

## 8. CONSERVATION POLICY AND IMPLEMENTATION STRATEGIES

### 8.1 OBJECTIVE

The objective of this policy is to achieve the conservation of the cultural heritage significance of Parkes Place and the National Rose Gardens, including recognition of their important contribution as part of the Parliament House Vista. The objective is also to provide guidance consistent with the heritage management plan for the Parliament House Vista.

### 8.2 DEFINITIONS

The definitions for terms used in this report are those adopted in the *Burra Charter (The Australia ICOMOS Charter for places of cultural significance, Australia ICOMOS 2000)*, a copy of which is provided at Appendix G. Key definitions are provided below.

**Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

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

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

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

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

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

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

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

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

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

In addition, the following definitions have been adopted.

**Heritage management plan** is the same as conservation management plan. The NCA has adopted the term heritage management plan for its documents which are commonly termed conservation management plan in the heritage industry.

**Policy** means a statement of broad aims, principles or long-range objectives which provides the basis for more detailed planning expressed in terms of strategies and actions. Depending on the context, can be used to refer either to the suite of policies or to a specific, singular policy.

**Strategy** sets out the way in which a policy is to be implemented and is a more detailed guide to how and when things should be done. It may involve defining techniques, methods or processes of organising or controlling the resources or course of action necessary to implement a policy.

Throughout the policies and strategies in the following section, a reference to Parkes Place is a reference to Parkes Place including the National Rose Gardens, unless otherwise noted.

### 8.3 CONSERVATION POLICY AND IMPLEMENTATION STRATEGIES

The following table provides an index to the policies and strategies for Parkes Place, organised according to the major categories of:

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

The table also gives an indication of the priority for the policies and strategies, and a timetable for their implementation.

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

Implementing the policies and strategies is subject to funding.

<b>Table 9. Policy and Strategy Index, Priority and Implementation Timetable</b>				
<b>Number</b>	<b>Policy Title</b>	<b>Strategies</b>	<b>Priority</b>	<b>Timetable</b>
<b>General Policies</b>				
Policy 1	Significance the basis for management, planning and work		High	Ongoing
Policy 2	Adoption of Burra Charter		High	Ongoing
Policy 3	Adoption of policies	3.1 Priority and implementation timetable	High	On finalisation of the plan
Policy 4	Compliance with legislation	4.1 Manage Commonwealth Heritage values of Parliament House Vista	High	Ongoing
		4.2 Manage Commonwealth Heritage values of National Rose Gardens	High	Ongoing
		4.3 Management plan obligations	High	As needed
		4.4 Non-compliance	Medium	As needed
		4.5 NCA Heritage Register	Medium	6/2011
Policy 5	Planning documents for or relevant to Parkes Place		High	As needed
Policy 6	Integrated management of components	6.1 Curtilage of components	High	Ongoing



**Table 9. Policy and Strategy Index, Priority and Implementation Timetable**

<b>Number</b>	<b>Policy Title</b>	<b>Strategies</b>	<b>Priority</b>	<b>Timetable</b>
Policy 7	Expert heritage conservation advice	7.1 Identification of experts 7.2 Register of people/ companies with previous or relevant experience	Medium Medium	2011 2011
Policy 8	Decision making process for works or actions	8.1 Process 8.2 Log of decisions 8.3 Criteria for prioritising work 8.4 Resolving conflicting objectives 8.5 Annual review of implementation 8.6 Oversight of treescape management	High High Medium  Medium High Medium	As needed 2011 As needed  As needed Annually 6/2011
Policy 9	Review of the management plan	9.1 Reasons to instigate a review	Medium	In 5 years or as needed
<b>Liaison</b>				
Policy 10	Relationship with DoSEWPaC	10.1 Provide HMP to DoSEWPaC	High	6/2011
Policy 11	Relationship with other stakeholders	11.1 List of stakeholders 11.2 Informing stakeholders 11.3 Consultation regarding interpretation	Medium High Medium	Ongoing As needed As needed
Policy 12	Ongoing Consultation with Aboriginal Stakeholders	12.1 List of Aboriginal stakeholders 12.2 Opportunities to be involved	High High	6/2011 As needed
<b>Indigenous Heritage</b>				
Policy 13	Protection of sites with potential Aboriginal heritage values	13.1 Ground disturbing works	High	As needed
<b>Landscape and Rose Gardens</b>				
Policy 14	Landscape masterplanning		Medium	Ongoing
Policy 15	General conservation provisions for the PHV landscape		High	Ongoing
Policy 16	Detailed conservation provisions relating to Parkes Place	16.1 Reconstructed garden beds	Medium	2016
Policy 17	Detailed conservation provisions relating to the National Rose Gardens	17.1 Replanting the rose gardens 17.2 Competition with trees 17.3 Lobby Restaurant encroachment 17.4 Round beds	High Medium Medium Medium	2016 2016 2016 2016
Policy 18	Landscape maintenance planning and works	18.1 Current maintenance planning 18.2 Prioritised water-use regime 18.3 Improving the standard of maintenance	High High High	2011 2011 2011
Policy 19	Tree management, maintenance, replacement and succession plantings	19.1 Tree survey and surgery works 19.2 Tree replacement	High High	9/2012 from 2011

**Table 9. Policy and Strategy Index, Priority and Implementation Timetable**

Number	Policy Title	Strategies	Priority	Timetable
		strategy 19.3 Re-planting Roman cypresses 19.4 Sentinel plantings 19.5 Protection of root zones	High High High	9/2012 9/2012 Ongoing
Policy 20	Tree database		High	Ongoing
Policy 21	Shrubs, hedges and groundcovers	21.1 Central terrace planting 21.2 Planting around poplars 21.3 Lobby restaurant/Toilet plantings	High Medium Medium	As needed 2016 As needed
Policy 22	Turf and grass areas		High	Ongoing
Policy 23	Weed species		High	As needed
Policy 24	Irrigation	24.1 Audit	High	9/2011
Policy 25	Landscape condition monitoring	25.1 Monitoring program	Medium	9/2011
<b>Built Elements</b>				
Policy 26	Buildings		High	Ongoing
Policy 27	Memorials		High	Ongoing
Policy 28	Ponds, pools and fountains		High	Ongoing
Policy 29	Paths and paving	29.1 North-south path reconstruction 29.2 Rose gardens path reconstruction	Medium Medium	2016 2016
Policy 30	Roads		High	Ongoing
Policy 31	Car and bus parking	31.1 Deterring parking	High	2016
Policy 32	Signs and furniture	32.1 Commemorative plaques	High	9/2012
Policy 33	Lighting		High	Ongoing
Policy 34	Infrastructure		High	Ongoing
Policy 35	Maintenance planning and works	35.1 Review of existing maintenance planning 35.2 Maintenance and monitoring 35.3 Life-cycle maintenance planning	High High High	9/2011 Ongoing Ongoing
Policy 36	Upgrading and adaptation works		Medium	Ongoing
Policy 37	Condition monitoring	37.1 Monitoring program 37.2 Reporting by contractors	High High	2011 9/2011
<b>Setting</b>				
Policy 38	Conserving significant relationships		High	Ongoing
<b>Use of the Place</b>				
Policy 39	Primary and secondary uses	39.1 Zoning	Medium	2011
Policy 40	New and continuing uses compatible with significance		High	Ongoing
Policy 41	Access		Medium	Ongoing
Policy 42	Carrying capacity		Medium	2011
Policy 43	Control of leased areas/ activities	43.1 Lease arrangements	High	Ongoing
<b>New Development</b>				
Policy 44	General provisions relating to new development		High	As needed

