

# **PARKES PLACE AND THE NATIONAL ROSE GARDENS HERITAGE MANAGEMENT PLAN**

## **VOLUME 1**



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**for the  
National Capital Authority**

**2013**

## EXECUTIVE SUMMARY

The National Capital Authority anticipates undertaking a masterplan for Parkes Place, including the National Rose Gardens, at some future time and wishes to have relevant heritage guidance for the masterplanning. This heritage management plan for Parkes Place provides that heritage guidance which is integral to the good management and conservation of this place and its heritage significance. The study:

- briefly describes Parkes Place;
- provides an overview of the history of the place;
- offers evidence related to aesthetic, social and scientific values;
- analyses all of this evidence and provides a statement of significance for the place;
- explores issues related to constraints and opportunities affecting the place;
- provides a conservation policy and implementation strategies to guide management and conservation; and
- provides a tree replacement strategy.

Parkes Place is part of the Parliament House Vista which is entered on the Commonwealth Heritage List under the *Environment Protection and Biodiversity Conservation Act 1999*. However, it is not separately listed. Parkes Place also includes two individually listed places – the King George V Memorial and National Rose Gardens. These listings protect the heritage values of Parkes Place as part of the Parliament House Vista, and the individually listed places, and the listings impose a number of obligations including the need to prepare management plans.

A plan has been developed for the Parliament House Vista. No separate plan is formally needed for Parkes Place because this area is not individually heritage listed. However, a plan is needed for the National Rose Gardens and this plan meets this obligation. Given the complexity of Parkes Place, the preparation of a heritage management plan is otherwise a sensible step. Every effort has been made to draw upon the Parliament House Vista heritage management plan and otherwise to ensure consistency.

A management plan is also required for the King George V Memorial and the NCA will make separate arrangements for this to be prepared.

Parkes Place is an integral part of the Parliament House Vista conservation area, and the Vista is of outstanding heritage value to the nation. It is a central and highly visible part of the Vista, is associated with the history of the development of Canberra as Australia's national capital, and is integral with the central national landscape of the capital.

Parkes Place, including the National Rose Gardens, is also of significant heritage value related to its history, design, aesthetic qualities, creative achievement, social value, and strong and special associations. At some stage Parkes Place probably deserves to be considered for individual listing on the Commonwealth Heritage List.

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

- liaison;
- Indigenous heritage;
- landscape and rose gardens;
- built elements;
- setting;

- use;
- new development; and
- interpretation.

Major issues addressed in this plan include:

- problems with the treescape of the area such as dead, declining or missing trees, replacement and succession plantings, and the need for a tree replacement strategy; and
- the generally poor health of the roses in the National Rose Gardens, and the need for large-scale replacement plantings.



## **IMPORTANT INFORMATION CONCERNING DECEASED ABORIGINAL PERSONS**

People accessing and using this report should be aware that this report includes a reference to persons who participated in the consultative process associated with this assessment but who subsequently passed away before this report was completed. In some Aboriginal communities, seeing images of deceased persons in photographs, film and books or hearing them in recordings and references to the deceased person by name may cause sadness or distress and in some cases, offend against strongly held cultural prohibitions.



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# 1. INTRODUCTION

## 1.1 BACKGROUND AND PROJECT OBJECTIVES

The National Capital Authority anticipates undertaking a masterplan for Parkes Place, including the National Rose Gardens, at some future time and wishes to have relevant heritage guidance for the masterplanning. This heritage management plan for Parkes Place provides that heritage guidance which is integral to the good management and conservation of this place and its heritage significance.

Parkes Place is part of the Parliament House Vista which is entered on the Commonwealth Heritage List under the *Environment Protection and Biodiversity Conservation Act 1999*. However, it is not separately listed. Parkes Place also includes two individually listed places – the King George V Memorial and National Rose Gardens. These listings protect the heritage values of Parkes Place as part of the Parliament House Vista, and the individually listed places, and the listings impose a number of obligations including the need to prepare management plans.

A copy of the current Commonwealth Heritage List citations for the Parliament House Vista, King George V Memorial and National Rose Gardens are reproduced at Appendix A.

A management plan has been developed for the Parliament House Vista. No separate plan is formally needed for Parkes Place because this area is not individually heritage listed. However, a plan is needed for the National Rose Gardens. Given this obligation and the complexity of Parkes Place, the preparation of a heritage management plan is a sensible step. Every effort has been made to draw upon the Parliament House Vista heritage management plan and otherwise to ensure consistency.

It is important to note that while the management plan for the Parliament House Vista provides much information useful for Parkes Place, it deals with issues at a broad or landscape scale, and it does not provide the full level of detail sought for component areas such as Parkes Place. The Parkes Place heritage management plan should be capable of operating as the primary management document for Parkes Place and providing more detailed guidance. Given its consistency with the Vista heritage management plan, reference back to this other plan should be minimal.

