

7. DEVELOPMENT OF POLICY - OPPORTUNITIES AND CONSTRAINTS

7.1 IMPLICATIONS ARISING FROM SIGNIFICANCE

Based on the statements of significance for Parkes Place, the National Rose Gardens and the significance of individual components presented in Chapter 6, the following management implications arise.

In addition to the general implication to conserve Parkes Place, otherwise conserve the:

- layered landscape, with various phases of plantings;
- high visibility of Parkes Place within the Parliament House Vista;
- associations with Old Parliament House, including Parkes Place as the landscape setting for Old Parliament House;
- National Rose Gardens including formal style, symmetrical separation and placement, colour arrangement and plant form;
- garden rooms containing the rose gardens;
- The Lobby;
- King George V Memorial;
- Aboriginal Tent Embassy;
- central terrace;
- formal arrangement of native trees either side of the Land Axis;
- commemorative tree plantings by the Empire Parliamentary Association in 1926 and the Young Australia League in 1927;
- design function of Parkes Place in the larger design for and landscape of the national capital;
- monumental spaces and open framed vistas which contribute to the broader Parliament House Vista landscape;
- monumental spaces – the central Land Axis and cross axis;
- contrast between the monumental spaces (the central Land Axis and cross axis) and intimate spaces (the National Rose Gardens, the avenues of trees);
- tree collection as a whole for its variety, for the mature old trees, in particular the Roman Cypress (*Cupressus sempervirens*), for the trunk textures of the mature trees, the seasonal effects of the mature exotic tree collection, the variety of deciduous, evergreen, and native species, the patterns of the trees (avenues, rows and clumping, framing the vistas);
- colour, fragrance, and beauty of the roses in the National Rose Gardens as a whole;
- appeal of the area for birdlife;
- peace and tranquillity of Parkes Place;
- formal arrangement of spaces;
- vistas, including the contribution of extensive lawn areas and ornamental ponds;
- large trees, including exotic and native, evergreen and deciduous, broadleaf and coniferous, to establish structure, mark nodes, frame vistas, enclose spaces and reflect the seasons;
- ability to participate in and observe the place enlivened by people through a variety of uses, public events, social and cultural activities, for meeting and gathering in large and small groups, from major symbolic and nation-defining events to everyday enjoyment by

- local Canberra people, tourists and visiting school children;
- layers of Australia's political, cultural, and social history, enacted and continuing within the monumental spaces of Parkes Place in the foreground of Old Parliament House;
- public accessibility; and
- plantings associated with Weston.

With regard to the National Rose Gardens, conserve the:

- National Rose Gardens generally;
- rose use;
- public access;
- distinctive circular design in the formal style, its symmetrical separation and placement, as well as the colour and plant form; and
- visual containment by trees.

With regard to the John Gorton Building, conserve the:

- prominent and strategic location flanking the Land Axis;
- balancing mass with the Treasury Building, across the central lawns of the Land Axis and Parkes Place; and
- contribution to the planned aesthetic qualities of the Parliamentary Zone.

With regard to King George V Memorial, conserve the:

- contribution as a framing element on one side of the Land Axis corridor.

With regard to Old Parliament House, conserve the:

- front façade of Old Parliament House and the immediate grassed area to its north in Parkes Place;
- curtilage of OPH forming the central feature of a precinct which includes the National Rose Gardens;
- Old Parliament House as an iconic national landmark, read as part of the Land Axis vista and as part of the planned aesthetic qualities of the Parliamentary Zone;
- Old Parliament House as a major component of public and familiar views of Canberra, including those from within and across Parkes Place;
- contribution as a viewpoint towards the Australian War Memorial and in the other direction towards new Parliament House, being views from within and across Parkes Place; and
- the modest scale and aesthetic qualities of OPH, and the open landscaping and gardens between the building and the lake, including Parkes Place.

With regard to the Treasury Building, conserve the:

- location within the Parliamentary Zone; and
- design and siting relationship to the John Gorton Building.

These implications do not automatically lead to a given conservation policy in Chapter 8. There are a range of other factors that must also be considered in the development of the policy, and these are considered in the rest of this chapter. Such factors may modify the implications listed above to produce a different policy outcome.

It should be stressed that implications relating to the individual components, apart from the National Rose Gardens, are only those which relate to the broader landscape of the parklands. The existing specific heritage studies for these places include a range of other values and

attributes which, in turn, lead to additional implications for the comprehensive conservation of these places.

7.2 LEGISLATIVE REQUIREMENTS

The management of Parkes Place operates within a legislative and quasi-legislative framework which includes the:

- *Parliament Act 1974*;
- *Australian Capital Territory (Planning and Land Management) Act 1988*;
- *Environment Protection and Biodiversity Conservation Act 1999*;
- *Disability Discrimination Act 1992*; and
- *Building Code of Australia*.

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

Parliament Act 1974

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

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

Australian Capital Territory (Planning and Land Management) Act 1988

The Act establishes the National Capital Authority, and requires the NCA to prepare and administer a *National Capital Plan* (National Capital Authority 2002a). The *National Capital Plan* defines Designated Areas and sets out detailed policies for land use and detailed conditions for planning, design and development within them. Works approval must be obtained from the NCA for all ‘works’ proposed within a Designated Area.

Parkes Place is within the Central National Area – the Parliamentary Zone. The Central National Area is a Designated Area as defined in the *National Capital Plan*. Therefore all ‘works’ affecting the area require written approval from the NCA.

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

National Capital Authority and National Capital Plan

The object of the plan (National Capital Authority 2002a) is to ensure that Canberra and the ACT are planned and developed in accordance with their national significance. In particular, the plan seeks to preserve and enhance the special characteristics and those qualities of the National Capital which are of national significance.

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

- new buildings or structures;
- installation of sculpture;

- landscaping;
- excavation;
- tree felling; and
- demolition.

Specific relevant sections of the plan include:

- principles and policies for the Parliamentary Zone and its Setting (*National Capital Plan*, Sections 1.1.2 and 1.1.3);
- detailed conditions of planning, design and development (NCP, Section 1.4);
- heritage (NCP, Chapter 10);
- design and siting conditions for buildings other than detached houses (NCP, Appendix H, Part 2);
- design and siting conditions for signs (NCP, Appendix H, Part 3); and
- master plan for the Parliamentary Zone (NCP, Appendix T.6).

Key extracts from the plan are reproduced at Appendix E.

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

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

Key principles and policies

Key principles provided in the plan include,

‘The planning and development of the National Capital will seek to respect and enhance the main principles of Walter Burley Griffin's formally adopted plan for Canberra...

The Parliamentary Zone and its setting remain the heart of the National Capital. In this area, priority will be given to the development of buildings and associated structures which have activities and functions that symbolise the Capital and through it the nation. Other developments in the area should be sited and designed to support the prominence of these national functions and reinforce the character of the area.’ (NCA 2002a, Section 1.1.2)

It also provides a number of policies, of which the key ones are as follows.

