5. ANALYSIS OF EVIDENCE

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 D), 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*).

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

(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

In general terms, the history of Parkes Place is integral to the development of the central national landscape of Canberra, and might be best considered as part of the Parliament House Vista conservation area. There are two aspects of the cultural history of Parkes Place to consider as part of the Vista – the social, planning and political history, as well as the landscape history.

In addition, there are several individual exceptions to this, including commemorative tree plantings, the National Rose Gardens and the central terrace area which all have distinctive and potentially significant associations. These are discussed separately below.

Social, Planning and Political History

Parkes Place is associated with the history of the development of Canberra as Australia's national capital. This development, related to the study area, has included the Griffins' initial design for the city, early plantings by Weston and later changes by Bruce and Pryor, and the National Capital Development Commission proposals and realised developments.

The realisation of the city has to some extent reflected the Griffins' design but there have also been departures from it, and subsequent designs. Parkes Place is to some extent part of and contributes to both the core of the Griffins' city design and the core of the realised design. Despite changes, many of which are the result of subsequent designs, the surrounding Parliament House Vista including Parkes Place remains the area most closely associated with the Griffins' design.

As with the larger Parliament House Vista conservation area, the realised design of the parklands 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 initial layers were those plantings undertaken by Weston, Bruce and Pryor. This was followed by the designs of the NCDC. The result is a layering of designs 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. 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 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. It is also associated with the development and life of Canberra through recreational use of the parklands.

Landscape History

Parkes Place contributes to the landscape of the Parliament House Vista conservation area.

Parkes Place presents a formal landscape character of axes, vistas, formal tree and rose plantings, ponds, paths and roadways consistent with the character of the Parliamentary Zone and Anzac Parade. Parkes Place is prominently sited within the Vista. The largely exotic plantings have been reinforced by formal arrangements of native trees reflecting the evolving national interest in using Australian plants. The landscape builds upon several layers in time, and various attempts at the interpretation of the Griffins' vision for Canberra as the nation's capital.

Parkes Place and the National Rose Gardens contribute to the record provided by the Parliament House Vista of different approaches to landscape design, management and maintenance throughout the 20th century.

Individual sites within Parkes Place

In addition to the broad landscape area of Parkes Place, the parklands contain a range of individual sites with some measure of historic value. These sites are the:

- commemorative tree plantings;
- National Rose Gardens;
- The Lobby (not discussed further);
- King George V Memorial (not discussed further);
- Aboriginal Tent Embassy (not discussed further); and
- central terrace area.

The commemorative tree plantings are those by the Empire Parliamentary Association in 1926 and the Young Australia League in 1927. These few surviving trees are amongst the earliest known commemorative tree plantings associated with the national capital (Pryor & Banks 2001, pp. 197-201). The tradition of commemorative tree planting in Canberra continues to the present day.

The National Rose Gardens, conceived in 1926 and opened in 1933, were Australia's first national gardening project and were planned as a physical expression of the principle of cooperation between the Commonwealth and the States. In the development of the gardens, roses were initially contributed by all States in Australia. The gardens were intended to provide an interest for all Australians in developing Canberra, the national capital, as a Garden City. The gardens have been the longest continuously operating public rose gardens in Australia.

The central terrace area within Parkes Place, also within the Land Axis adjacent to King George Terrace, 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.

Summary

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, and is associated with the history of the development of Canberra as Australia's national 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.

Parkes Place and the National Rose Gardens contribute to the record provided by the Parliament House Vista of different approaches to landscape design, management and maintenance throughout the 20th century.

In addition to the broad landscape area of Parkes Place, the parklands contain a range of individual sites with some measure of historic value. These sites are the:

- commemorative tree plantings;
- National Rose Gardens (individually significant);
- King George V Memorial (individually significant);
- Aboriginal Tent Embassy (the level of significance has not been re-assessed); and
- the central terrace area which is associated with political protest.
- (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

Landscape

Parkes Place is an important component of the Parliament House Vista conservation area, and the Vista 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 physical evolution of the parklands has allowed a tradition of landscape architecture and horticulture to be developed which is unparalleled in any other Australian city.

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 but are not really national places.

The Parliament House Vista landscape is arguably of outstanding heritage value.

National Rose Gardens

The gardens demonstrate the first example in the twentieth century of a public garden designed for the nation and undertaken by the Government for the people. Instrumental in transforming the idea into reality were Alexander Bruce, Director of Parks and Gardens, and Rex Hazelwood

for the layout plan.

The gardens demonstrate a distinctive design in the formal style and although the circle motif was not unusual for the layout of rose gardens at the time, its symmetrical separation and placement, as well as the consideration of colour and plant form were unusual. In horticultural terms the gardens have provided rose lovers throughout Australia with the opportunity to contribute to a national project, with the objective of showing the best varieties of Australian grown and overseas roses in a favourable climate.