**Table 9. Policy and Strategy Index, Priority and Implementation Timetable**

<b>Number</b>	<b>Policy Title</b>	<b>Strategies</b>	<b>Priority</b>	<b>Timetable</b>
Policy 45	New landscaping, landscape structures and plantings		High	As needed
Policy 46	New major buildings		High	Ongoing
Policy 47	New minor buildings		High	As needed
Policy 48	New memorials and artworks		High	As needed
Policy 49	New parking		High	Ongoing
Policy 50	Temporary changes		Medium	As needed
Policy 51	Signage		High	As needed
Policy 52	Furniture		Medium	As needed
Policy 53	Paths and paving	53.1 National Rose Garden paving	Medium	2016
Policy 54	Lighting		High	As needed
Policy 55	Infrastructure		Medium	As needed
<b>Interpretation</b>				
Policy 56	Interpreting the significance of Parkes Place	56.1 Interpretive strategy 56.2 Review of strategy	High Medium	2011 At least every 5 years
Policy 57	Signage	57.1 Review and alteration of existing and proposed signage 57.2 Comprehensive signage plan	Medium Medium	Ongoing 2012
<b>Unforeseen Discoveries</b>				
Policy 58	Unforeseen discoveries or disturbance of heritage components		High	As needed
<b>Keeping Records</b>				
Policy 59	Records of intervention and maintenance	58.1 Records about decisions 58.2 Records about maintenance and monitoring 58.3 Summary of changes in heritage register	Medium Medium Medium	Ongoing Ongoing Ongoing
<b>Further Research</b>				
Policy 60	Addressing the limitations of this management plan		Low	As the opportunity arises

## General Policies

### ***Policy 1 Significance as the basis for management, planning and work***

The statement of significance and significance of individual components set out in Chapter 6 will be a principal basis for management, future planning and work affecting the Parkes Place.

*Commentary:* Throughout the policies and strategies in this section, a reference to Parkes Place is a reference to Parkes Place including the National Rose Gardens, unless otherwise noted.

### ***Policy 2 Adoption of Burra Charter***

The conservation and management of the area, its fabric and uses, will be carried out in accordance with the principles of the *Burra Charter* (Australia ICOMOS 2000), and any revisions of the Charter that might occur in the future.

### ***Policy 3 Adoption of policies***

The policies recommended in this management plan will be endorsed as a primary guide for management, as well as future planning and work for Parkes Place.

#### *Implementation Strategies*

3.1 The NCA will adopt the priority and implementation timetable for policies and strategies which is indicated in Table 9.

### ***Policy 4 Compliance with legislation***

The NCA must comply with all relevant legislation and related instruments as far as possible, including 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, it must comply with relevant subsidiary requirements arising from this legislation.

#### *Implementation Strategies*

4.1 The NCA will manage the official Commonwealth Heritage values of Parkes Place as part of the Parliament House Vista, consistent with the requirements of the EPBC Act.

*Commentary:* The overall suite of policies and strategies in this plan achieve this strategy, and are consistent with the heritage management plan for the Vista.

4.2 The NCA will manage the official Commonwealth Heritage values of the National Rose Gardens consistent with the requirements of the EPBC Act.

*Commentary:* The overall suite of policies and strategies in this plan achieve

this strategy. The management of the Commonwealth Heritage listed King George V Memorial will be subject to a separate heritage management plan.

- 4.3 The NCA will comply with its obligations under section 341S of the EPBC Act and the related regulations to:
- publish a notice about the making, amending or revoking of this plan;
  - advise the Minister for Sustainability, Environment, Water, Population and Communities about the making, amending or revoking of this plan; and
  - seek and consider comments.

- 4.4 Where the NCA is not able to achieve full compliance with relevant legislation, the non-complying aspect will be noted and the reasons for this situation appropriately documented.

*Commentary:* This might arise, for example, with regard to the *Building Code of Australia*.

- 4.5 The NCA will consider the findings of this report regarding its Heritage Register.

*Commentary:* This plan makes the case that Parkes Place has Commonwealth Heritage value separate from the Parliament House Vista. This may lead to a revision of the NCA Heritage Register and an update report to the Minister for Sustainability, Environment, Water, Population and Communities.

**Policy 5** *Planning documents for or relevant to Parkes Place*

All planning documents developed for Parkes Place or parts of the area will refer to this management plan as a primary guide for the conservation of its heritage values. The exceptions to this policy are the heritage management plan for the Parliament House Vista which has overriding authority for those parts of Parkes Place not including the National Rose Gardens, and any other management plan prepared in accordance with the EPBC Act for components within the parklands (eg. the King George V Memorial). The direction given in other documents and in this plan will be mutually compatible.

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

*Commentary:* One place within the parklands with individual heritage significance also has a specific conservation management plan to guide its management – the King George V Memorial. That plan is not EPBC Act compliant as it pre-dates the legislation. None the less, and as noted, the guidance in this plan and in the plans for specific places within the area should be compatible.

A future revision of the memorial management plan might have an impact on this management plan, and therefore lead to revisions in accordance with Policy 9.

**Policy 6** *Integrated management of components*

The NCA will seek to achieve integrated management between significant components (eg. the western part of the National Rose Gardens) and their curtilage



(eg. the southwest corner of Parkes Place). This management will address both the important relationship between the component and its curtilage, but also with the overall area.

#### *Implementation Strategies*

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

*Commentary:* Such management planning will pay due regard to Policy 5 which promotes consistency with this management plan for Parkes Place and the Parliament House Vista. While component management plans may, as a result, include policies related to matters outside of the formal management boundary for a component, such policies can at least be framed in terms of encouraging particular outcomes.

#### ***Policy 7 Expert heritage conservation advice***

People with relevant expertise and experience in the management or conservation of heritage properties will be engaged for the:

- provision of advice on the resolution of conservation issues; and
- for advice on the design and review of work affecting the significance of Parkes Place.

#### *Implementation Strategies*

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

*Commentary:* Such names may be identified through professional bodies and the Department of Sustainability, Environment, Water, Population and Communities.

- 7.2 The NCA will develop and maintain for ongoing reference a register of people and companies with previous or relevant experience in conservation or heritage-related research relevant to the parklands.