A management plan is also required for the King George V Memorial and the NCA will make separate arrangements for this to be prepared.

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

### Definitions

#### *Conservation*

In this report, the term conservation is generally used to mean, ‘all the processes of looking after a place so as to retain its cultural significance’ (Australia ICOMOS 2000, Article 1.4). These

processes include maintenance, preservation, restoration, reconstruction and adaptation. This definition follows the *Burra Charter*.

In accordance with the EPBC Act 1999, the broad nature of cultural significance also has to be appreciated. It includes not only the physical elements of a place (for example the architecture or landscape) but can also include intangible values such as historical associations, traditional use and community attachment. Conservation has to take all of these values into account. (See for example the Commonwealth Heritage criteria at 10.03A of the *EPBC Regulations 2003 (No. 1)*, the Commonwealth Heritage Management Principles at Schedule 7B of the regulations, and the requirements for management plans at 10.03B of the regulations.)

One of the principles underpinning the *Burra Charter* is a recognition that heritage places change through time for a variety of reasons. Good heritage practice manages this change with the objective of retaining cultural significance. It does not necessarily seek to freeze a place in time, nor turn every place into a museum. (See for example Australia ICOMOS 2000, Articles 1.9, 3.2, 15, 21, 22 and 27.)

<b><i>Land Axis Corridor</i></b>	The east and west boundaries of the Land Axis corridor is defined by: <ul style="list-style-type: none"><li>• the boundaries of Anzac Park, being the planted linear parks lining either side of Anzac Parade but not including Anzac Park East and West;</li><li>• the western alignments of Mall Road West, Parliament Square west, Queen Victoria Terrace between Parliament Square west and Federation Mall west, and Federation Mall west, and an extension of the line of Mall Road West to the western boundary of Anzac Park; and</li><li>• the eastern alignments of Parliament Square east, Queen Victoria Terrace between Parliament Square east and Federation Mall east, and Federation Mall east, and an extension of the line of Parliament Square east to the eastern boundary of Anzac Park.</li></ul>
<b><i>National Rose Gardens</i></b>	The eastern section is bounded by King George Terrace, Parkes Place East, the northeastern internal service road in Parkes Place, and the northwestern footpath. The western section is bounded by King George Terrace, Parkes Place West, the northeastern internal service road in Parkes Place, and the southeastern footpath. The western section excludes the land including the Lobby Restaurant.
<b><i>National Triangle</i></b>	Within this report, the term National Triangle means the land bounded by Constitution Avenue, Kings Avenue and Commonwealth Avenue.
<b><i>Parkes Place</i></b>	The area bounded by King George Terrace, King Edward Terrace, and Parkes Place East and West.
<b><i>Parliamentary Triangle</i></b>	The Parliamentary Triangle is another term often used to describe part or the whole of the National Triangle. Because of ambiguity, this report tries not to use the latter term, unless it arises because of an historical reference.
<b><i>Parliamentary Zone</i></b>	The Parliamentary Zone is part of the National Triangle, being that part south of the lake.



## 1.2 CONDUCT OF PROJECT

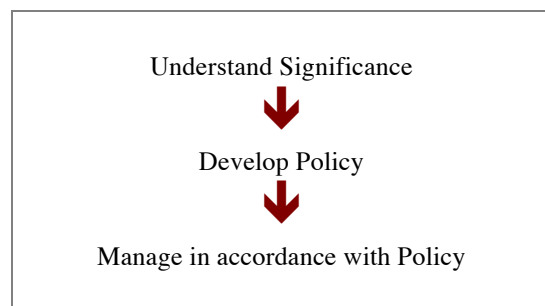
### Overview

This heritage management plan builds upon the Parliament House Vista heritage management plan (Marshall and others 2009).

The methodology adopted for this study is in accordance with *The Burra Charter - The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance* (Australia ICOMOS 2000). This can be summarised as a series of steps as shown in Figure 1 below.

**Figure 1. Basic Steps of Conservation Management Planning**

Source: Australia ICOMOS 2000



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

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

This work provided a sound understanding of the place, and led to the preparation of a statement of significance. This work also provided an understanding of the constraints and opportunities related to the current and future management of the place. The statement of significance and the information about constraints and opportunities were used as the basis for developing conservation policies and implementation strategies.

### Aboriginal Embassy/Aboriginal Tent Embassy Site

The Aboriginal Tent Embassy is recognised in this study but no research was undertaken on it and no detailed management guidance is provided. There is a current National Heritage nomination for the place, and pending the outcome of this process, a specific management plan may need to be developed. The nominated area is all of Block 1, Section 58 (see Figure 2), between King George Terrace and the internal road southwest of the Reflection Ponds.

