious comparisons can be made with other new world capitals such as Washington in respect to the structure of axial lines and triangulation of areas created by the intersection with radiating lines. The geometry of Canberra and Washington is heightened by the contrast with the line of the rivers in each case – the Potomac River in Washington and the Molonglo River in Canberra.

Apart from the planning structure and built form, the detailed nature of landscape design proposals by the Griffins is not clear within the Parliament House Vista study area, and has been left open to interpretation by subsequent designers, horticulturalists, foresters, architects, landscape architects and planners.

Evidence of remnant plantings as influenced by Weston and his successors during the inter-war period remains within the Parliamentary gardens area, as do some of the commemorative plantings. Subsequent thinning and inter-planting with other species (mostly pin-oaks, elms and Eucalyptus species), combined with changes to the road layout and car parking areas, has resulted in a less strident system of walls of vegetation defining outdoor rooms. Some representative rows of planting from the inter-war period can be found flanking the Senate Gardens and House of Representatives Gardens, as well as east of the Treasury Building towards the Land Axis. The accent plantings of poplars also remain within the Parliamentary gardens area together with more recent replacement plantings of the same species, which is a measure of concern for the conservation of the planting design of the late 1920s as a setting for Old Parliament House.



Notes: Major landscape elements/ plantings include:

- the plantations and planting beds in Anzac Parade;
- southern lakeshore plantings; and
- street, Land Axis and other boundary plantings in the Parliamentary Zone.

Figure 81. Study Area Formal Landscape Elements

Source: Craig Burton



Notes: Major landscape elements/ plantings include:

- plantings around the Australian War Memorial, especially to the east;
- Commonwealth and Kings Parks, including Queen Elizabeth II Island (formerly Aspen Island); and
- some plantings in the Parliamentary Zone, notably the High Court of Australia-National Gallery of Australia Precinct, and adjacent to East and West Blocks.

Figure 82. Study Area Informal Landscape Elements

Source: Craig Burton

Visual and Spatial Structure

The Parliament House Vista is a made landscape area associated with the intersection of the Land Axis and Water Axis as identified in the Griffins' planning concept of Canberra. The axial ordering principle is overlaid on and into the gentle topography of the Molonglo River valley and relies aesthetically on contrasting relationships between the natural hill landforms as a backdrop to the theatre of cultural aspirations expressed in the made forms of the city. The use of an axial organising structure was derived from the influence of the City Beautiful movement, and an earlier tradition of imposing geometry on nature to make order out of chaos, in the Northern hemisphere. In its application to Canberra it has evolved into an element to facilitate a Garden City still struggling for an elusive sense of national identity expressed through the landscape, apart from its political association as the seat of the Australian Government.

Comparisons can be made with other new world capitals such as Washington where a similar geometry has been applied.

The Parliament House Vista area is symmetrically composed around the central Land Axis and comprises a complex of contrasting spaces, horticultural and landscape treatments, both formal and informal in character. It remains a document of different approaches to land use and landscape design from the nineteenth century to the present.

The spatial structure reflects both the natural and built landform of the Molonglo River valley. At the lowest point, along the line of the former river and adjacent alluvial flats, the formation of the

Central Basin of Lake Burley Griffin acts as a central focal point within the Parliament House Vista study area.

The National Triangle is formed by the Griffins' Municipal Axis to the north running between Mount Vernon and Mount Pleasant, the western axis (Commonwealth Avenue), between Kurrajong (Capital Hill) and Mount Vernon, and the eastern axis (Kings Avenue, formerly Federal Avenue) between Kurrajong and Mount Pleasant. The Municipal Axis has been obscured or visually separated from the heart of the National Triangle by development and plantings.

The Parliamentary Zone, sitting within the National Triangle, is defined, like a complex carpet design, through a series of axes (both the Land Axis and cross axes), and spaces forming outdoor rooms, defined by trees, hedges and built forms. The complexity of the fabric is added to by garden areas, roads, car parking areas, buildings and water bodies. The subdivision of enclosed spaces into a collection of rectilinear and curvilinear shapes, with the exception of the remnants of the natural form of Camp Hill, the High Court of Australia setting and National Gallery of Australia Sculpture Garden setting are largely defined by rows of tree planting reflecting the road pattern as well as the triangular terracing towards the lake.

A vista is a framed sightline defined by landform, buildings or trees or some or all three elements. It offers a distant view through or along an opening suggesting a frame as reference.

The concept of the Land Axis in Canberra facilitated the potential vista between two prominent landforms – Mount Ainslie and Capital Hill (Kurrajong) and to some extent Red Hill and Mount Bimberi when the observation point is Mount Ainslie. Historically the potential vista was between Capital Hill and Mount Ainslie with the Griffins' objects of reference the Capitol Building and the Casino, with related gardens and to some extent the intended 'plaisance' Parkway, all intended as the domain of the people overlooking the Parliamentary/Government Group of buildings and spaces.

The actual vista was firstly the view experienced from Old Parliament House towards Mount Ainslie, then the Parkway (Anzac Parade) plantings until the coming of the Australian War Memorial in 1941, then the King George V Memorial in 1953 (relocated 1968). The direction of the view was first suggested by the early Weston plantings to define Prospect Parkway, despite the powerful presence of Mount Ainslie. This was the first manifestation of an expression of the potential scale of the Land Axis. The view from the Old Parliament House towards Camp Hill and Capital Hill was modified by a mass planting of acacias immediately to the south of Old Parliament House and on the lower slopes of Camp Hill. The vista to the north was one of open spaciousness despite the alternating line of shrubs marking the edge of King Edward Terrace across the Land Axis corridor.

The vista along the Land Axis has changed with the location of the permanent Parliament House on Capital Hill together with the concept of accessibility of the public to the largely grassed roof of the central building, now less accessible. The whole complex presenting itself as both a built hill and a building with a crowning reference to the Griffins' Capitol intentions expressed in the flagstaff structure.

The vista from the permanent Parliament House has become a panoramic view of the larger Canberra, possibly in the way the Griffins may have intended the people's view from the Capitol.

Accessibility by people to the roof and the view is now restricted by security measures.

The physical definition of the Land Axis corridor has been primarily through the planting of rows of trees, mostly Eucalyptus species throughout the length of the corridor from King Edward Terrace to the Australian War Memorial forecourt to the north, and through Camp Hill to the south of the Old Parliament House to the forecourt of the permanent Parliament House. Between Old Parliament House and the realigned King Edward Terrace, the remnant Weston plantings and

alterations made by subsequent designers have been conserved, and in some cases by reconstruction.

The view from the accessible roof level at the permanent Parliament House to the north has the Land Axis corridor, Commonwealth Avenue and Kings Avenue as focal landscape elements within the broader panoramic view. The hill landforms are conspicuous in the landscape view.

The view from the ground level forecourt has more characteristics of a vista, with obvious focal points such as Old Parliament House, the Australian War Memorial and Mount Ainslie. The plantation of Eucalyptus trees coupled with rows of flagpoles help frame the vista along the Land Axis corridor. From this vantage point, Lake Burley Griffin is unseen. A similar visual experience is had when travelling north and downhill through Federation Mall.

The view from the main entrance of Old Parliament House has a slim view of the waters of the Central Basin in the mid-ground and the reflecting pools are conspicuous. An appreciation can be gained of the potential view of the proposed Central Basin of the Griffins' design with Parliament House sited on Camp Hill together with the intended Reservoir.

The introduction of the mound at Reconciliation Place suggests a possible memory of Mount Cork but it changes the perception of the vista in an intimate way by eliminating some of the subject matter of the view in the mid-ground. The symmetry of Commonwealth Place re-engages with the Land Axis even to the point of suggesting the form of the Griffins' Casino building, in perspective, when looking north through the cutting and the observer is aligned with the Australian War Memorial on axis. At the edge of Lake Burley Griffin the central vista is almost lost as the view becomes more panoramic due to the open space of the Central Basin.

Given the symmetrical composition around the central Land Axis, the small number of asymmetrically planted trees in Reconciliation Place, to the east of the axis, and in Parkes Place to the west of the Land Axis, will disturb this overall symmetry as the trees continue to mature.

From the vantage point on the northern shore and on the axis, only Mount Ainslie is visible to the north with the upper canopy of *Eucalyptus bicostata* trees and the surviving Portal building to indicate the continuation of the Land Axis corridor despite the red gravel skirt and terraced clumps of *Eucalyptus cinerea* trees slightly angled in plan to determine the extent of both Commonwealth Park and Kings Park. This treatment appears to work successfully in plan but not as successful in three dimensions. The upper terrace is used as a car parking area and is screened at its southern edge by mass planting and its northern edge by a concrete wall because of the immediate presence of the Anzac Parade and Parkes Way Rond Point intersection. Despite its obvious safety function, the wall limits visual access into the Central Basin and the National Triangle beyond. From this point up to the Australian War Memorial, access is dominated by roads and motor vehicles. For pedestrians in this zone, the vista is perceived from either side of Anzac Parade with its regularly spaced memorials associated with military service set into rooms within the almost continuous canopy of the *Eucalyptus bicostata* trees. Here the vista is formally defined by the landscape composition in both directions.

The view from the entrance of the Australian War Memorial moves again from the vista to that of a panoramic one looking to the south. The Land Axis corridor is a major component of the view but it extends to the landform of Red Hill and the ranges in the background.

The view along the Land Axis emphasises the collective elevations of built form within the National Triangle. This includes the symmetrical forms of: the hard edged foreshore, flagpoles, walls of Commonwealth Place, Old Parliament House, curving stepped parapet walls, and the roof and flagstaff of the permanent Parliament House. These elements have been carefully sited to achieve a balanced composition when looking along the Land Axis, although this view can only be experienced at a few locations.

Probably the most commonly experienced view of the Parliament House Vista area is an elevated one, from without the study area, from the lookout at Mount Ainslie. It is a similar view as illustrated by Marion Griffin as part of the 1912 competition submission. It is a panoramic view but clearly aligned along the Land Axis and the contrast between the geometry of the intended made place and that of the natural environment is made apparent.

The Parliament House Vista study area's landscape plays upon the quality of contrast. The contrast between: the exotic vegetation and the indigenous vegetation, the deciduous autumnal vegetation and the evergreen, conspicuous flowering vegetation and the inconspicuous flowering vegetation, coniferous vegetation and broadleaf vegetation, dryland grassed areas and irrigated grassed areas, hard paved surfaces and soft finished surfaces, water and land, running water and still water, hard edge and soft edge, formal and informal compositions, straight lines and curved lines.

Above all the scale of the landscape setting dominates the built form so that the area becomes a parkland landscape containing subservient built elements such as gardens, buildings and commemorative objects.

Australian and Overseas Comparisons

The scale of the Parliament House Vista area as a formal landscape composition based on intersecting axial lines linking topographical elements has no real comparison within Australia. The most obvious international comparison is the formal structure of Washington with its use of axial configurations and triangulation of land formed by radiating tree lined roads, first initiated by L'Enfant's geometrical planning in 1792 and later modified by the Burnham Commission's Plan of 1901. The main difference between Canberra's planning structure and Washington is that the main focal elements are constructed form in the Washington complex rather than the more natural, given form of the landscape as in the Canberra context.

The fashion for formal symmetrical compositions arising during the Inter-War period in Australia is evident in the redesign of Hyde Park, Sydney, based on the ideas of Norman Weekes winning design in 1926, and the work of the Griffins in the layout of the NSW towns of Leeton and Griffith in 1915. All of these schemes, including the Canberra competition, were some examples of the result of an ongoing influence of the City Beautiful, Garden City and Garden Suburb movements from the late nineteenth century employing an axial structure.

The two new towns of Leeton and Griffith for the Murrumbidgee Irrigation Area, in southern NSW, employed axial planning principles with hilly focal points such as the Central Plaza (Leeton) and Government Centre (Griffith). The latter crowning a hill and forming the terminus of radial avenues and a formal geometric composition. This contrasted with the surrounding natural topography and the use of Eucalyptus species tree planting (ultimately Sugar Gums) in long lines connecting both towns.

'Griffith, the administrative capital [of the Murrumbidgee Irrigation Area], was conceived by Griffin as a mini Canberra, with a highly geometric street plan. Leeton was more of a town extension plan, a human-scaled 'garden community' with a 'park-like atmosphere'... Griffith has a distinctive street geometry but the historic planned character of Leeton has lasted better.' (City Futures Research Centre 2007, vol. 1, p. 128)

Daniel Burnham's World Columbian Exhibition in Chicago in 1893 was a precedent for such planning and contrasted the formal with the informal despite the predominant Neo Classicism demonstrated in the built form. The Exhibition was a major step in the reintegration of planning, urban design, architecture and landscape architecture utilising axial lines as a structural method of uniting these disciplines with the elements of axis, avenue and vista.

In terms of Australian comparisons of modern town planning of the period,

‘Outside of Canberra, the most significant [substantial planned community embodying numerous advanced design ideals] was Yallourn (1919)... [and the] most conspicuous ‘town planned’ outcomes were planned garden suburbs such as Colonel Light Gardens (1917) in Adelaide. Planned private sector subdivisions estate were popular for land sales in the 1920s. One of the most notable of these was the bohemian flavoured Castlecrag in Sydney, where the Griffins retreated after the Canberra debacle. The Perth Endowment Lands extension captured the ‘larger aspects’ of the garden city approach...’ (City Futures Research Centre 2007, vol. 1, p. 26)

However, as a model for other Australian planning,

‘Canberra proved too grand and too specific to be picked up other than piecemeal in later developments.’ (City Futures Research Centre 2007, vol. 1, p. 65)

With regard to town planning theory,

‘Outside of national capital discourse, the major theoretical contribution to a desirable post-colonial urban form came... [from] SA Government Town Planner Charles Reade.’ (City Futures Research Centre 2007, vol. 1, p. 65)

The following sequence of images relates to the experience of the Land Axis when travelled in both directions.



Figure 83. View north along the Land Axis from new Parliament House

Source: Duncan Marshall 2020



Figure 84. Commencement Column and view north along the Land Axis – the column base being outside the PHV area

Source: Duncan Marshall 2020



Figure 85. View north along Land Axis from steps of Old Parliament House

Source: Duncan Marshall 2026



Figure 86. View north along Land Axis from Reconciliation Place

Source: Duncan Marshall 2020



Figure 87. View north along Land Axis with Commonwealth Place in foreground

Source: Duncan Marshall 2020



Figure 88. View north along Land Axis from southern lakeshore

Source: Duncan Marshall 2020



Figure 89. View north along Land Axis from Rond Terraces

Source: Duncan Marshall 2020



Figure 90. View north along Land Axis from Rond Pond

Source: Duncan Marshall 2026



Figure 91. View north along Land Axis from Anzac Parade

Source: Duncan Marshall 2026



Figure 92. View north along Land Axis from in front of Australian War Memorial

Source: Duncan Marshall 2026



Figure 93. View south along Land Axis from Australian War Memorial

Source: Duncan Marshall 2026



Figure 94. View south along Land Axis from Anzac Parade

Source: Duncan Marshall 2020



Figure 95. View south along Land Axis from Parkes Way

Source: Duncan Marshall 2020



Figure 96. View south along Land Axis from northern lakeshore

Source: Duncan Marshall 2020



Figure 97. View south along Land Axis from Commonwealth Place

Source: Duncan Marshall 2020



Figure 98. View south along Land Axis from Reconciliation Place

Source: Duncan Marshall 2020



Figure 99. View south along Land Axis from Federation Mall

Source: Duncan Marshall 2020

Previous appraisals of the Griffins' plan

The study area displays characteristics of the City Beautiful approach to urban planning with its objectives of beauty and monumental grandeur through the use of such features as axes, vistas, wide boulevards (ie. Commonwealth and Kings Avenues, actually outside the area), spacious parks and large graceful public buildings. In addition, there are Garden City influences such as the landscaped, low density development with tree-lined streets, parkways, parks and gardens. While the evolved design of Canberra overall has a combination of City Beautiful and Garden City influences, the City Beautiful influences are more distinct in the Parliament House Vista area than elsewhere in the city.

The Griffins' plan for Canberra, as the basis for this synthesis of City Beautiful and Garden City qualities, has been the subject of considerable previous study and assessment both within Australia and overseas. This section briefly provides a few of those authoritative appraisals.

The noted American architect and urban planner, Edmund Bacon wrote,

'[In Canberra] flourished and continues to flourish one of the greatest urban designs ever produced, conceived, nurtured, and grown in circumstances fiercely democratic. Yet so strong was the original concept of... Griffin... that the integrity of the plan survives and reasserts its relevance to the modern day... This is a plan of firm, clear geometry not imposed rigidly on the terrain but sensitively adjusted to its inherent vagaries. Here is a plan that continues to work in spite of enormous changes in the technology of transportation, a system of design which is capable of infinite extension.' (Bacon 1974)

The Australian planner Robert Freestone commented on the design,

'Griffin's winning design... was not flawless in functional terms... Yet it was a remarkably apposite conception... This was 'land planning' at its most breathtaking – working in several dimensions and richly symbolic. The judges were surely impressed by the comprehensiveness, the strong radial lines...' (Freestone 1989, p. 118)

Reflecting on the Griffins' overall plan, the eminent American planner and historian John Reps concluded,

'Although Griffin's plan was far from flawless... the Canberra that he designed, now modest in size compared to the greater city and altered in many respects from his vision, remains an extraordinary achievement. It deserves protection from all but the most sensitive and carefully-considered changes as one of the treasures not only of Australia but of the entire urban world.' (Reps 1995, p. 12)

He expanded on this in a later book,

‘The city conceived of as a work of art is a concept that, unhappily, no longer inspires modern planners. Few examples of this approach exist anywhere, and Canberra stands alone as one such place in Australia... In this respect Canberra resembles the other notable planned national capitals elsewhere in the world. These include Washington... St Petersburg, Brasilia, New Delhi, Islamabad, and Ankara. There are other lesser but still important planned capitals of states or provinces: Adelaide... Chandigarh... La Plata...’ (Reps 1997, p. 267)

Sir Peter Hall has written about Canberra in his study of twentieth century urban planning,

‘It is all exceedingly grand, dignified, elegant, yet... reposeful: it will soon rank with Washington as one of the world’s great monumental capitals, an eloquent testimony to the wisdom of making haste slowly... So Canberra achieves the difficult feat of being one of the last Cities Beautiful, and also the world’s biggest Garden City... Thus, unlike a number of other examples of the City Beautiful genre, it manages to be rather likeable.’ (Hall 1996, p. 196)

Another noted Australian landscape architect, Ken Taylor commented that,

‘The competition [for the design of Canberra] and the Griffin scheme were the culminating pinnacle of the utopian visions for a new Australia city that would lead the world... the Griffin plan... was beautiful in design, conception and physical presentation. It was the City Beautiful with Garden City overtones *par excellence*... Here was inspiration for the creation of a grand capital that grasped the idea of landscape as the structure for a city where social reform through healthy living was integral to the structure and life of the city.’ (Taylor 2005, p. 794)

He goes on to note that,

‘Some of Griffin’s early planning and design ideas were altered or not achieved, but the framework of his plan has stayed in place. His National Triangle... remains mainly as a vast, serene landscape space housing fewer buildings than Griffin envisaged.’ (Taylor 2005, p. 796)

Taylor also recognises the contribution of many others to the realisation of the city, in particular Weston,

‘What we now have [in the National Triangle] is a serenely elegant space where the large scale and dignity are valued by many Canberrans and visitors, in contrast to the view that it is a space waiting to be filled with buildings in part to reflect Griffin’s urban piazza imagery. But few could not be other than inspired by the view down the land axis, with its predominant symmetry across the lake to Mount Ainslie: an inspired view where the symbolic formal landscape is in compelling dynamic tension with the bush clad image of Mount Ainslie. It surely ranks in its historic context, meaning and composition as one of the finest views across a city anywhere...’ (Taylor 2006, p. 139)

Findings of the national thematic heritage study of urban and town planning

This study considers the story of urban and town planning in Australia (City Futures Research Centre 2007). As part of this story, the study places in context and provides an assessment of Canberra’s planning, from the Griffins through to the current day. Because of the importance of this national study, it is worth quoting it at some length.

Reflecting on the creation of Canberra compared to other Australian capital cities,

‘The exceptional capital city was Canberra, established for political rather than imperial or mercantile purposes. Unlike the state capitals, beauty was an important factor in selecting the site for the federal capital. Canberra was conceived as a city in the landscape, a vision reflecting nationalistic ideals of the young Commonwealth and early twentieth century enthusiasm for the emergent art of town planning. Surveyor Charles Scrivener chose a setting for ‘a beautiful city’... The plan by [the Griffins]... responded creatively to the landscape features of the Limestone Plains and surrounding locality.’ (City Futures Research Centre 2007, vol. 1, pp. 85-6)

‘Canberra is unique amongst Australian capital cities. It is a seat of national (and simultaneously territory) government, the only inland capital and Australia’s largest city away from the coast, and

had a symbolic rather than commercial rationale to its establishment unlike most of the state capitals... having attracted the best international and national planners; for the unprecedented powers... given to public agencies... to the sustained (near century long, and continuing) period of implementation... to the high degree of awareness of and attachment to the city's main plans... [and] to be founded on the basis of a planning competition...' (City Futures Research Centre 2007, vol. 1, p. 99)

With regard to the Griffins' design,

'[it] provided the most dramatic and compelling assemblage of modern city planning ideals in an Australian setting. Befitting a national capital city, their plan related directly to the city beautiful tradition with its recommendations for grand boulevards, major civic spaces, specialist activity centres, generous parklands, waterfront recreation, recreational parkways, and attractive foothill suburbs.' (City Futures Research Centre 2007, vol. 1, p. 65)

'The winning plan of the Griffins was memorable. The architect Peter Corrigan described the Griffins' plan as 'a gift, the greatest art work undertaken in this country's history.' The plan certainly conveyed the desired look of a monumental city dominated by grand axes and vistas, ensembles of monolithic buildings, terminal landmarks, citadels and cumulative massing. And it connected with values and design elements characteristic of the emerging concerns of mainstream modernist planning (like zoning, neighbourhoods, civic and community centres). But unlike other competitors, [they] did not treat the Limestone Plains site as a blank space, but responded sensitively to the natural features, integrating topography into the design. The plan was skilfully adapted to an 'irregular amphitheatre' rather than arbitrarily imposed on the site. As Peter Harrison observed, the 'buildings are made important not so much by their size, height or architectural significance, but by their setting... it is not an architectural composition, but a landscape composition.

The centrepiece was the triangle... Bisecting the triangle was the central organising concept of a land axis...

The plan is conventionally interpreted as a fusion of city beautiful and garden city ideals. But there were many other influences...

On the ground, Griffin's achievements were modest; a revised plan; some earthworks to mark the main avenues of his designs; and tree planting, including arboreta that still flourish. There would be many departures from his ideas but they still palpably laid the foundations for the central and inner Canberra as we know them today. The grandness of the urban form was quite unlike anything yet conceived for the Australian continent...' (City Futures Research Centre 2007, vol. 1, pp. 100-1)

In terms of the creation of open space as a feature of Australian towns and cities,

'The place which realises many of the early open space aspirations of the early town planning movement whilst developing as the nation's outstanding 'city of landscape' is Canberra. The national triangle defined by the Griffin plan... encloses a series of key open spaces, most of importance to the nation:

- the older parliamentary zone laid out in symmetrical Beaux-Arts fashion in concert with the building of the provisional parliament house by the Federal Capital Commission in 1924-27 and including the National Rose Gardens (1933)
- the newer parliamentary zone with its green corridor connection to the old and extension via grass ramps onto the roof of the new building (1988)...
- the lakefront zone with a series of open and cultural spaces within and around post-1960s major public buildings, these spaces including National Gallery of Australia Sculpture Garden (1982), Canberra Peace Park (1990), and Commonwealth Place and Reconciliation Place (2002)
- on the northern side of the lake, the parklands of Kings Park and Commonwealth Park, the latter including a series of water gardens designed by leading British landscape architect Sylvia Crowe

- Lake Burley Griffin itself.' (City Futures Research Centre 2007, vol. 1, p. 262)

A related theme is the greening of cities,

'A major contribution to modern town planning has been the 'greening' of cities... Attention to the all-embracing role of the landscape dimension of city planning was given early and sustained privilege in the planning of Canberra... Addressed brilliantly in the Griffins' winning entry, the actual task of revegetating the bare Limestone Plains fell to a succession of Parks and Gardens superintendents, succeeded by landscape architects...' (City Futures Research Centre 2007, vol. 1, pp. 276-7)

The national thematic heritage study of urban and town planning identified Metropolitan Canberra as being a place of potential outstanding value for a range of components.