Although most 19th century colonial botanical gardens had rose gardens, very few survived into the 20th century. However, public access rose gardens are now popular again in Australia and can be found in most states and territories. Prominent are the International Rose Gardens at the Adelaide Botanic Gardens (established 1996), rose gardens at the Royal Botanic Gardens, Sydney and the Royal Botanic Gardens, Melbourne, Morwell Rose Garden, Victoria State Rose Garden Werribee, Benalla Rose Gardens, the rose gardens within the gardens of Old Parliament House, Canberra and the National Rose Gardens of Australia at Woolmers Estate Longford Tasmania (established 2001). Similar to the initial objectives of the National Rose Gardens, ACT, these gardens seek to identify and promote roses best suited to Australian growing conditions and provide information on roses to the general public.

Summary

Parkes Place makes a substantial contribution to the Parliament House Vista conservation area, and the Vista is arguably of outstanding heritage value. The larger 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. Its physical evolution has allowed a tradition of landscape architecture and horticulture to be developed which is unparalleled in any other Australian 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 unusual aspects of its design are significant.

(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

There is no evidence of value under this criterion.

- (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

As noted under Criterion (b), while rose gardens are a class of place, the National Rose Gardens tend to demonstrate distinctive characteristics rather than representative characteristics. Accordingly, there is no evidence of value under this criterion.

(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

Associated Communities

As noted above in Section 4.1, in assessing and identifying community-held aesthetic and social values of Parkes Place, it is important to ascertain which associated communities hold these values. Those communities with potential associations assessed in this social values assessment can be grouped into three main categories:

- the local Canberra community;
- the wider Australian community; and
- more specifically defined communities.

Canberra community

Of these three communities, compelling evidence gathered in the preparation of this report confirms that Parkes Place, including the National Rose Gardens, has strong aesthetic and social values for the **local Canberra community**. The relative strength of this community's attachment to Parkes Place is demonstrated by long, multi-layered and continuing connections, and a high frequency of use of the place. The nature and extent of this significance to the local Canberra community is set out below – first in relation to the place as a whole, against each of the relevant criteria; and second, in identifying the particular components of the study area that embody the identified values. However, as noted below, such values relate to Parkes Place as part of a larger landscape, not as a discrete entity on its own.

Australian community

Sufficient evidence was not gathered to test the possibility for more widely held aesthetic or social significance by a national community.

Other communities

There is some evidence that the National Rose Gardens are of heritage value to the following community organisations: the Horticultural Society of Canberra, National Rose Society, the Australian Garden History Society, and the National Trust of Australia (ACT). Representatives from the Horticultural Society of Canberra and the Australian Garden History Society participated in the focus group, and the National Trust of Australia (ACT) was invited to participate. As well, the President of the National Rose Society and Presidents of each of the State rose societies were sent copies of the survey, with about 50% responding. However, the evidence gathered is not conclusive and further research would be needed to confirm the assessment of social significance for these communities.

Because of this potential social significance, it is recommended that these groups should be added to the list of stakeholders to be consulted about ongoing management of Parkes Place.

Indicators of significance

No indicators for aesthetic value have been established for the Commonwealth or National Heritage Lists 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 and National Heritage criteria, as set out below.

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 by 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 or the size or extent of the community that holds it. It follows that significance to any one definable community or cultural group will be sufficient for establishing 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 the extent of value across communities) is most relevant.

The National Heritage List, however, requires that 'outstanding heritage value to the nation' be established. Measures which establish both a stronger level of aesthetic response, and that this response is widely held, would be required for this threshold. 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 significance.

Aesthetic appreciation of Parkes Place

The following discussion is based on the social value research undertaken as part of this project, especially drawing upon previous heritage assessments (Grey 1997, Marshall and others 2008), and previous component heritage assessments for the King George V Memorial (Freeman Collett & Partners 1994) and the National Rose Gardens (various heritage citations).

Previous heritage studies for the Parliament House Vista, and components of Parkes Place The Parliament House Vista area is itself a large and complex landscape with a range of values related to its history and historic associations, unique evolving design, aesthetic value, creative achievement and social value (Marshall and others 2008). Some of these are of outstanding value to the nation (potential National Heritage) while others are of significant heritage value (Commonwealth Heritage). The evidence gathered by Marshall and others concluded the following aesthetic values, against criterion (e), were held by the Canberra community.

Overall, for its design, beauty and a sense of history, the Canberra community values the Parliament House Vista as a designed landscape which is beautiful and which links them to the history of the place and of Australia. As a *place of order and monuments*, the Canberra community recognises the importance of the formal structure of the Parliament House Vista. The physical experience of the space is powerful and monuments generally intimidate (the comment of a focus group participant) but, for the Canberra community, it is also a space which they can relate to and enjoy on a human level. As well, aesthetically, the Parliament House Vista 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. Aesthetic values specific to the design and setting of the Parliament House Vista were also recognised by the Canberra community, along with the integration of the architectural elements into the Griffins' overall design.