Throughout this plan the name Aboriginal Tent Embassy is used.

### Assessing Social Significance

Methods designed to identify and assess social significance need to:

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

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

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

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

A framework to assist in applying Criterion (g) was developed by Context Pty Ltd for the Regional Forest agreement process (Australian Heritage Commission and Department of Conservation & Natural Resources (Victoria) 1994) and has been applied in assessing the social significance of Parkes Place. It is included in Appendix C.

### **Tree Replacement Strategy**

Following substantial development of this draft plan, the NCA agreed to an additional task to develop in detail a tree replacement strategy for Parkes Place. This was drafted by Geoff Butler, Dr Dianne Firth and Duncan Marshall, and is included in the plan.

### **Public Consultation**

A draft of this heritage management plan was provided for public comment in May 2010 with the deadline for comments being 2 July 2010. A public information session was also held on 9 June 2010.

As a result, four submissions were made providing comments. The comments were reviewed and the heritage management plan was amended in response to many of the comments.

## **1.3 PURPOSE OF REPORT**

The purpose of this report is to provide a management plan for Parkes Place and the National Rose Gardens consistent with the obligations under the EPBC Act, including an understanding of its heritage values (Chapter 6), and conservation policies and implementation strategies for its future management (Chapter 8).

It should be noted this is not a statutory management plan under the EPBC Act for Parkes Place

itself, although is a management plan for the National Rose Gardens. Because Parkes Place is not individually Commonwealth Heritage listed, no statutory management plan is needed for this place. On the other hand, the National Rose Gardens are Commonwealth Heritage listed and a management plan is required for this place. In addition, the Parliament House Vista, including Parkes Place, is Commonwealth Heritage listed, and a statutory management plan for this larger area has been prepared.

## **1.4 LIMITATIONS AND NON-CONFORMING ASPECTS**

### ***General***

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

- the Aboriginal Tent Embassy was not considered in this assessment. There is a current National Heritage nomination for the place, and pending the outcome of this process, a specific management plan may need to be developed; and
- the specific values of the Lobby Restaurant and King George V Memorial were not researched as part of preparing this plan, except regarding their contribution to the overall landscape.

### ***Social and Aesthetic Values***

The following limitations need to be considered when reading the conclusions about social and aesthetic values in this report.

Within the scope of this project the sample size of some communities with potential associations with Parkes Place was small and the data received therefore limited. Further research may reveal additional communities located outside Canberra for whom Parkes Place has social significance.

No data was readily available to enable a comparative assessment with other places to determine the relative significance of Parkes Place to the defined associated communities.

Within the scope of this project, potential social significance of individual commemorative trees and rose plantings was not researched. Further research may reveal particular individuals or communities for whom these smaller components of Parkes Place hold special meanings.

In accordance with the requirements of the brief, a comprehensive assessment of aesthetic values as may apply to the wider Australian community was not undertaken. Conclusions in this report relating to criterion (e) emerged from an assessment process primarily designed to assess social significance, but which also explored aesthetic values held by the communities assessed. Aesthetic value has not been comprehensively tested in terms of inspiring creative response represented in art, literature, or tourism media, for example.

In accordance with the project brief, data was not specifically gathered to test the social and aesthetic significance of the Aboriginal Tent Embassy.

### ***Burra Charter***

This management plan conforms with the *Burra Charter* (Australia ICOMOS 2000) and there are no non-conforming aspects to note.

## **1.5 CONSULTANTS**

The consultants for the project are Duncan Marshall, Geoff Butler, Chris Johnston and Christina

Dyson (Context Pty Ltd), Dr Dianne Firth and Maureen Ross.

## 1.6 ACKNOWLEDGMENTS

The consultants wish to acknowledge the kind assistance of the following people and organisations.

Natalie Broughton	National Capital Authority
Joanna Nelson	National Capital Authority

ACT Heritage Library	
Graeme Evans	Canberra Horticulture
Dr John Gray OAM	Heritage Consultant

The authors also wish to thank the following individuals and organisations for their assistance in the undertaking research for the social values assessment, and also those who participated in the interviews, the focus group workshop at Old Parliament House on 9 December 2008, and responded to the email survey.