‘Major national functions and activities that are closely connected with workings of Parliament or are of major national significance should be located in or adjacent to the National Triangle...

The preferred uses in the Parliamentary Zone are those that arise from its role as the physical manifestation of Australian democratic government and as the home of the nation's most important cultural and judicial institutions and symbols. The highest standards of architecture will be sought for buildings located in the Parliamentary Zone.’ (NCA 2002a, Section 1.1.3)

Land uses

Land use in Parkes Place is mostly zoned National Capital Use, with the Lobby Restaurant site zoned Commercial. The two foot paths running between King George Terrace and King Edward Terrace are zoned Road. (NCA 2002a, p. 33, reproduced in Appendix E as Figure 5)

Parliamentary Zone master plan

A master plan for the Parliamentary Zone is also provided in the *National Capital Plan* (NCA 2002a, Appendix T6, reproduced at Appendix E). Key objectives specified are to:

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

The master plan provides for the creation of campuses or identifiable precincts within the Parliamentary Zone, it provides greater guidance on land uses, and deals with roads, traffic, pedestrian paths, orientation, interpretation and tree planting. It also provides an indicative development plan which is reproduced below. For convenience, this may be compared with a 2001 plan of the zone which is also below.

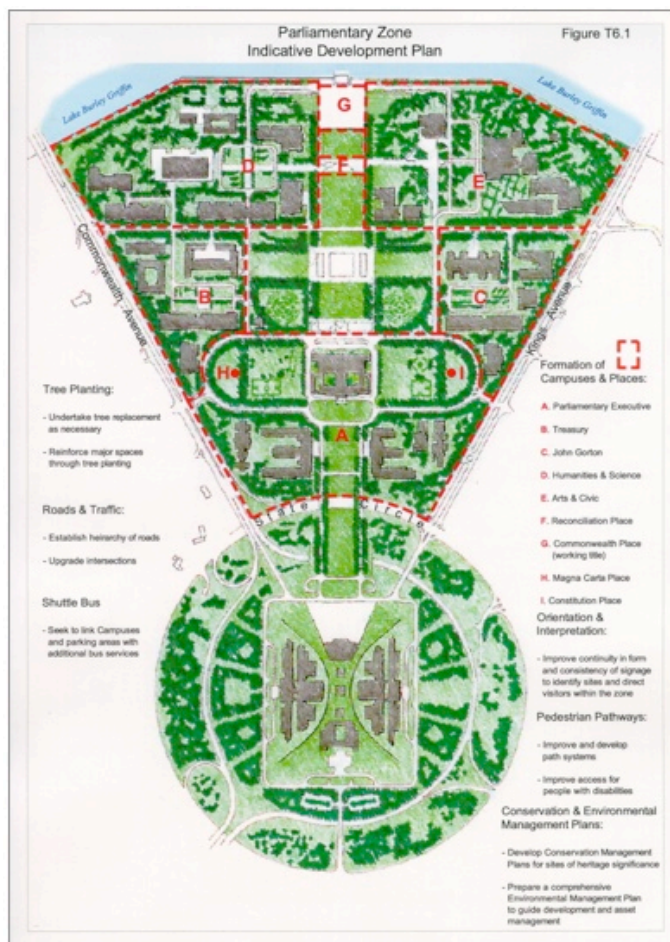


Figure 79. Indicative development plan for the Parliamentary Zone

Source: Figure T6.1 in the *National Capital Plan*

Note: A larger version of this plan is reproduced in Appendix E.

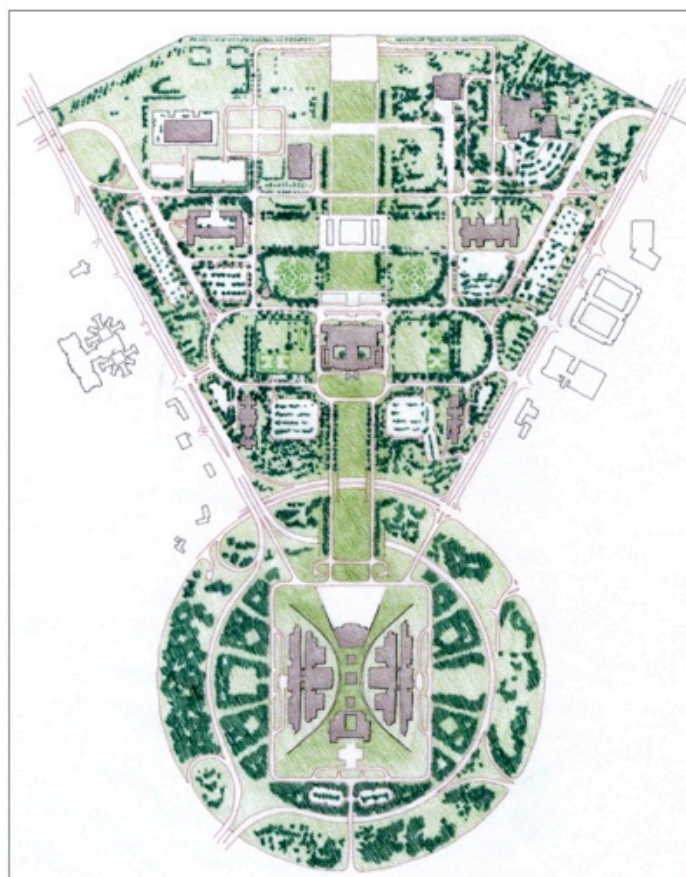


Figure 80. Plan of the Parliamentary Zone in 2001

Source: National Capital Authority 2000a, p. 58

Two additional figures are provided below which further explain key organisational principles and the proposed campuses.

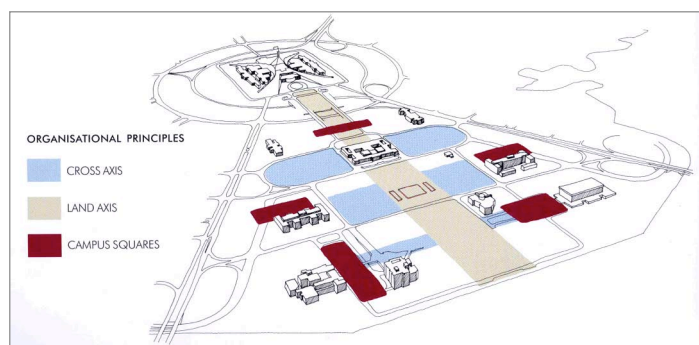


Figure 81. Proposed Organisational Principles of the Parliamentary Zone including Campuses and Axes