#### ***Policy 8 Decision making process for works or actions***

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

#### *Implementation Strategies*

- 8.1 The process will involve:
- early consultation with internal and external stakeholders relevant to the particular decision, including consideration of the values held by

- associated communities not able to be directly consulted;
  - an understanding of the original and subsequent designs, and later changes to the area involved;
  - documentation of the proposed use or operational requirements justifying the works or action; and
  - identification of relevant statutory obligations and steps undertaken to ensure compliance.
- 8.2 The NCA will consider maintaining a log of decisions with cross-referencing to relevant documentation.
- 8.3 Where some work is not able to be undertaken because of resource constraints, work will be re-prioritised according to the following criteria to enable highest priority work to be undertaken within the available resources. Prioritising work to heritage components or elements will be decided on the basis of:
- in general terms, the descending order of priority for work will be maintenance, restoration, reconstruction, adaptation and new work, where such work is appropriate. However, this priority order may be influenced by conditions attached to funding (eg. government decisions may tie funding to particular works);
  - work related to alleviating a high level of threat to significant aspects, or poor condition will be given the highest priority followed by work related to medium threat/moderate condition then low threat/good condition; and
  - the level of threat/condition will be considered in conjunction with the degree of significance (for example aspects in poor condition and of moderate significance might be given a higher priority compared to aspects of moderate condition and high significance).

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

- 8.4 If a conflict arises between the achievement of different objectives, the process for resolving this conflict will involve:
- reference to the conflict resolution process outlined in the NCA's Heritage Strategy;
  - implementation of a decision-making process in accordance with Policy 8;
  - compliance with the *Burra Charter*, in particular Articles 5.1 and 13;
  - possibly involving heritage conservation experts in accordance with Policy 7;
  - possibly seeking the advice of the Department of Sustainability, Environment, Water, Population and Communities; and
  - possibly seeking a decision from the Minister under the EPBC Act.

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

*Commentary:* The outcome of this process may be a matter to be recorded in the NCA's Heritage Register.

- 8.5 The implementation of this plan will be reviewed annually, and the priorities re-assessed depending on resources or any other relevant factors. The review will consider the degree to which policies and strategies have been met or completed in accordance with the timetable, as well as the actual condition of the place (Policies 3, 25 and 37, and Strategy 19.1). The *Criteria for Prioritising Work* (Strategy 8.3) will be used if resource constraints do not allow the implementation of actions as programmed.
- 8.6 Given the highly significant and extensive treescape of the study area, the NCA will nominate a single officer to maintain oversight of the management of this treescape consistent with this management plan and any relevant subsidiary documents.

*Commentary:* Ideally this officer will be the same person dealing with the treescape of the Parliament House Vista.

**Policy 9** *Review of the management plan*

This management plan will be reviewed:

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

*Commentary:* At this time Parkes Place as a whole is not individually on the Commonwealth Heritage List and therefore section 341X does not formally apply. However, it does apply to the National Rose Gardens. So long as the gardens heritage management plan is incorporated into the Parkes Place plan, then operating in accordance with this section is obligatory.

*Implementation Strategies*

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

*Commentary:* Conservation management planning for areas which are part of, include or are adjacent to the parklands may lead to changed circumstances and a need to review this plan (eg. in the case of the King George V Memorial, or the Aboriginal Tent Embassy if it is National Heritage listed).

## **Liaison**

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

### ***Policy 10 Relationship with the Department of Sustainability, Environment, Water, Population and Communities***

The NCA will maintain regular contact with DoSEWPaC, including informal consultations where appropriate, and formally refer any action that potentially impacts on any heritage values or places as required by the EPBC Act, and any amendments to this Act.

*Commentary:* The heritage values or places include both the Parliament House Vista, as well as components within the parklands – the National Rose Gardens and King George V Memorial.

#### *Implementation Strategies*

10.1 The NCA will provide a copy of this plan to DoSEWPaC for consideration of possible amendments to the Commonwealth Heritage listings, to better align those listings with the plan.

### ***Policy 11 Relationship with other stakeholders***

The NCA will seek to liaise with all relevant stakeholders, including community and professional groups, and with the owners/managers of adjacent property, on developments affecting Parkes Place. It will seek to actively consult prior to decisions directly impacting on the significance of the parklands to associated communities.

*Commentary:* Refer to Strategy 8.1.

#### *Implementation Strategies*

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

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

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

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

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

***Policy 12 Ongoing Consultation with Aboriginal Stakeholders***

Aboriginal people will be involved in making decisions about the ongoing management of their heritage places and values. The NCA will provide appropriate opportunities for Aboriginal people to be consulted on, and involved in the management of their heritage places and values, including intangible aspects.

*Commentary:* The Aboriginal Tent Embassy is a place with Aboriginal heritage values.

*Implementation Strategies*

- 12.1 The NCA will compile and maintain a list of Aboriginal groups, organisations and individuals who assert a right to be consulted in relation to Aboriginal heritage issues related to Parkes Place.
- 12.2 The NCA will take appropriate steps to provide identified Aboriginal stakeholders with opportunities to be involved in decisions that affect Aboriginal heritage values within the parklands.

## **Indigenous Heritage**

This policy relates to the possibility that there may be sub-surface deposits of Aboriginal cultural material in the study area. The likelihood of such deposits has not been determined.

No policy guidance is offered at this time regarding the Aboriginal Tent Embassy because of the National Heritage assessment being undertaken, other than that related to stakeholder consultation above.

### ***Policy 13 Protection of sites with potential Aboriginal heritage values***

The potential for sub-surface deposits of Aboriginal cultural material will be subject to archaeological assessment prior to the preparation of development proposals or other activities which might impact on sites through deep excavation.

*Commentary:* If sandy deposits underlie the study area there is potential for sub-surface deposits of Aboriginal cultural material to be present within such sand bodies. The likelihood of such deposits has not been determined.

### ***Implementation Strategies***

- 13.1 Works that would involve excavation within Parkes Place have the potential to impact on unrecorded, subsurface deposits of Aboriginal cultural material, particularly where the local soil deposits are sandy. As a result, any such works should be preceded by subsurface archaeological testing, conducted by a qualified archaeologist in consultation with representatives of the Aboriginal community to determine the nature and extent of any cultural deposits that may be present.

## Landscape and Rose Gardens

### ***Policy 14 Landscape masterplanning***

The NCA may develop a landscape masterplan for Parkes Place. Such a masterplan will be consistent with this heritage management plan.

### ***Policy 15 General conservation provisions for the Parliament House Vista landscape***

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

- conserve the underlying geometry of the area, including the Land Axis, and cross axes in the Parliamentary Zone, reinforced by the plantings, parklands, gardens and road system;
- conserve the design pattern of large landscapes, and treed avenues providing framing elements;
- conserve the landscape design scale appropriate for the built elements;
- conserve the treescape, including the avenues of trees, and Lombardy Poplars as sentinels at key locations either side of the Land Axis;
- conserve open spaces as important landscape elements and the existing balance between planted areas and open space;
- conserve the complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands;
- conserve the smaller component parklands and gardens, some including art works and water features;
- conserve the replacement of strict symmetry with a balanced development in the National Triangle;
- conserve places of reflection and contemplation (ie. the many parks and gardens);
- conserve the continuum of both local and national history;
- maintain the layers of values and stories; and
- conserve the accessibility of the area, as a gathering and meeting place, and as a beautiful place.