Dianne Firth	Landscape Architect, University of Canberra
Maureen Ross	National Rose Society
Natalie Broughton	National Capital Authority
Max Bourke	Australian Garden History Society
Prof. Richard Clough	Retired landscape architect and former NCDC
Merylyn Condon	Horticulture Society of Canberra
Kate Cowie	Old Parliament House
Seona Doherty	National Capital Authority
Graeme Evans	Canberra Horticulture
Margôt Jolley	Old Parliament House
Ree Kent	Old Parliament House
Brett Odgers	Walter Burley Griffin Society
Michael Pearson	ACT Heritage Council
Geoff Pryor	Old Parliament House Governing Council
Juliet Ramsay	
Keith Storey	Former NCDC
Rowena Yette	Department of Finance and Deregulation
Horticulture Volunteers	
National Rose Societies	

Representatives of Representative Aboriginal Organisations (Buru Ngunawal Aboriginal Corporation, Consultative Body Aboriginal Corporation in Indigenous Land and Artefacts in the Ngunnawal Area, Ngarigu Currawong Clan, Little Gudgenby River Tribal Council), other members of the academic community (with research interests and skills specifically related to landscape architecture, history, and/or cultural heritage conservation), the Lobby Restaurant, and the National Trust of Australia (ACT) were also invited to participate in the project through the social values focus group. Representatives of these groups were unable to attend.

## 2. LOCATION, DESCRIPTION AND ASSOCIATED PLACES

### 2.1 LOCATION AND BOUNDARIES

Parkes Place is a parkland area located in the central part of Canberra, adjacent to Old Parliament House.

The boundaries are King George Terrace, King Edward Terrace, and Parkes Place East and West.

The immediate contextual boundaries or setting for Parkes Place includes:

- the landscape of the Parliamentary Zone; and
- the Land Axis.

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

The blocks and sections included are Block 4, Section 34, Block 1, Section 58 and Block 1, Section 59, Parkes. The two road reserves within Parkes Place are also included.