Source: National Capital Authority 2000a, p. 14

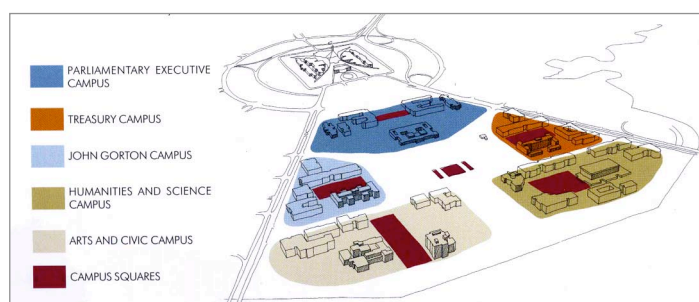


Figure 82. Proposed Campuses

Source: National Capital Authority 2000a, p. 32

Griffin Legacy

The Griffin Legacy is a major initiative of the NCA and presents a new plan for the Central National Area and its approaches (Information in this section is drawn from National Capital Authority 2007a-2007d;

http://www.nationalcapital.gov.au/understanding/griffin_legacy/index.asp; and National Capital Authority 2004). Its aims are:

- to appraise the Griffins' Plan and its relevance to the planning and development of Canberra, the nation's capital, in the 21st century;
- to extend the Griffin Legacy through a series of Strategic Initiatives which restore, where possible, the spirit and intent of the Griffins' Plan;
- to provide an integrated framework (between the Commonwealth and ACT governments) for planning initiatives in the central areas and approach routes of the National Capital; and
- to protect the integrity of the Griffins' Plan, recognising its stature as a work of both national and international significance.

The initiative has generated a series of strategic proposals to guide city revitalisation and improve links to public attractions and open spaces. These strategies include enhancements to public waterfronts and improved public transport. The most ambitious components include the development of Constitution Avenue, City Hill and the extension of the city to a new waterfront esplanade at West Basin.

While the Griffin Legacy proposals generally affect areas some distance from Parkes Place, there are general principles relevant to the study area. These are reflected in the following figures.

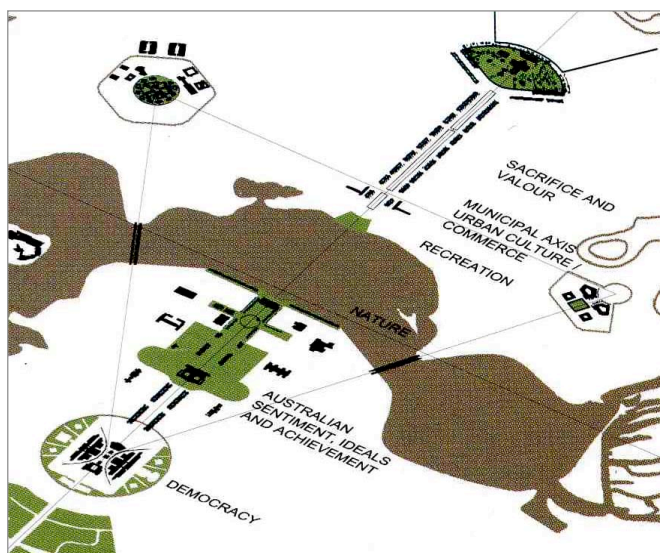


Figure 83. Proposed symbolism – Griffin Legacy

Source: National Capital Authority 2004, p. 157

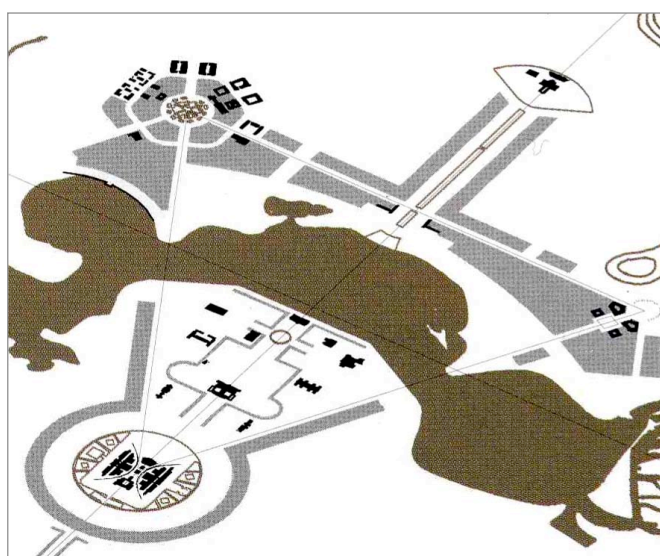


Figure 84. Proposed urban form – Griffin Legacy

Source: National Capital Authority 2004, p. 157

Environment Protection and Biodiversity Conservation Act 1999

This Act has certain relevant provisions relating to heritage places generally, and especially relating to places on the Commonwealth Heritage List. Parkes Place is part of the Parliament House Vista conservation area which is entered in the Commonwealth Heritage List. In addition, the King George V Memorial and National Rose Gardens are also individually entered on the Commonwealth Heritage List.

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

The Act provides that actions:

- taken on Commonwealth land which are likely to have a significant impact on the environment will require the approval of the Minister for Sustainability, Environment, Water, Population and Communities;
- taken outside Commonwealth land which are likely to have a significant impact on the environment on Commonwealth land, will require the approval of the Minister; and

- taken by the Commonwealth or its agencies which are likely to have a significant impact on the environment anywhere will require approval by the Minister.

Significant impact is defined as follows.

‘A ‘significant impact’ is an impact which is important, notable, or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the intensity, duration, magnitude and geographic extent of the impacts. You should consider all of these factors when determining whether an action is likely to have a significant impact on the environment.’ (DEH 2006, p. 5)

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

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

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

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

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

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

Other specific heritage provisions under the Act include:

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

Parkes Place is not on the National Heritage List although it is possible it may be listed in future as part of the Parliament House Vista. The specific provisions in the EPBC Act related to National Heritage would therefore apply if listing took place.

The EPBC Act is complex and the implications of some aspects are not entirely clear. Given this situation, and that significant penalties can apply to breaches of the Act, a cautious approach seems prudent.

Commonwealth Heritage Listing

As noted above, this list is established under the EPBC Act. Parkes Place is listed as part of the Parliament House Vista on the Commonwealth Heritage List, and there are several individually listed places within the parklands (see Appendix A for the Commonwealth Heritage List citation for the Vista). (This Section is based on <http://www.environment.gov.au/heritage/publications/factsheets/general.html>)

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

- develop a heritage strategy;
- develop a register of places under their control that are considered to have Commonwealth Heritage values;
- develop a management plan to manage places on the Commonwealth Heritage List consistent with the Commonwealth Heritage management principles and management plan requirements prescribed in regulations to the Act; and
- ensure the ongoing protection of the Commonwealth Heritage values of the place when selling or leasing a Commonwealth Heritage place.