As part of a longer sequence of aligned, open spaces, the importance of Parkes Place in this sense could be interpreted as a contributory element—operating as a void, in a positive sense— within this monumental axial vista from Old Parliament House to the Australian War Memorial and Mount Ainslie behind, as well as back the other way, from the Australian War Memorial, to Old Parliament House and the Australian Parliament House on Capital Hill behind. However, there is no evidence in this study to suggest people consciously compartmentalise the values invested in the larger landscape and attach them to component parts—such as in Parkes Place.

The aesthetic significance of Parkes Place is identified in the earlier conservation management plan for Parkes Place (Gray 1997) relative to criterion (f), for 'the place's importance in demonstrating a high degree of technical achievement...' Similarly, the aesthetic significance identified for the King George V Memorial relates largely to criterion (f).

The Commonwealth Heritage List citation for the National Rose Gardens identifies communityheld aesthetic values under criterion (e), as enhancing the setting to Old Parliament House, and for their aesthetic qualities. Specific attributes identified that embody these values are the beauty of the individual plants and the gardens' public accessibility.

Associated community

Generally, the values identified in these reports are evident for the Canberra community.

While the Parliament House Vista study (Marshall and others 2008) relies to a significant degree on research into community views, in other instances the findings regarding the aesthetic values of Parkes Place (Gray 1997), of the King George V Memorial, and in the citations for Parkes Place and the National Rose Gardens, appear to be based on professional assessments rather than evidence of any community valuing.

Sufficient evidence was not gathered to test the possibility of more widely held aesthetic significance by a national or other defined community.

Aesthetic values from the social values assessment

Data gathered from the *interviews, survey, and focus group* have been analysed against the indicators of aesthetic value set out at the beginning of this section. The results are set out below for the identified associated community—the local Canberra community. The results are then synthesised in an assessment against criterion (e).

(1) The place or attributes within it creates a profound emotional response in communities associated with the place

For the local Canberra community, there is strong evidence that Parkes Place has aesthetic significance as an evocative landscape, expressed in relation to Parkes Place as a powerfully expressive component of a larger landscape representative of Australia's democratic values.

Aesthetically, Parkes Place is also valued by the local Canberra community as a beautiful and serene landscape to be in, as well as providing an important setting for the surrounding buildings.

The strength of aesthetic value is demonstrated in the strong feelings expressed by the local community in support of protecting and conserving the particular aesthetic qualities of the study area such as its peace and tranquillity, as well as the sensory and seasonally dynamic qualities of particular components such as the mature tree collection as a whole, the deciduous trees, and the roses in the National Rose Gardens. This was further evidenced in statements such as,

'I just love being there. It is a place of beauty (specifically set out as part of the parliamentary triangle) and a place of peace and tranquillity. It has places to sit and contemplate, places to walk, places to eat and involved with all of that are people working'

'If you have ever visited the Old Parliament House Rose Gardens in spring you would know! A feast of beauty; perfumes in sensory overload. My oasis in the middle of a busy city. Everyone who visits loves it'

'It is important because it is there! It is a beautiful, open space with deciduous trees and a sense of serenity.' (Survey participant/s)

Further strength of attachment is expressed in the words chosen by participants. 'Love', 'feast of beauty', 'beautiful' and 'important'—all effusive adjectives demonstrating a powerful response to the place by the local Canberra community.

(2) Aesthetic response is evidenced action, creative response or community attitudes

The data gathered did not provide conclusive evidence of community-held aesthetic value relevant to this indicator. Further testing is required.

(3) The place contains outstanding landforms or compositional qualities, eg. colour, form, texture

Compelling evidence of Parkes Place having aesthetic value to the local Canberra community relates to both components of Parkes Places and for its contribution to the larger landscape of the Parliamentary Zone and the Parliament House Vista. No strong evidence was gathered relating specifically to Parkes Place as a defined entity.

Evidence of Parkes Place having aesthetic value to the local Canberra community against this indicator relates to its integral role in the design and vision of the Griffins' plan for the national capital and the coordinated work of those who implemented it, exemplifying the visionary nature of 'our forebears',

'Parkes Place is a major section of the land axis and the first to be constructed. It set the design approach and so formed the basis for all future development of the land axis...'

'...an absolutely outstanding piece of landscaping.'

'A vision from Canberra's foundation, a gift to the Nation to reflect a leisurely garden setting in our harsh environment...' (Survey participant/s)

Aesthetic characteristics particularly valued were the role of Parkes Place in the overall design of Canberra and its part in demonstrating the power of Canberra's planning, through its monumental spaces and axial vista in particular. Also valued were the accessibility of the monumental open spaces as expressions of the democratic and symbolic aspects of Griffin's vision for the national capital.

'Its design and placement and setting enhance the symbol of the capital.'

[these aesthetic qualities] 'enhance... the feeling of importance [and] relevance of a capital site' (Survey participant/s)

Components of Significance within Parkes Place

As well, there is evidence of strong aesthetic values for the component parts of Parkes Place to the local Canberra community. Particular design features and components specifically identified (shown in italics) as having aesthetic value are as follows.