**Figure 2. Block and Section Plan of Parkes Place**

Source: NCA



**Figure 3. Aerial view of Parkes Place**  
Source: Google Earth

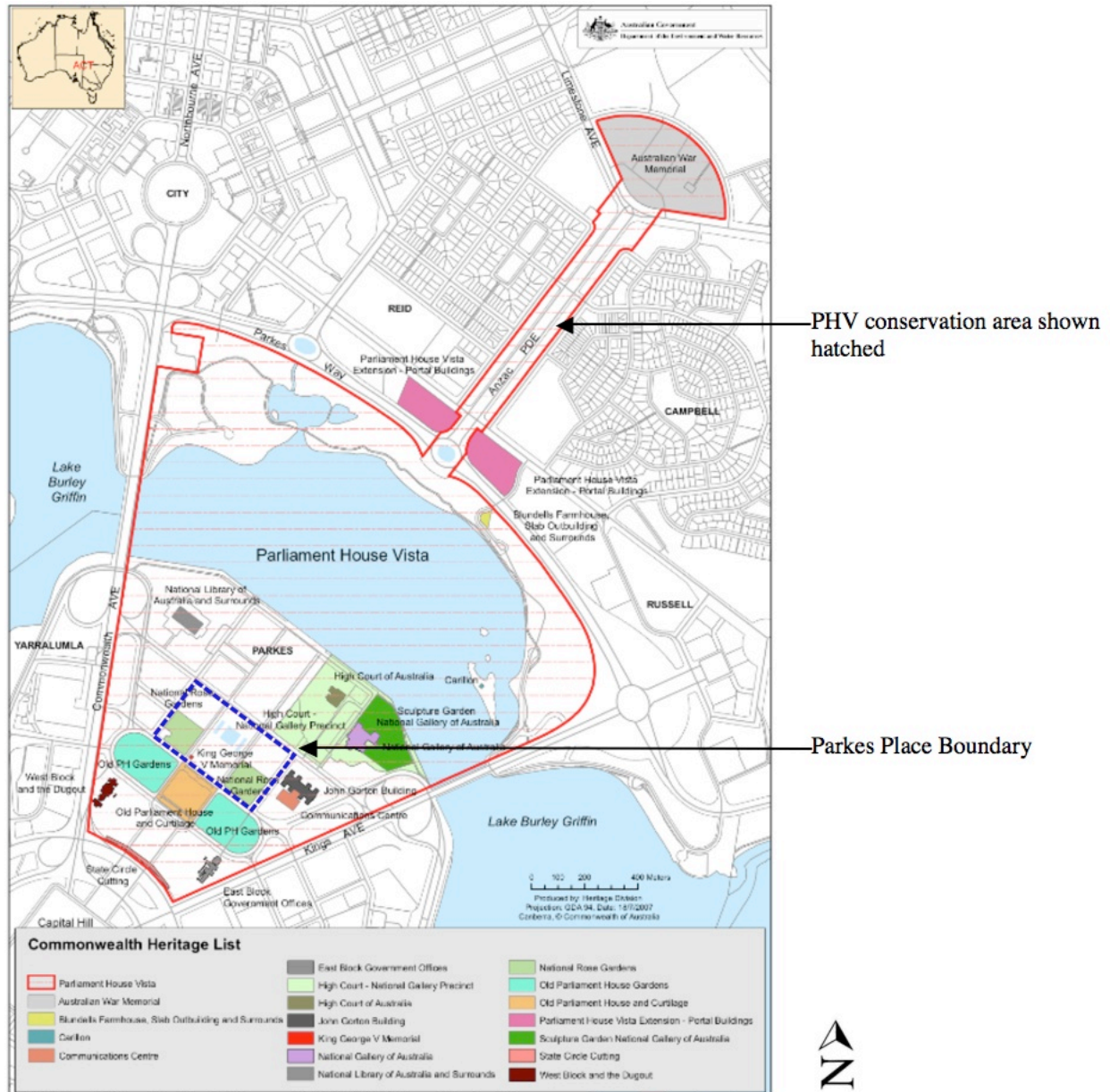


**Figure 4. Aerial view of Parliamentary Zone**  
Source: Google Earth



**Figure 5. Plan showing the Parkes Place and Parliament House Vista conservation area**

Source: Base plan from the Department of Sustainability, Environment, Water, Population and Communities





## 2.2 DESCRIPTION AND CONDITION

This section begins with an overview of Parkes Place and the landscape surrounding the area, and it then provides brief information about Indigenous heritage, the landscape and built components.

### Overview of Parkes Place

Parkes Place is a gently north-sloping parkland area with extensive lawn areas, mature trees and large plantings of roses. It is divided by a symmetrical grid of roads and paths delineated by mature trees to create a range of publically accessible spaces and garden rooms.

The National Rose Gardens are located in two garden rooms on the southeast and southwest of Parkes Place separated by the Land Axis corridor. The central space between the gardens contains the King George V Memorial and Aboriginal Tent Embassy, with a restaurant and café at the southwestern corner of the western rose garden.

Two important axes cross through Parkes Place – the broad grassed Land Axis from northwest to southeast, and the narrower grassed cross axis between the Treasury Building and John Gorton Building. At this crossing point of the axes are reflection ponds and fountains. Both axes are edged by tree-lined walkways.