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

Guidelines for management plans prepared by the Department of Sustainability, Environment, Water, Population and Communities are available and have been used in the preparation of this plan (Department of the Environment & Heritage 2006). A plan is not formally required under the Act for Parkes Place itself. The listed place is the Parliament House Vista, and another plan is being developed for the larger area. The Vista plan will meet the statutory obligation. None the less, this plan is the statutory management plan for the National Rose Gardens. In addition, this plan for Parkes Place is intended to provide more detailed guidance than is possible in the Vista plan, and the Parkes Place plan must be consistent with the Vista plan.

This plan has been developed consistent with the requirements of the Act, and Appendix I records how this heritage management plan complies with the various EPBC Act requirements.

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

This plan takes into account the existing Commonwealth Heritage values of the study area, and provides for the conservation of formally identified attributes. To the extent that the plan provides a refined understanding of the heritage values of the area, it generally encompasses the existing Commonwealth Heritage values and expands or extends the values. A table in Appendix I notes the heritage management plan policies and strategies which are relevant to the conservation of the attributes.

If the Parliament House Vista as a whole is ever placed on the National Heritage List then this would involve certain additional obligations.

A summary of the statutory and other heritage listings relevant to Parkes Place is provided in the following table.

Table 6. Heritage Listings relevant to Parkes Place	
List and Places	Listing Body and Implications
National Heritage List	
Aboriginal Tent Embassy (Nominated only)	Minister for Sustainability, Environment, Water, Population and Communities. Places are subject to statutory protection and other measures under the EPBC Act 1999.
Commonwealth Heritage List	
King George V Memorial National Rose Gardens Parliament House Vista	Minister for Sustainability, Environment, Water, Population and Communities. Places are subject to statutory protection and other measures under the EPBC Act 1999.
Register of the National Estate	
Aboriginal Embassy Site King George V Memorial Lobby Restaurant National Rose Gardens Parliament House Vista	Australian Heritage Council. Places are subject to statutory protection under the EPBC Act 1999.
ACT Heritage Register	
Aboriginal Tent Embassy (Nominated only) King George V Memorial (Nominated only) National Rose Gardens Parliament House Vista (Nominated only)	ACT Heritage Council. Although a statutory list with protective powers, no such powers would apply as the places are only nominated. In any event, listing would not directly invoke the protective powers, though it may do so indirectly through the powers exercised by the National Capital Authority in accordance with Chapter 10 of the <i>National Capital Plan</i> .
National Trust of Australia (ACT) List of Classified & Registered Places	
King George V Memorial National Rose Gardens Parliamentary Zone	National Trust of Australia (ACT). Community listing with no statutory provisions.

Disability Discrimination Act 1992

The objectives of this Act include to eliminate, as far as possible, discrimination against persons on the ground of disability in the areas of:

- work;
- access to premises; and
- the provision of goods, facilities and services. (Subsection 3(a))

Accordingly, the NCA is bound to meet these objectives as far as is possible. In the case of Parkes Place, they relate to visitors.

Building Code of Australia

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

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

7.3 STAKEHOLDERS

There are a range of known or likely stakeholders in Parkes Place including:

- Aboriginal stakeholders;
- rose societies formerly or currently associated with the National Rose Gardens;
- groups who use the area for sports or recreation (eg. office workers from the John Gorton Building and Treasury Building);
- the range of other users/user groups of and visitors to the area;
- the lessee of the Lobby Restaurant;
- those people who hold moral rights regarding the architecture and landscape architecture in the area;
- Department of Finance and Deregulation;
- ACT Heritage Council;
- National Trust of Australia (ACT);
- Walter Burley Griffin Society;
- Australian Institute of Architects;
- Australian Institute of Landscape Architects;
- Planning Institute of Australia (ACT Division);
- Department of Sustainability, Environment, Water, Population and Communities; and
- Australian Heritage Council.

The interests of some of these stakeholders are related to legislation which is separately described in the previous section. The following text provides a brief description of the interests of the other stakeholders listed above. In many cases the information presented has been drawn from consultations undertaken as part of the Parliament House Vista heritage management plan.

Aboriginal Stakeholders

Parliament House Vista

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;
- Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunnawal Area (formerly the Ngunnawal Aboriginal Corporation);
- Little Gudgenby River Tribal Council; and
- Ngarigu Currawong Clan.

At the time that consultations were undertaken, as part of a Parliament House Vista study, there were three RAOs. Since then, there has been a name change for one organisation, reflected above, and one new organisation has formed. None the less, the people involved remain essentially the same.

No specific consultations were subsequently undertaken regarding Parkes Place.

The management of possible Aboriginal heritage values within the Parliament House Vista, including Parkes Place, was discussed with representatives of the Buru Ngunawal Aboriginal Corporation and Little Gudgenby River Tribal Council. A number of attempts were made to contact the Consultative Body Aboriginal Corporation on Indigenous Land and Artefacts in the Ngunnawal Area however these proved unsuccessful. The nature of the 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

No consultations were undertaken with stakeholders in the Aboriginal Tent Embassy. No doubt the RAOs noted above would be stakeholders in this site as well.

Rose Societies

There is the National Rose Society of Australia as well as societies in Queensland, NSW, Victoria, South Australia and Western Australia. In general terms, these societies seek to encourage, improve and extend the cultivation of the rose in Australia, as well as the promotion and enjoyment of all types of roses.

As noted in the overview history above, the then State rose societies were actively involved in the founding and ongoing care of the National Rose Gardens.

The views of the rose societies are reflected in the social value research undertaken for this plan (see Sections 4.1 and 4.2, and Chapter 5). In general terms, the rose societies value the National Rose Gardens and are very interested in their current and future management.

Groups who use the area for Sports or Recreation

There are a range of groups who use Parkes Place for sport and recreation. Many are office workers from the John Gorton Building and Treasury Building who use the open lawns in the cross-axis between the two buildings. In addition, the main reflection pond is occasionally used for fly-fishing practice.

Other users and visitors

Parkes Place attracts a wide range of people for a variety of reasons. Many of these include the

stakeholders discussed in this section. In addition, there are other users and visitors who come to the parklands for reasons such as:

- car displays on lawn areas;
- weddings and other functions in the rose gardens; and
- sight-seeing, picnics, walking, jogging, roller-blading and bicycling.

Some stakeholders discussed elsewhere in this section may also partake of these activities.

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.

Lessee of the Lobby Restaurant

This lessee operate a restaurant in this building as well as a café in the attached temporary structure.

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.

Moral Rights Holders

There are a range of architects, landscape architects and artists who may hold moral rights over parts of Parkes Place. It is not clear whether there are any designers who hold such rights over the whole area.

The list of potential moral rights holders has not been researched.

Department of Finance and Deregulation

The Department is the owner of both the Treasury and John Gorton Buildings which are identified as contributory places within this plan. The Department has an important role and responsibility to conserve and protect the Commonwealth Heritage values of the John Gorton Building and the management of heritage values of the Treasury Building. These buildings also form part of the values of the Commonwealth Heritage listed the Parliament House Vista. The

Department appreciates the opportunity to work collaboratively with other key parties who own and manage assets within the study area.