Views, framed vistas, and axial lawns—(in order of value) the vista along the central Land Axis, and 'the monumental feel of this view'. Although less strong, this value also relates to the vista provided by the cross axis between the Treasury and John Gorton Buildings.

'Provides wonderful open vista'

'[I] love the view from the steps of OPH through the site' (Survey participant/s)

The *monumental open spaces*—which contribute to the appreciation of the views, the vista, and the axial lawns.

'Every time I come to work...I am in awe of Parkes Place' (Survey participant/s)

The *framed vistas* of Parkes Place, which also serve to enhance the symbolic value of the national capital, were strongly valued by local Canberrans.

'It is a beautiful open space uncluttered with buildings. This factor enables it to provide extensive vistas of Canberra from many locations.' (Survey participant/s)

The *established mature tree collection*—the tree collection as a whole, for the mature old trees and their trunk textures (with specific mention of the Roman Cypresses), the ability to experience the seasonal effects of the trees as a collection and the patterns of the trees (avenues, rows and clumping, framing the vistas) were separately identified as important aesthetic characteristics for the local Canberra community.

'One of the best areas in Canberra for mature exotic trees.'

'Because the trees in particular are wonderful! Huge and stoic, they have withstood all the varied temperatures of the Limestone Plains...' (Survey participant/s)

The mature tree collection also evoked a strong emotional response from local Canberrans,

'I would hate to see them cut down and replaced'

'Important heritage landmarks' (Survey participant/s)

Intimate spaces alongside the major central and cross axes—valued as contrasting environments providing spaces for relaxing in, enjoying, and experiencing directly on a daily basis.

As *landscape setting*—which Parkes Place provides for Old Parliament House and the city of Canberra.

'It is well laid out and well proportioned and complements Old Parliament House. It reflects the openness of the city – which is fast disappearing elsewhere! Along with Kings Park, the Lake and the Parliamentary triangle generally, it reflects open spaces comparable to any capital cities in the world.' (Survey participant/s)

The *National Rose Gardens*—the colours, fragrance, and beauty of the roses, as well as their symbolic value—as a universal symbol 'of Love, Peace and Happiness'—were identified as important aesthetic characteristics to the local Canberra community.

'Hopefully the National Rose Gardens will continue on for future generations to admire' (Survey participant/s)

Wildlife in the heart of the city-particularly the bird life.

'I love the colonies of chuffs, magpies, and parrots.'

'I love the wildlife, the view, the beauty of the area' (Survey participant/s)

Evidence of the esteem in which particular values are held is evidenced through particularly strong adjectives used in the evidence gathered—'a major section of the land axis', 'absolutely outstanding' (again relating to the Land Axis), with emphasis on particular historic associations being managed and interpreted appropriately, 'must be respected'.

Strength of aesthetic values was further expressed in the words chosen (and used frequently by participants) to express those values: 'beautiful', 'very beautiful', 'beauty', 'unique', 'an integral part of design' (about the cross axes), 'very peaceful' (about the National Rose Gardens), 'my beautiful office!', 'wonderful' (about the open vista and monumental spaces).

Specific components of little to no significance were also identified: the Lobby Restaurant, the Mall Ponds and Fountains.

Summary of aesthetic significance

There is no compelling evidence to suggest that Parkes Place as a discrete entity has aesthetic values to the Canberra community. Parkes Place does not, therefore, meet the threshold for heritage significance in relation to this criterion of the Commonwealth Heritage List.

There is also insufficient data about the views of the wider Australian community on which to base decisions about aesthetic value. The Parliament House Vista and, by extension, Parkes Place, therefore, do not meet the threshold for aesthetic value for the National Heritage List.

Aesthetically, however, 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.

Components of significance within Parkes Place include:

- views, framed vistas, and axial lawns;
- monumental open spaces;
- framed vistas;
- established mature tree collection;
- intimate spaces alongside the major central and cross axes;
- the landscape setting contribution made by Parkes Place to the wider area;
- National Rose Gardens; and
- the wildlife in the area.

(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 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 makes a substantial contribution to the creative achievement of the Parliament House Vista.

National Rose Gardens

At the time of its implementation it was an outstanding project, both in technical and creative achievement because it was the first time that the best of Australian bred roses from across Australia were brought together in the one place. Most states had rose societies. Rose aesthetics were highly refined and rose breeding technology had developed to a very high level. However, this was the first time that all states worked together with a common objective for the benefit of all Australians.

However, the gardens do not currently demonstrate these qualities because of the changes made to the rose plantings through time.

Summary

Parkes Place is significant for its creative achievement.

(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 or National Heritage Lists at the time of writing. Indicators for social significance, previously used for the assessment of National Estate values in the studies conducted as part of the Regional Forest Agreements, have been applied in relation to the thresholds relevant to the Commonwealth Heritage List and National Heritage List. These indicators are as follows.

1) Important 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.

2) 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.

3) Strong or special community attachment developed from long 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.