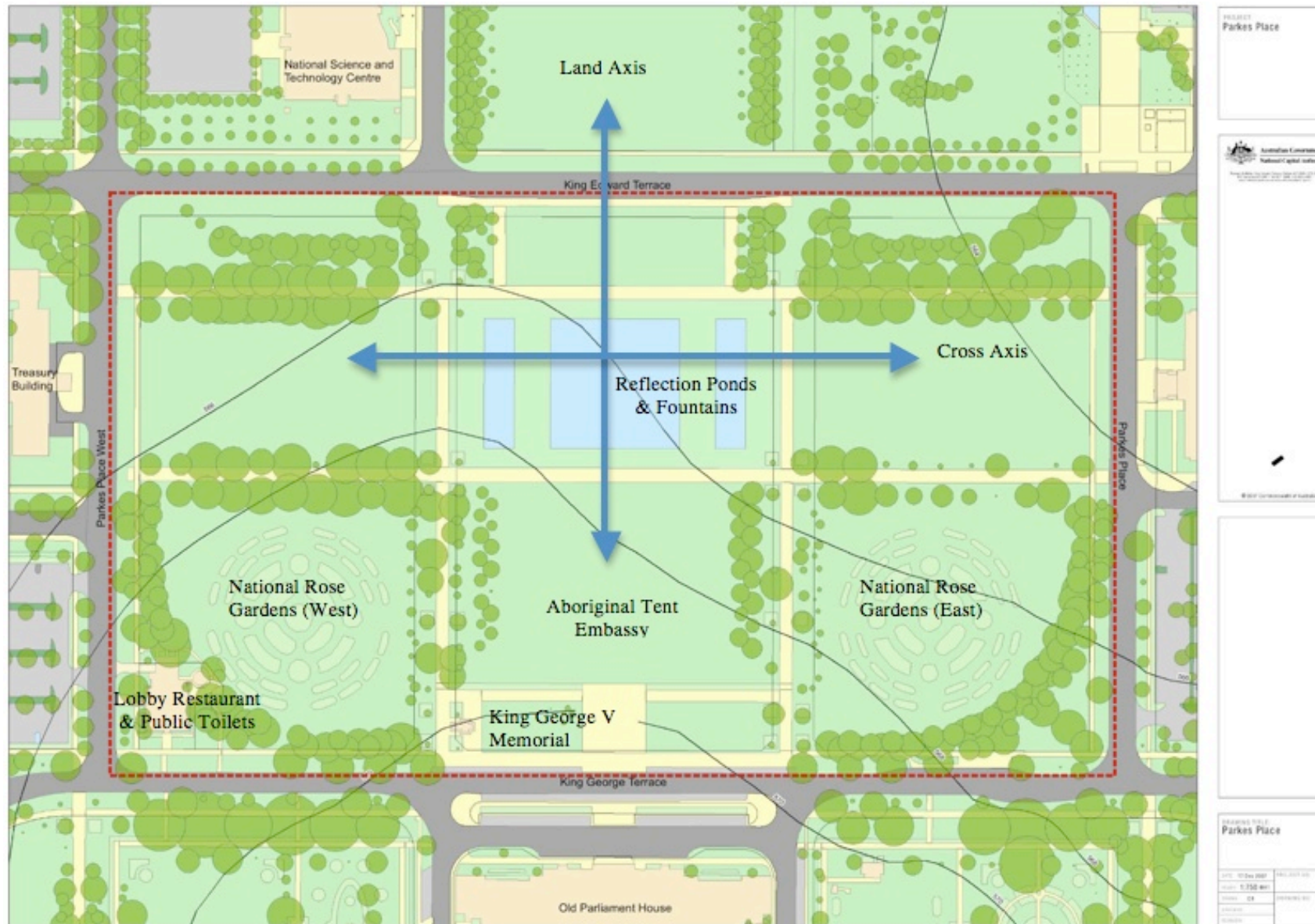


**Figure 6. Parkes Place and Old Parliament House from northwest**

Source: NCA

**Figure 7. Site Plan of Parkes Place showing Major Features**

Source: Base plan from NCA



## **Landscape surrounding Parkes Place – the Parliamentary Zone and Parliament House Vista**

Parkes Place sits in the centre of the Parliamentary Zone, being the triangle of land bounded by Commonwealth Avenue, Kings Avenue and the southern lakeshore. The Parliamentary Zone is the setting for major government buildings and national institutions. The zone is structured by the road pattern and mature evergreen and deciduous treescape. The Land Axis is a dominant feature bisecting the zone. Within this framework are a series of landscape and garden spaces with a mixture of native and exotic, formal and informal plantings, as well as some remnant native vegetation. There are extensive irrigated grass areas, some unirrigated grasslands, and large carparks generally screened by hedges.



**Figure 8. Aerial view of the Parliament House Vista looking north with Mount Ainslie at top right**

Source: NCA

Parkes Place, as part of the Parliamentary Zone, also sits within the Parliament House Vista conservation area, which in turn sits within a larger landscape area or setting which is an important context for both. As noted in the previous section, the immediate contextual boundaries or setting for Parkes Place includes:

- the landscape of the Parliamentary Zone; and
- the Land Axis.

### **Indigenous Heritage**

The Indigenous heritage of Parkes Place was studied as part of the Parliament House Vista heritage management plan (Marshall and others 2009). That report noted:

- Aboriginal artefacts were previously discovered in the Old Parliament House Senate Gardens, which are adjacent to Parkes Place;
- the Parliament House Vista study area has sustained significant modification and disturbance since the European settlement of the Limestone Plains;
- the development of the Parliament House Vista study area has also resulted in changes to the natural landform with extensive development of terraces, buildings and other structures, roads, carparks, utilities and services;
- as a result, the possibility of undisturbed Aboriginal archaeological sites being present within the Parliament House Vista study area is likely to be restricted to the less developed portions of the study area on the northern shores of the lake, and in the now submerged slope terminations and terraces above the original course of the Molonglo River;
- in the contemporary context, many of the landforms likely to have been used by Aboriginal people in or near the Parliament House Vista study area have been inundated by the damming of the Molonglo River to form Lake Burley Griffin. The discovery of small

scatters of flaked stone artefacts on the lower slopes of Black Mountain introduces the possibility that there may be similar sites on the southern banks of the Molonglo within what is now the Parliament House Vista. Given the past history of land use and the degree of disturbance associated with the development of this landscape, if such sites are present it is likely that they will be found in the least disturbed contexts, possibly associated with the areas identified as possessing remnant native vegetation; and

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

## Landscape

The landscape composition of Parkes Place is formal and simple. It comprises a symmetrical arrangement of the following components.

### *Garden Rooms*

The two quadrant shaped tree-enclosed spaces of the National Rose Gardens are symmetrically located on either side of Parkes Place and separated by a wide grassed terrace that is part of the Land Axis vista. The rose beds are laid out in a radiating circle pattern that is divided into quarters. An additional circular bed has been inserted in the north eastern corner of the eastern garden.