'Australia's national capital has been shaped by a succession of town planning ideals... The ensemble of these elements as reflected in the landscape constitutes an open air museum of modern planning and urban design.' (City Futures Research Centre 2007, vol. 2, p. 90)

'Certain precincts might be seen as having more intrinsic national value (notably, the Parliamentary [National] Triangle) but in exemplifying the urban and town planning theme they appear to constitute an unparalleled assemblage of 20th century practice of national, if not international, significance... Other cities have multiple sites, but in Canberra... spaces even without major intrinsic value draw significance from being part of a greater scheme. The outstanding quality of such places in Canberra is their connectedness – an almost seamless relationship between the elements by virtue of landscaping and the metropolitan open space system.' (City Futures Research Centre 2007, vol. 2, p. 91)

The extent of the area considered by that study is much larger than just the Parliament House Vista area. Components relevant to the Parliament House Vista include:

- the Griffins' plan and legacy – City Beautiful and 1910s planning;
- National Triangle and Land Axis vista – central parliamentary-civic core of the Griffins' plan, City Beautiful and later interpretation by the NCDC; and
- interaction of built and natural elements in city hills and landscape backdrops. (City Futures Research Centre 2007, vol. 2, p. 91)

Built elements

In addition to the broad landscape of the study area, there is also the potential creative achievement embodied in the built elements within the area. By and large the major built elements, such as the buildings, have been individually considered as part of individual heritage listings or conservation studies.

However, some other built elements deserve specific consideration – street furniture and lighting. In a number of cases, these elements have also been specifically considered as part of other conservation studies (eg. the High Court of Australia-National Gallery of Australia precinct). There remain some built elements which have not been separately studied. Two examples deserve consideration – the specially designed street/promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights.

In both these cases, the lights display a high degree of care and quality in their designs, and employ designs and materials well beyond standard lights. The use of such designs reflects the policy of using high quality design in the National Triangle.

Summary

The Parliament House Vista satisfies these Commonwealth Heritage and National Heritage criteria. It is of significant heritage value and outstanding heritage value because of its creative achievement as a complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts and set within the context of the National Triangle

parklands. The area has evolved through layers of natural history, planning concepts and human use around the Griffins' core organising principle of the intersecting Land and Water Axes. The Parliament House Vista is significant as an example of City Beautiful urban planning with Garden City influences.

The study area is important for components and qualities reflecting modern or twentieth century planning and urban design, many of which relate to the landscape. The Griffins' design responded creatively to the landscape features of the site rather than the then common practice of ignoring them. The form of the city being in the landscape and provision of extensive open spaces both reflect the development of modern town planning from the early twentieth century. Indeed, the design contained the most dramatic and compelling assemblage of modern town planning ideals. The Griffins' design provides the foundations for the current city and the Parliament House Vista in particular. Some core elements or qualities of this design have been realised although later significant planning contributions have now produced the layered landscape experienced today.

The Parliament House Vista study area demonstrates different approaches to landscape design in an attempt to create a distinctive identity for the core of the national area and integrate them into a harmonious composition as open space at the scale of the indigenous open forest/woodland structure of the region.

A balance of formal and informal landscape treatment has been achieved through the integration of indigenous natural values and cultural values.

With regard to the specific lighting discussed above, these built elements do not, on their own, satisfy these criteria. None the less, they are contributing elements to the overall landscape.

- (g) the place has significant heritage value/outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons**

Indicators of Social Value

No indicators for social value have been established for the Commonwealth Heritage List at the time of writing. Separate indicators for social significance previously used for the Regional Forest Agreements, have been applied in relation to the thresholds relevant to the Commonwealth Heritage List.

In the case of National Heritage, the following indicator has been defined,

‘the place is of national significance to Australia because it has a strong or special association with a particular community or cultural group for:

g.1 a social, cultural or spiritual reasons that could include:

traditional, religious, ceremonial or other social purpose, including a celebratory or commemorative use, or association with community action’ (AHC 2009, p. 44)

In this context, the following three indicators have been used to assess the social significance of the Parliament House Vista (more detail is provided in Appendix D.1).

Importance to the community as a landmark, marker or signature

This indicator is about the associations and meanings that a place may have because of its role as a landmark or signature place (icon) for a community, one that marks a community's place in the world physically and metaphorically.

Importance as a reference point in a community's identity or sense of itself

This indicator is about associations and meanings that help create a sense of community identity such as places that help define community, spiritual or traditional connections between past and present, that reflect important community meanings, that are associated with events having a

profound effect on community, that symbolically represent the past in the present, or that represent attitudes, beliefs or behaviours fundamental to community identity.

Strong or special community attachment developed from use or association

This indicator is designed to recognise that a place that provides an essential community function can, over time, gain strong and special attachments through longevity of use or association, especially where that place serves as a community meeting place, formally or informally.

Thresholds

Threshold indicators are, in general terms, related to the relative strength of association, the length of association and the relative importance of the place to the identified community.

The evidence required to establish social significance is that the place is recognised and valued by an identifiable community or cultural group, and that their associations with the place and the social, cultural or spiritual values arising from this association are able to be documented and assessed against the criteria using agreed indicators.

Threshold indicators for the Commonwealth Heritage List are considered to be where there is an enduring community association, possibly with some discontinuity if the association is very long, the place is well known within and across the relevant community and is highly valued by that community.

For the National Heritage List it is necessary to determine if the place is of *outstanding heritage value to the nation*. This is a challenging test and it is proposed that to meet this threshold:

- a place could have strongly shared values within and across the national community, that is for Australians as a whole, or
- a place could have strongly shared values across and within a community or cultural group that is nationally recognised, that is known beyond their immediate location; and
- the place represents and is connected to a nationally recognised story or theme by the associated community or cultural group.

In no instance should these tests be interpreted as a place needing a 'majority vote' nor do they need unanimous agreement.

Applying the indicators to the Parliament House Vista data

Importance to the community as a landmark, marker or signature

The Parliament House Vista is strongly valued by the Canberra community as a landmark in the Canberra landscape, the most recognised place in Canberra and as what makes Canberra different to other places. In this sense, as one resident describes it, the Parliament House Vista could be described as Canberra's brand,

'It is Canberra's 'trademark' or 'brand'. Without it Canberra is just another city.'

The Parliament House Vista is also an important landmark in terms of its iconic representation of Australian nationhood. The Canberra community feels a strong attachment to the Parliament House Vista as the embodiment of Australian values, history and national culture.

Images of Canberra used in tourism are predominantly views along the Parliament House Vista or aerial views of Canberra which show the Vista is a distinctive shape on the landscape. The Parliament House Vista is instantly recognisable.

The analysis of tourism imagery indicates that, in terms of the images presented outside of the capital, the Parliament House Vista is Canberra – a major tourism landmark. Research from 2006 into Australians' perceptions of Canberra (Ritchie & Leon-Marillanca 2006) places two icons of the Parliament House Vista at the top of its list of Canberra symbols: Parliament House and the

Australian War Memorial. While this suggests that it is possible that the Parliament House Vista has significance for the Australian community, there is currently no firm evidence to show this.

Importance as a reference point in a community's identity or sense of itself

The Parliament House Vista is recognised and valued by the Canberra community for whom it represents a place of beauty, the heart of Canberra, the embodiment of Australian nationhood and democracy, and a place of national memory.

These values are held most strongly by local Canberra people in whom the Vista instils a sense of pride and of belonging; an emotional response to being inside the spaces. It is valued by some as a place of protest which is a sign of a 'robust democracy' (Canberra resident). The strength of attachment of Canberra people is such that they feel strongly that Australians in general should recognise these particular values but that they do not at the current time. For this reason, the Canberra community feels they are holding the values in trust for the nation until such a time as they are recognised.

Strong or special community attachment developed from long use or association

The Canberra community strongly express the view that the Parliament House Vista is a place for the people. It is a meeting place and a place where families and friends can spend time together. It is a place of beauty, a space for ceremonies, local events and festivals, for school groups and for all generations and 'all walks of life' (Canberra resident). The availability of the space to the people is valued highly by the Canberra community.

Conclusions

The Parliament House Vista is highly valued by the Canberra community for its social and cultural meanings. Conclusions are presented below.

This study shows that the Parliament House Vista can be seen as a physical and a symbolic landmark which represents a whole range of Australian intangible cultural values – nationhood, history, democracy, commemoration, national memory – and a place containing national culture through its cultural institutions.

It is possible that the Parliament House Vista has significance for the Australian community although there is currently no firm evidence to show this.

Canberra community

The Parliament House Vista is highly valued for its embodiment of Australian national values and identity – the tangible manifestation of intangible values. For the Canberra community, the Parliament House Vista is a symbol which engenders in them a sense of their own place in Australian history.

In terms of its iconic status, for the Canberra community, the Parliament House Vista occupies a central place in the design vision for Canberra and is recognised as a landmark. It is also a place valued for its accessibility, and seen as a meeting place for people from all walks of life. The Canberra community values the place for this accessibility and resultant opportunities it provides to them and to Australians in general for recreation, festivals and protest.

The Canberra community has a very strong attachment to the Parliament House Vista and believes it holds the social value in trust for the wider Australian community which may, or may not, value the Parliament House Vista for the same reasons.

Australian community

The Parliament House Vista is, without doubt, an important and iconic symbol of Canberra. An analysis of tourism materials shows that the Parliament House Vista is the most used image in the

promotion of Canberra to visitors. However, data available on the Australian community provides limited value in helping to understand this community.

From the available data we can hypothesise that the Australian community may or may not have attachment to the Parliament House Vista. This will need to be tested before reliable conclusions can be drawn.

Summary

The Parliament House Vista meets the threshold for social value in the Commonwealth Heritage List as having significant heritage value.

On the basis of evidence collected in the current project, the Parliament House Vista does not meet the threshold for social value for inclusion on the National Heritage List. The criterion requires that the Parliament House Vista be of 'outstanding heritage value to the nation'. While this might seem like a surprising result and contrary to popular wisdom, the currently available data does not support any other conclusion. Further research may reach a different conclusion.

Comparative assessments are also needed with other places to see if they embody the values ascribed to the Parliament House Vista. At present, there is no readily available data to enable such an analysis. Also needed is more data from non-Canberrans to test the values of the Australian community in relation to the Parliament House Vista and to test them against the National Heritage threshold of 'outstanding' value to the nation.

(h) the place has significant heritage value/outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history

The Parliament House Vista study area is the core of the national capital and it is an evolving landscape with many components. The landscape is associated with many notable or outstanding people, including horticulturalists, foresters, landscape designers, landscape architects, planners, architects, and engineers – all building upon the competition winning design concept for Canberra by the Griffins. In addition, the area is associated with many prominent political and administrative figures responsible for the evolution of Canberra.

Some of these people were influential across much of the study area or large or very prominent components, while others played a more discrete role. John Smith Murdoch for example is associated especially with Old Parliament House, and Harry Howard with the National Gallery of Australia Sculpture Garden. In so far as these specific places are valued for the special association with these people, this seems the appropriate way to recognise the value. There is no justification to try and include these values related to specific places in this management plan which deals with the broader landscape. The exception would be if the specific place was of great prominence in the landscape.

In addition, with regard to designers, in so far as every designer is associated with the thing he or she designs, it is not considered sufficient to regard this as a special association. There must be an additional quality to the association. The other dimension to the criterion is the importance of the person in Australia's history.

The following table presents an analysis of a range of people, drawn from the history and a variety of other sources, with a potential special association with the study area.

Table 14. Analysis of a range of People with a potential Special Association with the Study Area

Person	Association	Special Association?	Important in Australia's History?
Alexander Bruce	Director of Parks and Gardens 1926-38, continued with Weston's planting plans yet added seasonal flowering plants such as Prunus trees and roses, responsible for planning the National Rose Gardens	While the National Rose Gardens may have a special association with Bruce, the prominence of this component does not seem sufficient to warrant mention of this association as part of the overall study area. The association between Bruce and the remainder of the study area requires further research.	Possibly, given the long and senior role played regarding the development of Canberra's landscape.
Barbara Buchanan	Contributing designer of the landscape for the High Court of Australia-National Gallery of Australia precinct, including the NGA Sculpture Garden	While the High Court of Australia and National Gallery of Australia landscape probably have a special association with Buchanan, the prominence of this component does not seem sufficient to warrant mention of this association as part of the overall study area.	Current information suggests not, but this conclusion may be changed by further research.
John Butters	Chair of the FCC 1924-29, engineer, responsible for development of Canberra in the period, a period of major development culminating in the opening of Parliament House in Canberra in 1927	Butters role and influence as the head of the FCC at a time of intense development for Canberra means that he is associated with many facets of the city in this period. The construction and completion of Old Parliament House under the FCC was the focus of activity in the period, and this place may be regarded as a key place within the study area with which Butters has some association. However, Butters does not appear to have played a prominent or particular role in this project, compared to any others, and this does not appear to be a special association. Other places which may have a special association with Butters include: the Great Lake hydro-electric scheme in Tasmania, including the masonry dam and Waddamana power station; and Old Canberra House at Acton which was Butters' official residence during his time with the FCC. (Linge 1979)	Butters is important in Australia's history playing prominent roles in engineering, the development of hydro-electricity in Tasmania, and in his role with the FCC developing Canberra. (Linge 1979))

Person	Association	Special Association?	Important in Australia's History?
Richard Clough	NCDC architect/landscape architect from 1959, Director of the Landscape Division in 1972-80, coordinated the landscape works and plantings for the north bank of the Central Basin, supervised major design and implementation of works in Commonwealth Park, collaborated on the design of Anzac Parade	The study area appears to have a special association with Clough given his work on the north bank of the Central Basin, on Commonwealth Park and Anzac Parade. These were some of his major projects while with the NCDC. Other places which may have a special association include Government House grounds extensions, Yarralumla, The Kings School, Parramatta and Macquarie University at Ryde. The latter two being regarded as outstanding designs. (Hambrett 2005)	Possibly, given the long and senior role played regarding the development of Canberra's landscape, and afterwards as a Professor of Landscape Architecture at the University of NSW.
Sylvia Crowe	Prepared the masterplan for Commonwealth Park	As apparently her only Australian design, Commonwealth Park has a special association with Crowe in the Australian context. Given the park is a major and prominent component of the study area, it is arguable this association should be recognised as part of the study area.	Crowe is undoubtedly an important figure in British history for her work in landscape architecture. In an Australian context, she is possibly of some importance, partly for her design of Commonwealth Park but perhaps more significantly for her promotion of landscape architecture. (Hendry 1996)
John Crust & Emil Sodersten (Sodersteen)	Designers of the Australian War Memorial	Sodersten and Crust have an association with the study area through their design of the Australian War Memorial. The AWM is a major and prominent component of the study area. The AWM has a special association with Sodersten as perhaps the principal example of his work, and also as the earliest design of a major building in the Art Deco style in Australia. Other examples of Sodersten's designs include the following Sydney buildings – the City Mutual Life Building in the city, Birtley Towers in Elizabeth Bay, and St Bedes Anglican Church in Drummoyne. (Reynolds & Becerra 2002; Pearson, Crocket & Bligh Voller 1995) The AWM appears to have a special association with	Sodersten is important in Australia's cultural history as one of the leading Australian architects working in the Art Deco style (Reynolds & Becerra 2002). Based on limited research, Crust's sole contribution to the history of Australia seems to be his work on the AWM. None the less, the importance of the AWM is probably sufficient to argue that this contribution is important in Australia's history.

Person	Association	Special Association?	Important in Australia's History?
		Crust as it seems to be his only design of any note. (Australian Heritage Database; Australian Heritage Places Inventory)	
Trevor Gibson	First town planner for Canberra, responsible for changes to the layout of the geometry of Russell given the siting of the Australian-American Memorial, may also have been responsible for the Parkes Way concept	On current information there would appear to be no special association – his major impact being on other parts of Canberra rather than the study area. (Reid 2002, p. 353)	Possibly, given his long role in the planning for Canberra in the period 1949-75.
John Gray	Director of the Landscape Division, NCDC, 1980-88	Not clear/requires further research. It seems likely there are stronger associations with town park developments elsewhere in Canberra, eg. Glebe Park, John Knight Park, and parks in the new town centres. (Gray 1994, pp. 52-3)	Possibly, given the senior role played regarding the development of Canberra's landscape. Requires further research.
Walter Burley Griffin	Original lead designer of Canberra including the study area	The study area has a special association with Griffin. The Canberra design is Griffin's most important work. The study area is the core of the design for Canberra, and is probably the major part of the design which has actually been realised. This special association probably extends to the full National Triangle including City Hill, Constitution Avenue and Russell. Griffin may also have a special association with his house Pholiota at Eaglemont, Melbourne, with Newman College at the University of Melbourne, the Capitol Theatre also in Melbourne, and with Castlecrag in Sydney. (Harrison 1983)	Yes, as the lead designer of the original plan for Canberra as the national capital. Arguably Griffin is of outstanding importance in Australia's history for this role.
Marion Mahony Griffin	Original contributing designer of Canberra including the study area	The study area has a special association with Marion Griffin for reasons similar to those offered regarding Walter Griffin.	Yes, as the contributing designer of the original plan for Canberra as the national capital.

Person	Association	Special Association?	Important in Australia's History?
Rex Hazelwood	Designed Senate rose garden in 1931	There is no special association with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – the Senate rose garden.	Requires further research.
Margaret Hendry	Landscape architect with NCDC 1963-74, prepared detailed design of the Shrub Glades and Marsh Garden in Commonwealth Park, consultant working on the Parliamentary Zone, member of the National Capital Planning Authority's Tree Planting Committee in the Parliamentary Zone	There is no special association with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – parts of Commonwealth Park. Other potential special associations would appear to lie with the Cotter Dam Recreational Reserve, Gungahlin Cemetery, Belconnen Town Centre and many playing fields, housing areas and shopping centres. (AILA [2001?])	Limited research suggests a modest contribution to Australia's history, regarding the development of the landscape of Canberra. (AILA [2001?]; https://www.education.act.gov.au/Margaret-Hendry-School/our-school/about-margaret-hendry-school/about-dr-margaret-hendry)
John Hobday	Director of Parks and Gardens 1938-44	Not clear/requires further research. The relatively short period of association, at least in this senior position, diminishes the likelihood of there being a special association with the study area.	Possibly, given the senior role played regarding the development of Canberra's landscape. However, the relatively short period may diminish any importance. The overlap with the period of World War 2 may also have limited any potential impact because of resource priorities at the time.
William Holford	Leading British architect and town planner, responsible for a report and other advice which was to have a significant impact on the layout of central Canberra from the 1960s	The study area has a special association with Holford, in an Australian context. Holford played a key role in shaping the study area and while many of his recommendations were not implemented, some key recommendations were, including most obviously the creation of the lake and Parkes Way. Other special associations may exist in Australia with places which reflect the car-based/British new town planning for Canberra.	Holford is an important figure in British history as a leading architect and town planner in his day. In an Australian context, Holford is also important for his influence on the design of Canberra as the national capital. (http://en.wikipedia.org/wiki/William_Graham_Holford)

Person	Association	Special Association?	Important in Australia's History?
Harry Howard	Lead designer of the landscape for the High Court of Australia-National Gallery of Australia precinct, including the NGA Sculpture Garden	While the High Court of Australia and National Gallery of Australia landscape clearly have a special association with Howard, the prominence of this component does not seem sufficient to warrant mention of this association as part of the overall study area	Howard is arguably an important figure in Australia's history for his outstanding contribution to landscape architecture, notably in the design of the landscape for the High Court of Australia and National Gallery of Australia. (Weirick 2000)
Joseph Maiden	Director of Sydney Botanic Gardens and advised on plantings for Canberra	Not clear/requires further research. Maiden is probably more closely associated with the Royal Botanic Gardens, especially its herbarium, several vice-regal residences, the Outer Domain and Centennial Park. (Lyons & Pettigrew 1986)	Yes. Maiden was an eminent botanist working in Australia in the early twentieth century, and Director of the Botanic Gardens from 1896-1924.
John Smith Murdoch	Leading Commonwealth Government architect, designer for Old Parliament House, and East and West Blocks	Murdoch has a special association with Old Parliament House, and with East and West Blocks, being a crucial and prominent group of buildings in the development of both Canberra and the study area. Old Parliament House is arguably Murdoch's most important work. Given the prominence of the buildings in the study area, especially Old Parliament House, it seems reasonable to argue this special association is worth recognising as part of the area.	Murdoch is arguably an important figure in Australia's cultural history. He was an early and significant architect in the Commonwealth Government, including periods as Chief Architect, Department of Works and Railways (1919-29) and Director-General of Works (1927-29). Murdoch was responsible for the design and construction of many early Canberra buildings such as Old Parliament House, and for other significant Commonwealth buildings throughout Australia. (McDonald 1986)
National Capital Development Commission staff	Responsibility for planning, development and construction of Canberra as the National Capital in the period 1958-89	The staff of the NCDC are closely associated with the extensive range of major developments undertaken in the period. These include: the lake, Y-Plan, four new towns and associated residential areas, Russell Hill Defence Offices, Anzac Parade and memorials, planning for diplomatic missions, National Library of Australia, High Court of Australia, National Gallery of Australia, Questacon (National Science and Technology Centre), and the National Capital Open Space System.	The NCDC staff as a group are important in Australia's cultural history for their key role in planning, developing and constructing Canberra. Arguably the NCDC period was the second major phase of Canberra's development. (http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp)

Person	Association	Special Association?	Important in Australia's History?
		(http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp) Given the concentration of associated places within the study area, or which have otherwise had a major impact on the area (eg. Parkes Way), the NCDC staff are considered to have a special association with the Parliament House Vista. This may be shared with other places.	
National Capital Planning Authority/ National Capital Authority staff	Responsible for the Commonwealth's interest in the planning and development of the National Capital, 1989-present	The staff of the NCPA/NCA are closely associated with a large range of developments in the study area such as memorials, the Old Parliament House Gardens, International Flag Display and Commonwealth Place. The study area is the focus of the NCPA/NCA's work. Given the concentration of associated places within the study area, the NCPA/NCA staff are considered to have a special association with the Parliament House Vista.	The NCPA/NCA staff are probably important in Australia's cultural history given their role in the planning and development of the National Capital. The qualification in this statement arises for two reasons. Firstly, the NCPA/NCA are relatively recent organisations and it is arguable that there is not yet sufficient historical time/distance to enable a satisfactory assessment of their place in history. Secondly, as noted in Chapter 3, the achievements of these organisations tend to be much more modest compared to those of the NCDC, for example. At this time, it is probably fair to defer assessment of the importance of the NCPA and NCA to allow more time/historical distance for such an assessment.
Harry Oakman	Director of the Landscape Division, NCDC 1963-72	Oakman has a special association with Commonwealth Park being instrumental in its development within the NCDC. It is regarded as his major achievement in Canberra. Oakman was also responsible for the landscaping around the National Library of Australia. It seems reasonable to assert a special association with the study area because of this involvement with major components of the area.	Oakman is an important figure in Australia's history given his roles as Parks Superintendent of the Brisbane City Council 1946-63, and later the senior role played regarding the development of Canberra's landscape. He was also recognised as one of Australia's foremost authors of illustrated horticultural books. (Gray nd)