It is proposed that threshold indicators for the Commonwealth Heritage List are that 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.

Previous assessments of social values of Parkes Place, and the Parliament House Vista

An analysis of the social value of Parkes Place based on previous heritage studies demonstrates that the study area, as part of the broader Parliament House Vista and Parliamentary Zone landscapes, contributes to and shares the social values of these wider landscapes (Marshall and others 2008, Gray 1997 and Freeman Collett & Partners 1994). Parkes Place also derives considerable importance through its relationship to Old Parliament House—as both foreground

setting and stage for major nation-defining events in Australia's political history, cultural life, and national identity—symbolising democracy, national memory, national conscience, and history.

As well, it is valued for some of its individual components, including for its public use, public accessibility and individual components.

Evidence from the analysis of the above sources suggests that Parkes Place is highly valued:

- for its symbolic value, in its own right for its direct associations with social, cultural, and political events of local and national importance, in particular with the establishment of the national capital, and its association with events defining Australia's progression towards nationhood;
- for its symbolic values as part of the wider landscape of the Parliament House Vista in which Parkes Place is located, which is valued by the Canberra community as a place that symbolises commemoration, democracy, national memory, national conscience, and history, with Parkes Place, as setting to Old Parliament House, as a focus for these values;
- for its physical characteristics, which retain an ability to evoke the design vision of the Griffins' plan, and a sense of the democratic role of Parkes Place in Australia's social and political history, thus creating links with the past; and
- it is important as the location for commemorative plantings, including the mature trees and the National Rose Gardens dating back to the 1930s, and the area continues to be a focus of similar activities, of local to minor and major national importance.

Social values assessment

The following discussion is based on the social values research undertaken as part of this project.

1) Important to the community as a landmark, marker or signature

Evidence of values against this indicator shows that Parkes Place is strongly valued by the local Canberra community as an iconic landmark, recognised as a symbol of the national capital, through its relationship with the wider landscapes of the Parliament House Vista and the Parliamentary Zone. As well Parkes Place is strongly valued as a place which has long figured and continues as a backdrop to this community's everyday working, cultural, and social lives.

The larger vista and the monumental spaces within Parkes Place that form an integral part of the vista, are particularly valued by Canberrans as a key element within this iconic landscape. As such, Parkes Place is highly valued by Canberrans for its role in the history of Canberra's planning and design.

These values are inseparable from the values Parkes Place shares with the wider Parliament House Vista landscape.

The local Canberra community strongly values Parkes Place as a place for meeting and gathering, as a democratic space where people have come together historically, and continue to do so, for events of minor and major national significance, for commemorations, festivals, cultural events, and for protest. This symbolic value and importance of the continuing democratic use of Parkes Place was strongly expressed.

Parkes Place is also strongly valued as a reference point in the everyday lives of Canberrans, through long-standing and continuing associations. As such, Parkes Place contributes to the sense of place for the Canberra community.

'A place I take for granted – a place I have travelled and walked through and around all my life. To me it is a comfortable and familiar piece of landscape.'

'It frames my day [time dimension] - before and after work - and lunchtime...'

'A very aesthetically pleasing place providing a calm and quiet oasis amidst the busy-ness of my working day'

'I love seeing people play soccer'

'...a great public space' (Survey participant/s)

The ability to experience these values of Parkes Place was identified by the local community as being strongly related to the ability to use Parkes Place, democratically, on a day-to-day basis or for special events, and for a range of activities.

Further evidence of the social value of Parkes Place against this indicator can be understood in terms of its value as a place where the city is paraded to visitors by locals, and which is widely photographed and appreciated.

'Everyone who visits loves it. Such a great part of Canberra's history.' (Survey participant/s)

Canberrans also particularly valued the Aboriginal Tent Embassy for its continued presence, and as such, representative of the struggles and survival of Aboriginal people embedded in the national conscience. The local community found these values inseparable from the values of Parkes Place.

2) Importance as a reference point in a community's identity or sense of itself

In relation to this indicator, there is strong evidence of the social values of Parkes Place for the local Canberra community for its history, its continuity of use for events of national importance, as a place of protest, and as a place symbolic of democracy (identified particularly in relation to its continued public accessibility as well as in relation to the Aboriginal Tent Embassy), and of the events marking Australia's progression towards nationhood and defining national identity.

Parkes Place is strongly valued by the local community as a place to connect with social, political and cultural history, and historic events, as a commemorative place resonant with historical and social meaning.

'A place to connect with the nation's history or to participate in [national] events such as 'The Sorry' speech this year'

'Parkes Place represents the politically and historically charged setting for OPH [Old Parliament House]'

'Its design and placement enhance the symbol of the capital' (Survey participant/s)

The evidence gathered also captured the sense of history embodied in the wider landscape context of Parkes Place. For Canberrans, this sense of history further engenders feelings of pride and a strong sense of their place in Australian history.