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

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

*Commentary:* Refer to the boundary definition of the Land Axis corridor in Section 1.1. The zone to be kept open is the Land Axis in Parkes Place. Refer to Policies 44 and 50 regarding the control of temporary activities/intrusions in the Land Axis corridor.

**Policy 16 Detailed conservation provisions relating to Parkes Place**

Parkes Place will be conserved as public parklands. In particular, conserve:

- the formally shaped space or outdoor rooms/trees;
- its contribution as an element reinforcing the Land Axis;
- the monumental as well as the intimate spaces;
- the mature tree collection, including diversity and layout;
- the strong vertical sentinel poplar plantings at path intersections and entrances;
- the cypress edges and tree canopied paths;
- the large scale grass vistas/axes (Land Axis and cross axis);
- the overall symmetry of the Land Axis framed by avenues of trees;
- the green/irrigated grass, especially of the Land Axis;
- the seasonal effects; and
- the perennial display bedding set in grass, that is the roses.

*Commentary:* A separate conservation management plan exists for the King George V Memorial although this is somewhat dated.

*Implementation Strategies*

- 16.1 Garden beds for tulip or other annual displays may be reconstructed, or constructed in an adapted form, within the Land Axis close to King George Terrace.

*Commentary:* Such beds were a feature in Parkes Place from 1934 to the mid-1940s.

**Policy 17 Detailed conservation provisions relating to the National Rose Gardens**

The National Rose Gardens will be conserved as a rose garden. In particular:

- conserve the general form and character of these precincts;
- conserve the 1950s formal bedding layout created in the lawn area, with lawn edges, and the use of roses;
- generally reconstruct the original colour layout pattern – roses grouped on the basis of colour – with some adaptation to recognise the changed bedding layout and greater colour options available;
- species/cultivar selection should consider highly regarded/highly credentialled roses but may also reflect contemporary ideas; and
- conserve the enclosure of the gardens within the mature tree borders.

*Commentary:* The rose bed edges should not be paved.

*Implementation Strategies*

- 17.1 Undertake an independent expert review of the condition of the roses to confirm the findings of the 2008 survey undertaken as part of preparing this heritage management plan.

If the findings are confirmed – remove all the existing roses and replant the entire gardens with fresh healthy plants of similar rose types and colours. Hardier cultivars more suited for park display should be selected but consideration should also be given to highly regarded/highly credentialled roses. Old soil should be removed and new soil which is suitable for roses



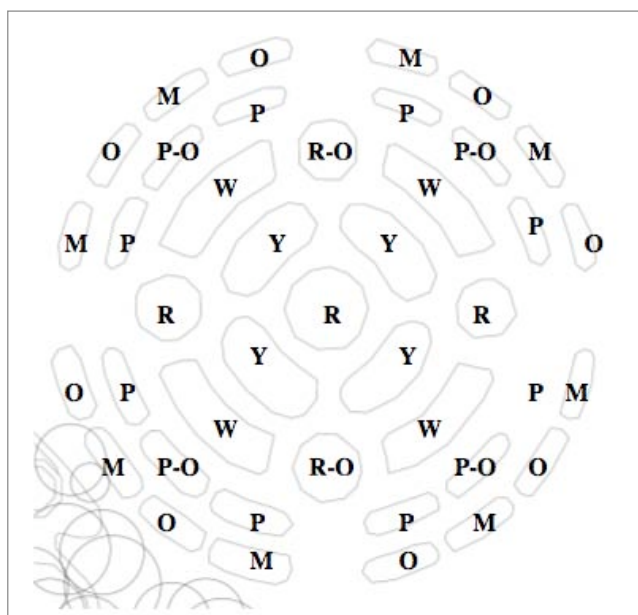
introduced. The 1950s bedding layout should be reconstructed, and in general the original colour layout pattern should also be reconstructed – with some adaptation to recognise the changed bedding layout and greater colour options available (see the figure below). Each bed should be of one colour – not a mixture of colours – although different cultivars of the same general colour may be used in the one bed.

The form of rose bushes should also be considered in the selection of cultivars for specific beds, with the objective of achieving a broadly symmetrical pattern across the gardens.

Consideration should be given to the involvement of the national and state rose societies in the re-planting of the rose gardens (eg. in rose selections), given their previous involvement with the gardens.

As a number of beds have a commemorative association, relevant stakeholders should be consulted about this strategy.

Consideration should also be given to staging this strategy over two years – undertaking the work in one part of gardens in each year to minimise the construction-period impacts on visitor enjoyment of Parkes Place.



**Figure 91. Proposed Colour Pattern for Rose Gardens**

*Legend*

R	Red
Y	Orange
W	White
R-O	Red-Orange
P	Pink
P-O	Pink-Orange
O	Orange
M	Mauve

*Commentary:* The advantages of this approach are as follows.

- Many of the original cultivars are not commercially available and will need to be planted with an alternative.
- Machinery can be used efficiently in the removal of plants and old soil, and adding new soil will be far easier, therefore works program will be quicker.
- Weed control can be applied more effectively and safely.
- Layout of the new beds will be neater and uniform than at present.
- Replanting the roses will need minimal supervision.
- The entire garden will be of uniform growth, age, and last a further 20 years or more.



- This option is a far more practical, economical and satisfactory conservation of these gardens.

The bedding layout has changed slightly over time since the 1950s.

Refer to Appendix J for details about the recommended works. Note the colour pattern recommended in Appendix J is not to be adopted, although roses may be chosen from those recommended to achieve the colour pattern proposed in this strategy.

If the condition of the roses is generally much better than in 2008, then a new strategy should be adopted to address only those beds in need of attention.

- 17.2 For those roses in competition with nearby mature trees for moisture, additional irrigation should be provided to allow these roses to flourish to an equivalent standard with other roses in the gardens.

*Commentary:* An additional/alternative measure may be to use root barriers to stop tree roots entering the rose beds.

- 17.3 The NCA will seek changes to the form of the Lobby Restaurant café to remove the current encroachment into the rose gardens.

*Commentary:* This may be a long term objective given the relatively recent approval given to the current café form.

- 17.4 The NCA will consider reconstructing the three missing original round rose beds within the National Rose Gardens.

*Commentary:* Three of the four circular corner beds have been removed, perhaps because of the overshadowing by or competition for moisture with adjacent trees. These aspects will have to be included in the consideration to reconstruct the beds.

If reconstructed, there should be a clear rationale for the choice of roses which compliments the rationale for the main gardens.

***Policy 18 Landscape maintenance planning and works***

The landscape of the parklands will be well maintained to reflect the significance of the place. Maintenance will be based on a maintenance plan that is informed by landscape condition monitoring.

*Implementation Strategies*

- 18.1 The NCA will ensure the current maintenance planning for the landscape is suitable and consistent with this management plan.

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

- commemorative trees;
- the overall mature treescape;

- roses;
- immature trees;
- Land Axis grass;
- Land Axis ponds and fountains; and
- grass in other areas.

This regime will be integrated with maintenance planning.

18.3 The NCA will seek to raise the standard of maintenance to a uniformly high level, subject to funding being available.