Person	Association	Special Association?	Important in Australia's History?
		In addition, a special association may also exist with some Brisbane city parks. (Gray nd; Cannon 2001)	
Armin Aleksander Opik	A pioneer of geological mapping and interpretation of the geological history in the Canberra region	There is no special association with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – the State Circle geological site.	Yes. The Commonwealth Heritage listing acknowledges this importance.
John Overall	First Commissioner of the NCDC, 1958-72	Overall is closely associated with a number of major initiatives by the NCDC including the new town developments and associated residential expansion, completion of the lake, and development of the Russell complex. It has been argued the most important of these was the lake. (Ward 2001) Accordingly, Overall does have a special association with the study area given his key role in completion of Lake Burley Griffin. There may also be other places with which he has a special association.	Overall is an important figure in the cultural history of Australia given his leadership of the NCDC during its foundation period. In this time the NCDC dramatically accelerated the development of Canberra after a long period of neglect. Arguably the NCDC period was the second major phase of Canberra's development. (http://www.nationalcapital.gov.au/corporate/history/05_1958-1989.asp)
Lindsay Pryor	Director of Parks and Gardens 1944-58. Altered the Weston tradition in promoting the creation of parkland spaces for people and the integration of Eucalyptus species into the landscape areas. Shifted the emphasis from exotic to indigenous species and tended to build on existing planting, and frequently used circular groupings of trees. Removed some of Weston's former plantings on the site of Central Park (later Commonwealth Park) in 1949 to create two large grassed areas on the western ridge and created a more informal setting by adding Eucalyptus tree plantings. In 1946 a major tree thinning of the Parliamentary Zone was initiated	The study area does not appear to have a special association with Pryor, although he had a significant impact through tree thinning and eucalypt plantings. The Australian National Botanic Gardens would appear to have a much stronger claim to such an association.	Pryor is significant in Australia's history for his role as Director of Parks and Gardens over an extended period, for his key role in the development of the Australian National Botanic Gardens, as Foundation Professor of Botany at the Australian National University from 1958-76, and for his key scientific work on eucalypts. (ANBG nd)

Person	Association	Special Association?	Important in Australia's History?
	by Pryor. All the golden cypresses, white poplars, pin oaks and Lawson's cypress on King George Terrace were removed.		
Charles Robert Scrivener	Surveyor associated with the original selection and set out of Canberra as the nation's capital	The study area does not appear to have a special association with Scrivener. Places with a special association with Scrivener probably include the surviving surveyors boundary marks for the ACT, especially in the Brindabella Ranges, the Plan Room (commonly referred to as the Surveyor's Hut) below Capital Hill, and the unusual house Scrivener designed and built at Mount Irvine, should this survive. (Birtles 1988)	Yes, given the role played in the selection and surveying of the national capital.
David Shoobridge	Assistant Superintendent, Parks and Gardens Section 1952-58, Director 1958-75	Not clear/requires further research.	Possibly, given the long and senior role played regarding the development of Canberra's landscape.
John Sulman	Chairman of the FCAC 1921-24, architect, responsible for development of Canberra in the period including landscaping, infrastructure and Old Parliament House	Sulman has a special association with the Old Parliament House, being a key advocate for the building. Given the prominence of the building in the study area, it seems reasonable to argue this special association is worth recognising as part of the area. Other special associations are likely to include what is regarded as his most important design, the Thomas Walker Convalescent Hospital at Concord, and also the Melbourne & Sydney Buildings in Civic which he also designed. (Apperly & Reynolds 1990)	Sulman is important in Australia's history playing prominent roles in architecture and town planning, and in his role with the FCAC.
Thomas Charles George Weston	Officer-in-Charge, Afforestation Branch, Federal Capital Territory, and other positions, responsible for plantings in Canberra and especially in the study area from 1913-26, especially from 1922	While there are many places in Canberra which share an association with Weston, it is arguable that the Parliamentary Zone has a special association being the focus of the early Canberra plan. Westbourne Woods and the Yarralumla Nursery are likely to be the other major areas with a special association with Weston. (Murphy 1990)	Weston is an important figure in the cultural history of Australia, being responsible for the early detailed plantings which are a major feature of Canberra.

Person	Association	Special Association?	Important in Australia's History?
Alan Wilson	Landscape architect with NCDC, prepared detailed design of the Shrub Glades and Marsh Garden in Commonwealth Park	There is no special association with the overall study area or a substantial component or range of components. Any potential special association would appear to be very specific to a small component of the study area – parts of Commonwealth Park.	Limited research suggests a modest contribution to landscape architecture in Australia. (Bunzli nd)

Summary

Based on the analysis above, the study area satisfies these Commonwealth Heritage and National Heritage criteria. It has significant heritage value and outstanding heritage value for its special associations with Walter Griffin.

In addition, the study area satisfies the Commonwealth Heritage criterion as it has significant heritage value for its special associations with:

- Sylvia Crowe;
- John Crust and Emil Sodersten;
- Marion Mahony Griffin;
- William Holford;
- John Smith Murdoch;
- National Capital Development Commission staff;
- Harry Oakman;
- John Overall;
- John Sulman; and
- Thomas Charles George Weston.

There are also a range of other possible special associations that require further research. These are related to:

- Alexander Bruce;
- Richard Clough;
- John Gray;
- John Hobday;
- John Maiden; and
- David Shoobridge.

With the passage of more time, further consideration should be given to the possible special association of the NCPA/NCA staff with the study area.

(i) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance as part of indigenous tradition

While there are components of the study area which have or may have Indigenous heritage value, overall the study area itself was not found to have significant or outstanding heritage value under this criterion.

Information about consultations with Indigenous stakeholders can be found in Section 4.1.

Summary of Values

Table 15. Summary of Values above Thresholds

Criterion	National Heritage value	Commonwealth Heritage value
(a)	Yes	Yes
(b)	Yes	Yes
(c)	No	No
(d)	No	No
(e)	Yes	Yes
(f)	Yes	Yes
(g)	No	Yes
(h)	Yes	Yes
(i)	No	No

E.5 Parliament House Vista Area – Suggested Revised Values

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

The Parliament House Vista is of outstanding heritage value to the nation because it is strongly associated with and a focus of the history of politics and government in Australia, the development of Australian cultural life and national identity, and the planning and development of Canberra as Australia's national capital, including the initial design by Walter and Marion Griffin for the city (1911, later revised), and subsequent designs notably by William Holford and the National Capital Development Commission. The result is a layering of designs which have built upon or consciously departed from the Griffins' plans. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.

Canberra was created following 1911 as the new Australian national capital. It was based on the Griffins' design for the city and the Parliament House Vista contains the core of this design as realised. The Parliament House Vista is the heart of the national capital and contains prominent national institutions such as Old Parliament House which was the home of the Commonwealth Parliament and a focus of the Federal Government from 1927-88, the Australian War Memorial from 1941, as well as many other national institutions and government office buildings. The location of the High Court separate from the Parliament is symbolic of the separation of the Court from the legislature. The national cultural institutions form an important symbolic group in Australia's national cultural life. It is also the location for a large range of other memorials and commemorative plantings dating back to the 1920s, and the area continues to be the focus of such activities. The area is also significantly associated with political protest, especially in the vicinity of Parkes Place. These many attributes reinforce the national political, governmental and cultural character of the Parliament House Vista, and reflect its landscape rich with many individually historic features.

The Australian War Memorial, Anzac Parade memorials and other memorials have and continue to play a very important role in fostering aspects of national identity.

The Parliament House Vista is of outstanding heritage value to the nation because of its landscape history which is:

- unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital;
- a record of an evolution of different ideas in landscape design in Australia from the Federation Period to the present, related also to the development of Landscape Architecture as a profession in Australia; and
- it is unparalleled in any other Australian city because the physical evolution has allowed a tradition of landscape architecture and horticulture to be developed.

(National and Commonwealth Heritage Criterion (a))

The landscape of the Parliament House Vista is arguably of outstanding heritage value as it is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape.

(National and Commonwealth Heritage Criterion (b))

The Parliament House Vista is of significant heritage value to the Canberra community for its aesthetic qualities. It evokes an emotional response from the community for whom it is a place of dramatic and powerful views, such as the large scale and sweeping views along the Land Axis to the terminal features, and also a place of reflection and contemplation. The community values the juxtaposition of bush with the formality of the built environment. The aesthetic values specific to the design and setting of the Parliament House Vista are also recognised, along with the integration of the architectural elements into the overall Griffins' design.

The Canberra community and, in particular, the veterans/family of veterans among them, value the visual link between the Parliament House and the Australian War Memorial which represents the democratic values of the Australian nation and the sacrifices made to uphold them.

The Parliament House Vista is of outstanding value to the nation because of its aesthetic values to Australians. It is the most highly recognised part of Canberra for Australians – evoking Canberra and its important meanings and associations. Its aesthetic values as a symbolic and powerful landscape are clearly evidenced in the high recognition of the Parliament House Vista. The aesthetic characteristics of the Parliament House Vista are strongly connected to its symbolic meanings, and are highly recognised and valued by Australians.

(National and Commonwealth Heritage Criterion (e))

The Parliament House Vista is of outstanding heritage value because of its creative achievement as a complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands. The area has evolved through layers of natural history, planning concepts and human use – with the Griffins' core organising principle of the intersecting Land and Water Axes. The Parliament House Vista is significant as an example of City Beautiful urban planning with Garden City influences. It displays design excellence through the use of natural features to generate a strong planning geometry and broad symmetry which is reinforced by introduced features such as the lake, buildings, plantings, parklands, gardens and road system. There is a masterly synthesis and ordering of topography and functions, planning, landscape and architecture creating a symbolic and visually dramatic landscape.

The study area is important for components and qualities reflecting modern or twentieth century planning and urban design, many of which relate to the landscape. The Griffins' design responded creatively to the landscape features of the site, and the form of the city being in the landscape and provision of extensive open spaces both reflect the development of modern town planning from the early twentieth century. Indeed, the design contained the most dramatic and compelling assemblage of modern town planning ideals. The Griffins' design provides the foundations for the current Parliament House Vista area and reflects the heart of their design for the capital, including a focus on Parliament and government functions south of the lake. It is the core of the most ambitious and most successful example of twentieth century urban planning in Australia. Some core elements or qualities of this design have been realised although later significant planning contributions have now produced the layered landscape experienced today. This includes the Australian War Memorial and Anzac Parade with their commemorative functions giving form to, and terminating, the northern Land Axis.

The Parliament House Vista is important for its design pattern of large landscapes and waterscapes with treed avenues and bridges (the latter formally outside the Vista) providing framing elements, the terminal vista features of the Australian War Memorial and Mount Ainslie at the northern end and Parliament House at the southern end, and with the Carillon and Captain Cook Memorial Water Jet creating balanced vertical features in the water plane.

Avenues of trees and Lombardy Poplars as sentinels at key locations provide colour, character and contrast – all emphasising the symmetrical design – and the green/irrigated grass, especially of the Land Axis, as well as the red gravel of the northern Land Axis, making a strong contribution to the composition. There are many important smaller component parklands and gardens which

enhance the landscape with rich details of texture, colour, fragrance and in some cases, art works and water features.

The Parliament House Vista study area demonstrates different approaches to landscape design in an attempt to create a distinctive identity for the core of the national area, and integrate them into a harmonious composition as open space at the scale of the indigenous open forest/woodland structure of the region. In addition, these designs seek to provide an appropriate scale for the built elements in an integrated way, reflecting the tradition of the City Beautiful movement.

A balance of formal and informal landscape treatment has been achieved through the integration of indigenous natural values and cultural values.

These many features provide a rich texture to the Parliament House Vista.

(National and Commonwealth Heritage Criterion (f))

The Parliament House Vista has significant social value for both the Canberra and Australian communities.

The Parliament House Vista is of social significance to the Canberra community as a place which represents and embodies the ideals of Australian values and nationhood. The Canberra community values the Parliament House Vista as an icon and landmark and as the heart of the city.

The Parliament House Vista is a place which the Canberra community values as an important element in the continuum of both local and national history. This sense of history and of place engenders feelings of belonging and pride, and the Canberra community feels it holds the layers of values and stories, as embodied in the area, in trust for the nation.

The Parliament House Vista is valued highly for its accessibility, as a gathering and meeting place, and as a beautiful place in which to be. The Canberra community has a deep attachment to the idea that the Parliament House Vista is a place for all Australians.

The Parliament House Vista is an iconic image of Canberra which represents the city to the nation and, potentially, internationally. For those Australians who have visited Canberra, the Parliament House Vista is the central iconic image representing a key element of the overall Griffins' design for Canberra, the nation's capital.

(Commonwealth Heritage Criterion (g))

The study area has outstanding heritage value for its special association with Walter Griffin. Griffin was the lead designer of the original plan for Canberra as the national capital, and the Parliament House Vista is the core of the design and is probably the major part of the design which has actually been realised.

The Parliament House Vista also has significant heritage value for its special associations with:

- Sylvia Crowe, an important landscape architect, especially in Britain but also in Australia – responsible for the masterplan for Commonwealth Park, apparently her only Australian design and a major component of the study area;
- John Crust and Emil Sodersten, as important architects, especially for their design of the Australian War Memorial – this being a crucial and prominent building in the Parliament House Vista;
- Marion Griffin, important as the contributing designer of the original plan for Canberra as the national capital, including especially the Parliament House Vista;
- William Holford, a leading British architect and town planner who is important for his influence on the design of Canberra as the national capital, including in particular the Parliament House Vista;

- John Smith Murdoch, an early and significant architect in the Commonwealth Government – designer of the Old Parliament House and East and West Blocks, being a crucial and prominent group of buildings in the development of the area;
- National Capital Development Commission staff, who played a key role in planning, developing and constructing Canberra including a large number of major components within the study area, or which have otherwise had a major impact on the area;
- Harry Oakman, an important landscape designer and author, instrumental in the development of Commonwealth Park and other landscaping in the Parliament House Vista;
- John Overall, who led the NCDC during its foundation period which saw a dramatic acceleration in the development of Canberra after a long period of neglect, including in particular completion of Lake Burley Griffin;
- John Sulman, an important architect and town planner who played a major role in the development of Canberra – a key advocate for the Old Parliament House development, being a prominent building in the study area; and
- Thomas Charles George Weston, an important figure being responsible for the early detailed plantings which are a major feature of Canberra, including notably the Parliamentary Zone.

(National and Commonwealth Heritage Criterion (h))

E.6 Individually Significant Components of the Area – Formally Identified Previously

A number of components within or overlapping with the Parliament House Vista have previously been identified as having heritage value. Such value has been expressed either through formal heritage listings or through conservation management plans. In some cases the value is contained to just the particular component and in other cases the component makes a contribution to the broader landscape of the study area. The following section provides a list of these components, and a summary of component values or features where they relate to the study area. This summary draws on existing listings or studies and no new analysis has been undertaken.

Aboriginal Tent Embassy Site (Aboriginal Embassy Site):

- From the moment of its inception in 1972, the Aboriginal Tent Embassy Site has been the focus for Aboriginal and Torres Strait Islander people's political struggle for land rights, sovereignty, autonomy, equality and self-government. The Aboriginal Tent Embassy Site is also important as a place that has focused international attention on these political activities. It is therefore significant in the history of Aboriginal political culture. (DAWE 2020a)

Anzac Parade:

- Has outstanding heritage value to the nation because of its important role in the development and national life of Canberra as Australia's national capital.
- Is of outstanding heritage value given its role in national commemorative activities related to war since 1965, contributing to the development of Australian cultural life and national identity.
- The Australian War Memorial and, to a lesser extent, the other memorials in the Parade have and continue to play a very important role in fostering aspects of national identity, and continue to serve as a focus for commemoration.
- Is also a conspicuous and major part of the Land Axis, and its concept is strongly associated with the Griffins' vision and plan for Canberra, as a major structural planning element around which the city was conceived and developed. While the work of the National Capital Development Commission in the 1960s has dramatically re-conceptualised Anzac Parade in response to the changed character of the northern Land Axis through the placement of the Australian War Memorial, the overall result is a layering of designs. In historical terms, this complex, evolving design is an important part of the story of the national capital, the Land Axis and Anzac Parade in particular.
- Anzac Parade, as major part of the Land Axis, is part of Canberra's signature.
- Is important as part of the Land Axis and Parliament House Vista, as part of the core of the planned city of Canberra, and as a landscape of outstanding heritage value. Its current specific form is also outstanding as a highly symbolic and formal landscape. While the original function of what is now Anzac Parade changed, especially after World War 2, its role as a part of the Land Axis remains as one of the major and fundamental components of the planned city.
- Is also outstanding as a highly symbolic and formal landscape. It demonstrates a formal approach to landscape design which reflects both the structure of the Land Axis and the nature of commemorative places.
- The street lighting is also an important contributing element to the overall landscape of the Parade. They display a high degree of care and quality in their design and materials, and the overall lighting composition has been carefully designed to enhance the visual quality of Anzac Parade.
- For Canberrans, Anzac Parade is part of the highly valued Land Axis and vista, a formal landscape that is a source of pride.
- The Parade also has a special association with Walter Burley Griffin and Marion Mahony Griffin, as part of the Land Axis and broader city design. (Marshall and Evans 2022, pp. 125-9)

Australian War Memorial:

- The AWM together with Anzac Parade is an important national icon.
- The AWM together with Anzac Parade form an important national landmark that is highly valued by the Australian community. As part of the Parliamentary Vista, the AWM makes a major contribution to the principal views from both Parliament Houses and Mount Ainslie. Views from Anzac Parade to the Hall of Memory, and from the Hall of Memory along the land axis are outstanding. Its prominent position is important due to its relative visual isolation on the Griffin land axis, amid the backdrop of the forested slopes of Mount Ainslie. The visual impact of the AWM when viewed from Parliament House and other points along Griffin's land axis including Mount Ainslie; and the fabric of Anzac Parade including the memorials, plantings and lighting is far more distinctive and dramatic compared to the other principal war memorials in Australia.
- The AWM and the Anzac Parade memorials are the nation's major focal point for commemoration including the ANZAC Day march and other ceremonies and events.
- The AWM's success as a shrine, a museum, an architectural form and part of Canberra's urban plan is partly the result of its special associations with the lives and works of people who have been significant in Australia's history. These include the AWM's founders Charles Bean, John Treloar and Sir Henry Gullett. (DAWE 2020b)

Blundells' Cottage:

- Blundells Cottage and its slab shed are rare survivors of the Duntroon pastoral estate. With other surviving elements of the estate, it demonstrates the well-developed structure of European settlement of the Limestone Plains prior to the establishment of the Federal Capital. The survival of the domestic scale rubble stone cottage and slab shed is accentuated by its position in Canberra's highly planned National Triangle with its monumental national buildings. The particular aesthetic qualities characterised by the irregular and vernacular charm of the buildings in their parkland setting near the edge of Lake Walter Burley Griffin and the mature cypress trees adjacent to the cottage are distinctive landmarks in the central Canberra landscape. (GML Heritage 2014a, pp. 127-8)

Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces):

- is of significant heritage value because it is associated with the history of the development of Canberra as Australia's national capital;
- is a complex, evolving design which is an important part of the story of the national capital and the Parliament House Vista in particular;
- makes a major contribution to the Parliament House Vista area;
- is of significant heritage value as a related set of creative achievements in landscape design. This partly arises because of the individual qualities of the parklands but also as part of the wider setting of the Parliament House Vista area. This creative achievement relates to the:
- contrasting informality of the parklands compared to the Parliamentary Zone;
- unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge;
- open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies;
- use of vegetation in informal drifts in an attempt to integrate with the surrounding informal indigenous landscape character, and thereby to create a distinctly Australian landscape character;
- use of more linear and formal planting on either side of the Land Axis;
- creation of vistas to help structure the spatial composition of the landscape;
- careful use of scale related to use;
- creation of recognisable character in specific areas, achieved through the careful selection of trees;

- the dryland woodland contrast of Kings Park compared to Commonwealth Park;
- landscape background to Lake Burley Griffin;
- lakeside park environment;
- landscape link with Mount Pleasant from Kings Park, with native plantings on the high ground; and
- vistas from Parkes Way into Kings Park. (Marshall and others 2007, pp. 104-6)

East Block:

- significant as part of a group (with West Block and Old Parliament House) which formed the essential government facilities in the early development of Canberra as the seat of the Commonwealth Government; and
- the landscaping is significant as a relatively intact example of the landscape of the 1920s. (Philip Cox, Richardson, Taylor & Partners 1995, p. 29; Ratcliffe 1993, p. 9)

High Court of Australia-National Gallery of Australia Precinct:

- key features are the woodland, parkland and grassland landscapes and related landscape features within the Precinct;
- another key feature is the Sculpture Garden; and
- there is a contrasting visual experiences available within the Precinct, and compared to other parts of the Parliamentary Zone (GML 2021).

John Gorton Building (formerly Administration Building):

- occupies an important site in the Parliamentary Zone, especially given its balancing relationship to the Treasury Building across the Land Axis, and contributes to the planned aesthetic qualities;
- major built element in the Parliamentary Zone;
- sited according to the Griffins' plans; and
- played key role in the development of Canberra as the location for Commonwealth Government departments (Philip Cox, Richardson, Taylor & Partners 1992, pp. 58-59).

King George V Memorial:

- It is a celebration of the Federation of Australia, demonstrated physically and historically through its original siting in front of Old Parliament House and in the land axis. Also, together with Old Parliament House the two monumental structures were landmarks, symbolising the development of Canberra as the National Capital.
- The physical connection between the memorial and Old Parliament House remains, but the memorial's prominence in the land axis, and the Parliament House Vista has been lost since its relocation. Notwithstanding this, it continued to be a historic and symbolic landmark in the central area of Canberra associated with the establishment of the federated Australian nation.
- In the memorial's original place is the Aboriginal Tent Embassy, established in January 1972, a place which is symbolic for political protest actions. Both the memorial and the Aboriginal Tent Embassy demonstrate the shifting political and cultural history of Australia in the Parliament House Vista—they reflect the changing social and political attitudes of Australia's democracy. They contribute to the place in which Griffin's vision of democracy is negotiated and expressed on the land axis of central Canberra.
- It is a contributory component of Parliament House Vista and its setting—it reflects the changed ideologies expressed in the cultural landscape of the vista. (GML Heritage 2014b, pp. 60-1)

Lake Burley Griffin:

- Potential National Heritage values:
 - is an essential part of what defines Canberra and an essential component of the Griffins' plan for a lake to link and unify the axes and vistas of the plan to the underlying landform

of the place. The lake is a unique and creative aspect of Australia's most successful urban plan, which is highly valued by communities for its aesthetic qualities. The lake is an outstandingly successful engineering and technical achievement which underpins the success of its creative and aesthetic qualities;

- Potential Commonwealth Heritage values:
 - is important for its association with the creation of the national capital and subsequent phases of national development. It reflects two key periods of urban design: the City Beautiful/Garden City discourses, associated with the design of the lake, and the later discourses of International Modernism, associated with its construction, its edge treatments and features;
 - supports habitats for threatened ecological communities and species;
 - is valued highly by communities for its landmark value, as a symbol of Canberra and as an iconic cultural landscape which for many is a symbol of local identity;
 - is associated with important groups and individuals involved in the creative and technical aspects of the design and construction of the lake such as Walter Burley Griffin, Marion Mahony Griffin, Charles Scrivener, John Sulman, Charles Weston, Lindsay Pryor, Sir William Holford, Dame Sylvia Crowe, Richard Clough, Peter Harrison, Trevor Gibson, John Overall and the NCDC;
 - supports natural areas valued as remnants of the pre-settlement environment and an aquatic ecosystem which is valued by the community;
 - possesses significant scientific research values and values as part of Indigenous tradition;
 - possesses research potential relating to the study of the history and development of urban design, water engineering and key practitioners in this area;
 - the occurrence of threatened ecological communities and species also provides some opportunities for research; and
 - the Indigenous archaeological sites of the study area are valued highly by Indigenous communities as evidence of their traditional occupation of this area. These sites also possess research potential for contributing to an understanding of past Indigenous lifeways in the area. (GML 2009, pp. 187-8; Note – since this reference the Lake is now Commonwealth Heritage listed)

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

- are a highly visible part of the picturesque landscape composition of the lake and its parklands;
- contribute to the grand vision of the vista as a symbolic, unified and visually dramatic place;
- provide, along with other features, an informal balance to the Parliament House Vista and the symmetry of the National Triangle;
- they contribute to the richness of features of the Parliament House Vista; and
- have substantial aesthetic values related to views towards the place as well as views out from it (GML Heritage 2022b).