There was a sense of pride expressed by Canberra people in seeing the place experienced, enlivened, and hence given meaning by daily visitors and their appreciation of the vista, reacting to the Aboriginal Tent Embassy, and, although to a slightly lesser extent, interest in and appreciation of the National Rose Gardens.

Canberrans also value Parkes Place as more than just a place of protest, but as a place to initiate conversations, and thereby establishing a democratic tradition of learning and understanding.

'Symbolic of Australia's tolerance/democracy' (Survey participant/s)

The space, calmness, and tranquillity of Parkes Place is also important to Canberrans, which ensures it continues to provide a place of contemplation, reflection and retreat in the midst of city bustle.

'I just love being there. It is a place of beauty (specifically set out as part of the parliamentary triangle) and a place of peace and tranquillity. It has places to sit and contemplate, places to walk, places to eat and involved with all of that are people working. The historical aspect is so important too.' (Survey participant/s)

3) Strong or special community attachment developed from long use or association

In relation to this indicator, there is evidence that Parkes Place is strongly valued by Canberrans who continue its long-standing use as a democratic and public space, for meeting and gathering, and of social inclusion, whether participating in, observing, or reflecting on past events.

'[Parkes Place] filling up with people during the Sorry speech struck a chord'

'Everything important to Canberra goes through Parkes Place'

'Important for public use, either for recreation or protests'

'[A place] where generations of Australians have interacted' (Survey participant/s)

The potential for Parkes Place to hold different meanings for different people and cultural groups, is also recognised as important to the local Canberra community.

Values were expressed in relation to the long history and continuity of use of Parkes Place for political and cultural events of local and national importance; for seasonal occasions such as cultural festivals, national events, political protest; forming a part of their everyday life, through physically being in the place or as the backdrop to their everyday life; and as a place of social amenity and enjoyment for the community, for large scale activities (Canberra Festival, Balloons and Art in the Park, Opera in the Park, for instance), and smaller gatherings (social gatherings, taking visitors, weddings and walks).

'A very aesthetically pleasing place providing a calm and quiet oasis amidst the busy-ness of my working day'

'It frames my day'

'A sense of relationship with the past through...involvement with Canberra Horticultural Society'

'It is a tremendous facility for our department...'

'Enjoyable space to be in. Love seeing it made use of' (Survey participant/s)

Relative strength of value

Relative strength of value is demonstrated through the use of particular emotive words and expressions: 'special', 'great', 'great pleasure', 'great pride', '*love* the views' '*love* seeing it used by so many', 'awe' and 'amazes me'.

Canberrans identified themselves as those who would be affected mostly if there was a major

change to Parkes Place, which further emphasises the strength of the social values held by the local community. It was felt that the wider Australian community would not be concerned until they realised what was lost – their expectation of a vista would result in disappointment.

Particular emotive words and phrases chosen by participants also express the strength of social values,

'I would *hate* to see them cut down and replaced' [trees]

'Important heritage landmarks' [trees]

'I love seeing people play soccer'

"...a great public space"

'Everything important to Canberra goes through Parkes Place'

'I feel strongly that it should be preserved because of its strong political, historical and social values...'

'Strong wish for trees and the walkways through trees to be preserved' (Survey participant/s)

Components of Significance within Parkes Place

The following findings apply to particular components (shown in italics) of Parkes Place.

The *monumental spaces and axial vista*—the larger vista landscape, and the monumental spaces within Parkes Place that form an integral part of the vista, are intensely valued by Canberrans, as a key component within this iconic landscape, and for its role as part of a larger sequence of spaces in the planning and design history of Canberra and the national capital. These values are inseparable from the values Parkes Place shares with the wider Parliament House Vista landscape.

'Provides wonderful open vistas that enhances the feeling of importance/relevance of the capital site'

'Love the view from the steps of OPH [Old Parliament House] through the site' (Survey participant/s)

Use—as a democratic and public space, for meeting and gathering and of social inclusion, whether participating in, observing, or reflecting on past events and continuity of use of Parkes Place for political and cultural events of local and national importance; for seasonal occasions such as cultural festivals, national events, political protest; forming a part of their everyday life, through physically being in the place or as the backdrop to their everyday life; and as a place of social amenity and enjoyment for the community, for large scale activities (Canberra Festival, Balloons and Art in the Park, Opera in the Park, for instance), and smaller gatherings (social gatherings, taking visitors, weddings and walks).

Mature trees—the mature trees are strongly valued by the local Canberra community.

'Love the trees, particularly old cypress trees'

'I would hate to see them cut down and replaced'

'[They are] important heritage landmarks'

'One of the best areas in Canberra for mature exotic trees' (Survey participant/s)

The *National Rose Gardens*—current evidence suggests that members of the Horticultural Society of Canberra value the National Rose Gardens for their historic and continued connection

with the place, for its role in the history of Canberra, and for its strong links with early Canberra horticulture. The National Rose Gardens were identified as a place providing a sense of relationship between the past and the present, through the long and continued involvement of the Horticultural Society of Canberra for its members.