The garden rooms are enclosed to the south by several arcs of regularly planted large bright-green deciduous species inter-planted with grey-green conifers (*Quercus palustris*, *Platanus acerifolia* and *Cedrus atlantica*); to the north by a single line of grey-green conifers (*Cedrus atlantica*); and along the central edge by fastigiate species (ie. species having branches sloping upward, more or less parallel to the main stem) of dark-green conifers and bright-green deciduous species (*Cupressus sempervirens*, *Cupressus arizonica* and *Populus nigra* 'Italica'). An additional line of deciduous species (*Quercus palustris*) has intruded into the Rose Garden space. Low branches have been removed to allow access and to enable views into and out of the spaces. Rose beds have no formal edging, are mulched with wood chip and irrigated grass is maintained between the beds.

### *Vista - Land Axis*



**Figure 9. Land Axis vista from adjacent to the central reflecting pond, looking north**

Source: Dianne Firth

The vista is bordered by two rows of eucalypts (*Eucalyptus elata*) in front of the row of original plantings (*Cupressus sempervirens*, *Cupressus arizonica* and *Populus nigra* 'Italica'). A few additional eucalypts have been randomly planted in the area of the Aboriginal Tent Embassy.

The vista is enhanced by the broad sweep of the grassed surface, only some of which is irrigated. Adjacent to the roadway of King George Terrace is a terrace paved with concrete in the central area with grass at the sides. The concrete retaining wall of this terrace accommodates a planting bed with low shrubs.

Access to the lower unirrigated grassed terrace is by broad concrete steps at the centre with additional steps at each side accessing the north-south walkways. Further north the Land Axis bisects the cross axis vista with a paved terrace and ornamental ponds. Towards the King Edward Terrace roadway the vista is bordered with eucalypts and Casuarinas (*Casuarina cunninghamiana*), and the grass is irrigated.

**Vista - Cross Axis**

The vista between the Treasury Building and John Gorton Building is maintained by a broad sweep of irrigated grass, the low profile of the central terrace and ornamental ponds, and the strength and visual integrity of the deciduous and evergreen bordering trees (*Quercus palustris*, *Platanus acerifolia* and *Cedrus atlantica*).



**Figure 10. Cross Axis vista looking towards the John Gorton Building**  
Source: Duncan Marshall

**Ponds**

The intersection of the two vistas is marked by a formal terrace containing a large square reflecting pond with rectangular ponds each side, each containing 2 gushing (wedding cake) fountains. The terrace surrounding the ponds is patterned with a large square motif formed by bluestone slabs inset to exposed aggregate paving.



**Figure 11. Side reflecting pond with ‘wedding cake’ fountain. Treasury Building in background.**  
Source: Duncan Marshall



### ***Walkway - North-South***

The two north-south stabilised red gravel walkways edging the Land Axis vista and the Rose Gardens present an unfolding sequence of views under and between mature dark-green evergreen conifers (*Cupressus sempervirens* and *Cupressus arizonica*), light-green deciduous trees (*Quercus palustris*), and fine-leaved, grey-green eucalypts. Fastigate deciduous trees (*Populus nigra* 'Italica') planted in square at-ground planting boxes mark the intersection with other walkways and access points. Many of the trees are mature and reflect the various periods of plantings that have occurred. The plantings discontinue across the vista space and then continue again.



**Figure 12. North-south walkway, eastern side of Land Axis, looking south**

Source: Dianne Firth

### ***Walkway - Cross Axis***

Two east-west walkways edge the Cross Axis. The southern walkway is edged by a single row of large mature grey-green conifers (*Cedrus atlantica*) on both sides of the stabilised red gravel walkway. The plantings discontinue across the vista space and then continue again. The northern walkway is edged with one line of conifers to the south (*Cedrus atlantica*) and two lines of deciduous species to the north (*Quercus palustris* and *Platanus acerifolia*). Fastigate deciduous *Populus nigra* 'Italica' mark the intersection of pathways.



**Figure 13. Cross Axis walkway, southern walkway looking west**

Source: Dianne Firth



**Figure 14. Cross Axis walkway, northern walkway looking west**

Source: Dianne Firth

### ***Nodes***

Fastigate deciduous trees (*Populus nigra* 'Italica') are planted in square at-ground planting boxes edged with granite sets. Some are formally planted with trimmed low shrubs (*Buxus sempervirens*), others are unplanted. They mark intersections with other walkways and access points, and occur in groupings of two and four.