National Library of Australia:

- The close historical association between the Library and Parliament is reflected in the Library being chosen as one of the two institutions to flank the proposed (but later abandoned) Parliament House by the lakeside (the other being the High Court).
- The Library, constructed during the period 1961-1968 with the podium extensions in the early 1970s as originally planned, was the first of the permanent purpose built national institution buildings in the Parliamentary Zone, reflecting a major change in the planning of the national capital by bringing national institutions south of the lake.
- The National Library of Australia is a good and confident Canberra example of the Late Twentieth Century Stripped Classical style, which is both large and prominent in the city.
- The Library is an icon and landmark for the Canberra community, related, at least in part, to the presence of the building in several prominent Canberra views across Lake Burley Griffin.

- The Library is part of the significant planned cultural landscape of the Parliamentary Zone. It occupies a prominent and strategic location on the western side of the zone, making it one of Canberra's landmark features. Along with several later buildings that front the southern shore of Lake Burley Griffin, the Library contributes to the planned aesthetic qualities of the Parliamentary Zone which include a broadly symmetrical landscape with freestanding buildings set amongst rows and drifts of trees, hedges and sweeping lawns. The elegant and classically derived proportions of the Library reinforce these qualities, as does the openness of the vista across Lake Burley Griffin. (Marshall 2018, pp. 51-3)

National Rose Gardens:

- The National Rose Gardens are significant as Australia's first national gardening project and were planned as a physical expression of the principle of cooperation between the Commonwealth and the States. The gardens were intended to provide an interest for all Australians in developing Canberra, the national capital, as a Garden City.
- The National Rose Gardens provide a unique connection with rose-loving communities throughout Australia, as well as physical spaces of repose, beauty and seasonal delight. The gardens have provided rose lovers throughout Australia with the opportunity to contribute to a national project. (Marshall, Butler, Context Pty Ltd, Firth and Ross 2013, p. 110)

Old Parliament House:

- It was also central to the development of Canberra, the opening of Parliament heralding the symbolic birth of the nation's capital. It has become a national icon, symbolic of the Commonwealth Government in Australia, and of Canberra itself, for many generations of Australians.
- The building occupies a prominent and strategic location at the southern end of the main Land Axis of Walter Burley Griffin's city design, and contributes to the planned aesthetic qualities of the Parliamentary Triangle. Its setting, primarily the gardens, circling roads and parking areas were integral to the style and use of the place.
- The ongoing relationship with the Aboriginal Tent Embassy, established in 1972, is unique in western democracy. The entrance, as a venue for many demonstrations, reflects the role of protest in the history of Old Parliament House. (MOADOPH 2021, p. 16)

Old Parliament House Gardens Precinct:

- the general form and layout of the precinct, as well as certain individual features, contribute to the suite of early Federal Capital features in the upper apex of the Parliamentary Zone, and these symbolise the commencement of Canberra as the national capital;
- the gardens contribute to the planned aesthetic qualities of the Parliamentary Zone particularly through the symmetrical layout of the precinct as a whole; and
- the gardens contribute to the landmark quality of Old Parliament House and the Parliamentary Zone (Context 2015, pp. 113-4).

Parkes Place:

- Parkes Place is an integral part of the Parliament House Vista conservation area, and the Vista is of outstanding heritage value to the nation. It is a central and highly visible part of the Vista, is associated with the history of the development of Canberra as Australia's national capital, and is integral with the central national landscape of the capital.
- Parkes Place is part of a layered landscape developed through time, and various attempts at the interpretation of the Griffins' vision for Canberra as the nation's capital, as well as departures from it. The initial layers were those plantings undertaken by Weston, Bruce and Pryor, and this was followed by the designs of the NCDC. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular. Parkes Place is part of this story.
- The Parliament House Vista was intended to be and has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. It is

the symbolic heart of Canberra and its development is strongly linked to perceptions of Canberra as the nation's capital. Parkes Place again contributes to and is part of these developments, being a central and highly visible part of the Vista. Parkes Place and the National Rose Gardens have important associations with Old Parliament House, being the public garden setting for the Parliament since the 1920s.

- Parkes Place has been associated since the 1930s with the development of Australian national identity through the creation and use of the various component places or areas including the National Rose Gardens, King George V Memorial, the Aboriginal Tent Embassy and the central terrace as a protest space. The formal arrangements of native trees also reflects the evolving national interest in using Australian plants, and may be seen as another expression of an evolving national identity. Parkes Place is also associated with the development and life of Canberra through recreational use of the parklands.
- Parkes Place and the National Rose Gardens also contribute to the record provided by the Parliament House Vista of different approaches to landscape design, management and maintenance throughout the 20th century.
- The surviving commemorative tree plantings by the Empire Parliamentary Association in 1926 and the Young Australia League in 1927 are significant being amongst the earliest known commemorative tree plantings associated with the national capital.
- The central terrace area within Parkes Place, also within the Land Axis adjacent to King George Terrace, is significant as it has been and continues to be an important space for political protest. This was most evident when Old Parliament House accommodated the Commonwealth Parliament up until 1988. Examples include the Aboriginal Tent Embassy of 1972 and land rights demonstrations, anti-Vietnam War protests, and the farmers' protest in 1985. While the use of the terrace as a gathering place for protest has declined since 1988, it occasionally continues in this role.
- Parkes Place substantially contributes to the Parliament House Vista which is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape. Its physical evolution has allowed a tradition of landscape architecture and horticulture to be developed which is unparalleled in any other Australian city. The Vista is arguably of outstanding heritage value.
- Parkes Place is significant to the local Canberra community as an integral part of the larger landscape of the Parliamentary Zone and Parliament House Vista, with which it shares values as an outstanding piece of landscaping and landscape planning. This value relates particularly to the aesthetic appreciation by local Canberrans of the role of Parkes Place in the design and vision of the Griffins' plan for the national capital, and how it demonstrates, through its monumental open spaces, the axial views and the vista, the power and symbolism of Canberra's planning.
- Parkes Place is significant for its creative achievement. The formal arrangement of spaces in Parkes Place, and the protection and enhancement of significant vistas has respected the Griffins' design for the Parliamentary Zone. The selection and use of large trees, including exotic and native, evergreen and deciduous, broadleaf and coniferous, to establish structure, frame vistas, enclose spaces and reflect the seasons, is a major horticultural achievement.
- Parkes Place is strongly valued by the local Canberra community as a symbolic place, for its direct links to Australia's social, cultural, and political history and important events that have defined Australia's progression towards nationhood, as well as with those events which have defined the social and cultural lives of Canberrans.
- As part of the wider landscape of the Parliament House Vista and Parliamentary Zone, Parkes Place is also valued by the local community as a symbol and place of democracy, as well as a place of national conscience, national memory, and, to a lesser degree, commemoration. In this context, Parkes Place, as the forecourt setting for Old Parliament House, provides a focus for these values and the events critical to the symbolic values of the place.
- Parkes Place is valued by the local community for its physical characteristics, such as the monumental open spaces, the vista, the cross axes, the two main avenue plantings—which

retain the ability to evoke the design vision of the Griffins' plan and a sense of the democratic role of Parkes Place in Australia's social, cultural, and political history. For Canberrans, Parkes Place is also highly important for the values it shares with the wider landscape of the Parliament House Vista for its design, beauty, and sense of history, as a place for the people, and as a place of order, commemoration and monuments. These values are inseparable from the values Parkes Place shares with the wider Parliament House Vista landscape. (Marshall, Butler, Context Pty Ltd, Firth and Ross 2013, pp. 107-110)

State Circle Cutting:

- The State Circle Cutting is an exposed rock face which is a significant geological site. The cutting is one of two sites in Canberra that exposes the major angular unconformity between the Early Silurian State Circle Shale unit (deposited about 435 million years ago) and the overlying Early Silurian Camp Hill Sandstone Member of the Canberra Formation (deposited about 428-425 million years ago). (Marshall, Creaser and Douglas Partners 2016, pp. 25-6)

West Block:

- an essential and important axial planning element within the Parliamentary Zone;
- significant as part of a group (with East Block and Old Parliament House) which formed the essential government facilities in the early development of Canberra as the seat of the Commonwealth Government; and
- a remnant of the relocation phase of the Government to Canberra from Melbourne (Freeman Collett & Partners 1994b, vol. 1, p. 74).

D.7 Individually Significant Components of the Area – Not Formally Identified Previously

In addition to those components of the Parliament House Vista which have been previously identified as having individual heritage value, there are three other component places within the study area which have been identified as part of this study. The component places and related values are detailed below.

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

- the patch of native vegetation adjacent to West Block is of significant heritage value on the basis of the rarity value of such White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland.

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

- the Grey-headed flying-fox camp located in Commonwealth Park would appear to be of significant heritage value.

Kings Park landform (Section 47, Parkes)

- This well-preserved ancient (Pleistocene) landform is of scientific value as one of the few surviving landforms of its type along this part of the Molonglo River.

E.7 Attributes Related to Significance

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

These attributes are divided into those of the overall Parliament House Vista area, and those related to individually significant components of the area and the values of those components relevant to the broader Vista. In the case of the former, these attributes have been related to the heritage criteria. With regard to the individually significant components, no attempt has been made to allocate attributes to criteria.

Table 16. Attributes related to Significance

Criteria	Attributes
Parliament House Vista Area	
Criterion (a) - History	▪ Parliament House Vista area ▪ Sites associated with the history of politics and government in Australia: ▪ 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 ▪ some commemorative trees (in the Central Parklands (see Marshall and others 2007), Parkes Place plantings (Empire Parliamentary Association and Young Australia League, see Marshall, Butler, Context Pty Ltd, Firth and Ross 2013), the Bunya Pine planted by the Duke of York in 1927, and the tree planted at the High Court of Australia by the Queen in 1980) ▪ Sites associated with the development of Australian cultural life and national identity: ▪ Australian War Memorial ▪ memorials/monuments, 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 (in the grounds of the Australian War Memorial, plantings associated with specific Anzac Parade memorials (not the mass eucalypt plantings), and in the Central Parklands (see Marshall and others 2007) ▪ 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:

Criteria	Attributes
	▪ 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 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) ▪ 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
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
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 ▪ oblique aerial views that include Lake Burley Griffin and/or across the Parliament House Vista

Criteria	Attributes
	- Places of reflection and contemplation (research did not identify specific components although it is probable this relates to the many parks and gardens) - Juxtaposition of bush with the formality of the built environment - Designed elements of the area including sweeping vistas, open spaces, and monuments and buildings within the landscape, including patterns and textures - Setting of the Parliament House Vista including views of forested hills and mountains - Integration of architectural elements into the overall Griffins' design - 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 and creative achievement	- Parliament House Vista - 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 - Architectonic structure of the various precincts - National Triangle parklands - Land and Water Axes - 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 - Garden City features – landscaped, low density development with tree-lined streets, parkways, parks and gardens - 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 - Ordering of topography and functions - 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 - Avenues of trees, and Lombardy Poplars as sentinels at key locations - Green/irrigated grass, especially of the Land Axis - Smaller component parklands and gardens, some including artworks and water features - Open spaces at the scale of the indigenous open forest/woodland structure of the region - Landscape design scale appropriate for the built elements, reflecting the tradition of the City Beautiful movement - A balance of formal and informal landscape treatments using indigenous natural values and cultural values - 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
Criterion (g) – Social value	- Parliament House Vista - Continuum of both local and national history - Layers of values and stories

Criteria	Attributes
	▪ 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
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
Individually Significant Components	
	▪ Aboriginal Tent Embassy Site ▪ 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 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

Criteria	Attributes
	▪ 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: ▪ mostly informal 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

Criteria	Attributes
	- 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 reinforce the Land Axis - strong vertical sentinel poplar plantings at path intersections and entrances - cypress edges and tree canopied paths - large scale grass vistas/axes - seasonal effects - perennial display bedding set in grass, including roses - reflection 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): - White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland - Commonwealth Park Grey-headed flying-fox habitat (part of Block 5, Section 2 and part of Block 11, Section 48, Parkes) - Grey-headed flying-fox camp/habitat - Kings Park landform (Section 47, Parkes) - Pleistocene landform

Appendix F: Framework for Assessing Heritage Significance

F.1 Definition of Cultural Significance

For the purposes of this plan, the following definition of cultural significance is used.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Places may have a range of values for different individuals or groups. (Australia ICOMOS 2013, Article 1.2)

The heritage value of a place includes the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians. (Subsection 3(2) of the *Australian Heritage Council Act 2003*; Section 528 of the *Environment Protection and Biodiversity Conservation Act 1999*)

F.2 Commonwealth Heritage Criteria

The Commonwealth Heritage criteria for a place are any or all of the following:

- (a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history;
- (b) the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- (c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- (d) the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:
 - (i) a class of Australia's natural or cultural places; or
 - (ii) a class of Australia's natural or cultural environments;
- (e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;
- (g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;
- (i) the place has significant heritage value because of the place's importance as part of indigenous tradition.

The cultural aspect of a criterion means the indigenous cultural aspect, the non-indigenous cultural aspect, or both. (*Environment Protection and Biodiversity Conservation Amendment*

F.3 National Heritage Criteria

The National Heritage criteria for a place are any or all of the following:

- (a) the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history;
- (b) the place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- (c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- (d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:
 - (i) a class of Australia's natural or cultural places; or
 - (ii) a class of Australia's natural or cultural environments;
- (e) the place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) the place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;
- (g) the place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) the place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;
- (i) the place has outstanding heritage value to the nation because of the place's importance as part of indigenous tradition.

The cultural aspect of a criterion means the indigenous cultural aspect, the non-indigenous cultural aspect, or both. (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*, Section 10.01A)

Appendix G: Heritage Listings relevant to the Parliament House Vista

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

Table 17. Heritage Listings relevant to the Parliament House Vista

List and Places	Listing Body and Implications
National Heritage List	
Australian War Memorial and the Memorial Parade	Minister for the Environment and Water. Places are subject to statutory protection and other measures under the EPBC Act 1999.
High Court-National Gallery Precinct	
Old Parliament House and Curtilage	
Commonwealth Heritage List	
Parliament House Vista	Minister for the Environment and Water.
Australian War Memorial	
Blundells Farmhouse, Slab Outbuilding and Surrounds	Places are subject to statutory protection and other measures under the EPBC Act 1999.
Carillon	
Communications Centre (John Gorton Building)	
East Block Government Offices	
High Court-National Gallery Precinct	
High Court of Australia	
John Gorton Building	
King George V Memorial	
National Gallery of Australia	
National Library of Australia and Surrounds	
National Rose Gardens	
Old Parliament House Gardens	
Old Parliament House and Curtilage	
Sculpture Garden, National Gallery of Australia	
State Circle Cutting	
West Block and the Dugout	
Register of the National Estate	
Parliament House Vista	Australian Heritage Council.
Aboriginal Embassy Site (Aboriginal Tent Embassy Site)	Places are subject to statutory protection under the EPBC Act 1999.
Australian War Memorial	
Blundells Farmhouse, Slab Outbuilding and Surrounds	The Register is now a non-statutory archive.
Carillon	
Communications Centre (John Gorton Building)	

List and Places	Listing Body and Implications
East Block Government Offices High Court-National Gallery Precinct High Court of Australia John Gorton Building King George V Memorial Lobby Restaurant National Gallery of Australia National Library of Australia and Surrounds National Rose Gardens Old Parliament House Gardens Old Parliament House and Curtilage Sculpture Garden, National Gallery of Australia State Circle Cutting West Block and the Dugout	
ACT Heritage Register	
National Rose Gardens	ACT Heritage Council. Although a statutory list with protective powers, no such powers would directly apply. However, heritage places listed under Territory legislation are recognised in the <i>National Capital Plan</i>, which includes specific provisions related to their protection and management.
National Trust of Australia (ACT) List of Classified & Registered Places	
Administrative Building (now John Gorton Building) Anzac Parade Australian War Memorial Blundell's Cottage Captain Cook Jet and Globe Carillon Commonwealth Park Geological Site East Block Government Offices Geological Site: State Circle Cutting High Court of Australia Fountain (nominated) King George V Memorial Lake Burley Griffin National Library of Australia National Library of Australia - Leonard French Stained Glass National Rose Gardens	National Trust of Australia (ACT). Community listing with no statutory provisions.

List and Places	Listing Body and Implications
Old Parliament House	
Parliamentary Triangle (nominated)	
Parliamentary Zone	
AIA Register of Significant Architecture (ACT)	
Australian War Memorial	Australian Institute of Architects (ACT Chapter).
National Carillon	
East Block (National Archives of Australia)	Professional organisation listing with no statutory provisions.
High Court of Australia	
John Gorton Building	
National Gallery of Australia	
Old Parliament House (MOAD at Old Parliament House)	
West Block Government Offices	
AIA List of Nationally Significant 20th Century Architecture	
Australian War Memorial	Australian Institute of Architects.
High Court of Australia & National Gallery of Australia Precinct (also on the UIA World Register of Significant Twentieth Century Australian Architecture)	Professional organisation listing with no statutory provisions.

Appendix H: Potential 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. The text below 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 Volume 1.

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

Aboriginal Stakeholders

There are four representative Aboriginal organisations (RAOs) that assert a right to be consulted on issues associated with Aboriginal heritage in the ACT. They are the:

- Buru Ngunawal Aboriginal Corporation;
- King Brown Tribal Group (formerly the Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunnawal Area Corporation);
- Mirrabee (formerly Little Gudgenby River Tribal Council); and
- Ngarigu Currawong Clan.

Consultation with Aboriginal Stakeholders

At the time that consultations were undertaken for the 2010 heritage management plan, there were three RAOs. In this period, there was a name change for one organisation, and one new

organisation was formed. Subsequently there was another name change. None the less, the people involved remain essentially the same.

The management of possible Aboriginal heritage values within the Parliament House Vista was discussed in this earlier period with representatives of the Buru Ngunawal Aboriginal Corporation and Little Gudgenby River Tribal Council. A number of attempts were made to contact the then Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunnawal Area however these proved unsuccessful. The nature of this project and the desired outcomes were explained and representatives were invited to provide their views in relation to Aboriginal heritage and cultural issues within the Parliament House Vista study area.

Issues raised by RAO representatives included the following.

- Ngunawal people lived on and around the Parliament House Vista study area long before white people came to the Canberra region.
- When the first European settlers arrived on the Limestone Plains, Black Mountain was referred to as 'Blacks Hill' and there was a large Aboriginal camp below the mountain on the banks of the Molonglo River, near where Black Mountain Peninsula is today.
- The hill that is now the location of the current Parliament House was referred to as Blacks Camp and Ngunawal Aboriginal people camped there well after the formation of the national capital.
- Black Mountain and Mount Ainslie were part of a Ngunawal cultural landscape and the two peaks represented a woman's breasts.
- Black Mountain was an important place for both male and female secular and spiritual activities for traditional Ngunawal people.
- The Buru Ngunawal Aboriginal Corporation and Little Gudgenby River Tribal Council indicated that they would like to be consulted in relation to the ongoing management of Aboriginal heritage places and values, and any potential impact upon Aboriginal places and values within the Parliament House Vista study area.
- It was unclear as to whether or not future works would impact on the intangible heritage values associated with the Parliament House Vista study area – it would depend on the nature of any proposed development.

Aboriginal Tent Embassy

The Aboriginal Tent Embassy, located on the lawns in front of Old Parliament House was not considered in detail in this assessment.

Nonetheless, it is important to note the site is important to Indigenous Australians, as well as to at least some non-Indigenous Australians.

Department of Parliamentary Services

The Australian Parliament House (APH) is controlled by the Presiding Officers, in accordance with the *Parliamentary Precincts Act 1988*. The Presiding Officers task the DPS Secretary with the day to day management of the building, therefore DPS has a direct interest in the heritage management of APH and its surrounds.

The scope of DPS interest includes:

- landscape;
- built elements;
- setting for the area;
- use of the area;
- new developments;
- roads, traffic, pedestrian and cycle management;
- security; and
- the Land Axis

The Vista plan will impact upon the interests DPS shares within the Vista area including:

- symbolic, iconic and aesthetic values held by the Australian public for the area;
- tourism;
- security;
- major national functions and activities;
- event and venue parking; and
- the social significance of the area.

Groups associated with specific sites in the area (eg. memorials)

There are many specific sites or places within the study area which are individually important, such as the many memorials. Each of these specific sites tend to have one or more groups who have a strong association with the site and these associations are part of the established significance. For example the Royal Australian Navy Memorial is associated with the Royal Australian Navy and current personnel, as well as with a number of Naval organisations representing current and former personnel.

Some of these sites are larger and more prominent in the landscape, while others are quite small and discretely located. So, while the interest of such groups focus on the specific site, the size of the curtilage or the wider area regarded as sensitive to impact on the site varies. In some cases the curtilage may appear well defined, such as the memorial niches along Anzac Parade, and in others the curtilage may not be well defined.

Given the large number of such sites, their varying character and curtilage, it is beyond the scope of this report to address specific issues with each. None the less, there are a range of general issues likely to be of interest to groups associated with a specific site. These include:

- access for visitors, including by public and private transport, by car and bus;
- parking for visitors;
- possible impacts on people's associations, especially through changes to use, access or new development;
- visibility;
- signage;
- outdoor ceremonial functions;
- facilities for visitors (eg. toilets);
- coordination in the case of major events; and
- adjacent developments or developments within the perceived curtilage of the specific site, including construction-phase impacts.

Other users and visitors

The Parliament House Vista attracts a wide range of people for a variety of reasons. Many of these include the stakeholders discussed above. In addition, there are other users and visitors who come to the Parliament House Vista for reasons such as:

- Floriade in Commonwealth Park;
- concerts at Stage 88 in Commonwealth Park;
- hot air balloon events such as in the Parliamentary Zone;
- weddings and other functions on Queen Elizabeth II Island (formerly Aspen Island) and in the Old Parliament House Gardens;
- lunchtime sports such as soccer, touch football and volley ball;
- musical practice, such as by pipe and drum bands;
- outdoor film festivals; and
- sight-seeing, picnics, walking, jogging and bicycling.

Some stakeholders noted above may also partake of these activities, such as government agency staff undertaking lunchtime sports.

General issues likely to be of concern include:

- access for users and visitors, including by public and private transport, by car and bus;

- parking for users and visitors;
- possible impacts on people's associations, especially through changes to use, access or new development;
- temporary signage in the case of some types of events;
- spaces to undertake activities;
- facilities for users and visitors (eg. toilets and food outlets);
- coordination in the case of major events; and
- developments or adjacent developments affecting spaces used for activities, including construction-phase impacts.

Institutions in the area

The Parliament House Vista is home to a large number of institutions or agencies including the:

- Australian War Memorial;
- Department of Finance;
- Department of Climate Change, Energy, the Environment and Water;
- High Court of Australia;
- Museum of Australian Democracy at Old Parliament House;
- National Archives of Australia;
- National Capital Authority, both its offices as well as the National Capital Exhibition at Regatta Point, Blundells' Cottage and the Carillon;
- National Gallery of Australia;
- National Library of Australia;
- National Portrait Gallery;
- Questacon (National Science & Technology Centre); and
- Treasury.

These institutions vary in character – many being cultural institutions with public programs, while several are government agencies undertaking policy and program tasks with little or no face-to-face public engagement.

The cultural institutions tend to have a strong interest in their presence within the study area, perhaps related to their status as national institutions which are prominent in a national landscape. This is no doubt also tied to their public programs. This interest may extend beyond their immediate setting. For example, the institutions along King Edward Terrace share an interest in general issues along this street, and the Australian War Memorial has a keen interest in Anzac Parade. The interest of the cultural institutions also no doubt varies according to the various groups associated with the institutions such as staff, users and visitors.

Perhaps the major events conducted regularly in the study area are those related to Anzac Day. These focus on the Australian War Memorial and Anzac Parade.