*Commentary:* It is noted the maintenance in some areas varies because of the presence of the Aboriginal Tent Embassy. Seeking to implement this strategy may involve some reconciliation between this plan and the future conservation of the Embassy.

***Policy 19 Tree management, maintenance, replacement and succession plantings***

The design concept for trees in Parkes Place will be retained, this being:

- formal row plantings;
- the use of sentinel plantings (poplars) at junction/entrance points;
- predominant use of deciduous exotics, with a framework of evergreen coniferous and native species;
- native trees lining the Land Axis; and
- maintaining the visual strength of tree groupings.

It will be acknowledged that the open spaces are important landscape elements and the existing balance between planted areas and open space will be maintained.

The contrast in form and foliage, flowers and seasonal colour provided by a mix of evergreen and deciduous, broad leafed and coniferous, exotic and native species will be maintained.

Trees within the area will be maintained, including periodic tree surgery and replacement as necessary. This includes the commemorative trees.

In the case of dead, dying or dangerous trees, those in poor health unlikely to recover, or those displaying such poor characteristics as to substantially detract from the landscape, such trees will be removed. Generally trees will be replaced with the same species, especially in the case of significant trees (eg. commemorative trees), consistent with any tree management plan. In the case of trees which are part of a group, every effort will be made to use an advanced specimen, and maintain the character of the group.

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

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

The NCA will prepare a tree management plan for the trees within the parklands, consistent with this heritage management plan. The plan will address succession plantings.

*Commentary:* Refer to Policy 45 regarding new plantings and to Policy 23 regarding weed species.

Commemorative trees in Parkes Place are:

- three surviving Roman cypresses planted adjacent to the western north-south path by the Empire Parliamentary Association in 1926, including four surviving original plaques (two adjacent to the stumps of dead trees); and
- Roman cypress planted 1927 by the Young Australia League.

### *Implementation Strategies*

19.1 Undertake periodic tree condition surveys for Parkes Place, and implement any tree surgery works recommended.

19.2 Implement the tree replacement strategy at Appendix H.

19.3 Re-plant the missing commemorative Roman cypress trees.

*Commentary:* The reconstruction of the missing plaques is addressed at Strategy 32.1.

19.4 The NCA will reconstruct the Lombardy Poplar sentinels at key locations either side of the Land Axis where these are missing, in accordance with the original Weston planting plan.

*Commentary:* This may involve the replacement of some existing trees which are not Poplars. The timing of this action should be considered in the context of the tree management plan.

19.5 Every effort will be made to avoid vehicles within the root zone of trees. No parking will be allowed within root zones.

### ***Policy 20 Tree database***

The NCA will maintain a database of trees within the area. The database will be updated at least every 3 years. The database will note the presence of significant trees (eg. commemorative trees), and will also record those trees removed from the parklands.

*Commentary:* The new database could be an extension of the existing Tree Assessment Database, updated to include geographic coordinate information and a linked GIS capacity. This database may also form part of the records about interventions required under the EPBC Act – refer also to Policy 59.

### ***Policy 21 Shrubs, hedges and groundcovers***

Shrubs, hedges and groundcovers are minor elements within the parklands, and generally these may be maintained, replaced if dead, dying or in poor health, or removed.

*Commentary:* Shrubs, hedges and groundcovers are used in three areas:

- as low hedging around some of the sentinel poplar plantings;
- in the planting bed across the central terrace near King George Terrace, at the

- level change; and
- as screening around parts of the Lobby Restaurant and Toilets.

### *Implementation Strategies*

- 21.1 The groundcover in the central terrace planting bed may be re-planted with a groundcover or other low-growing plants, but not with shrubs, in order to maintain the view along the Land Axis Vista.
- 21.2 The NCA should consider removing the low hedging around some of the sentinel poplar plantings given the poor condition of some examples.
- 21.3 If the hedging/shrubs around the Lobby Restaurant and Toilets are proposed for removal and no replacement, consideration will be given to the impact of the greater visibility of the building in the landscape.

#### ***Policy 22 Turf and grass areas***

Turf and grassland will continue to be managed to achieve the best outcome in relation to the intensity of use.

The NCA will continue to monitor grass trials with species new to Canberra which require less water while remaining wear resistant.

*Commentary:* In some cases, such as the Land Axis within Parkes Place, the extensive green lawns are part of the values of this component. Strategy 18.2 addresses prioritised irrigation in times of water restrictions.

#### ***Policy 23 Weed species***

The NCA should give due consideration to the cultural heritage values of any environmental weeds in the area (eg. the poplars). Other issues to be considered should include:

- the degree of the environmental weed problem posed;
- management techniques to remove or reduce the problem without removing the plants;
- replacing plants with similar species which are not weeds; and
- replacing plants with species which are not weeds but provide similar qualities to the original species.

The sequencing of replacement should be determined as part of a replacement strategy.

#### ***Policy 24 Irrigation***

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

*Commentary:* Refer to Strategy 18.2 regarding a prioritised water-use regime and Policy 22 regarding turf and grass areas.

### *Implementation Strategies*

- 24.1 An audit of irrigation performance should be undertaken, along with a review of ongoing water needs, including alternative options for achieving a good-

looking green sward. This should include a review of grass species and their water needs (see also Policy 22).

***Policy 25 Landscape condition monitoring***

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

*Implementation Strategies*

25.1 The NCA will develop and implement a monitoring program for the landscape. Monitoring will particularly consider:

- the impact of ongoing dry conditions;
- progress of ageing of trees and shrubs; and
- the effect of environmental weeds.

## **Built Elements**

### ***Policy 26 Buildings***

The NCA will promote the conservation of the Lobby Restaurant building and toilets, consistent with its currently understood heritage values and any future revised understanding.

The conservation of the Lobby Restaurant should seek to be mutually consistent with the conservation of Parkes Place.

*Commentary:* At this time the Lobby Restaurant is on the Register of the National Estate but not the Commonwealth Heritage List. No separate conservation management plan exists for the Lobby.

Refer to Strategy 17.3 regarding the recent encroachment of the Lobby Restaurant café into the western rose garden area.

### ***Policy 27 Memorials***

Conserve the King George V Memorial consistent with its Commonwealth Heritage values and any relevant conservation management plan.

*Commentary:* The current conservation management plan for the memorial is not EPBC Act compliant, and a revised plan will be prepared at some stage. The current plan recommends relocation of the memorial because of its poor siting in relation to trees.

### ***Policy 28 Ponds, pools and fountains***

Generally conserve existing ponds and fountains. The aim is to conserve the form of such features, and certain careful changes can be made to the fabric (eg. replacing an old pump with a new one to achieve the same effect).

### ***Policy 29 Paths and paving***

Paths and paved areas may generally be conserved or upgraded if desired. However, the width of paths and extent of paving will generally not be increased unless otherwise noted (see Policy 53 regarding new paths or paving). In addition careful consideration will be given to the palette of finishes for paths and paving including a sympathetic selection given the character of the landscaping in the vicinity of the paths or paving, and generally with regard to the Land Axis.