'I enjoy the roses. I learnt to prune across the road'

'A significant place in the history of Canberra and strong links for me with early Canberra horticulture' (Survey participant/s)

Current evidence also suggests the Australian Garden History Society has an interest in the significance and future of the National Rose Gardens. However, due to changes to the gardens over time, the integrity of the Rose Gardens' significance has been compromised in its view. The evidence gathered could not conclusively define social values particular to the Horticulture Society of Canberra or the Australian Garden History Society. Therefore, these values have been considered with values held by the Canberra community. If changes are proposed that may affect the National Rose Gardens, then further consultation with these groups would be appropriate.

Roses—particular roses were identified as important to Canberra residents who provide volunteer assistance in the National Rose Gardens, and to rose society members.

Evidence of the strength of attachment is captured in the results of the survey of National Rose Society and State rose society Presidents, and horticulture volunteers, and in the following value statement – 'If the older roses were replaced I would feel an incredible sense of loss'. As well, the majority of the survey contributors either agreed or strongly agreed that they would feel a profound sense of sorrow if the roses within the National Rose Gardens were lost.

Memorials in Parkes Place—there was no strong evidence of the community valuing particular commemorative plantings (trees or roses). The Roman Cypresses planted by the Empire Parliamentary Association in 1926 were identified as having strong value to the Canberra community for their aesthetic characteristics, as mature trees, rather than their commemorative meaning.

King George V Memorial—apart from aesthetic appreciation by one participant of the Art Deco sculpture of this monument, there was no evidence that the community values this component of Parkes Place.

The *Mall Ponds and fountains*—there was no compelling evidence of these components of Parkes Place having social value.

Integrity and Ambivalence of Aesthetic and Social Values

Tempering the assessment of community-held aesthetic and social values were a range of ambivalent responses to Parkes Place by the local community. On the one hand, the local community felt it should be protected for its strong political, historic, and aesthetic values; yet, on the other, they felt the area was unsuccessful—'a wasted area'—due to a perceived lack of planning and maintenance and a lack of understanding of its values through poor interpretation.

'Sadly rather neglected frequently'

'A bit of a desert at its heart (but I don't want to see a circus there!)'

'It appears shabby and a place you'd rather walk around than want to be in' (Survey participant/s)

Some ambivalence about the heritage values of Parkes Place was expressed by the Canberra community in relation to the seemingly arbitrary study area boundary, which emphasises the importance of Parkes Place as part of the larger Parliament House Vista landscape, of which is it an integral part. This ambivalence was largely expressed in relation to an assessment of heritage values of Parkes Place as an area extracted from its wider landscape context.

'It's a nothing place...with the exception of the four avenues of trees [framing] and the central and cross axes'

'A space between Edward Terrace and OPH [Old Parliament House] when driving past' (Survey participant/s)

Aesthetically, it was also felt that the original design intent of the Griffins and the team of specialists at the former NCDC who implemented the original plan had been compromised, through incremental and uncoordinated change.

Limited fieldwork and issues raised during interviews and focus group suggested that, through a lack of interpretation, gradual changes to the landscape through ad hoc management, and a loss of integrity from the original concept for the National Rose Gardens, the ability of Parkes Place to inform and enlighten visitors remains an unrealised potential.

Negative responses were also expressed in relation to the lack of unified design and co-ordinated planning within the study area, emphasising that this had compromised the significance and design integrity of Parkes Place, as well as the overall design of the larger parliamentary landscape and the design vision of the Griffins plan.

'I feel that it fails in the planning sense' (Survey participant/s)

Summary

There is insufficient data about the views of the wider Australian community on which to base decisions about the social value of Parkes Place against the National Heritage List criterion.

Overall, 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.

The Canberra community strongly values the sense of history and symbolism embodied by

Parkes Place, for the physical evidence (masses, voids and physical structures) it provides of past events and people associated with those events, from its implementation to the present, which engenders in them feelings of pride and a sense of place in Australia's political and social history.

The Canberra community values the contrasting monumental space of Parkes Place with the more intimate spaces which provide peaceful and tranquil spaces for leisure and recreation, for contemplation and personal memory, as well as a venue for social recreation, relaxation, having lunch, sharing with visitors, or just passing through.

The Canberra community also strongly values Parkes Place for its use as a continuing place for meeting and gathering, for protest, for formal public assemblies, for social and cultural activities, for active and passive social recreation, for its public accessibility, as a democratic space at the level of the everyday, and of national symbolic importance.

The potential for Parkes Place to hold different meanings for different people and cultural groups is also of significant value to the Canberra community.

Components of significance within Parkes Place include:

- monumental spaces and axial vista;
- use of the place;
- mature trees;
- National Rose Gardens; and
- roses.

(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

Parkes Place is associated with many notable or outstanding people, including horticulturalists, foresters, landscape designers, landscape architects, planners and architects, all building upon the competition winning design concept for Canberra by the Griffins. In many cases these people are associated because of activities at a broader scale – such as the Griffins.

With regard to the 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.