General issues of interest to cultural institutions include:

- access for visitors and staff, including by public and private transport, by car and bus;
- parking for staff and visitors;
- visibility;
- signage and promotional opportunities;
- outdoor ceremonial functions;
- facilities for visitors (eg. toilets and food outlets);
- coordination in the case of major events; and
- adjacent developments, including construction-phase impacts.

The few other government agencies in the study area share many similar interests to those of the cultural institutions. However, with small if any public programs, the agencies are not as interested in issues related to users/visitors. Access and parking are probably the main general issues of interest to government agencies.

Department of Finance

The Department is a major Australian Government agency and its offices are located within the Parliamentary Zone. In addition, the Department is the Australian Government agency responsible for several buildings and developments in and adjacent to the study area. The Department manages the Australian Government's domestic non-Defence property portfolio. Properties in the study area include:

- East Block;
- West Block (on a long term lease to the private sector);
- John Gorton Building; and
- Treasury Building.

The Department is also responsible for the delivery of the Australian Government's domestic non-Defence major capital works program.

Issues of concern to the Department of Finance include maintenance, refurbishment and the upgrade of government accommodation. This includes seeking opportunities to improve the performance of the non-Defence Government property portfolio with respect to ecologically sustainable development (ESD) including, but not limited to, improved water and energy efficiency.

Other general issues likely to be of concern include:

- access for visitors and staff, including by public and private transport, by car and bus;
- parking for staff and visitors;
- signage, and promotional opportunities;
- outdoor ceremonial functions;
- coordination in the case of major events; and
- adjacent developments, including construction-phase impacts.

Lessees and businesses in the area

There are a number of lessees and non-government businesses in the study area. These include operations conducted within larger institutions and government agency buildings as well as stand-alone operations conducted in dedicated buildings. These lessees/businesses tend to be food outlets, and shops selling merchandise related to the character of the institution and Canberra generally. Lessees/businesses operating within institutions and agency buildings in the study area include those in the:

- Australian War Memorial;
- Commonwealth Place;
- John Gorton Building;
- National Gallery of Australia;
- National Library of Australia;
- National Portrait Gallery;
- Old Parliament House;
- Questacon (National Science & Technology Centre);
- Regatta Point pavilion; and
- Treasury Building.

Stand-alone businesses/lessees include:

- café and restaurant at Commonwealth Place;
- Segway hire at Commonwealth Place;
- Canberra Contemporary Art Space in the East Space at Commonwealth Place;
- the night markets periodically conducted at Commonwealth Place;
- restaurant in the Lobby building;
- National Gallery of Australia cafe;
- pop-up cafes and similar in the Vista, such as in Kings Park and Parkes Place; and

- West Block, which is proposed to become a hotel.

General issues likely to be of concern include:

- access for customers, including by public and private transport, by car and bus;
- parking for customers;
- visibility;
- signage and promotional opportunities;
- outdoor operations;
- facilities for customers (eg. toilets);
- coordination in the case of major events; and
- adjacent developments, including construction-phase impacts.

ACT Heritage Council

The Council is an ACT Government authority and is the Government's key advisory body on heritage issues. While it has no legislative role in the management of the study area, the ACT Heritage Council has an overall interest in the heritage of the ACT, and hence in the Parliament House Vista as a key heritage place in Canberra. The Council has listed the National Rose Gardens in the ACT Heritage Register.

In addition, there are several ACT Heritage Register listed areas adjacent to the Vista, such as the Reid Precinct, St John's Church, Albert Hall, Hotel Canberra and the Croquet Club. The Council would be concerned if Commonwealth proposals impacted on adjacent ACT listed places, although it has no statutory role.

Moral Rights Holders

There are a range of architects, landscape architects and other designers who hold moral rights over parts of the Parliament House Vista. It is not clear whether there are any designers who hold such rights over the whole area. Given the complex and layered history of the design of the area, the latter is probably unlikely.

The list of potential moral rights holders has not been researched.

Walter Burley Griffin Society

The Society commemorates the lives and works of Walter Burley Griffin and Marion Mahony Griffin, and promotes the environmental ideals and community life they fostered in Australia. It also actively promotes the conservation of the Griffins' legacy in its diverse forms and on three continents – America, Australia and India. This includes places they designed that were built and survive, their designs, unrealised projects, plans, articles and talks given.

The Society has been concerned about the future of the study area and this is demonstrated by its comments on various planning proposals under the *National Capital Plan* over the years. Such comments have related to:

- the need to determine the heritage values of the Parliament House Vista and lake;
- adoption of sustainable development principles;
- the scale, siting and character of proposed developments, especially the height of proposed buildings along Constitution Avenue;
- resolution of the interface between Constitution Avenue developments and Parkes Way and the Central Parklands, including the effect of the building wall and its implementation over time; and
- options to remove Parkes Way to reconstruct the originally intended park with cultural institutions, or re-designing Parkes Way as Capital Terrace thereby establishing the base of the National Triangle (WBG Society and WBG Society (ACT Chapter) submissions to the NCA of 29 September 2006; WBG Society statement to the Joint Standing Committee on the National Capital & External Territories of 23 February 2007).

Additional concerns also made previously include:

- exclusion of a large part of the National Triangle from the Parliament House Vista heritage area, being the area between Parkes Way and Constitution Avenue;
- upholding Griffin's precepts regarding the representation and clear definition of Australia's constitutional federation, institutions and city facilities in the design of Canberra;
- the need to strengthen the Russell corner of the triangle;
- ensuring a high quality of the design and construction of buildings, landscapes and other features in the study area;
- the impact of adjacent development on the National Triangle;
- the important relationship between Parliament House and Civic/City Hill; and
- the need for new buildings in the Central Parklands to be oriented parallel to Constitution Avenue (Brett Odgers, personal communications, 14 and 22 June 2007; Rosemarie Willett, personal communication, 15 June 2007).

Australian Institute of Architects

The AIA is a professional non-government organisation concerned with architectural matters. The AIA ACT Chapter's Register of Significant Architecture identifies a number of significant individual architectural works in the Parliament House Vista. However, the Register does not usually deal with planning or landscape matters at a broad scale, and there is no listing for the area as a whole.

None the less, the AIA (ACT Chapter) has previously made extensive comments relevant to the Central National area including:

- the need to reflect more closely the Griffins' 1918 plan, in particular the distribution of open space and buildings either side of Anzac Parade, and the level (scale?) of development at West Basin;
- the need to address the positive contributions of other planners and planning bodies, especially Holford and the NCDC;
- the use of competitions to find design solutions;
- redistributing uses along Constitution Avenue consistent with its symmetry about the Land Axis;
- extending the landscape of the lakeshore to Constitution Avenue, and locating linear buildings parallel to the avenue within the landscape;
- retaining Parkes Way;
- retaining the landscape on the northern edge of Parkes Way; and
- increasing development at the eastern end of Constitution Avenue (AIA (ACT Chapter) submission to the NCA of 29 September 2006).

Additional specific comments previously made by the AIA during consultations include:

- the boundaries for the heritage listed area should be extended to include the whole of the National Triangle, including Kings and Commonwealth Avenues, Constitution Avenue, the Archbishop's House, and the forecourt of the Parliament House up to the flag mast. If extended, the individual heritage significance of the Civic Swimming Pool should be recognised as part of the larger area;
- the Land Axis should be left open and free of structures;
- new and replacement buildings should reinforce the Land Axis and cross axes, reflecting the Griffins' intentions. Buildings should be considered for the current lawn areas either side of the Land Axis between the Treasury and John Gorton Buildings;
- concern about the creation of the campuses in the Parliamentary Zone as inward focused entities which may not achieve building massing consistent with the Griffins' design;
- as part of achieving the Griffins proposed urban form, consideration should be given to promoting built forms rather than replacing trees on all occasions;
- the important urban form contribution of the Anzac Park East (now demolished) and West buildings should be recognised;
- the site proposed by the Griffins for the parliament house should be marked with a plaque; and

- there should be no visual break between the lake and adjacent parklands by the installation of barriers, structures and the like (eg. the Australians of the Year Walk). (Graeme Trickett and Eric Martin, personal communication, 6 August 2007)

National Trust of Australia (ACT)

The Trust is a community-based heritage conservation organisation. It maintains a register of heritage places, and generally operates as an advocate for heritage conservation. Listing on the Trust's register carries no statutory power, though the Trust is an effective public advocate in the cause of heritage. The Trust has registered three large areas within or overlapping the Parliament House Vista (the Parliamentary Triangle (or the National Triangle), Parliamentary Zone, being the area of the Vista south of the lake, and Lake Burley Griffin itself) as well as several smaller individual places.

Key issues and interests of the Trust previously raised about the area include:

- all the National Trust classified places in the Parliament House Vista area;
- places on the Register of the National Estate which are not on the National or Commonwealth Heritage lists;
- the landscape setting and lake generally;
- Griffin and Garden City issues;
- that heritage values are not eroded by NCA processes or the Joint Standing Committee's attitude;
- that social values are not yet clearly understood or determined;
- the lack of appropriate analysis and definition of all heritage values, and the conservation policies that stem from them;
- the essential need to define the World Heritage values of the area and protect them;
- the need for the management plan to either provide detailed guidance, or specify the further processes which would provide the detailed guidance; and
- the need for coordination between the range of studies considering issues related to the area (eg. the lake heritage management plan, this plan, and the study of potential National Heritage values). (Eric Martin and Paul Cohen, personal communication, 18 May 2007)

Australian Institute of Landscape Architects

AILA is a professional body representing Landscape Architects. Its purpose is to advance the art, science and management of landscape architecture by serving and informing members, encouraging the profession to achieve and promote excellence, and by serving and informing the community. AILA considers the Parliament House Vista to be a nationally significant area, it has acknowledged the heritage values of several individual components of the area (for example the National Gallery of Australia Sculpture Garden and Queen Elizabeth II Island (formerly Aspen Island)), and the need for management to conserve their heritage values.

AILA issued a statement in 2006 about the Parliamentary Zone calling for:

- the development of a sophisticated planning regime, including conservation and management plans, to address 21st century environmental and climate change requirements in relation to the landscapes and buildings in the nation's capital; and
- design solutions that address relevant heritage requirements while introducing contemporary, innovative and sustainable public spaces for future generations. (AILA 2006)

Other issues previously raised by AILA include:

- the need to adopt fundamental landscape principles, such as:
- improve the quality of the public realm for all, both now and in the future, through aesthetically, economically, socially and environmentally sustainable design solutions;
- demonstrate how an enhanced cultural and spiritual vitality is achieved for the community who will use and be affected by a project;

- address the moral and ethical responsibilities arising from the impact on a specific environment;
- recognise and support the interdependence between the cultural, economic and physical environments, and incorporate design responses that address the environmental and social impact of climate change. and the global impacts of our use of the landscape;
- enhance the protection of biological diversity, and maintain essential ecological processes and life-support systems;
- allow for highest standards of equality and equity;
- that landscape should be a primary concern in the case of the Parliament House Vista area;
- broader landscape planning should have primacy over planning for components;
- ensure there is long-term landscape management planning, including financial support, for the future maintenance of the landscape;
- ensure that a tree replacement plan is in place that takes into consideration climate change impacts;
- the need to re-think the use of extensive areas of irrigated grass given sustainability issues;
- ensure development proposals allow for the maximum retention or replacement of trees;
- develop a pedestrian circulation strategy that encourage pedestrian friendly spaces and integrates with efficient public transport;
- document ESD aims and goals for each precinct and establish timelines for their achievement. Such plans to include:
 - protection of the water quality of Lake Burley Griffin;
 - incorporation of Water Sensitive Urban Design (WSUD) principles;
 - consideration of whole of life environmental impact of development proposals; and
 - consideration of climate change adaptation and mitigation measures. (AILA 2007)

Planning Institute of Australia (ACT Division)

The Planning Institute of Australia is the peak body representing professions involved in planning Australia's cities, towns, regions and places.

In commenting upon development near the National Library of Australia in 2006, PIA expressed the view that each of the major buildings and their surrounds that anchor one of the then proposed campuses in the Parliamentary Zone stand,

‘testament to a particular period in time... [and] each building needs to be preserved in its context, both for its aesthetic values and for its interpretive potential’ (Letter from PIA to the NCA of 13 June 2006)

PIA has previously supported the preparation of a conservation management plan for the area, and was interested to see how the heritage management plan dealt with the overall area on the one hand, and its components on the other. (Paul Cohen, personal communication, 18 May 2007)

Lake Burley Griffin Guardians

The Lake Burley Griffin Guardians were formed in 2015 as a non-profit community group committed to safeguarding the open space of Lake Burley Griffin and its lakeshore landscape setting.

The Guardians have been active in promoting the conservation of the lake and adjacent parklands, and in opposing developments considered inappropriate. For example, longstanding concerns relate to West Basin and Acton Park outside the Vista.

Geological Society of Australia (ACT Division)

The Geological Society of Australia is a non-profit organisation which aims to promote, advance and support Earth sciences in Australia. The Society's members represent all Earth science professions. Key objectives include to:

- influence the decision making processes of government, particularly to support geoscience research and teaching; and

- encourage and promote wider community awareness and application of Earth sciences.

As part of its work, the GSA identifies heritage sites which it considers are worthy of protection and preservation, and it has produced a heritage policy.

With regard to the study area, the GSA is interested in the State Circle Cutting.

‘The State Circle Cutting is a text book example of a geological unconformity... and is the best unconformity site in Australia. Committee members of the ACT Division view this site as one of World Class (i.e. global) significance. The site has been classified a “National Geological Monument”... and the GSA would like to see this preserved. In terms of management of the site, first and foremost, we the committee of the ACT Division, believe the site needs to be maintained and any areas of rubble should be fenced. Due to the National significance of the site, rock falls should be prevented without the use of concrete or tar, which cover and reduce the sites intrinsic value. It is used as a teaching tool and many Earth Science students from the ANU and also the University of the Third Age, have visited this site, and will continue to do so.’ (Email from Emma Mathews of 1 June 2007)

In addition, the GSA has previously stated that it would like to be kept informed about anything that might impact on public access or materially alter the nature of the site and rock exposures.

On the other hand, the GSA has previously considered the Commonwealth Park Geological Site to be of no particular special geological significance. In its view, there are other and superior exposures of the Canberra Formation (eg. Yerrabi Pond, Ngunnawal). (Doug Finlayson, personal communication, 20-21 June 2007, and email of 19 July 2007)

Appendix I: Important Trees and Tree Groups

In general terms, the entire treescape of the Parliament House Vista is important. The following list of trees and tree groups highlights trees which are of some individual significance in addition to their contribution to the overall area.

- Australian War Memorial:
 - Lone Pine/Alleppo Pine, planted by the Duke of Gloucester in 1934
- Mass plantings of Eucalypts along Anzac Parade from about 1963;
- Plantings associated with specific Anzac Parade memorials (not the mass Eucalypt plantings, and not yet studied);
- Central Parklands (Marshall and others 2009):
 - English oak (Tree Nos. 3117, 3134, 3135, 3146, 3152), planted by the Duchess of Kent, oaks raised from acorns gathered in the Royal Park, Richmond, Surrey, and presented to Canberra by the British Government;
 - Roman cypress (Tree Nos. 3748-3750, 3385-3389, 3183-3187, 3405, 3406, 3203, 3217), planted about 1920s
 - Chinese elm (Tree Nos. 2301-2303, 2285-2293), planted about 1997, anniversary plantings related to opening of former Mulwala House
 - Pin oak (Tree Nos. 3302-3306, 3311-3316, 3321-3325), planted about 1950s
 - Flowering cherry (Tree Nos. 1914, 1956-1960, 1983, 2012, 2033, 2047, 2058), planted 1980, PRESENTED BY THE GOVERNMENT OF JAPAN
 - Mealy Bundy (Tree Nos. 2446, 2464, 2465)
 - Arizona cypress (Tree No. 2451), planted 1966 by Mrs Lyndon B Johnson wife of The President of the United States of America
 - Totara (Tree Nos. 2791, 2792, 2793, 2794, 2400), planted 1965, gift from the New Zealand Government
 - English oak (no number, immediately to the east of tree 2451 near Regatta Point), planted 2000, gift given by the City of London
 - Cinnamomum camphora (Tree No. 2322)
 - Giant sequoia (Tree Nos. 3599, 3650), planted about 1922
 - English oak (Tree Nos. 3079-3081, 3331-3336), planted about 1949
 - Upright silver poplar (Tree Nos. 4246-4249, 4251-4261, 4263-4266), planted about 1966
 - Bald cypress (Tree Nos. 1817, 1901), planted about 1962
 - English elm (Tree No. 2336), planted before 1850
 - Tulip tree (Tree Nos. 3053, 3249), planted about 1962
 - Pepper tree (Tree No. 1459), planted 1967, raised from peppercorns presented as token rent payment by Canberra and District Historical Society to Minister for the Interior 1964
 - English oak (Eastern edge of Commonwealth Park near the Lake and beside English oak planted by Princess Marina, Duchess of Kent), planted 2005, planted by the Navy League of Australia to commemorate the Battle of Trafalgar
 - Cottonwood (Tree No. 2028), planted about 1960
 - Flowering plum (Tree Nos. 6329, 6330, 6333, 6334, 6340, 6348, 6336, 6343, 6354, 6335, 6346, 6335, 6341, 6338, 6330, 6339, 6351, 6367, 6372, 6363), planted about 1980
 - Chinese elm (Tree No. 4522), planted about 1963
 - Flowering plum (Tree Nos. 4939-4954, nos 4941 and 4942 missing), planted 1990 part of Merchant Navy Memorial

- Black locust, Persian lilac, Roman cypress, Himalayan cypress (mixed species within 40 metres of Blundells' Cottage outside picket fence)
- High Court of Australia (Pearson and others 2006):
 - Eucalyptus mannifera (ssp. maculosa) planted by the Queen in 1980
- Parkes Place (Marshall and others 2013):
 - Roman cypresses planted adjacent to the western north-south path by the Empire Parliamentary Association in 1926, including any of the surviving original plaques
 - Roman cypress planted 1927 by the Young Australia League
- Old Parliament House Gardens Precinct (Context 2015):
 - Four Silver Maples in each garden donated in 1932 by Canada
 - Four oak trees in Magna Carta Place planted in 2001 as part of memorial
- Street, path and Land Axis plantings in the Parliamentary Zone, especially those from the 1920s, 1940s and 1960s;
- Native woodland adjacent to West Block (part of Block 5, Section 23, Parkes); and
- Bunya Pine planted by the Duke of York in 1927 at the corner of Kings Avenue and State Circle.

In addition to the list above, a 1998 survey of the Parliamentary Zone identified a number of individually significant trees. Relevant data from this survey is presented in the following table and figure. To some extent, the 1998 survey data overlaps with the list above. However, given the age of the survey data, it is likely that some changes have taken place, notably losses. So while the 1998 survey data provides a useful snapshot in time, it needs to be updated and should not be relied upon at this stage.

Table 18. Significant Trees in the Parliamentary Zone extracted from the 1998 Survey

Tree No.	Species	Common Name	Design Intention	Significance
1000053	<i>Quercus palustris</i>	Pin Oak	Avenue	Size, Rarity
1000427	<i>Gleditsia triacanthos</i> 'Sunburst'	Golden Honey locust	Natural Grouping	Size, Rarity
1000429	<i>Gleditsia triacanthos</i> 'Sunburst'	Golden Honey locust	Natural Grouping	Size, Rarity
1000716	<i>Fraxinus oxycarpa</i>	Desert Ash	Courtyard	Size, Rarity
1001026	<i>Eucalyptus bicostata</i>	Victorian Blue Gum	Specimen	Size
1001129	<i>Ulmus americana</i>	American Elm	Carpark	Rarity
1001136	<i>Ulmus americana</i>	American Elm	Specimen	Rarity
1001138	<i>Ulmus americana</i>	American Elm	Specimen	Rarity
1001167	<i>Ulmus americana</i>	American Elm	Specimen	Rarity
1001241	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Avenue	Historical
1001255	<i>Populus nigra</i> 'Italica'	Lombardy Poplar	Specimen	Historical
1001257	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Avenue	Historical
1001261	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Avenue	Historical

Tree No.	Species	Common Name	Design Intention	Significance
1001262	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001263	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001264	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001265	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001266	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001267	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001279	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001280	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001281	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001282	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001287	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001332	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001343	Ulmus americana	American Elm	Avenue	Rarity
1001352	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001356	Ulmus americana	American Elm	Specimen	Rarity
1001358	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001359	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001360	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001369	Ulmus americana	American Elm	Avenue	Rarity
1001371	Ulmus americana	American Elm	Avenue	Rarity
1001586	Ulmus americana	American Elm	Carpark	Rarity
1001677	Eucalyptus maidenii	Maiden's Gum	Specimen	Size
1001681	Ginkgo biloba	Maidenhair Tree	Specimen	Rarity
1001682	Ginkgo biloba	Maidenhair Tree	Specimen	Rarity
1001685	Ginkgo biloba	Maidenhair Tree	Specimen	Rarity
1001686	Ginkgo biloba	Maidenhair Tree	Specimen	Rarity
1001857	Cupressus arizonica	Rough-barked Cypress	Specimen	Size
1001874	Quercus palustris	Pin Oak	Specimen	Size
1001875	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001876	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001877	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001878	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001879	Cedrus atlantica	Atlas Cedar	Avenue	Size

Tree No.	Species	Common Name	Design Intention	Significance
1001880	<i>Cedrus atlantica</i>	Atlas Cedar	Avenue	Size
1001881	<i>Cedrus atlantica</i>	Atlas Cedar	Avenue	Size
1001883	<i>Cedrus atlantica</i>	Atlas Cedar	Avenue	Size
1001896	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001898	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001906	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Size
1001907	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Size
1001910	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001911	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Size
1001912	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001914	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001915	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001923	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1001939	<i>Cupressus arizonica</i>	Rough-barked Cypress	Specimen	Size
1001995	<i>Populus nigra</i> 'Italica'	Lombardy Poplar	Specimen	Size
1001996	<i>Populus nigra</i> 'Italica'	Lombardy Poplar	Specimen	Size
1002023	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1002025	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1002041	<i>Cupressus sempervirens</i> var. <i>stricta</i>	Italian Cypress	Specimen	Historical
1002074	<i>Cedrus atlantica</i>	Atlas Cedar	Specimen	Size
1002412	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002414	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002421	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002424	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002425	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002449	<i>Sorbus</i> sp.	Rowan Tree	Specimen	Size
1002516	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002522	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical
1002524	<i>Cupressus arizonica</i>	Rough-barked Cypress	Avenue	Historical

Tree No.	Species	Common Name	Design Intention	Significance
1002527	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1002889	Eucalyptus elata	River Peppermint	Avenue	Historical
1003443	Eucalyptus rossii	Inland Scribbly Gum	Natural Grouping	Size, Rarity
1003545	Eucalyptus blakelyi	Blakely's Red Gum	very old large remnant	Size, Historical
1004398	Chamaecyparis funebris	Funeral Cypress	Specimen	Rarity
1004401	Cupressus arizonica	Rough-barked Cypress	Specimen	Size
1004513	Araucaria bidwillii	Bunya Pine	Specimen	Historical
1005826	Eucalyptus sp.	Gum Tree	Natural Grouping	Size, Rarity
1006607	Pyrus calleryana 'Bradford'	Bradford Pear	Avenue	Size, Rarity
1006727	Eucalyptus elata	River Peppermint	Natural Grouping	Size, Rarity

Source: NCA

Appendix J: Burra Charter

The Burra Charter

The Australia ICOMOS Charter for Places of Cultural Significance

Australia ICOMOS Incorporated International Council on Monuments and Sites

2013

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

This publication may be reproduced, but only in its entirety including the front cover and this page. Formatting must remain unaltered. Parts of the Burra Charter may be quoted with appropriate citing and acknowledgement.