#### *Implementation Strategies*

29.1 The NCA will construct short extensions of the existing north-south paths to meet King Edward Terrace, and remove and re-grass the existing mis-aligned paths.

29.2 The NCA will reconstruct a path system around the rose gardens similar to the original but adapted to the current bed layout.

*Commentary:* The adaptation would be to create a path outside the outer rose beds.



**Policy 30 Roads**

Generally, maintain or upgrade the finish of existing internal roads, unless otherwise noted. The internal roads will remain as service roads only.

**Policy 31 Car and bus parking**

No car or bus parking will be permitted within Parkes Place, including temporary parking.

*Commentary:* Formal and approved car displays on open lawn areas are not regarded as parking.

*Implementation Strategies*

31.1 The NCA will develop and install additional simple, low-key measures to deter or prevent parking along the internal roads in Parkes Place.

**Policy 32 Signs and furniture**

Existing signs and furniture may be maintained or removed, except in the case of the commemorative tree signs which will be conserved. (Refer to Policies 51 and 52 in the case of new signs and furniture.)

*Implementation Strategies*

32.1 The missing commemorative tree signs will be reconstructed and installed.

**Policy 33 Lighting**

Generally maintain existing lighting.

In addition, a lighting plan for the Parliament House Vista, including Parkes Place, should be developed consistent with the conservation of heritage values. This plan should be implemented and changes made accordingly.

*Commentary:* Refer also to Policy 54 in the case of new lighting.

**Policy 34 Infrastructure**

Generally maintain existing infrastructure, such as services, unless they fail to meet current or projected needs or standards. Infrastructure may be upgraded or adapted but this should involve no increase in impact. (Refer to Policy 55 in the case of new infrastructure.)

**Policy 35 Maintenance planning and works**

Parkes Place will be well maintained and all maintenance and repair work should respect the significance of the place. Maintenance and repair will be based on a maintenance plan that is informed by:

- a sound knowledge of each part of the place and its heritage significance; and
- regular inspection/monitoring.

It will also include provision for timely preventive maintenance and prompt repair in the event of damage or breakdown.

### *Implementation Strategies*

- 35.1 The NCA will review existing maintenance planning to ensure consistency with this management plan.
- 35.2 The NCA will ensure maintenance planning is periodically informed by a monitoring program (refer to Policy 37).
- 35.3 The NCA will develop a life-cycle maintenance plan for the parklands, and this should complement the suite of maintenance planning.

### ***Policy 36 Upgrading and adaptation works***

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

*Commentary:* Adaptation in this plan involves no, or minimal impact on significance, in accordance with the *Burra Charter* (Australia ICOMOS 2000).

### ***Policy 37 Condition monitoring***

A program of monitoring of the condition of fabric will be implemented. This program will be distinct from the maintenance program but should be linked to it for implementation. The information gained will identify components experiencing deterioration, which should in turn inform maintenance planning.

### *Implementation Strategies*

- 37.1 The NCA will develop and implement a monitoring program to identify changes in the condition of the place. Priority will be given to components of high use or vulnerability.
- 37.2 Mechanisms will be put in place to ensure timely reporting by maintenance contractors to a coordinating officer with overall responsibility for the maintenance of the parklands.

## Setting

The setting for Parkes Place includes the area immediately surrounding the parklands, including Old Parliament House, the Treasury Building, John Gorton Building and Land Axis.

### ***Policy 38 Conserving significant relationships with the Setting***

Parkes Place has a number of significant relationships with its setting which will be conserved, including the visual relationships with:

- Old Parliament House;
- the Treasury Building;
- John Gorton Building; and
- the Land Axis, especially views to the Australian War Memorial and Mount Ainslie.

*Commentary:* This policy might be advanced through consultations with the owners/managers of the places noted above (eg. with the Department of Finance and Deregulation which is the owner of the Treasury Building and proposes to undertake a heritage assessment of this building in the future).

## Use of the Place

### **Policy 39 Primary and secondary uses**

The primary and secondary uses of Parkes Place vary according to the nature of the relevant component precincts. Largely these relate to public uses. These are detailed in the following table.

<b>Table 10. Primary and Secondary Uses for Parkes Place</b>		
<b>Precinct</b>	<b>Primary Uses</b>	<b>Secondary Uses</b>
Land Axis corridor	<ul style="list-style-type: none"> <li>• Ceremonial, including protests</li> <li>• Symbolic</li> <li>• Visual/aesthetic</li> <li>• Old Parliament House related uses</li> <li>• Temporary public events/major events/performances (eg. major charitable displays. See Note 1)</li> <li>• Passive recreation</li> </ul>	<ul style="list-style-type: none"> <li>• Active recreation (See Note 2)</li> <li>• Service vehicle traffic on internal roads</li> <li>• Bicycle and pedestrian traffic on internal roads and footpaths</li> <li>• Minor support facilities in screened locations</li> <li>• Minor services in screened locations</li> </ul>
Parliamentary/Government complex in Parkes (also known as the Parliamentary Zone)	<ul style="list-style-type: none"> <li>• Active recreation (See Note 2)</li> <li>• As for the Land Axis corridor</li> </ul>	<ul style="list-style-type: none"> <li>• Cafes, restaurants</li> <li>• As for the Land Axis corridor</li> </ul>
<p><b>Notes</b></p> <p>1. In the case of temporary public events/displays/performances:</p> <ul style="list-style-type: none"> <li>• the nature of the event/display/performance will be consistent with the character of the area being used, the Land Axis being especially sensitive;</li> <li>• will be located in discrete or screened locations, or in less sensitive locations (eg. outside the Land Axis corridor);</li> <li>• no temporary structures will be erected, or if required they will be placed in discrete or screened locations, or in less sensitive locations (eg. outside the Land Axis corridor);</li> <li>• temporary structures will be as small as possible and as unobtrusive as possible;</li> <li>• the duration of any event/display/performance will be brief, especially in the case of the Land Axis where the event/display/performance will not extend beyond a few days;</li> <li>• the values of the area will be maintained during the period of the event/display/performance including the visual and aesthetic qualities, including measures which can be taken during any down-time;</li> <li>• access to the area will be maintained;</li> <li>• no major structures will be permitted in the Land Axis corridor, and minor structures will be located to the sides of the corridor; and</li> <li>• such events/displays/performances will be assessed for their impact on values.</li> </ul> <p>2. Active recreation includes formal and informal sporting activities. Such recreation may involve temporary goals, nets, boundary markers and the like but such equipment must be removed at the completion of the activity. In the case of temporary structures related to active recreation, see Note 1.</p>		

### *Implementation Strategies*

39.1 The NCA should consider zoning specific areas within the parklands suitable for temporary public events/displays/performances, active recreation, support facilities, service structures, cafes and restaurants. Such zoning will be consistent with this heritage management plan.

*Commentary:* Note that Policy 48 provides for a comprehensive plan to

identify all possible future memorial sites, consistent with the heritage management plan.

***Policy 40 New and continuing uses compatible with significance***

Any continuing use or new use proposed for Parkes Place will be compatible with the significance of the place, and should ideally be complimentary to the primary uses.