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 Parkes Place, at least as part of an important heritage place in Canberra. The Council also has one registration and several nominations to the ACT Heritage Register for several components in the parklands, as well as for the larger Parliament House Vista area.

The Council routinely requests the opportunity to comment on draft conservation management plans for heritage places in the ACT, even those where it has no legislative role.

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 classified the Parliamentary Zone as well as several individual places within Parkes Place.

Key general issues and interests of the Trust in area, raised during consultations for the Parliament House Vista, include:

- all the National Trust classified and recorded places in Parkes Place;
- the landscape setting;
- Griffin and Garden City issues;
- that heritage values are not eroded by NCA processes or the Joint Standing Committee's attitude;
- that social values may not yet be 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 Parliament House Vista area and protect them; and
- the need for coordination between the range of studies considering issues related to the area (Eric Martin and Paul Cohen, personal communication, 18 May 2007).

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 is concerned about the future of the Parliament House Vista area, including Parkes Place, and this is demonstrated by its extensive involvement in commenting on the Griffin Legacy proposals. Various chapters of the Society have provided extensive critiques of amendments to the *National Capital Plan* arising from the Griffin Legacy initiative, including comments relevant to the study area about:

- the need to determine the heritage values of the Parliament House Vista; and
- adoption of sustainable development principles (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 relevant to Parkes Place include:

- upholding Griffin's precepts regarding the representation and clear definition of Australia's constitutional federation, institutions and city facilities in the design of Canberra; and
- ensuring a high quality of the design and construction of buildings, landscapes and other features in the area (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 Twentieth Century Architecture Committee has not yet identified any significant individual architectural work in Parkes Place – the only real candidate being the Lobby Restaurant. This situation may change in future. The Committee does not usually deal with planning or landscape matters at a broad scale.

None the less, the AIA (ACT Chapter) offered comments during consultations for the Parliament House Vista study, including:

- the Land Axis should be left open and free of structures;
- as part of achieving the Griffins proposed urban form, consideration should be given to promoting built forms rather than replacing trees on all occasions; and
- there should be no visual break between the lake and adjacent parklands by the installation of barriers, structures and the like (Graeme Trickett & Eric Martin, personal communication, 6 August 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, including the parklands, it has acknowledged the heritage values of several individual components of the area (for example Aspen Island), and the need for management to conserve their heritage values.

AILA issued a statement in 2006 about the Parliamentary Zone which is relevant, 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 relevant issues for AILA, expressed about the Parliament House Vista, 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.

PIA supported the preparation of a conservation management plan for the Parliament House Vista area, and was interested to see how the plan deals with the overall area on the one hand, and its components on the other (Paul Cohen, personal communication, 18 May 2007).

7.4 MANAGEMENT CONTEXT, REQUIREMENTS AND ASPIRATIONS

This section deals with:

- current NCA management structure and systems;
- management issues for certain specific components;
- uses and users of Parkes Place;
- interpretation; and
- management issues, future requirements and aspirations.

Current NCA Management Structure and Systems

Parkes Place is the responsibility of and managed by the National Capital Authority. In addition, the Lobby Restaurant is under the direct and day to day management of the commercial lessee.

The management by the National Capital Authority is discussed below.

General management framework

The NCA is an Australian Government statutory authority established under the *Australian Capital Territory (Planning and Land Management) Act 1988*. This Act is briefly described in the legislation section above, especially with regard to the *National Capital Plan* and the development control role of the NCA.

The NCA undertakes design, development and asset management for some of the National Capital's most culturally significant landscapes and national attractions, including the parklands, as well as for other assets located on National Land. In managing these assets the NCA must ensure that they are created, maintained, replaced or restored to:

- enhance and protect the unique qualities of the National Capital; and
- support activities and events which foster an awareness of Canberra as the National Capital.

The NCA has an asset management strategy linked to its corporate plan and operational activities. The strategy:

- provides the framework for the NCA's decision-making about the creation of new assets and the care of existing assets; and
- guides decision-making about the level and standard of care required for assets.

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

The NCA has a management structure relevant to Parkes Place. In the 2008-09 financial year the NCA's expenditure was \$16 million and it had 60 employees.

Day-to-day management, operation and maintenance

The parklands are maintained under various contracts managed by the National Capital Estate Unit. These contracts are for various components or classes of work, and relate to the:

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

The NCA has appointed a managing contractor for the maintenance of all its buildings and infrastructure, which includes those in Parkes Place.

Capital works

The National Capital Projects Unit is responsible for major projects involving NCA assets. The NCA's Capital Management Policy deals with the identification, funding and programming of the Capital Works Program for the replacement and refurbishment of existing assets. The policy outlines a range of objectives, and to achieve this policy, the NCA has a Capital Management Plan.

Works approval

The Planning & Urban Design Unit has a role in providing works approval. Such approvals under the *National Capital Plan* are discussed in Section 7.2 above.

Conservation management plans and other key planning documents relevant to Parkes Place

A conservation management plan has previously been prepared for Parkes Place (Gray 1997). The current plan has drawn upon this earlier CMP. Key/major proposals or changes advocated in the 1997 plan include:

- progressively reconstruct, as nearly as practicable, the tree planting in the original scheme;
- progressively adapt the tree planting scheme to the new re-aligned positions of King Edward Terrace, and Parkes Place West and East Roads, so that it is consistent with the landscape design objectives of the original tree planting scheme;
- reconstruct the commemorative Roman cypress plantings and removing competing trees;
- preserve, as nearly as practicable, the National Rose Gardens in their present form so that they are consistent with the original design objectives for the scheme and adapt climbing frames for improved presentation of climbing roses;
- adapt the central vista on selected occasions through introduction of tulip and other annual displays;
- adapt the peripheral path system by the insertion of additional sections of path adjacent to peripheral roads, including the reconstruction as far as practicable of the original curved broad pathways at the south-west and south-east corners of Parkes Place;
- reconstruct the north-south path system by the addition, on the northern extremities, of short connections to the peripheral paths along King Edward Terrace; and
- adapt the path system to facilitate improved access and interpretation opportunities for disabled and aged persons for the National Rose Gardens and connections with the path system for the Old Parliament House gardens.

The long term vision for Parkes Place proposed by Gray is shown below.

A tree report was prepared for the Parliamentary Zone, and other areas, in 2004 (Geoff Butler & Associates, key extracts are reproduced at Appendix F). This report provided a snapshot of the condition of the trees in Parkes Place, as well as recommendations for future management including removals and replacements. The 2004 report seems not to have considered the findings of the 1997 CMP. The 2004 recommendations appear to be more conservative than the 1997 CMP in some ways.