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Articles	Explanatory Notes
Article 1. Definitions For the purposes of this Charter: 1.1 <i>Place</i> means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions. 1.2 <i>Cultural significance</i> means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the <i>place</i> itself, its <i>fabric</i>, <i>setting</i>, <i>use</i>, <i>associations</i>, <i>meanings</i>, records, <i>related places</i> and <i>related objects</i>. Places may have a range of values for different individuals or groups. 1.3 <i>Fabric</i> means all the physical material of the <i>place</i> including elements, fixtures, contents and objects. 1.4 <i>Conservation</i> means all the processes of looking after a <i>place</i> so as to retain its <i>cultural significance</i>. 1.5 <i>Maintenance</i> means the continuous protective care of a <i>place</i>, and its <i>setting</i>.	Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections. The term cultural significance is synonymous with cultural heritage significance and cultural heritage value. Cultural significance may change over time and with use. Understanding of cultural significance may change as a result of new information. Fabric includes building interiors and sub-surface remains, as well as excavated material. Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place. Fabric may define spaces and views and these may be part of the significance of the place. See also Article 14. Examples of protective care include:

Articles	Explanatory Notes
Maintenance is to be distinguished from repair which involves <i>restoration</i> or <i>reconstruction</i>.	• maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden; • repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring; • repair involving reconstruction — replacing decayed fabric with new fabric
1.6 <i>Preservation</i> means maintaining a <i>place</i> in its existing state and retarding deterioration.	It is recognised that all places and their elements change over time at varying rates.
1.7 <i>Restoration</i> means returning a <i>place</i> to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.	New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.
1.8 <i>Reconstruction</i> means returning a <i>place</i> to a known earlier state and is distinguished from <i>restoration</i> by the introduction of new material.	
1.9 <i>Adaptation</i> means changing a <i>place</i> to suit the existing <i>use</i> or a proposed use.	Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.
1.10 <i>Use</i> means the functions of a <i>place</i>, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.	
1.11 <i>Compatible use</i> means a <i>use</i> which respects the <i>cultural significance</i> of a <i>place</i>. Such a use involves no, or minimal, impact on cultural significance.	Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may
1.12 <i>Setting</i> means the immediate and extended environment of a <i>place</i> that is part of or contributes to its <i>cultural significance</i> and distinctive character.	

Articles	Explanatory Notes
1.13 <i>Related place</i> means a <i>place</i> that contributes to the <i>cultural significance</i> of another place. 1.14 <i>Related object</i> means an object that contributes to the <i>cultural significance</i> of a <i>place</i> but is not at the place. 1.15 <i>Associations</i> mean the connections that exist between people and a <i>place</i>. 1.16 <i>Meanings</i> denote what a <i>place</i> signifies, indicates, evokes or expresses to people. 1.17 <i>Interpretation</i> means all the ways of presenting the <i>cultural significance</i> of a <i>place</i>.	also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible. Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance. Associations may include social or spiritual values and cultural responsibilities for a place. Meanings generally relate to intangible dimensions such as symbolic qualities and memories. Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.
Conservation Principles	
Article 2. Conservation and management	
2.1 <i>Places of cultural significance</i> should be conserved. 2.2 The aim of <i>conservation</i> is to retain the <i>cultural significance</i> of a <i>place</i>. 2.3 <i>Conservation</i> is an integral part of good management of <i>places of cultural significance</i>. 2.4 <i>Places of cultural significance</i> should be safeguarded and not put at risk or left in a vulnerable state.	
Article 3. Cautious approach	
3.1 <i>Conservation</i> is based on a respect for the existing <i>fabric, use, associations</i> and <i>meanings</i>. It requires a cautious approach of changing as much as necessary but as little as possible.	
	The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Articles	Explanatory Notes
3.2 Changes to a <i>place</i> should not distort the physical or other evidence it provides, nor be based on conjecture.	
Article 4. Knowledge, skills and techniques	
4.1 <i>Conservation</i> should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the <i>place</i>.	
4.2 Traditional techniques and materials are preferred for the <i>conservation</i> of significant <i>fabric</i>. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.	The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.
Article 5. Values	
5.1 <i>Conservation</i> of a <i>place</i> should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.	Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.
5.2 Relative degrees of <i>cultural significance</i> may lead to different <i>conservation</i> actions at a place.	In some cultures, natural and cultural values are indivisible. A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.
Article 6. Burra Charter Process	
6.1 The <i>cultural significance</i> of a <i>place</i> and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.	The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.
	Understand Significance ↓ Develop Policy ↓

Articles	Explanatory Notes
6.2 Policy for managing a <i>place</i> must be based on an understanding of its <i>cultural significance</i>. 6.3 Policy development should also include consideration of other factors affecting the future of a <i>place</i> such as the owner's needs, resources, external constraints and its physical condition. 6.4 In developing an effective policy, different ways to retain <i>cultural significance</i> and address other factors may need to be explored. 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.	Manage in Accordance with Policy Options considered may include a range of uses and changes (e.g. adaptation) to a place.
Article 7. Use 7.1 Where the <i>use</i> of a <i>place</i> is of <i>cultural significance</i> it should be retained. 7.2 A <i>place</i> should have a <i>compatible use</i>.	The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.
Article 8. Setting <i>Conservation</i> requires the retention of an appropriate <i>setting</i>. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the <i>cultural significance</i> of the <i>place</i>. New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.	Setting is explained in Article 1.12.
Article 9. Location 9.1 The physical location of a <i>place</i> is part of its <i>cultural significance</i>. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival. 9.2 Some buildings, works or other elements of <i>places</i> were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not	

Articles

Explanatory Notes

have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place of cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, interpretation and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Articles	Explanatory Notes
Conservation Processes	
Article 14. Conservation processes	
<i>Conservation</i> may, according to circumstance, include the processes of: retention or reintroduction of a <i>use</i>; retention of <i>associations</i> and <i>meanings</i>; <i>maintenance</i>, <i>preservation</i>, <i>restoration</i>, <i>reconstruction</i>, <i>adaptation</i> and <i>interpretation</i>; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that <i>related places</i> and <i>related objects</i> make to the <i>cultural significance</i> of a <i>place</i>.	Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.
Article 15. Change	
15.1 Change may be necessary to retain <i>cultural significance</i>, but is undesirable where it reduces cultural significance. The amount of change to a <i>place</i> and its <i>use</i> should be guided by the <i>cultural significance</i> of the place and its appropriate <i>interpretation</i>.	When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance. It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected. Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.
15.2 Changes which reduce <i>cultural significance</i> should be reversible, and be reversed when circumstances permit.	
15.3 Demolition of significant <i>fabric</i> of a <i>place</i> is generally not acceptable. However, in some cases minor demolition may be appropriate as part of <i>conservation</i>. Removed significant fabric should be reinstated when circumstances permit.	
15.4 The contributions of all aspects of <i>cultural significance</i> of a <i>place</i> should be respected. If a place includes <i>fabric</i>, <i>uses</i>, <i>associations</i> or <i>meanings</i> of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.	

Article 16. Maintenance

Maintenance is fundamental to *conservation*. Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Article 18. Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree

Articles

Explanatory Notes

some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

For many places associations will be linked to aspects of use, including activities and practices.

Articles	Explanatory Notes
24.2 Significant <i>meanings</i>, including spiritual values, of a <i>place</i> should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.	Some associations and meanings may not be apparent and will require research.
Article 25. Interpretation The <i>cultural significance</i> of many <i>places</i> is not readily apparent, and should be explained by <i>interpretation</i>. Interpretation should enhance understanding and engagement, and be culturally appropriate.	In some circumstances any form of interpretation may be culturally inappropriate.
Conservation Practice	
Article 26. Applying the Burra Charter Process	
26.1 Work on a <i>place</i> should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.	The results of studies should be kept up to date, regularly reviewed and revised as necessary.
26.2 Written statements of <i>cultural significance</i> and policy for the <i>place</i> should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.	Policy should address all relevant issues, e.g. use, interpretation, management and change.
	A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.
26.3 Groups and individuals with <i>associations</i> with the <i>place</i> as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the <i>cultural significance</i> of the place. Where appropriate they should also have opportunities to participate in its <i>conservation</i> and management.	The management plan may deal with other matters related to the management of the place.
26.4 Statements of <i>cultural significance</i> and policy for the <i>place</i> should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.	Monitor actions taken in case there are also unintended consequences.

Article 27. Managing change

27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

New decisions should respect and have minimal impact on the cultural significance of the place.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly

Articles

Explanatory Notes

available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for *conservation*.

The best conservation often involves the least work and can be inexpensive.

Words in italics are defined in Article 1.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



The Burra Charter Process: flow chart from the *Australia ICOMOS Burra Charter*, 2013, p10.

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Appendix K: Additional Guidance and Information

Introduction

This additional guidance and information is intended to help with the management of the Parliament House Vista in accordance with the conservation policies and implementation strategies provided in Chapter 8. The policies and strategies are the formal and adopted basis for management. This appendix offers supplementary guidance and information to support management in accordance with the policies and strategies.

Guidance and information is provided in relation to some of the policies and strategies, but not all. In many cases the policies and strategies offer sufficient guidance, and nothing further is needed.

Liaison

Relationship with the Department of Climate Change, Energy, the Environment and Water

The NCA may consider maintaining regular contact with DCCEEW, including informal consultations where appropriate, and formally refer any action that potentially impacts on any heritage values or places as required by the EPBC Act, and any amendments to this Act.

Commentary: The heritage values or places include both the Parliament House Vista, as well as components which have been separately identified as having such values (for example see Appendix G).

The NCA may consider providing a copy of this plan to DCCEEW for consideration of possible amendments to the Commonwealth Heritage listing, to better align that listing with the plan.

Indigenous Heritage

Protection of sites with potential Aboriginal heritage values

Areas within the Parliament House Vista that have sustained little or no past disturbance will should be subject to further archaeological assessment prior to the preparation of development proposals or other activities which might impact on the sites.

In addition, the potential for sub-surface deposits of Aboriginal cultural material should be subject to archaeological assessment prior to the preparation of development proposals or other activities which might impact on sites through deep excavation.

Commentary: Known potential locations are:

- land opposite the Hotel Canberra (Block 1, Section 24, Parkes);
- land adjacent to West Block (part of Block 5, Section 23, Parkes);
- the southern and eastern edges of Kings Park (part of Block 6, Section 47, Parkes);
- a potential archaeological deposit site in Kings Park (see Figure 16 in Volume 1);
- the site Kings Park 1 (see Figure 17 in Volume 1); and
- ceremonial and artefact sites submerged by the lake (see Figure 15 in Volume 1).

Aboriginal cultural material may be present at these locations in an archaeological context that could be disturbed by works or activities. There may also be intangible aspects to such locations.

If sandy deposits underlie the study area there is potential for sub-surface deposits of Aboriginal cultural material to be present within such sand bodies. The likelihood of such deposits has not been determined.

Works that would involve disturbance to the ground surface within Kings Park east of Blundells' Cottage have the potential to impact on unrecorded, subsurface deposits of Aboriginal cultural material, particularly where the local soil deposits are sandy. As a result, any such works should

be preceded by subsurface archaeological testing, conducted by a qualified archaeologist in consultation with representatives of the Aboriginal community to determine the nature and extent of any cultural deposits that may be present.

Works that would involve excavation within the study area have the potential to impact on unrecorded, subsurface deposits of Aboriginal cultural material, particularly where the local soil deposits are sandy. As a result, any such works should be preceded by subsurface archaeological testing, conducted by a qualified archaeologist in consultation with representatives of the Aboriginal community to determine the nature and extent of any cultural deposits that may be present.

Artefacts recovered from the Old Parliament House Senate Gardens

The NCA should seek to promote the appropriate curation and interpretation of these artefacts and the site of their discovery.

Commentary: It is possible that the stone axe-head and boomerang recovered from the gardens still exist. The boomerang in particular represents a valuable addition to the Aboriginal heritage of the Canberra region, if it survives.

The NCA should seek to determine whether or not these artefacts can be relocated. If found, the NCA should promote appropriate curation, display and interpretation of the artefacts, including interpretation of the discovery site.

Commentary: It is noted the ownership or custodianship of these artefacts may lie with others and not the NCA itself.

Aboriginal Tent Embassy

The NCA should promote the conservation of the heritage values of the Aboriginal Tent Embassy in close consultation with the Indigenous community.

Commentary: The long-term future and character of the site may benefit from collaborative masterplanning with the Indigenous community, which also takes into account other values of Parkes Place.

Landscape

Conservation provisions relating to specific components of the Parliament House Vista

The following landscape features of specific components of the Parliament House Vista area should be conserved for their contribution to the larger place.

Anzac Parade:

- respect and conserve associations;
- conserve the general form and character of this precinct;
- conserve the mass tree planting of Eucalypts in rows, to retain the character of the tall, dense bank of evergreen native foliage;
- conserve the use of the crushed red brick paving;
- conserve the pattern of shrub beds planted with Hebe species;
- continue the use of regularly spaced landscape 'rooms' for the location of memorials;
- memorials will be predominantly contained within the landscape rooms; and
- maintain screen plantings behind the memorials to reduce the visual impact of adjacent development.

Blundells' Cottage:

- conserve the remnant 19th century pastoral settlement (at least within the formal heritage boundaries of the cottage precinct); and
- conserve the contrast of the 19th century pastoral settlement with the 20th century national capital developments.

Central Parklands (Commonwealth Park, Kings Park and the Rond Terraces):

- conserve the overall contrasting informality of the parklands compared to the Parliamentary Zone;
- conserve the unified informal landscape composition of the parklands which feature an overall structure of Eucalyptus tree planting, and areas of horticultural and specialist interest located away from the lake edge;
- conserve the exotic plantings along the lake foreshore in order to provide a unified effect;
- conserve the open woodland vegetation structure as a device to unite the parks, combined with the careful use of exotic and native trees for different topographies;
- conserve the use of vegetation in informal drifts in Kings Park which is an attempt to integrate with the surrounding informal indigenous landscape character of Mount Pleasant;
- conserve the use of more linear and formal planting on either side of the Land Axis;
- conserve the careful use of scale related to use;
- conserve the creation of recognisable character in specific areas, achieved through the careful selection of trees, shrubs and other materials;
- conserve the dryland woodland contrast of Kings Park compared to Commonwealth Park; and
- conserve the vistas which help structure the spatial composition of the landscape (noted below);
- conserve the vistas:
 - from the main spur of Regatta Point towards the lake and Commonwealth Avenue Bridge;
 - from the Regatta Point building to the lake;
 - to and from the east facing slopes of Regatta Point to the lake;
 - along the Land Axis to the Australian War Memorial and Mount Ainslie;
 - to the Australian-American Memorial and Mount Pleasant from Kings Park;
 - generally from the open areas of the parklands which have views to the Parliamentary Zone, especially along the lakeshore promenade.

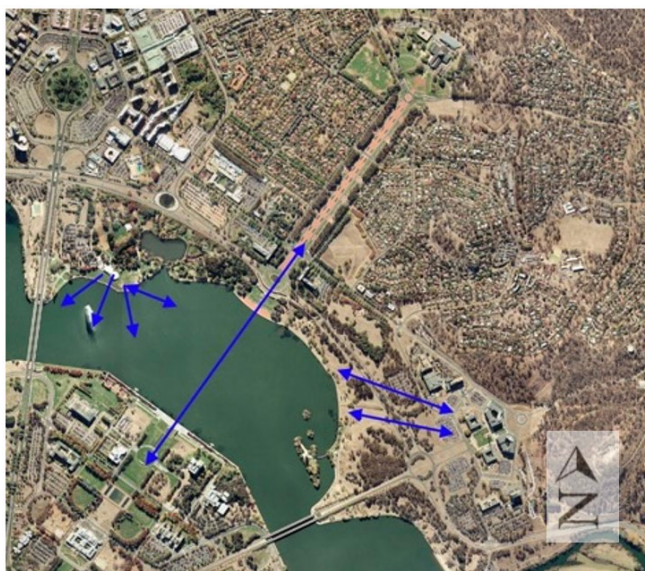


Figure 101. Vistas in the Central Parklands

Source: Base photograph from NCA

Note: The series of views/vistas relating to the Carillon and Queen Elizabeth II Island (formerly Aspen Island) are not shown.

Commemorative trees and associated plaques:

- see Appendix I for details.

Commonwealth Park:

- conserve the surviving elements of the Crowe masterplan for Commonwealth Park including:
 - limited vehicle access and surface parking provision with primary access to be via foot or cycle;
 - the entrance at the northeast corner of the park from Civic;
 - areas of individual and distinct landscape and horticultural character along the north of Nerang Pool, linking the two main pedestrian entrances – the Marsh Garden, Flower Garden and Stream Valley;
 - Nerang Pool (including its existing configuration), Lily Pond, Children’s Wading Pool and Mirror Pond;
 - the retention of Pryor’s two contained lawn areas and the grassed area at Regatta Point;
 - thick plantings along Parkes Way to block the sight and sound of traffic, being those adjacent on the northern boundary of the park and effectively the whole length of this boundary (Commentary: It is noted the NCA may wish to create a view/s into Commonwealth Park from Parkes Way, especially in the vicinity of the Coranderrk Street pond);
 - lighting to enhance features (Commentary: Nerang Pool included underwater lights but it is not clear if these can be reinstated);
 - public facilities including a building at Regatta Point (Commentary: Not necessarily the current building which is much altered and extended from the original, and currently undergoing further changes);
 - amphitheatre (Commentary: It is noted that the amphitheatre could be enhanced as a small-scale event space);
 - play sculpture/the fort;
 - Stream Valley with its crossing of stepping-stones;
 - the use of large scale tree planting to provide a framework and create a suitable scale, especially plantings in informal patterns or drifts;
 - Eucalypt plantings down the ridges and green margins with exotic deciduous trees (see Figure 114 in Marshall and others 2009);
 - the quality of open grass areas and areas of spatial interest;
 - framed views and vistas to points of special interest;
 - vistas from the main spur of Regatta Point towards the lake and Commonwealth Avenue Bridge, views from Regatta Point to the lake, vistas to and from the east facing slopes of Regatta Point to the lake;
- conserve the surviving elements of the NCDC masterplan for Commonwealth Park as follows:
 - Rhododendron Garden (Shrub Glade) concept;
 - informal planting of willows, poplars and elms along the north shore of the Central Basin;
 - surrounds of Nerang Pool – drifts of *Liriodendron tulipifera*, *Taxodium distichum* and *Betula pendula*;
 - higher levels of Commonwealth Park – informal groups of eucalypts with pine accents and extensive under planting of wattles; and
 - Commonwealth Avenue – formal deciduous tree plantings.

Commentary: The existing trees in Commonwealth Avenue, *Ulmus procera*, have not been successful/thrived due to reduced irrigation over time, and replacement plantings may be contemplated consistent with the proposed tree replacement strategy. *Ulmus parvifolia* may be an option.

Curtilage of buildings:

- the curtilage of buildings will be managed to respect the significant designed qualities of the curtilage, where these exist.

Commentary: This provision only relates to buildings of some individual heritage significance. In some cases the curtilage may be managed by an institution and in other cases by the NCA. This general guidance is in addition to specific guidance provided elsewhere.

High Court of Australia-National Gallery of Australia Precinct:

- conserve the Sculpture Garden (as below);
- conserve the woodland, parkland and lawn/grass landscape character and related landscape features of the precinct, such as grouped plantings and formed earthworks;
- conserve the primary views into and out of the precinct, as well as important internal views;
- conserve the gradual reduction in plant density from east to west across the precinct;
- formal planting of trees in rows is to be avoided;
- native species, as far as possible endemic to the Canberra region, will be used unless specific requirements dictate the use of exotic deciduous trees;
- conserve and strengthen the cross axis to the National Library of Australia, including the view;
- improve the landscape screening of the surface carpark adjacent to the Ceremonial Ramp of the High Court of Australia;
- any new buildings in the precinct will maintain the dominance of the High Court of Australia building, and the visual integrity of the National Gallery of Australia building; and
- new buildings within the precinct may adopt a contrasting or otherwise different architectural style but not to the degree that they might overwhelm or otherwise detract from an appreciation of the High Court of Australia and National Gallery of Australia buildings, or interfere with their relationship of one to the other.

Kings Park:

- conserve the surviving elements of the NCDC design for Kings Park including:
 - the landscape link with Mount Pleasant through the use of native plantings on the high ground, including the plantation plantings;
 - copse plantations of deciduous varieties;
 - deciduous plantings of willow, elms and poplars near the lake and dense darker-coloured native plantings up the hill towards Parkes Way;
 - screening of Parkes Way with informal groups of eucalypts with pine accents and under-plantings of wattles in a dryland grass landscape;
 - vistas from Parkes Way through the park to the lake and Parliamentary Zone, including open spaces in the lower areas of the park;
 - Kings Avenue – formal deciduous tree plantings;
- conserve the role as landscape background to Lake Burley Griffin;
- conserve the lakeside park environment;
- conserve the exotic plantings along the lake foreshore in order to provide a unified effect along the northern shore of the Central Basin when seen from the Parliamentary Zone;
- conserve the overall informal character;
- do not disturb potential Indigenous sites unless in accordance with relevant heritage legislation (eg. the EPBC Act):
 - at the southern and eastern edges of Kings Park (part of Block 6, Section 47, Parkes);
 - a potential archaeological deposit site in Kings Park (PAD 1 shown in Figure 16 in Volume 1);
 - the site Kings Park 1 (see Figure 17 in Volume 1); and
- introduce strategically placed tree groupings to filter and/or screen views of developments along Constitution Avenue.

Lake Burley Griffin:

- conserve the shape and form of the lake, including maintenance of the water level and quality;
- conserve the NCDC era edge treatments, including:
 - the edge line of the lake including the naturalistic northern lakeshore boundary;
 - the beach areas on Queen Elizabeth II Island (formerly Aspen Island) and adjacent to the mouth of Nerang Pool; and
- conserve its landmark qualities as a large and prominent water body in the valley landscape.

Commentary: The edge treatments do not include the paths and other features adjacent to the lake edge.

Land Axis

- conserve the use of native trees along the borders of the axis.

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

- conserve the Carillon and Queen Elizabeth II Island generally;
- conserve their visibility as part of the landscape of the lake and its parklands;
- conserve the contribution to the symbolic, unified and visually dramatic area;
- conserve the contribution to the informal balance and symmetry of the Parliament House Vista; and
- conserve the views towards the place as well as views out from it (see GML 2022b).

Commentary: The recent landscaping works on the island are noted.

National Library of Australia:

- conserve the National Library of Australia building as a free-standing and dominant architectural element in the landscape;
- new buildings of a sympathetic design (not necessarily mimicking the existing) and appropriately located could reflect the original design intent of having flanking wings for the Library;
- the important views from the Library to the lake and from the lake to the building will be conserved; and
- there will be sympathetic conservation management of the setting of the Library, including the formal and symmetrical forecourt plantings, fountain and road layout, and the open lawn areas to the north.

National Rose Gardens:

- conserve the general form and character of this precinct;
- conserve the bedding layout created in the lawn area, and the use of roses; and
- conserve the enclosure of the gardens within the mature tree borders.

Commentary: Refer also to the guidance about Parkes Place below.

Old Parliament House Gardens Precinct including Magna Carta Place and Constitution Place:

- conserve the enclosed garden areas within hedges;
- conserve mature trees within the gardens for their contribution to the overall treescape of the Parliamentary Zone;
- conserve the general form, overall symmetry, layout and garden character; and
- maintain the relationship to Old Parliament House.

Parkes Place:

- conserve the formally shaped space or outdoor rooms formed by boundaries of trees;
- conserve its contribution as an element reinforcing the Land Axis;
- conserve the strong vertical sentinel poplar plantings at path intersections and entrances;
- conserve the cypress edges and tree canopied paths;

- conserve the large scale grass vistas/axes;
- conserve the green/irrigated grass, especially of the Land Axis;
- conserve the seasonal effects; and
- conserve the perennial display bedding set in grass, that is the roses.

Commentary: Refer also to the guidance about the National Rose Gardens above.

Rond Terraces:

- conserve the surviving elements of the NCDC design for the Rond Terraces including tree plantations on either side of the Land Axis corridor and an open central space with several different land surface treatments common to other sections of the Land Axis, and level changes through terracing.