***Policy 41 Access***

The NCA will promote ready access to the area, especially by pedestrians and people on bicycles. The NCA should encourage access for those communities and groups with a significant association with Parkes Place.

Temporary restrictions may apply to parts of the area related to particular events.

Service vehicle access to Parkes Place will be controlled to ensure any impact is minimal.

*Commentary:* Communities and groups with a significant association with Parkes Place are discussed in Sections 4.1 and 4.2.

The proposed reconstructed/adapted paths around the rose gardens at Strategy 29.2 will assist with this policy.

***Policy 42 Carrying capacity***

The NCA will consider the need to monitor use of Parkes Place and its components, and to establish carrying capacity limits, to ensure no adverse impact on the values and experience of the area.

*Commentary:* This task should ideally be integrated with the use zoning to be undertaken at Strategy 39.1.

***Policy 43 Control of leased areas/activities***

Any lease arrangements for components of Parkes Place will protect the heritage significance of the place.

*Implementation Strategies*

43.1 Lease arrangements will:

- be compatible with the heritage significance of the place;
- stress the heritage significance of the place;
- provide clear guidelines about appropriate uses and signage; and
- provide for a process of notification to and approval by the NCA of any activities/functions.

*Commentary:* See Policy 57 regarding signage.

## New Development

### ***Policy 44 General provisions relating to new development***

The following general provisions will be implemented:

- new permanent developments will not impact on the heritage values of the area nor on the spatial relationships between individual significant features and open spaces, within or adjacent to the parklands;
- new permanent development in the parklands will be part of a planned approach which is in keeping with the values of the area. Ad hoc development will be avoided;
- developments will generally maintain public access to parklands and open spaces, and will not close off spaces;
- high-rise development is out of keeping with the area and will not be undertaken;
- permanent intrusions into the axes, including the Land Axis, to views and sight lines will not be permitted; and
- temporary intrusions may be permitted however:
  - if required they will be placed in discrete or screened locations, or in less sensitive locations (eg. outside the Land Axis corridor);
  - temporary structures will be as small as possible and as unobtrusive as possible;
  - the duration of any temporary intrusion will be brief, especially in the case of the Land Axis where the intrusion will generally not extend beyond a few days – with a maximum of several weeks;
  - every effort will be made to maintain the values of the area during the period of the intrusion including the visual and aesthetic qualities, and including measures which can be taken during any down-time;
  - every effort will be made to maintain access to the area affected; and
  - no major structures will be permitted in the Land Axis corridor, and minor structures will be located to the sides of the corridor, thereby maintaining the Old Parliament House – Australian War Memorial sight line.

### ***Policy 45 New landscaping, landscape structures and plantings***

New landscaping, landscape structures and plantings, not including replacement plantings, may be permitted subject to the following:

- that it is consistent with the general landscape conservation provisions and provisions relating to specific components (see Policies 15 to 17);
- that it respects the existing tree planting patterns within the parklands; and
- that it is consistent with any management plan for the specific component effected.

*Commentary:* New plantings may result from the tree management plan, see Policy 19.

### ***Policy 46 New major buildings***

No new major buildings will be permitted in Parkes Place.

### ***Policy 47 New minor buildings***

New minor buildings may be permitted subject to the following:

- the number of minor buildings will be kept to a minimum, every effort will be

made to consolidate functions, and also to house these within the existing building;

- a comprehensive planned approach to the provision of minor buildings within the parklands will be undertaken;
- careful consideration will be given to the location of minor buildings, generally to site them in screened locations (eg. hidden by plants), not in major views or vistas (eg. the Land Axis and cross axis), and otherwise to screening minor buildings;
- building designs will be of high quality, either consistent for the overall Parliament House Vista conservation area or consistent within major precincts, or designed in sympathy with buildings in the immediate setting;
- with regard to design qualities:
  - the style and form of buildings will pay due regard to adjacent buildings and the overall balanced development objective for the Parliament House Vista. Where buildings will be screened, for example by mature vegetation, greater stylistic and form variation may be acceptable. Consideration will be given to a consistent style and form, or palette of styles and forms, for minor buildings in the area;
  - building heights will generally be single storey, and well below the mature tree canopy;
  - predominant building colours will generally draw on the palette of existing colours used in the Parliamentary Zone; and
  - buildings should be predominantly oriented to the Land and Water Axes. That is, components of the building may depart from this orientation but the overall effect should match the axes.

*Commentary:* Possible proposals include new toilets and kiosk facilities, although there are no current proposals. The number of such minor buildings should be very few.

**Policy 48** *New memorials and artworks*

New memorials and artworks may be permitted.

A comprehensive plan will be prepared specifically identifying all possible future memorial sites which are consistent with the Parliament House Vista Heritage Management Plan (Marshall and others 2008) and this heritage management plan, and also identifying the general memorial character and landscape treatment appropriate to those sites. The general thematic approach to the location of memorials is defined in the *Guidelines for Commemorative Works in the National Capital* (NCA 2002b).

The design and siting of new memorials and artworks should seek to enhance the parklands and have no adverse heritage impacts. The scale of such proposals is a particular concern. Proposals should be subject to an impact assessment.

*Commentary:* There are no current proposals.

**Policy 49** *New parking*

No new parking within Parkes Place will be permitted.

**Policy 50** *Temporary changes*

Temporary changes of short duration may be permitted subject to the range of policies, in particular: Policy 39 regarding uses, Policy 41 regarding access and Policy 44 regarding temporary intrusions.

### ***Policy 51 Signage***

New signage may be permitted provided that:

- every effort is made to provide good quality signage, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- signs will be carefully sited, especially in the case of signs in major vistas (eg. the Land Axis and cross-axis);
- every effort will be made to avoid having signs or to minimise the number of signs; and
- no large signs will be permitted in the Land Axis corridor, and otherwise signs should be sited to the sides of the corridor.

Signage related to commercial activities will be carefully controlled consistent with the secondary nature of such uses, and will not be permitted in the Land Axis.

*Commentary:* In this policy, signs include freestanding and attached signs, as well as banners and flags. The policy also relates to temporary and permanent signs. There is already a range of high-quality signs in Parkes Place.

### ***Policy 52 Furniture***

New street or park furniture may be permitted provided that:

- every effort is made to provide good quality furniture, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- furniture will be carefully sited and grouped, especially in the case of furniture in major vistas and the Land Axis corridor; and
- generally, in the case of the Land Axis corridor, furniture will be sited to the sides of the corridor.

### ***Policy 53 Paths and paving***

Limited new paths and paving may be permitted provided that:

- every effort is made to provide good quality paths or paving, consistent either for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it pays careful regard to and is sympathetic with the geometry of the vicinity;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with the guidance provided in Policy 29.

*Commentary:* There are no current proposals.

### ***Implementation Strategies***

53.1 The NCA will consider providing limited path access to the National Rose Gardens.

### ***Policy 54 Lighting***



Limited new lighting may be permitted provided that:

- every effort is made to provide good quality lighting, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with the guidance provided in Policy 33, especially the proposed lighting plan for the Parliament House Vista.