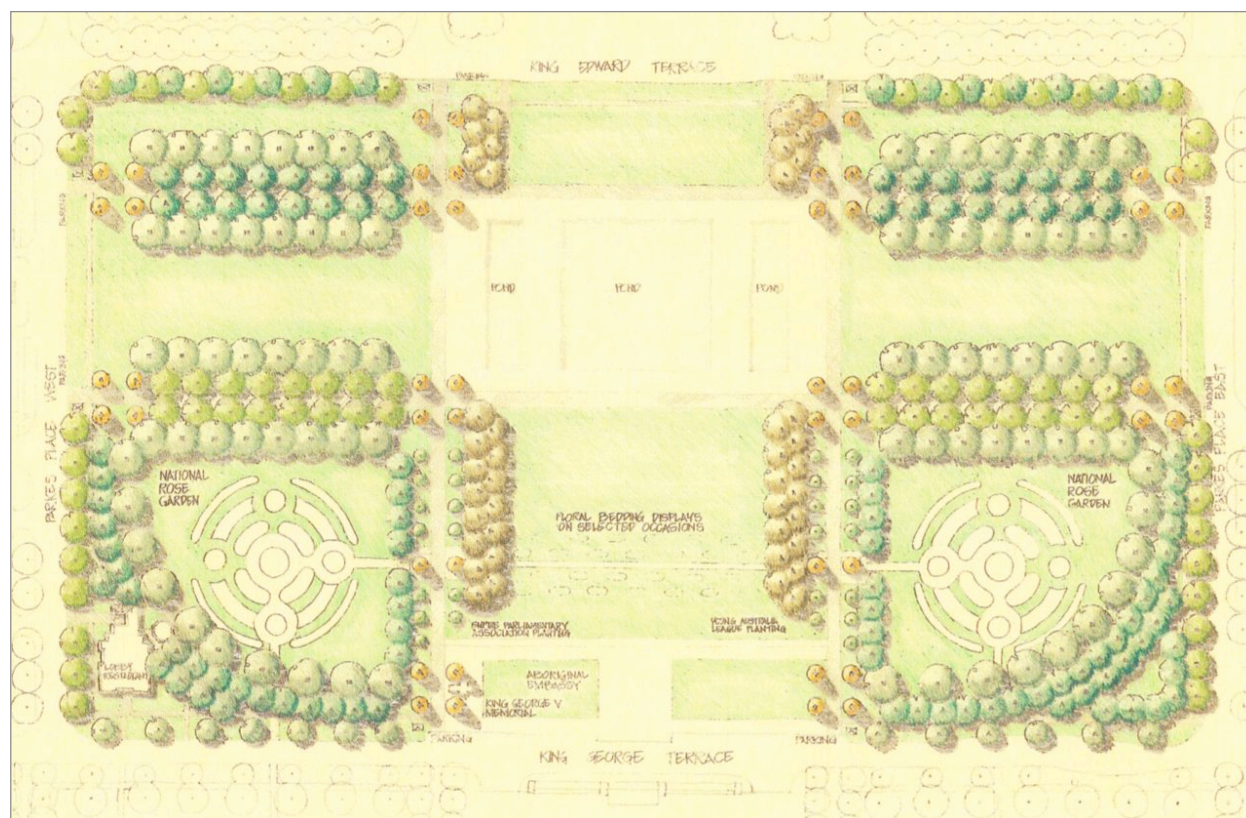
A heritage management plan has been prepared for the Parliament House Vista which includes Parkes Place (Marshall and others 2008). This plan provides binding policies and strategies for the Vista. Accordingly, this heritage management plan for Parkes Place must be consistent with the plan for the Vista. This is reflected in the policies and strategies provided in Section 8.3 below.

Another layer of management guidance for one significant place within the area includes a

conservation management plan for the King George V Memorial (Freeman Collett & Partners 1994). This memorial is the responsibility of the NCA. A summary of key policies or issues from the memorial plan which are relevant to the broader focus of this report for Parkes Place is provided in Section 8.3 below. In addition, conservation of the specific heritage values of the memorial is an imperative of its plan.

Figure 85. A Vision for Parkes Place in 2040 based on Gray 1997

Source: Gray 1997, p. iii



Tree management

The NCA has a database and GIS of trees in the study area.

Uses and Users of Parkes Place

The study area is used by a wide range of users for an equally wide range of uses. Some of these are tied to specific components in the parklands, such as the rose gardens and open lawn areas. Some of these uses have formed strong associations that are now recognised as part of the significance of the study area.



Figure 86. Car display on the cross-axis lawns in front of the Treasury Building

Source: Duncan Marshall

The range of users and uses is generally described in the preceding section about stakeholders. Examples of uses include car displays, weddings, sport, picnics, protest, camping and sight-seeing.

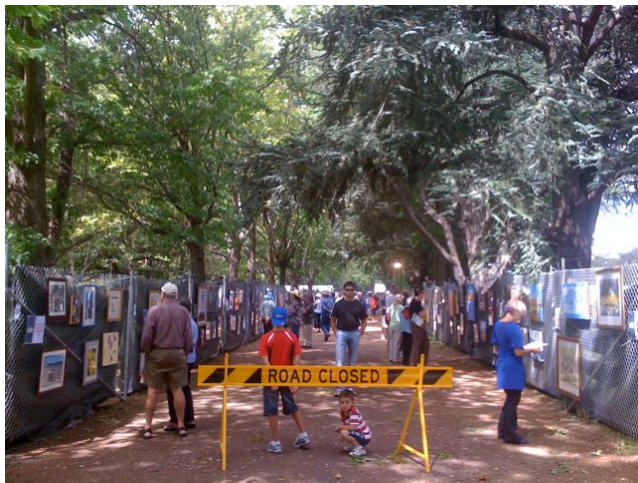


Figure 87. Art show along internal roadway in Parkes Place

Source: Duncan Marshall 2009

Interpretation

Parkes Place is home to some public attractions including the National Rose Gardens, King George V Memorial and the Aboriginal Tent Embassy. The area and components of the landscape are also substantial attractions. These various components and the overall area are part of a range of interpretive programs run by the National Capital Authority, and promoted otherwise such as by the Australian Capital Tourism Corporation.

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

- a self-guided walking tour, the Magna Carta Walk;
- the National Capital Exhibition at Regatta Point; and
- the NCA's own website including the Virtual Canberra component.

The National Rose Gardens in particular seem to feature in tourism material provided by a range of sources.

Key Management Issues, Future Requirements and Aspirations

Overview

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

Management issues include:

- tree management including replacement plantings (discussed separately below);
- the future form and character of the Aboriginal Tent Embassy;
- the standard of maintenance in the area, noting the landscape in some areas is better maintained than other areas;
- the siting of the King George V Memorial (discussed separately below);
- the encroachment of the Lobby Restaurant café component onto the western edge of the National Rose Gardens (discussed separately below);
- the ageing/deterioration of some hard landscaping finishes;
- development and implementation of a masterplan for the parklands;
- environmental sustainability of the landscape, including water use and weed management;
- access for visitors, including by public and private transport, by car and bus, as well as access across lawn areas for wheelchairs and strollers;
- parking for visitors, including the problem of the use of nearby carparks by office workers, bus parking, parking related to major events, and parking within the study area itself;
- facilities for visitors (eg. toilets and food outlets);
- lighting of the area including individual components (eg. the memorial);
- signage, including commercial and advertising signs associated with commercial operations;
- major temporary events; and
- construction-phase impacts.