Sculpture Garden, National Gallery of Australia:

- conserve the extensive and dense planting of native vegetation with some exotic vegetation, especially the mature trees.

Commentary: Many of the places listed above are individually significant and also have specific conservation management plans or similar. In these cases, refer to the specific plans for detailed guidance.

The NCA should seek to strengthen the evergreen framework tree plantings along Commonwealth and Kings Avenues in those sections where deciduous trees predominate.

Commentary: The avenue plantings are a mix of deciduous and evergreen trees but there are lengthy sections which are mostly/all deciduous, providing a weaker year-round framework. Strengthening the framework may involve additional evergreen plantings behind deciduous trees.

The NCA should monitor the performance of the landscape setting for Blundells' Cottage, and at the next review of its management plan, will consider the success and appropriateness of the interpretive adaptation of the landscape.

The NCA should consider reconstructing the missing original rose beds within the National Rose Gardens.

Commentary: The four circular corner beds have been removed, perhaps because of the overshadowing by adjacent trees. This aspect will have to be included in the consideration to reconstruct the beds.

The NCA should consider options to strengthen the deciduous plantings along the northern lake foreshore, which provide a unified effect for the landscape.

If new information about commemorative plantings and plaques is discovered, additional to that in Appendix I, this should be consolidated into a tree database.

Commentary: This new information might be commemorative trees not noted in Appendix I.

The NCA should seek to restore the view along the Land Axis which is being partially obscured by tree plantings within the axis corridor, as the opportunity arises.

Commentary: This strategy relates to trees at Reconciliation Place and in Parkes Place, within the Land Axis corridor.

Turf and grass areas

Turf and grass areas should continue to be managed to conserve heritage values and to achieve the best outcome in relation to the intensity of use. While the objective may be to maintain some areas as unirrigated (eg. Kings Park), it must be acknowledged that encouragement of greater use carries with it greater wear.

The NCA should continue to monitor grass trials with species new to Canberra which require less water while remaining wear resistant.

Commentary: In some cases, such as the Land Axis within the Parliamentary Zone, the extensive green lawns are part of the values of this component.

It is noted the Department of Parliamentary Services has previously undertaken drought tolerant grass trials, and there may be some benefit in coordinating activities, especially to achieve consistency in the species used between the Vista and Parliament House.

The NCA should consider removal of poorly performing grass surfaces under the Federation Mall *Eucalyptus elata* plantations, and replacement with organic mulch.

Landscape condition monitoring

An ongoing program to monitor the condition of the landscape should be implemented. Monitoring will inform maintenance planning.

The NCA should develop and implement a monitoring program for the landscape. Monitoring will particularly consider:

- the impact of ongoing dry conditions;
- progress of ageing of trees and shrubs; and
- the effect of environmental weeds.

Natural Heritage

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

This patch of vegetation should be conserved given its value as a White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland, a Critically Endangered Ecological Community.

The NCA should continue to implement the specific ecological management plan for this patch of native vegetation (eg. Sharp 2016 or any replacement of this plan).

The NCA should consult as needed with the ACT Government about the management of the site in accordance with the memorandum of understanding between the organisations regarding threatened species and ecological communities.

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

This geological site should be conserved for its natural heritage values.

Commentary: The NCA may wish to consider a cooperative approach with the Department of Parliamentary Services regarding conservation and access to the cutting and the associated unconformity site under Parliament House.

The NCA should address the following issues should they arise:

- plants growing on the visible face of the exposure (ie. the lower bench) – these will be removed, preferably by poisoning with an appropriate weedicide;
- plants growing on the horizontal bench that are causing erosion through penetration of their roots through to the visible face of the exposure – these will be removed; and
- deep-rooted ground cover plants on the horizontal bench – these plants will be replaced by shallow-rooting native grasses that will provide soil stability without causing erosion of the face of the exposure.

The site should be subject to regular and specific monitoring as part of management.

The NCA should consider exposing at least part of the vertical rock face of the upper bench area.

The cutting face should not be stabilised using concrete, tar or other techniques which would obscure the face.

Grey-headed flying-fox camps – Commonwealth Park

Commonwealth Park should be managed to protect the habitat of the grey-headed flying-fox camps in Commonwealth Park – being a vulnerable species, a matter of national environmental significance and protected under the EPBC Act.

Commentary: The NCA has developed a camp management plan for the flying-foxes (eg. the current plan is Ecosure 2019).

Kings Park landform (Section 47, Parkes)

This landform should be conserved and disturbance or erosion will be avoided.

Built Elements

Major buildings

The NCA should encourage the conservation of significant buildings managed by others, these being:

- Australian War Memorial (original building, on the Commonwealth Heritage and National Heritage Lists);
- Communications Centre (John Gorton Building, on the Commonwealth Heritage List);
- East Block Government Offices (on the Commonwealth Heritage List);
- High Court of Australia (on the Commonwealth Heritage and National Heritage Lists);
- John Gorton Building (on the Commonwealth Heritage List);
- National Gallery of Australia (on the Commonwealth Heritage and National Heritage Lists);
- National Library of Australia (on the Commonwealth Heritage List);
- Old Parliament House (on the Commonwealth Heritage and National Heritage Lists); and
- West Block and the Dugout (on the Commonwealth Heritage List).

Key qualities of the Australian War Memorial to be conserved include its:

- landmark qualities;
- siting;
- contribution to the principal vista to and from the Old Parliament House;
- relative visual isolation;
- symmetry of the building as seen from the Land Axis;
- external form; and
- conceptual as well as planning and landscape link between the Australian War Memorial and Anzac Parade.

Key qualities of East Block to be conserved include its:

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

Key qualities of the High Court and National Gallery to be conserved include their:

- contribution to the sense of a broad symmetry of development in the Parliamentary Zone in relation to the Land Axis and National Library.

Key qualities of the John Gorton Building to be conserved include its:

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

Key qualities of the National Library of Australia to be conserved include its:

- siting;

- landmark qualities (including views to it across the lake);
- external form;
- isolated building form set amongst rows of trees and sweeping lawns; and
- vista from the building across Lake Burley Griffin.

Commentary: It is noted the *National Capital Plan* anticipates a new building between the NLA and the lake.

Key qualities of Old Parliament House to be conserved include its:

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

Key qualities of West Block to be conserved include its:

- axial planning;
- relationship to East Block and Old Parliament House; and
- external form.

In addition, the NCA should encourage the conservation of the Treasury Building for its significant contribution to the balanced development of the study area, including its form, scale and materials.

Commentary: The heritage qualities of the component places noted above which are of concern in this plan are related to their broad use and external aspects. Such aspects are already subject to the provisions of the *National Capital Plan*. This heritage management plan is not anticipated to have any impact on internal aspects of or details of activities in buildings.

The major buildings/structures not included in this list are the later Australian War Memorial buildings (Anzac Hall (under construction), Administration Building, C E W Bean Building and café), National Portrait Gallery, Questacon (National Science & Technology Centre) and Stage 88. At this time no heritage organisation has identified any individual heritage significance of these places. In addition, while the Treasury Building currently makes a significant contribution to the study area, research about its individual significance has not been accessed. As Commonwealth buildings, any heritage values should be identified as part of research undertaken under the heritage strategy of the relevant Australian Government agency which owns or manages these places. Any heritage values of Stage 88 will be considered as part of research undertaken under the NCA's heritage strategy.

Minor buildings/structures

The NCA should conserve significant minor buildings/structures under its direct management, these being:

- Blundells' Cottage precinct;
- former Bowls Pavilion in the House of Representatives Garden;
- Fort play structure in Commonwealth Park;
- Lobby Restaurant;
- National Carillon; and
- the original part of the Regatta Point Pavilion, to the extent possible given changes undertaken, or otherwise interpret the original building.

Key qualities of the Blundells' Cottage precinct to be conserved include its:

- remnant 19th century pastoral settlement; and
- contrast with the national capital developments.

No excavation should be undertaken in the vicinity of the Murray's Bakery site in Commonwealth Park without an expert archaeological assessment of the potential for sub-surface remains.

Other minor buildings/structures should be maintained, or adapted so long as there is no increase in impact, or removed if no longer required.

Commentary: It is not known whether there may be important archaeological remains of Murray's Bakery.

There are a variety of other minor buildings/structures such as the buildings integrated within Commonwealth Place, timber decked jetties at the Commonwealth Place forecourt, shelters/pavilions, a maintenance depot and toilets. As yet, the possible heritage values, if any, of these minor buildings/structures has not been researched.

Special care should be taken to protect the acoustic environment of the Carillon, especially in those areas where people are likely to enjoy the music performed on the instrument (eg. the southeast half of Kings Park and National Gallery Sculpture Garden).

Commentary: A working definition of the acoustic environment is a circle 450 metres radius centred on the base of the Carillon tower.

Memorials and commemorative features

Existing memorials and commemorative features should be conserved, subject to any management planning which may be specifically developed for memorials. Memorials and commemorative features are expected to have significant associations with specific groups of people, and these associations should be documented and the significance understood as part of future management planning.

In the case of Reconciliation Place, changes should be sought to achieve greater consistency with the landscape guidance for the Land Axis corridor.

Commentary: In this management plan, memorials include National Memorials under the Australian Capital Territory National Land (National Memorials, Territory Divisions and Public Places) Ordinance 2022 as well as other memorials/ commemorative places.

The current memorials or commemorative features include:

- the memorials in Anzac Parade (all National Memorials under the Australian Capital Territory National Land (National Memorials, Territory Divisions and Public Places) Ordinance 2022);
- Australians of the Year Walk;
- Canadian flagpole (currently removed and to be replaced);

Captain Cook Memorial Water Jet and Globe (the globe being a National Memorial);

- Centenary of Women's Suffrage fountain;
- commemorative tree plantings;
- Dame Dorothy Tangney and Dame Enid Lyons Sculpture;
- Empire Parliamentary Association plaques and surviving trees;
- Gallipoli Reach (National Memorial);
- HMAS Canberra Memorial (National Memorial);
- International Flag Display;

King George V Memorial (National Memorial);

Magna Carta Place;

- Memorial to pioneer women (National Memorial);
- Merchant Navy Memorial (National Memorial);
- Murray's Bakery and Store commemorative plaque and seat;
- National Emergency Services Memorial (National Memorial);
- National Police Memorial (National Memorial);
- National Workers Memorial (National Memorial);
- Peace Park (National Memorial);
- Prime Minister John Curtin and Treasurer Ben Chifley sculpture;
- Reconciliation Place;
- R G Menzies Walk;

- Sir John McEwen Commemoration;
- Sybil Howy Irving Memorial (National Memorial); and
- Time capsule from 1988.

In addition, the naming of features has a memorial/commemorative aspect, such as in the case of Constitution Place.

It is noted the current management plan for the King George V Memorial contemplates the possible relocation of this memorial (GML Heritage 2014b, p. 75). Until this issue is resolved, key qualities to be conserved include its:

- landmark qualities; and
- visual and close locational relationship to Old Parliament House.

While some of the above memorials or features have specifically been noted as having heritage values, in other cases the values are yet to be researched. This guidance reflects a precautionary and conservation approach with regard to all the memorials and features in the absence of this information.

It is noted the asymmetrical tree plantings at Reconciliation Place are likely, over time, to change the view and symmetry along the Land Axis. The Department of Parliamentary Services is interested in any proposed changes to Reconciliation Place.

The removal/non-replacement of the asymmetrical tree plantings at Reconciliation Place may be given future consideration when the opportunity arises.

Artworks

Generally existing artworks should be conserved including a sympathetic setting for the pieces. Any changes including possible relocation should be guided by a more specific study/assessment of the artwork, including its values.

Commentary: This guidance does not apply to the artworks which are part of the National Gallery of Australia Sculpture Garden or grounds, or those in the grounds of the Australian War Memorial. Similarly, artworks attached to buildings are not included. These artworks are or should be addressed in the specific conservation management plans for these places, and these plans should be consistent with this management plan.

Current artworks subject to this guidance, being under the direct management of the NCA include:

- Untitled mural, also known as the Amphitheatre Mural (Ann Morris);
- Untitled (buried sculpture, Bert Flugelman);
- Captain Cook Memorial Water Jet and Globe (Walter Bunning);
- Centenary of Women's Suffrage Commemorative Fountain (Cate Riley, Andrew Smith, Mary Stuart);
- Dance of the Secateurs (Bruce Radke);
- Prime Minister John Curtin and Treasurer, Ben Chifley, ca 1945 (Peter Corlett);
- Kangaroos (Jan Brown);
- Play sculpture (David Tolley);
- Seated Lady (Herman Hohaus);
- Sir Robert Menzies KT, AK, CH (Peter Corlett);
- Speakers Square, at Commonwealth Place (John McEwen);
- Treasury Fountain (Norma Redpath);
- Two figures (Dame Barbara Hepworth);
- Two Piece Reclining Figure No. 9 (Henry Moore);
- Untitled (Alan Gaur); and
- Walter Burley Griffin Terrazzo (David Humphries).

There are also certain artworks managed by others, including:

- The Astronomer (Tim Wetherall); and
- Rock Music and Einstein Sculpture (anonymous).

In addition, artworks are often incorporated into memorials.

The heritage values of these artworks are yet to be fully researched and assessed. This guidance reflects a precautionary and conservation approach with regard to all the artworks in the absence of this information.

The Department of Parliamentary Services is interested in any proposed relocation of artworks in the Land Axis.

Ponds, pools and fountains

Generally existing ponds, pools and fountains should be conserved. Unless more specific guidance is provided by other management plans, the aim should be to conserve the form of such features, and changes can be made to the fabric (eg. replacing an old pump with a new one to achieve the same effect).

As part of the NCA's prioritised water-use regime tied to the stages or water restrictions generally applicable in Canberra (Strategy 16.2) the NCA should also develop staged responses regarding ponds, pools and fountains.

The NCA should consider options for the Parkes Place reflection pools and fountains, including the possibility of reinstatement or other sympathetic options. In the case of reinstatement, this may include a new, discrete and sympathetic pump enclosure which avoids access issues.

Paths and paving

Paths and paved areas may generally be conserved or upgraded if desired. However, care should be taken if paths are widened or extended to maintain the overall dominance of soft landscaping. In addition:

- careful consideration should be given to the palette of finishes for paths and paving including:
 - a sympathetic selection given the character of the landscaping in the vicinity of the paths or paving;
 - possible reconstruction of paths in cases where a significant landscape design exists but it has lost its paths as part of the significant design (eg. Commonwealth Park);
 - any hierarchy of paths; and
 - the differing landscape characters of component parts of the Vista;
- the use of red crushed brick for paving in the Land Axis corridor at Anzac Parade and the Rond Terraces should be maintained;
- the Queen Elizabeth II Island (formerly Aspen Island) heritage management plan contains specific guidance regarding this area;
- the section of path in the Bog Garden of Commonwealth Park containing round pre-cast exposed aggregate pavers should be maintained as evidence of the original Crowe design; and
- the section of paving adjacent to the National Capital Exhibition contains the Walter Burley Griffin Terrazzo which should be conserved.

Commentary: There are current proposals to upgrade paths near Regatta Point and in Kings Park.

There may be some advantage in consistent planning of pedestrian access between the Vista and Parliament House. The Department of Parliamentary Services is also interested in improved access for pedestrians and cyclists.

Roads

Generally, existing roads should be maintained unless otherwise noted. Changes may be undertaken, however any adverse impact on heritage values should in all cases be no greater than any existing impact (eg. if replacing an existing service road, the impact of the new road should not be greater than the old road). The heritage values of road alignments which match the Griffins, Holford and NCDC designs should be carefully considered in any proposal to change such roads.

Minor service roads may be removed, or re-aligned subject to an impact assessment. The impact of such roads will at all times remain minimal, and landscape screening may be desirable to reduce any visual intrusion.

Commentary: The Griffin, Holford and NCDC road layouts were all intended, to a greater or lesser extent, to define the landscape and create patterns within it. This was related to broader development proposals, in addition to addressing traffic flows.

It is noted possible changes may include:

- closure of Wendouree Drive entrance from Constitution Avenue;
- closure of Wendouree Drive between Blundells' Cottage and the Carillon;
- a new entrance to Kings Park by the extension of Blamey Crescent (the impact of this new road should be offset by reducing the impact of Wendouree Drive);
- changes to the entry point off Commonwealth Avenues to the parklands;
- changes to the connection of King Edward Terrace and Commonwealth Avenue, and road widening of Commonwealth Avenue;
- removal of Bowen Place and Flynn Place;
- removal of Enid Lyons Street;
- changes to the character of Parkes Way, outside the study area; and
- loss of trees in the Commonwealth Avenue median strip, outside the study area.

Several of these possible changes relate to road alignments which are Holford and NCDC designs.

The Department of Parliamentary Services is interested in consistent planning for vehicle traffic between the Vista and Parliamentary precincts.

Car and bus parking

Existing car and bus parking may be maintained, or removed if possible. Parking should generally be screened from view, especially in the case of major vistas, and otherwise located outside of major vistas.

Parking for major events should utilise formally designated carparks outside of the area, in addition to formal carparks within the area. If additional parking is required, temporary, major event parking may be permitted on open grass areas outside of the dripline (ie. the line of the tree canopy) of mature trees. However, no parking should be allowed on grass areas within the Land Axis corridor.

Commentary: Bus parking in the study area remains an issue, especially at peak times, and may require further management measures.

The NCA should review parking when the opportunity arises to address the impact of car and bus parking within the Land Axis corridor on King Edward Terrace, King George Terrace and at Rond Terraces.

All major events should have a traffic management/carparking plan including consideration of:

- the need for barriers to protect fragile areas;
- the need for on-ground traffic wardens; and
- overflow arrangements.

Any temporary parking on grass areas should only occur if the area is temporarily fenced, including protection of the dripzone (ie. the area under the tree canopy) for any mature trees.

Any temporary parking works should make allowance for making good any damage to grass areas, irrigation, etc.

Signs and furniture

Existing signs and furniture may be maintained or removed.

The pedestrian wayfinding signage in the Parliamentary Zone is deteriorated and should be refurbished or replaced.

Lighting

Generally existing lighting should be maintained, including the specially designed street/ promenade lighting in the Parliamentary Zone which echoes the design used at the new Parliament House, and the Anzac Parade street lights. Lighting may be upgraded.

The NCA should generally encourage only limited temporary coloured lighting of features in the study area, at most. The study area should appear with its normal (un-coloured) lighting for most of the time.

Commentary: The application of the NCA's *Outdoor Lighting Policy* (NCA 2012) is noted, especially with its guidance regarding the reinforcement of the urban geometry and hierarchy of illumination.

Infrastructure

Generally existing infrastructure should be maintained, such as services, unless they fail to meet current or projected needs or standards. Infrastructure may be upgraded or adapted but this should involve no increase in impact.

The NCA should review infrastructure capacity to support events (eg. power).

Upgrading and adaptation works

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

Commentary: Adaptation in this plan involves no, or minimal impact on significance, in accordance with the *Burra Charter* (Australia ICOMOS 2013).

Condition monitoring

A program of monitoring of the condition of fabric should be implemented. This program should be distinct from the maintenance program but should be linked to it for implementation. The information gained should identify components experiencing deterioration, which should in turn inform maintenance planning.

The NCA should develop and implement a monitoring program to identify changes in the condition of the place. Priority should be given to components of high use or vulnerability.

Mechanisms should be put in place to ensure timely reporting by maintenance contractors to a coordinating officer with overall responsibility for the maintenance of the Vista.

Setting

Protection of views to and from the Area

The significant views to and from the Vista should be protected. The significant views include:

- to the surrounding hills, especially Mount Ainslie, Black Mountain and Mount Pleasant, including the views from Commonwealth Park to Mount Ainslie;
- to the west and the mountains across West Basin;
- to East and West Basins;
- to the new Parliament House;
- from Mount Ainslie, Mount Pleasant, Black Mountain, Red Hill and Parliament House;
- from Commonwealth and Kings Avenues, especially the bridges; and
- from the eastern part of Parkes Way adjacent to Kings Park.

Commentary: This guidance deals with external relationships and not specifically with views inside the area.

The NCA has planning responsibility for all of the important viewpoints into the Parliament House Vista, with maintenance of these viewpoints being the responsibility of the ACT Government or the Commonwealth Department of Parliamentary Services.

Any proposals to change the character of Parkes Way should respect the significant views from the eastern part of Parkes Way adjacent to Kings Park.

The NCA should consider the impact of new developments along Constitution Avenue on views from Commonwealth Park to Mount Ainslie.

Use of the Place

Primary and secondary uses

Table 19. Primary and Secondary Uses for the Parliament House Vista

Precinct	Primary Uses	Secondary Uses
Land Axis corridor	• Ceremonial, including protests • Symbolic • Visual/aesthetic • Old Parliament House related uses • Commonwealth Place public events/performances • Temporary public events/major events/performances (eg. concerts and major charitable displays. See Note 1) • Passive recreation • See also Anzac Parade and Australian War Memorial below	• Active recreation (See Note 2) • Vehicle traffic on roads • Parking • Bicycle and pedestrian traffic on footpaths • Minor support facilities in screened locations • Minor services in screened locations • Cafes/restaurants in discrete/screened locations
Parliamentary/Government complex in Parkes (also known as the Parliamentary Zone)	• Parliamentary and government uses, including buildings • National public institutions • Active recreation (See Note 2) • As for the Land Axis corridor	• Parking • Cafes, restaurants, shops • As for the Land Axis corridor
Central Basin of Lake Burley Griffin	• Ceremonial and visual/landscape • Water based recreation (Note 3) • Major events (eg. Skyfire/Australia Day fireworks)	
Commonwealth Park	• Public park/botanic garden uses • Ceremonial, especially related to memorials • Passive and active recreation (Note 2) • National Capital Exhibition related uses • Public events/displays/performances at Stage 88 • Temporary public events/displays/performances in other locations (eg. Floriade) (Note 1)	• Parking • Commercial concessions such as refreshments and other facilities for visitors but only when they are compatible with recreation use • Minor support facilities, preferably in screened locations • Minor services, preferably in screened locations
Kings Park	• Blundells' Cottage related uses • National Carillon related uses • Ceremonial, especially related	• Parking • Commercial concessions such as refreshments

Precinct	Primary Uses	Secondary Uses
	- to memorials • Passive and active recreation (Note 2) • Temporary public events/displays/performances (Note 1)	- and other facilities for visitors but only when they are compatible with recreation use • Minor support facilities, preferably in screened locations • Minor services, preferably in screened locations
Anzac Parade	• Ceremonial, especially related to military service • Symbolic • Visual/aesthetic • Vehicle traffic on roads	• Parking • Minor support facilities, preferably in screened locations • Minor services, preferably in screened locations • As for the Land Axis corridor
Australian War Memorial	• Australian War Memorial related uses • Ceremonial, especially related to military service • Symbolic • Visual/aesthetic • Passive recreation	• Parking • Cafes, restaurants • Minor support facilities in screened locations • Minor services in screened locations
Notes - In the case of temporary public events/displays/performances: - the nature of the event/display/performance will be consistent with the character of the area being used, the Land Axis being especially sensitive; - 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; - every effort will be made to maintain access to the area; and - the NCA will consider any impact on values (not necessarily requiring a formal impact assessment). - Active recreation includes formal and informal sporting activities. Such recreation may involve temporary goals, nets, boundary markers and the like, and all reasonable steps must be taken to restore the area at the conclusion of the activity (eg. removal of equipment). In the case of temporary structures related to active recreation, see Note 1. - Water based recreation on the Central Basin should be consistent with the existing <i>Lake Burley Griffin Recreation Policy</i> (National Capital Authority 2017b). - The uses listed in this table are provided to supplement the formal land use definitions provided in the <i>National Capital Plan</i>.		

New and continuing uses compatible with significance

Any continuing use or new use proposed for the Vista should be compatible with the significance of the place, and should ideally be complimentary to the primary uses.

Commentary: The Department of Parliamentary Services is interested in consistent planning between the Vista and Parliamentary precincts.

Access

The NCA should promote ready public access to the area. Temporary restrictions may apply to parts of the area related to particular events.