***Policy 55 Infrastructure***

Limited new infrastructure may be permitted provided that:

- where possible, such infrastructure is included as part of existing or new buildings or other structures;
- every effort is made to provide good quality publicly visible finishes for infrastructure, either consistent for the overall area or within major precincts, or designed in sympathy with the immediate setting;
- it is carefully sited, especially in the case of major vistas;
- it responds to a substantial demonstrated need or requirement; and
- it is consistent with Policy 47 regarding any associated minor new buildings.

*Commentary:* In the case of any ground disturbing activities, see Policy 13 regarding Aboriginal heritage.

## Interpretation

### ***Policy 56 Interpreting the significance of Parkes Place***

The significance of the place will be interpreted to the range of visitors and audiences who use the parklands, and to NCA staff responsible for the place in any way. This interpretation will include reference to the broader Parliament House Vista and its setting. The individual significance of components such as the rose gardens will be interpreted.

#### *Implementation Strategies*

56.1 The NCA will develop and implement a simple interpretive strategy considering the range of possible messages, audiences and communication techniques. The interpretation will focus on the heritage values of the place, and this will include the rose gardens and commemorative trees.

The strategy will accept there may be overlapping and conflicting stories and values, and will not seek to unreasonably privilege one story over another. The area has layers of meaning and these will be reflected in the interpretation.

Audiences will include the local Canberra community and visitors.

The NCA will seek to gather stories and further understand the meanings of the place through oral history and other research to contribute to the development of interpretation activities.

*Commentary:* Substantial interpretation is already provided such as through the National Capital Exhibition at Regatta Point, the NCA's website, visitor brochures and other publications. Other options might include:

- enhanced interpretation of components by developing a single walking tour pamphlet;
- the use of oral histories to provide stories linking individuals with the larger national stories, or to tell stories not obvious in the landscape;
- additional interpretation panels, subject to careful design and siting, such as at major viewing points inside and outside the parklands;
- additional printed materials available at the National Capital Exhibition and other outlets; and
- additional information on the NCA's website.

Refer to Strategy 11.3 regarding consultation with stakeholders about interpretation.

56.2 The interpretive strategy will be periodically reviewed as part of the review of this management plan (see Policy 9).

### ***Policy 57 Signage***

Appropriate, consistent and good quality directional, interpretive and information signage will be provided.

*Commentary:* This policy does not apply to commercial or advertising signs. See Policy 51 regarding new signage.

### *Implementation Strategies*

57.1 Existing or proposed signage will be reviewed to ensure consistency with this policy and also in the light of the interpretive strategy (Strategy 56.1).

57.2 The NCA will develop a comprehensive signage plan which:

- develops specific actions consistent with this management plan; and
- provides specific guidelines regarding the design and location of signs (refer to Policy 51).

*Commentary:* Such a signage plan may ideally be prepared for the Parliamentary Zone or Parliament House Vista overall.

## Unforeseen Discoveries

### ***Policy 58 Unforeseen discoveries or disturbance of heritage components***

If the unforeseen discovery of new evidence or the unforeseen disturbance of heritage fabric or values requires major management or conservation decisions not envisaged by this heritage management plan, the plan will be reviewed and revised (see Policy 9).

If management action is required before the management plan can be revised, a heritage impact statement will be prepared that:

- assesses the likely impact of the proposed management action on the existing assessed significance of the place;
- assesses the impact on any additional significance revealed by the new discovery;
- considers feasible and prudent alternatives; and
- if there are no such alternatives, then considers ways to minimise the impact.

If action is required before a heritage impact statement can be developed, the NCA will seek relevant expert heritage advice before taking urgent action.

Urgent management actions shall not diminish the significance of the place unless there is no feasible and prudent alternative.

#### *Commentary:*

Unforeseen discoveries may be related to location of new documentary or physical evidence about the place or specific heritage values that are not known at the time of this report, and that might impact on the management and conservation of the place. Discovery of new heritage values, or the discovery of evidence casting doubt on existing assessed significance would be examples. This might relate to a range of values, including Aboriginal heritage values.

Discovery of potential threats to heritage values may also not be adequately canvassed in the existing policies. Potential threats might include the need to upgrade services or other operational infrastructure to meet current standards, the discovery of hazardous substances that require removal, or the physical deterioration of fabric.

Unforeseen disturbance might be related to accidental damage to fabric, or disastrous events such as fire or flood.

Such actions may be referable matters under the EPBC Act.

## Keeping Records

### ***Policy 59 Records of intervention and maintenance***

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

*Commentary:* Refer also to the NCA's Heritage Strategy and Heritage Register regarding provisions about records which are required to be kept under the EPBC Act. The tree database (Policy 20) may form part of such records.

#### *Implementation strategies*

59.1 The NCA will retain records relating to decisions taken in accordance with Policy 8 - Decision making process for works or actions.

59.2 The NCA will retain copies of all maintenance plans prepared for the place, including superseded plans, and records about monitoring. (Refer to Policies 18, 19, 25, 35 and 37)

59.3 A summary of substantial interventions, changes and maintenance will be included in the NCA Heritage Register entries for the Parliament House Vista or components as relevant, including a reference to where further details may be found.

*Commentary:* Given the findings of this heritage management plan, Parkes Place should be separately included in the NCA Heritage Register.

## Further Research

### ***Policy 60 Addressing the limitations of this management plan***

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

## **Policy Guidance from Existing Management Plans**

The following text provides a summary of key policies or issues from existing management plans which are relevant to the broader focus of this report for Parkes Place. In all cases, conservation of the specific heritage values of the component places is an imperative.

It is noted new or revised management plans may become available which will provide updated policy guidance (eg. the Department of Finance and Deregulation proposes to undertake a new assessment of the heritage values of the Treasury Building at some stage).

### **King George V Memorial**

- The major finding of the current specific conservation management plan for the memorial is that the memorial 'be eventually relocated to a more appropriate site', this being, 'within the Parliamentary Zone; particularly in a site related to King George Terrace.' (Freeman Collett & Partners 1994, Vol. 3, pp. 3, 9)

### **Treasury Building**

- The building be conserved (Philip Cox, Richardson, Taylor and Partners 1992, p. 63).

## **8.4 IMPLEMENTATION PLAN**

### **Responsibility for Implementation**

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

### **Commitment to Best Practice**

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

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

### **Works Program**

Refer to Strategy 3.1 and Table 9 in the preceding section.

### **Criteria for Prioritising Work**

See Strategy 8.3.

### **Resolving conflicting Objectives**

See Strategy 8.4.

### **Annual Review**

Refer to Strategy 8.5.

### **Resources for Implementation**

It is difficult to be precise about the budget for maintenance of Parkes Place because funding details are not kept for just the study area. Accordingly, it is not currently possible to isolate the maintenance budget for just these parklands. In addition, the future budgetary situation of the NCA is uncertain given the Government's response to the Parliamentary inquiry into the NCA in 2008.

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

- maintenance of civil infrastructure on National Land;
- maintenance of buildings on National Land;
- maintenance of miscellaneous electrical installations on National Land;
- Parkes Place open space maintenance; and
- memorials, fountains and artworks.

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

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