Figure 88. Illegal parking under trees within the study area related to a major event nearby

Source: Duncan Marshall 2008

Tree management and replacement

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

- weaknesses in some parts of the overall framework of plantings;
- tree health in some cases;
- the ongoing dry conditions in Canberra and the impact on mature trees and possible replacements;
- gaps in plantings;
- the ageing of the trees; and
- the extent of tree maintenance works given the extensive treescape.

A particularly difficult issue is that of tree replacement in the case of mass or row plantings which are performing poorly or are at the end of their lives. Removing and replacing large numbers of trees can have a dramatic impact on the landscape, which may in turn lead to stakeholder and community concern. While there may be a range of replacement options, these often involve a trade-off between minimising short term impacts and achieving long term goals (see for example the discussion in Geoff Butler & Associates 2004). The approach taken in Gray (1997) appears mindful of this issue.

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

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

Siting of the King George V Memorial

The conservation management plan for the memorial identifies a major problem with the current siting (Freeman Collett & Partners 1994, volume 3, pp. 3-6). In essence the memorial is located too close to the axial poplar plantings. The plan proposes the memorial be relocated to a more appropriate site to enable the poplar plantings to be unimpeded (Freeman Collett & Partners 1994, volume 3, p. 9). The only comment about the new siting is that it should be close to Old Parliament House.

This raises two issues – the potential removal of the memorial from its current site in Parkes Place, and possibly its relocation elsewhere in the study area. It is also possible the memorial could be relocated outside the area.

At this stage there is action being taken to implement the relocation.

It is also worth noting that a new management plan will be developed at some future stage in compliance with the EPBC Act obligations. At that time, this major issue will no doubt be revisited, and the outcome is not certain. That is, a different policy may be recommended.

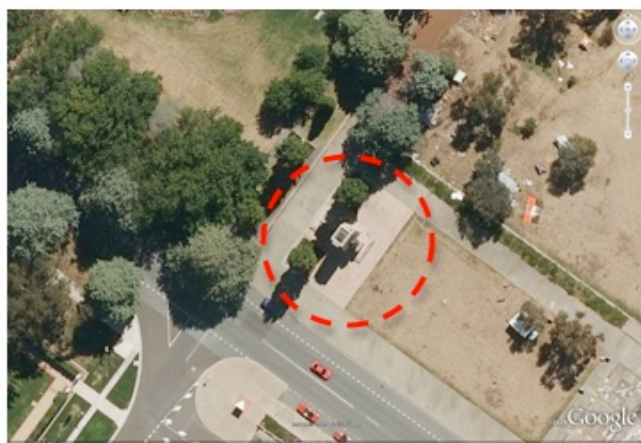


Figure 89. King George V Memorial sited amongst poplars at the edge of the Land Axis
Source: Base image Google Earth

Encroachment of The Lobby into the Rose Gardens

The Lobby is a place of individual heritage significance, being entered in the Register of the National Estate. None the less, the siting of the building interferes with the pattern of original tree plantings. If proposed today it would probably be opposed on heritage grounds.

But with the passage of time, the heritage values of The Lobby have been recognised. In current

heritage practice this clash of heritage values would be accepted (see Articles 13 and 15.4 of *The Burra Charter*).

In recent years the café component of The Lobby has been enlarged and the encroachment has been reinforced. This is unfortunate and there may be future opportunities to reverse this situation.

7.5 CONDITION AND INTEGRITY

The condition and integrity of Parkes Place is discussed in this section. It begins with an overview of its condition and integrity, this is followed by more detail about the attributes of the study area and more specific information about the National Rose Gardens. After this, there is a discussion of a number of condition and integrity issues.

Overview

Parkes Place is a moderately large and varied landscape and it is difficult to give a simple portrayal of the condition and integrity of the area. In broad terms, the area is in fair condition and displays a medium level of integrity – some components being in good condition and others being in fair condition, and with a similar variability in the integrity of components.

The National Rose Gardens are in poor to fair condition and display medium integrity. As discussed below, the overall appearance of most of the roses is poor.

Condition and Integrity of Attributes

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

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

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

Table 7. Condition and Integrity of the Attributes of Parkes Place			
Criteria	Attributes	Condition	Integrity
Attributes of Parkes Place			
Criterion (a) - History	<ul style="list-style-type: none"> • Parkes Place • Layered landscape, with various phases of plantings • High visibility within the Parliament House Vista • Associations with Old Parliament House • National Rose Gardens • The Lobby • King George V Memorial • Aboriginal Tent Embassy • Central terrace • Formal arrangement of native trees either side of the Land Axis • Commemorative tree plantings by the Empire 	<ul style="list-style-type: none"> • Fair • Fair • Good • Good • Poor-Fair • Good • Fair • Not assessed • Fair • Poor-Fair • Not 	<ul style="list-style-type: none"> • Medium • High • High • High • Medium • Medium • High • Not assessed • High • High • Low

Table 7. Condition and Integrity of the Attributes of Parkes Place

Criteria	Attributes	Condition	Integrity
	Parliamentary Association in 1926 and the Young Australia League in 1927	assessed	
Criterion (b) - Rarity	<ul style="list-style-type: none"> • Parkes Place • National Rose Gardens including formal style, symmetrical separation and placement, colour arrangement and plant form 	<ul style="list-style-type: none"> • Fair • Poor-Fair 	<ul style="list-style-type: none"> • Medium • Medium
Criterion (e) – Aesthetic characteristics	<ul style="list-style-type: none"> • The design function of Parkes Place in the larger design for and landscape of the national capital • The monumental spaces and open framed vistas which contribute to the broader Parliament House Vista landscape • Parkes Place as the landscape setting for Old Parliament House • The monumental spaces (the central Land Axis and cross axis) • The contrast between the monumental spaces (the central Land Axis and cross axis) and intimate spaces (the National Rose Gardens, the avenues of trees) • The tree collection as a whole for its variety, for the mature old trees, in particular the Roman Cypresses (<i>Cupressus sempervirens</i>), for the trunk textures of the mature trees, the seasonal effects of the mature exotic tree collection, the variety of deciduous, evergreen, and native species, the patterns of the trees (avenues, rows and clumping, framing the vistas) • The colour, fragrance, and beauty of the roses in the National Rose Gardens as a whole • The birdlife • The peace and tranquillity of Parkes Place 	<ul style="list-style-type: none"> • Good • Fair • Good • Fair • Good • Fair • Fair • Not assessed • Good 	<ul style="list-style-type: none"> • High • High • High • High • High • Medium • Medium • Not assessed • High
Criterion (f) – Technical and creative achievement	<ul style="list-style-type: none"> • Formal arrangement of spaces • Vistas, including the contribution of extensive lawn areas and ornamental ponds • Large trees, including exotic and native, evergreen and deciduous, broadleaf and coniferous, to establish structure (including the garden rooms for the rose gardens and to mark nodes), frame vistas, enclose spaces and reflect the seasons 	<ul style="list-style-type: none"> • Good • Fair • Fair 	<ul style="list-style-type: none"> • Medium • High • Medium
Criterion (g) – Social value	<ul style="list-style-type: none"> • The symbolic values of Parkes Place which it shares with the wider Parliament House Vista and Parliamentary Zone landscapes • The ability to participate in and observe the place enlivened by people through a variety of uses, public events, social and cultural activities, for meeting and gathering in large and small groups, from major symbolic and nation-defining events to everyday enjoyment by local Canberra people, tourists and visiting school children • Feelings of connection to the layers of Australia's political, cultural, and social history, enacted and continuing within the monumental spaces of Parkes Place in the foreground of Old Parliament House • Public accessibility • It is possible there are particular roses having social value to the local community and this should be tested in the event of proposed changes to the current rose collection 	<ul style="list-style-type: none"> • Good • Good • Good • Good • N/A 	<ul style="list-style-type: none"> • High • High • High • High • N/A
Criterion (h) – Significant	<ul style="list-style-type: none"> • Plantings associated with Weston 	<ul style="list-style-type: none"> • Fair 	<ul style="list-style-type: none"> • Medium