There may be occasions when groups with particular associations to a component within the area (eg. a memorial) may have exclusive use of the component for commemorative activities for a defined period of time.

Vehicle access to the Parliament House Vista should be controlled to ensure any impact is minimal. Access by pedestrians and people on bicycles should be encouraged. Access by e scooters and other micromobility devices may also be encouraged although unintended impacts should be monitored (eg. scooters being abandoned outside of formal parking areas).

Commentary: With regard to the impact of vehicle access, for example, adverse impacts might arise from substantially increased east-west traffic flows through the Parliamentary Zone. The Department of Parliamentary Services is interested in consistent access planning between the Vista and Parliamentary precincts.

Carrying capacity

The NCA should consider the need to monitor use of the area and its components, and to establish carrying capacity limits, to ensure no adverse impact on the values and experience of the area.

Commentary: In some cases, capacity may be determined by issues such as available parking and services (eg. the lack of parking near Rond Terraces may mean the capacity is substantially restricted).

Control of leased areas/activities

Any permits, licences or lease arrangements for components of the Vista should protect the heritage significance of the place.

Permits, licences or lease arrangements should:

- be compatible with the heritage significance of the place;
- stress the heritage significance of the place;
- provide clear guidelines about appropriate uses and signage; and
- provide for a process of notification to and approval by the NCA of any activities/functions.

New Development

General provisions relating to new development

The following general provisions should be implemented:

- new permanent developments should not impact on the heritage values of the area nor on important spatial relationships between individual buildings and open spaces (eg. the relationship between the High Court and National Gallery, or between the Gallery and Sculpture Garden);
- new permanent development in the area should be part of a planned approach which is in keeping with the values of the area. Ad hoc development should be avoided;
- developments should generally maintain public access to parklands and open spaces, and should not close off spaces;
- new structures should not exceed the mature tree canopy in the vicinity or, in the case of the Parliamentary Zone, the RL of the height of the National Library, whichever is higher;
- permanent structural or building intrusions to the Land Axis, Water Axis and the cross axes in the Parliamentary Zone (National Library of Australia – National Gallery of Australia and Treasury Building – John Gorton Building) should not be permitted except in exceptional circumstances. Such developments must be discrete and carefully planned to have minimal impact on heritage values including views;

- permanent intrusions which block or substantially intrude into significant views/vistas should not be permitted – proposals must carefully consider any visual impact;
- consideration should be given to the impacts of new development on the values attributed to the study area and its components by specific and broader associated communities, as well as the impacts on existing institutions, government agencies, groups associated with specific sites (eg. memorials), lessees and businesses, and other users and visitors to the study area (see Section 7.3). This should include consideration of construction-phase impacts; and
- temporary intrusions may be permitted however:
 - every effort should be made to maintain the values of the area during the period of the intrusion including the visual and aesthetic qualities, and including measures which can be taken during any down-time (eg. when an event has stopped for the day); and
 - every effort should be made to maintain access to the area affected.

Commentary: The Department of Parliamentary Services is interested in coordination regarding the timing, nature and scale of temporary intrusions given possible impacts on national and international events held at Parliament House.

New landscaping, landscape structures and plantings

New landscaping, landscape structures and plantings, not including replacement plantings, may be permitted subject to the following:

- that it is consistent with the general landscape conservation provisions and provisions relating to specific components;
- that it respects the existing tree planting patterns within the area; and
- that it is consistent with any management plan for the specific component affected.

Commentary: This guidance may also include minor landscaping associated with new buildings or screen plantings associated with parking.

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

Opportunities may exist to complete the Crowe masterplan for Commonwealth Park, including intensive horticulture areas, a conservatory and hilltop native garden.

The educational and botanical interest of Commonwealth and Kings Parks may be enhanced by selective addition of closely related species not yet represented (eg. Dawn and Californian redwoods to complement existing Giant redwoods).

The NCA should consider creating a much denser informal landscape character with an evergreen framework around the margins of the National Library of Australia, especially to the west. This should be similar to the High Court of Australia-National Gallery of Australia precinct. Notwithstanding, the formal landscape core of the National Library of Australia precinct should be conserved.

New major buildings

Generally, new major buildings may be permitted subject to the provisions of the *National Capital Plan* including relevant precinct codes, with detailed conditions of planning, design and development, and within the Parliamentary Zone Precinct Code an indicative development plan.

Proposed major building projects should be:

- subject to early consultation with the NCA;
- consistent with the guidance in this plan;
- developed informed by an initial formal heritage brief to the design team; and

- be informed by staged heritage impact assessment, including early assessment of the proposed use, location and form of the building, as well as assessment during the design development process.

In addition:

- major buildings may be located in the Parliamentary Zone flanking the Land Axis on sites as indicated in the indicative development plan for the Parliamentary Zone, or similar. In addition, consideration should be given to a new building on the east side of the Land Axis between it and the High Court of Australia, again to achieve a more balanced effect;
- otherwise, a few major buildings may be carefully located within Commonwealth Park and Kings Park – scaled to suit their parkland settings and subject to specific impact studies;
- a comprehensive planned approach to the provision of major buildings within the area should be undertaken;
- building designs should be of high quality, either consistent for the overall area or consistent within major precincts, or designed in sympathy with other buildings in the immediate setting;
- with regard to design qualities:
 - the style of buildings should pay due regard to adjacent buildings and the overall balanced development objective for the Parliament House Vista;
 - maximum building heights should generally relate to the mature tree canopy of the area. Buildings in the vicinity of the Australian War Memorial should not exceed the parapet height of the original Memorial building;
 - predominant building materials and colours should generally draw on the palette of existing materials and colours used; and
 - buildings should be predominantly oriented to the Land and Water Axes. That is, components of the building may depart from this orientation but the overall effect should match the axes.

Commentary: Known or possible proposals include relocation of the existing maintenance depot in Commonwealth Park, and a conservatory in Commonwealth Park as originally proposed by Crowe.

New minor buildings

New minor buildings may be permitted subject to the following:

- the number of minor buildings should be kept to a minimum, every effort should be made to consolidate functions, and also to house these within major buildings;
- a comprehensive planned approach to the provision of minor buildings within the area should be undertaken;
- careful consideration should be given to the location of minor buildings, generally to site them in screened locations (eg. hidden by plants), not in major views or vistas (eg. the Land Axis and cross axes), and otherwise to screening minor buildings;
- building designs should be of high quality, either consistent for the overall area or consistent within major precincts, or designed in sympathy with buildings in the immediate setting;
- with regard to design qualities:
 - the style and form of buildings should pay due regard to adjacent buildings and the overall balanced development objective for the Parliament House Vista. Where buildings will be screened, for example by mature vegetation, greater stylistic and form variation may be acceptable. Consideration should be given to a consistent style and form, or palette of styles and forms, for minor buildings in the area;
 - predominant building colours should generally draw on the palette of existing colours used; and

- buildings should be predominantly oriented to the Land and Water Axes. That is, components of the building may depart from this orientation but the overall effect should match the axes.

Commentary: Possible proposals include new toilets and/or kiosk facilities in the Parliamentary Zone, Central Parklands and Anzac Parade.

New memorials and artworks

New memorials and artworks may be permitted.

A comprehensive plan should be prepared specifically identifying all possible future memorial sites which are consistent with this heritage management plan, and also identifying the general memorial character and landscape treatment appropriate to those sites. The general thematic approach to the location of memorials is currently defined in the *Guidelines for Commemorative Works in the National Capital* (NCA 2002).

Commentary: A possible long-term proposal is the relocation of the King George V Memorial.

New parking

New parking within the Parliament House Vista may be permitted provided that:

- generally, basement parking is to be provided in new buildings;
- it is otherwise underground or is provided as a structured carpark on the location of an existing surface carpark where the new development is consistent with overall development planning (eg. in the Parliamentary Zone);
- minor new surface parking may be provided as part of new building development; and
- there is no nett encroachment into parkland areas in the case of new surface parking areas to replace existing areas, and new surface carparks should be screened.

New jetties

New jetties may be provided on the northern lakeshore. The jetties:

- should be designed to pay careful attention to the balanced development approach for the area;
- should be designed consistent with the guidance for minor buildings; and
- should not be located on Queen Elizabeth II Island (formerly Aspen Island).

The design of any jetty at Rond Terraces in particular should respect the balanced development approach by providing a design symmetrical about the Land Axis.

Temporary changes

Temporary changes of short duration may be permitted subject to the range of policies and other guidance in this plan.

Temporary tent/shelter structures for commemorative events may be permitted subject to the following:

- there is a strong demonstrated need for such a structure, rather than it simply being a desired amenity;
- the size of the structure is kept to the minimum possible;
- the tent/shade material is a neutral colour with no advertising, signage or logos;
- the duration of the structure is as short as possible, and in principle no longer than three days; and
- if the structure is located on the median of Anzac Parade, then it should be as close to the road edge as possible.

Signage

New signage may be permitted provided that:

- every effort is made to provide good quality signage, either consistent with the overall area or within major precincts, or designed in sympathy with the immediate setting (eg. the High Court of Australia sign on King Edward Terrace);
- signs should be carefully sited, especially in the case of signs in major vistas;
- every effort should be made to avoid having signs or to minimise the number of signs; and
- no large signs should be permitted in the Land Axis corridor.

In addition, with regard to signs on or related to a specific building, these should be carefully designed to respect both any significance of the building itself as well as the significance of the area.

Signage related to commercial activities should be carefully controlled consistent with the secondary nature of such uses.

Commentary: Signs on or related to specific buildings, such as the institutions, should generally also be guided by management plans for those places, where such plans exist.

In this guidance, signs include freestanding and attached signs, as well as banners and flags. The guidance also relates to temporary and permanent signs.

The NCA should develop guidelines for signs in the area consistent with this plan, including those related to institutions and commercial uses.

The NCA should encourage institutions in the Parliament House Vista to develop specific signage plans related to their buildings, consistent with this plan and any signage guidelines for the area.

Furniture

New street or park furniture may be permitted provided that:

- the furniture is of a good quality, either consistent for the overall area or within major precincts (eg. the High Court-National Gallery precinct), or designed in sympathy with the immediate setting;
- furniture should be carefully sited and grouped, especially in the case of furniture in major vistas and the Land Axis corridor; and
- in the case of the Land Axis corridor, furniture should generally be sited to the sides of the corridor.

Paths and paving

Limited new paths and paving may be permitted provided that:

- the paths or paving is of a good quality, consistent either for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it pays careful regard to and is sympathetic with the geometry of the vicinity (eg. the strong rectilinear geometry of the Parliamentary Zone); and
- it responds to a substantial demonstrated need or requirement.

Commentary: Such paths and paving may arise because of new buildings.

Lighting

Limited new lighting may be permitted provided that:

- the lighting is of a good quality, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with the NCA's Outdoor Lighting Policy (NCA 2012).

Commentary: Such lighting may arise because of new buildings.

Infrastructure

Limited new infrastructure may be permitted provided that:

- where possible, such infrastructure is included as part of existing or new buildings or other structures;
- the publicly visible finishes for infrastructure are of a good quality, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with guidance regarding any associated new minor buildings.

Interpretation

Signage

Appropriate, consistent and good quality directional, interpretive and information signage should be provided.

Commentary: This guidance does not apply to commercial or advertising signs.

Existing or proposed signage should be reviewed to ensure consistency with this guidance and also in the light of any interpretive strategy for the area.

Unforeseen Discoveries

Unforeseen discoveries or disturbance of heritage components

If the unforeseen discovery of new evidence or the unforeseen disturbance of heritage fabric or values requires major management or conservation decisions not envisaged by this heritage management plan, the plan should be reviewed and revised.

If management action is required before the management plan can be revised, a heritage impact statement should be prepared that:

- assesses the likely impact of the proposed management action on the existing assessed significance of the place;
- assesses the impact on any additional significance revealed by the new discovery;
- considers feasible and prudent alternatives; and
- if there are no such alternatives, then considers ways to minimise the impact.

If action is required before a heritage impact statement can be developed, the NCA should seek relevant expert heritage advice before taking urgent action.

Urgent management actions should not diminish the significance of the place unless there is no feasible and prudent alternative.

Commentary: Unforeseen discoveries may be related to location of new documentary or physical evidence about the place or specific heritage values that are not known at the time of this plan, and that might impact on the management and conservation of the place. Discovery of new heritage values, or the discovery of evidence casting doubt on existing assessed significance would be examples. This might relate to a range of values, including Aboriginal heritage values.

Discovery of potential threats to heritage values may also not be adequately canvassed in the existing policies and guidance. Potential threats might include the need to upgrade services or other operational infrastructure to meet current standards, the discovery of hazardous substances that require removal, or the physical deterioration of fabric.

Unforeseen disturbance might be related to accidental damage to fabric, or disastrous events such as fire or flood.

Such actions may be referable matters under the EPBC Act.

Appendix L: Compliance with Commonwealth Heritage Management Principles and Requirements for Management Plans under the EPBC Regulations

The regulations under the EPBC Act 1999 provide a list of Commonwealth Heritage management principles as well as requirements for (conservation) management plans for Commonwealth Heritage places (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*, Schedules 7A and 7B). The following tables provide a summary of compliance with these requirements.

Table 20. Commonwealth Heritage Management Principles

No.	Requirement (Schedule 7B)	Compliance Comment
1.	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	Complies: Section 6.1. The plan effectively adopts this as the objective for the development of the conservation policy and implementation strategies.
2.	The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Complies: Chapter 6 – Policies 1, 2, 4, 7, 9, 11, 12
3.	The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	Complies: Chapter 6 – Policies 1 and 4
4.	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Complies: Chapter 6 – Policy 28
5.	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: (a) have a particular interest in, or associations with, the place; and (b) may be affected by the management of the place;	Complies: Chapter 6 – Policies 8, 11, 12
6.	Indigenous people are the primary source of information on the value of their heritage and that the active	Complies: Chapter 6 – Policy 12

No.	Requirement (Schedule 7B)	Compliance Comment
	participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.	
7.	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Complies: Chapter 6 – Policies 8, 9, 10

Table 21. Management Plan Requirements

No.	Requirement (Schedule 7A)	Compliance Comments
(a)	establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	Generally complies through the provision of policies addressing an overall objective in Chapter 6. There is no identification objective or policy as such, as this matter is substantially addressed in Chapters 3-4 and Appendices C-G.
(b)	provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Complies: Chapter 6
(c)	provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Complies: Chapters 2, 3 and 5, and Appendix C
(d)	provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Complies: Chapter 4 and Appendix E
(e)	describe the condition of the Commonwealth Heritage values of the place; and	Complies: Sections 2.2 and 5.5
(f)	describe the method used to assess the Commonwealth Heritage values of the place; and	Complies: Section 1.3, Chapter 4 and Appendices E and F
(g)	describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Complies: Section 5.4
(h)	have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	See below
(i)	the management and conservation processes to be used;	Complies: Chapter 6
(ii)	the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;	Complies with regard to general access: Chapter 6, especially Policy 26. No specific security issues.
(iii)	the stakeholder and community consultation and liaison arrangements;	Complies: Chapter 6 – Policies 4, 11, 12
(iv)	the policies and protocols to ensure that indigenous people participate in the management process;	Complies: Chapter 6 – Policy 12
(v)	the protocols for the management of sensitive information;	Not an issue
(vi)	the planning and management of works, development, adaptive reuse and property divestment proposals;	Complies: Chapter 6 – especially Policies 5, 6, 8, 14, 16-21, 24, 27
(vii)	how unforeseen discoveries or disturbance of heritage are to be managed;	Complies: Chapter 6 – including Policy 29
(viii)	how, and under what circumstances, heritage advice is to be obtained;	Complies: Chapter 6 – Policy 7

No.	Requirement (Schedule 7A)	Compliance Comments
(ix)	how the condition of Commonwealth Heritage values is to be monitored and reported;	Complies: Chapter 6 – Policies 9, 10
(x)	how records of intervention and maintenance of a heritage places register are kept;	Complies: Chapter 6 – Policy 30
(xi)	the research, training and resources needed to improve management;	Complies: Chapter 6 – Policies 7, 31
(xii)	how heritage values are to be interpreted and promoted; and	Complies: Chapter 6 – Policy 28
(i)	include an implementation plan; and	Complies: Section 6.5
(j)	show how the implementation of policies will be monitored; and	Complies: Chapter 6 – Policies 8, 10
(k)	show how the management plan will be reviewed.	Complies: Chapter 6 – Policy 9

Appendix M: Management Plan Review

Review of the 2010 Heritage Management Plan

The EPBC Act specifies several matters to be addressed within the review of a plan under section 341X. In addition, the Department of Climate Change, Energy, the Environment and Water has identified several additional matters to be addressed (Department of the Environment and Heritage 2006, pp. 13-14). Accordingly, the following review addresses both the statutory requirements for Commonwealth Heritage plans, as well as the additional matters identified by the Department.

Who would carry out the review and the procedures to be used

The review was carried out by the consultants for the plan update project, Duncan Marshall and Neil Hobbs. The tasks undertaken in the review and overall update of the plan included the following:

- general review of the text to ensure it reads well and is an integrated document to address EPBC Act and NCA requirements;
- generally address and integrate the Commonwealth Heritage values of the place in the plan. Since the preparation of the current plan, DoEE has required the faithful inclusion of all Commonwealth Heritage values even if the research for the plan did not actually support them;
- general update of figures and images (eg. up to date images/pictures should be used in the descriptive sections);
- consider the relationship of this plan with other plans (eg. Lake Burley Griffin, Anzac Parade, National Carillon and Queen Elizabeth II Island (formerly Aspen Island), and High Court-National Gallery Precinct), including those to be updated, depending on if they were finished/ available;
- revise Chapter 1 to address the conduct of the current project and project limitations;
- general check/update of description and condition, including condition and integrity issues (Sections 2.2 and 7.5) – because of changes since the original plan was completed. This included a discussion of impacts as a result of changes, but such discussion were not a full heritage impact assessment. This entailed site inspections;
- update overview history with events after the original plan was completed (Sections 3.3 and 3.4);
- revise significance in the light of new evidence, if any, and analysis, if needed (Chapters 5 and 6);
- revise significance to address any differences between the plan and the Commonwealth Heritage values (Chapters 5 and 6). This task is related to the task above about integrating such values into the plan;
- check/update National Capital Plan requirements (Section 7.2 and Appendix E);
- stakeholders – check if any new stakeholders to consider/or stakeholder views to update, and consult as needed (Section 7.3);
- update NCA aspirations at Section 7.4 – given passage of time, including meetings with NCA business areas;
- update management issues (Section 7.4);
- review policies – especially identify any issues requiring specific policy guidance and include such guidance (Chapter 8) – partly because of passage of time/partly because of experience in using plan over the years. It is noted the NCA has already identified a range of issues;
- identify priority works, not specifically identified in the 2010 plan; and
- update with the latest version (2013) of the Burra Charter (Appendix J).

In undertaking this review and update work, as noted, consultations were also held with key NCA staff responsible for management of the place, in part to ascertain the effectiveness of the 2010 plan and any issues to be addressed in the update work. Site inspections were another important aspect of the review.

A workshop was also held with key NCA staff to generally discuss heritage management plans. The workshop sought to consider whether plans were effective for the NCA, what aspects of plans worked well, and what aspects were problematic. Relevant workshop outcomes are integrated with the text below.

An assessment of whether the plan addresses the matters prescribed in the regulations including being consistent with the Commonwealth Heritage management principles

The 2010 plan addressed matters prescribed in the regulations including the Commonwealth Heritage management principles, and the plan is consistent with the principles. This was confirmed in the summary at Appendix I of the 2010 plan.

An assessment of the effectiveness of the plan in protecting and conserving the Commonwealth Heritage values

In general terms, the plan has been effective in protecting the Commonwealth Heritage values of the Parliament House Vista. The major issues or changes affecting the place include the following:

- re-development of the eastern precinct of the Australian War Memorial completed in 2011;
- installation of two new memorials in 2017 within memorial niches along the Parade, and achieved within the guidance provided by the plan;
- changes to the landscape surrounding Blundells' Cottage in 2018;
- construction of the Boundless playground in Kings Park in 2014, along with changes to the roads within the park and new carparking;
- redevelopment of the forecourt of the National Library in 2009;
- a major extension to the National Gallery in 2010;
- redevelopment of Bowen Place including a major pedestrian underpass in 2015;
- redevelopment of the John Gorton Building carpark in 2017;
- maintenance of the Parkes Place fountains and ponds;
- management of the treescape, including improved management of the eucalypts along Anzac Parade, ongoing unresolved issues with the poplars in the Parliamentary Zone, especially those in the National Library forecourt, and challenges in the management of the eucalypts along Federation Mall;
- management of some shrub plantings, a very noticeable example being the hebes on Anzac Parade;
- in the case of both trees and shrubs, as well as lawn areas, access to sufficient water for irrigation, especially in times of drought and extreme prolonged heat, is a continuing challenge;
- completed and potential developments within the setting of the Vista, such as the construction of the Ben Chifley Building, siting and construction of the proposed light rail south of the lake, replacement of the Anzac Park East and West buildings, proposed extension/redevelopment of the Regatta Point Visitor Centre, developments in Campbell, around City Hill and in West Basin; and
- the pressure of increasing events and activities within the place, such as the possible increase in capacity of Stage 88.

In summary, the values have generally been conserved. The overall condition of the Parliament House Vista is in the range of fair to good, although the condition of some attributes is less than

this (eg. the poplars in the National Library forecourt). The overall level of maintenance could still be improved, or at least a uniformly good standard achieved throughout all parts of the place.

In addition, there are threats or potential threats to the Parliament House Vista as detailed below.

A general comment made at the heritage management plan workshop with key NCA staff was the complexity of plans and the difficulty of finding information. This comment could particularly apply to the Parliament House Vista plan as well, given its length reflecting the complexity and size of the place.

Recommendations for the improved protection of values

The improved protection of heritage values is achieved through the revised and updated heritage management plan with:

- an updated understanding of condition and management issues, such as related to the treescape; and
- an improved suite of conservation policies and strategies (Section 8.4), such as in the case of development, events and activities within and outside the place.

It is also noted the NCA is in the process of developing a tree management policy for its entire estate, of which the Parliament House Vista is a large and prominent part. Integration of this policy with the heritage management plan is an important objective.

One specific recommendation/strategy is for the development of one or more landscape maintenance plans for the whole or components of the Parliament House Vista.

The heritage management plan workshop with key NCA staff also raised a number of general issues to be further considered. These include:

- improving the process for undertaking works and the need to ensure heritage issues are identified;
- linking the plan to the NCA asset management system;
- standardising the layout of plans;
- improving the accessibility of plan guidance (eg. policies) for key audiences, including NCA staff and contractors; and
- the possibility of training for key audiences, including NCA staff and contractors.

Outline how new and changed information that may have come through monitoring, community input and further research will be incorporated into the revised management plan

As noted above, new and changed information and analysis has informed the update of the plan in sections such as the history, description, condition, analysis of values, statement of significance, and policies and strategies.

Perhaps the most significant source of new or changed information arises through the identification of new or increased existing issues or threats to the place. Climate change impacts on the treescape and other plantings, and unsympathetic development outside and inside the place are examples. These have been identified through either ongoing NCA management or the plan update process, these are documented in the plan, and policies and strategies have been revised or developed to address them.

Details of any significant damage or threat to the heritage values

Threats or potential threats to the Parliament House Vista include:

- climate change, with drought and extreme prolonged heat, perhaps coupled with reduced access to water for irrigation, impacting the treescape and other plantings;
- regulation of important cultural plantings which are also weed species;

- potentially unsympathetic development outside and inside the place, with a particular concern for the redevelopment of the Anzac Park East and West buildings as portals for the Anzac Parade section of the Land Axis; and
- potentially unsympathetic events and activities, including where the scale of events or activities increases to a point where impacts arise.

Appendix N: Landscape Precinct Plans

[Landscape precinct plans are a possible basis for summarising actions for parts of the Vista, and they may form part of proposed landscape masterplanning and maintenance plans (eg. precinct management plans). Such plans may be prepared following consultations, especially once the policies are settled.]