Person	Association	Special Association?	Important in Australia's History?
Alexander Bruce	Acting Superintendent and then Superintendent of Parks and Gardens 1926-38 (Weston's successor), and President of the Canberra Horticultural Society. Responsible continuing Weston's planting plans for the study area. Worked with the FCC to establish a design brief for the National Rose Gardens and to implement the project.	Parkes Place has a special association with Bruce for his role in the design and establishment of the National Rose Gardens, and for continuing the Weston tree plantings in the study area. Bruce was also responsible for major tree plantings in Canberra, especially at the Woden Cemetery which might also have a special association with him (Pryor & Banks 2001, p. 204; Aitken & Looker 2002, p. 110).	While Bruce is of some interest for his role in the development of the Canberra landscape, this does not seem of sufficient impact to claim he was important in Australia's history.
Walter Burley Griffin	Original lead designer of Canberra including the study area.	The study area shares a special association with Griffin as part of the Parliament House Vista. The Canberra design is Griffin's most important work. The study area is part of the core of the design for Canberra, which 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.	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.
		Taken in isolation from the rest of the Vista, it is harder to argue for a special association given the limited degree to which the parklands portray much of the Griffins' design.	
		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)	
Marion Mahony Griffin	Original contributing designer of Canberra including the study area.	The study area shares a special association with Marion Mahony Griffin, as part of the Parliament House Vista, for reasons similar to those offered regarding Walter Burley Griffin.	Yes, as the contributing designer of the original plan for Canberra as the national capital.

Table 3. Analys	Table 3. Analysis of a range of People with a potential Special Association with the Study Area					
Person	Association	Special Association?	Important in Australia's History?			
Rex Hazlewood	Landscape designer and teacher. Helped Bruce develop the plan for the National Rose Gardens.	Not apparently. Hazlewood designed a rose garden within the Senate Garden at Old Parliament House, apparently prior to his association with the National Rose Garden design. Other known designs include North Parramatta Cemetery and Warwick Farm Racecourse.	Not apparently. A self-taught professional photographer, he served in Europe during World War I. While on leave in England , he spent time studying the English landscape. In the 1920s, he became interested in landscape design and eventually gave up photography to work for his brothers at Hazlewood Brothers Rose and Tree Specialists in Epping, Sydney. He provided landscape design advice, wrote on this subject, and lectured as well. (Aitken & Looker 2002, pp. 292-293; http://www.nationalcapital.gov.au/index.php?option =com_content&view=article&id=232&Itemid=200 &limitstart=4)			
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, tended to build on existing planting, and frequently used circular groupings of trees. Undertook tree thinning and tree replacement in Parkes Place in the late 1940s.	The study area does not appear to have a special association with Pryor although he was responsible for tree thinning and replacement plantings in the area. 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; Aitken & Looker 2002, p. 490)			
Thomas Charles George Weston	Officer-in-Charge, Afforestation Branch, Federal Capital Territory, and other positions, 1913-26, responsible for plantings in Canberra, especially in the study area from 1925.	There are many places in Canberra which share an association with Weston, including Parkes Place. Places with a special association with Weston are likely to be the Parliamentary Zone, Westbourne Woods, Yarralumla Nursery, The Lodge, City Hill, and Haig, Telopea and Collins Parks. (Murphy 1990; Aitken & Looker 2002, pp. 639-640) On this basis, Parkes Place, as part of the Parliamentary Zone, shares a special association with Weston.	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.			

Summary

Based on the analysis above, the study area has significant heritage value for its special associations with Charles Weston.

As part of the Parliament House Vista, Parkes Place also has outstanding value to the nation through sharing a special association with Walter Burley Griffin, and significant heritage value for a special association with Marion Mahony Griffin.

(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 Indigenous heritage value, there is no evidence the overall study area itself has significant or outstanding heritage value under this criterion.

In particular, no new research into or assessment of the Aboriginal Tent Embassy has been undertaken in preparing this plan because of the pending National Heritage nomination.

Summary of Values

Based on the above analysis, the following summary of values is provided. It should be noted this summary varies from the current formal National and Commonwealth Heritage listings.

Table 4. Summary of Values above Thresholds				
Criterion	National Heritage value	Commonwealth Heritage value		
(a)	Parkes Place – Yes, as part of Parliament House Vista	Parkes Place – Yes, as part of Parliament House Vista		
		National Rose Gardens – Yes		
(b)	Parkes Place – Yes, as part of Parliament House Vista	Parkes Place – Yes, as part of Parliament House Vista		
		National Rose Gardens – Yes		
(c)	No	No		
(d)	No	No		
(e)	Parkes Place – Yes, as part of Parliament House Vista	Parkes Place – Yes, as part of Parliament House Vista		
(f)	Parkes Place – Yes, as part of Parliament House Vista	Parkes Place – Yes		
		National Rose Gardens – No		
(g)	No	Parkes Place – Yes		
(h)	Parkes Place – Yes, as part of Parliament House Vista	Parkes Place – Yes		
(i)	No	No		