Table 7. Condition and Integrity of the Attributes of Parkes Place

Criteria	Attributes	Condition	Integrity
people			
Attributes of the National Rose Gardens			
Criterion (a) - History	<ul style="list-style-type: none"> National Rose Gardens Rose use Public access 	<ul style="list-style-type: none"> Poor-Fair Good Good 	<ul style="list-style-type: none"> Medium High High
Criterion (b) - Rarity	<ul style="list-style-type: none"> National Rose Gardens Distinctive circular design in the formal style, its symmetrical separation and placement, as well as the colour and plant form 	<ul style="list-style-type: none"> Poor-Fair Fair 	<ul style="list-style-type: none"> Medium Medium
Attributes related to the John Gorton Building			
Various	<ul style="list-style-type: none"> Prominent and strategic location flanking the Land Axis Its balancing mass with the Treasury Building, across the central lawns of the Land Axis and Parkes Place Contribution to the planned aesthetic qualities of the Parliamentary Zone 	<ul style="list-style-type: none"> Good Good Good 	<ul style="list-style-type: none"> High High High
Attributes related to the King George V Memorial			
Various	<ul style="list-style-type: none"> Contribution as a framing element on one side of the Land Axis corridor 	<ul style="list-style-type: none"> Good 	<ul style="list-style-type: none"> High
Attributes related to Old Parliament House			
Various	<ul style="list-style-type: none"> Front façade of Old Parliament House and the immediate grassed area to its north in Parkes Place The curtilage of OPH forming the central feature of a precinct which includes the National Rose Gardens Old Parliament House as an iconic national landmark, read as part of the Land Axis vista and as part of the planned aesthetic qualities of the Parliamentary Zone Old Parliament House as a major component of public and familiar views of Canberra, including those from within and across Parkes Place Contribution as a viewpoint towards the Australian War Memorial and in the other direction towards new Parliament House, being views from within and across Parkes Place The modest scale and aesthetic qualities of OPH, and the open landscaping and gardens between the building and the lake, including Parkes Place 	<ul style="list-style-type: none"> Fair Good Good Good Good Fair 	<ul style="list-style-type: none"> High High High High High High
Attributes related to the Treasury Building			
Various	<ul style="list-style-type: none"> Location within the Parliamentary Zone Design and siting relationship to the John Gorton Building 	<ul style="list-style-type: none"> Good Good 	<ul style="list-style-type: none"> High High

Condition and Integrity of the National Rose Gardens

A large number of the roses in the gardens are now 40 or more years old. Over this time the roses have reduced health and vigour with less flowering and therefore a disappointing display for such a high profile garden.

The overall appearance of 75% of the roses is poor, with distorted aged branches, many showing effects of disease, nutrient deficiencies and invasion of weeds. Rootstock has taken control of

many plants and the use of herbicide has caused long term damage to the plants. Trees have become well established so robbing outer beds of moisture, leaving stunted roses. Together with old plants in decline, the result is loss of hundreds of plants within the rose gardens.

Many of the original rose cultivars selected are Hybrid Tea roses, which have a shorter life span of perhaps 15 to 20 years in many cases. This has added to the general decline of the garden, with many plants removed as they die leaving incomplete beds with gaps to fill.

All plants have a limited life and the current rose gardens are well past their productive life. Although some beds have been replaced in recent years, the general appearance is of an aged garden.

A detailed assessment of the condition of the roses is provided in Appendix J.

In addition, the extent, size and shape of the rose gardens has changed in three ways:

- three of the four original round corner beds have been removed;
- the original perimeter path was converted to rose beds, and the original outer beds broken in to shorter sections; and
- the size and shape of rose beds has changed somewhat through continual lawn trimming.



Figure 90. Balloon festival use of the cross axis in front of the John Gorton Building

Source: Duncan Marshall 2009

Condition and Integrity Issues

Table 8. Condition and Integrity Issues			
Feature	Summary assessment of Condition and Integrity	Issues	Condition (C) or Integrity (I) Issue
Parkes Place			
Tree collection	Fair/Medium	<ul style="list-style-type: none"> Dead and declining trees, others in poor health, and missing trees in the planting layout 	C & I
Commemorative Plantings	Fair/Low	<ul style="list-style-type: none"> Many of the commemorative trees have died and not been replaced, and plaques are also missing 	I
Formal arrangement of native trees either side of the Land	Poor-Fair/High	<ul style="list-style-type: none"> River Peppermints are generally poor in form and some lack vigour 	C

Table 8. Condition and Integrity Issues

Feature	Summary assessment of Condition and Integrity	Issues	Condition (C) or Integrity (I) Issue
Axis			
Central Terrace	Fair/High	<ul style="list-style-type: none"> Grass area in fair condition 	C
Paths/roadway	Good/Medium	<ul style="list-style-type: none"> The north-south paths near King Edward Terrace do not align with the major and historical lengths of the paths 	I
National Rose Gardens			
Roses	Poor-Fair/Medium	<ul style="list-style-type: none"> Age, disease, nutrient deficiencies, weed invasion, rootstock control of plants, herbicide damage, moisture competition with trees Colour pattern changed 	C & I
Rose beds	Fair/Medium	<ul style="list-style-type: none"> The extent, size and shape of beds has changed 	I
Gardens	Poor-Fair/Medium	<ul style="list-style-type: none"> Encroachment by The Lobby 	I