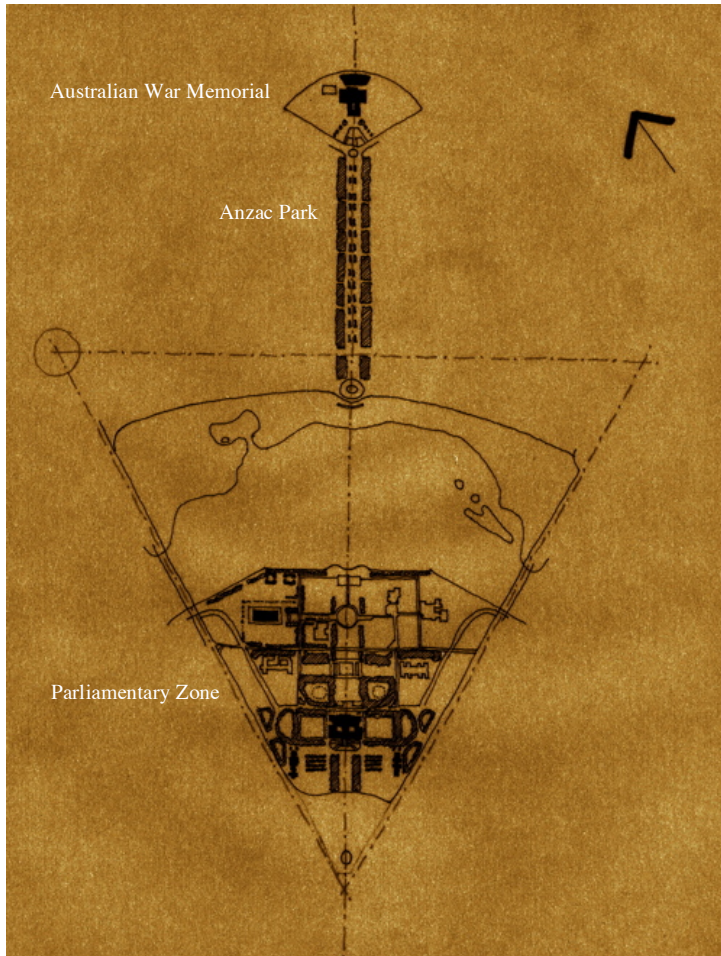
**Figure 15. Poplar node plantings without shrubs**

Source: Dianne Firth



**Figure 16. Poplar node plantings with shrubs**

Source: Dianne Firth



**Figure 17. Study Area Formal Landscape Elements**

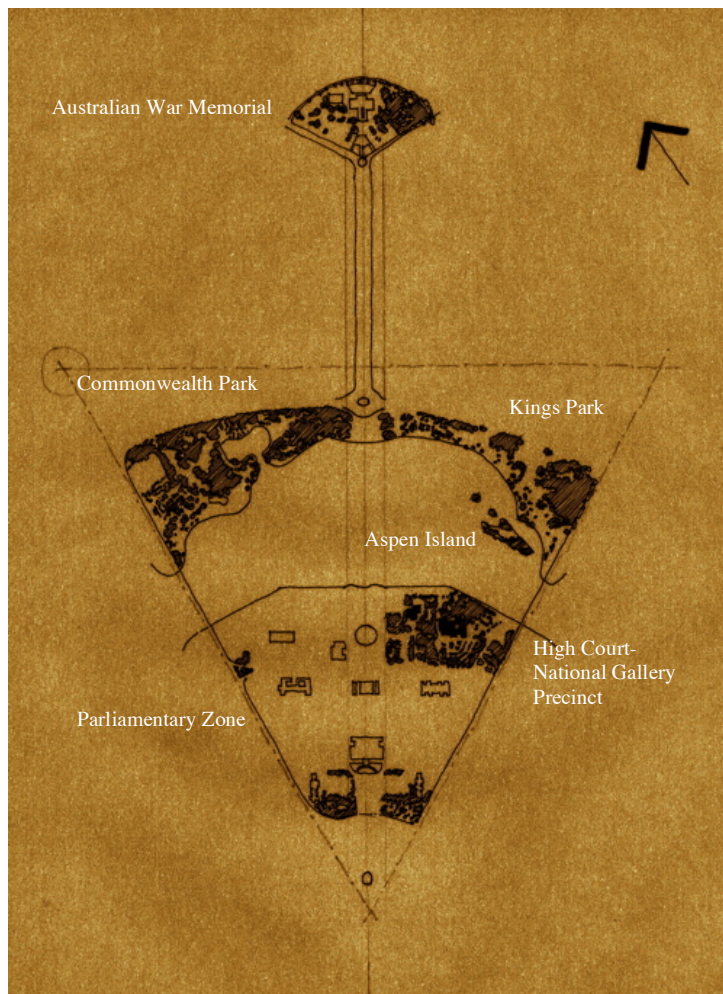
Source: Craig Burton

Notes: Major landscape elements/ plantings include:

- the plantation plantings and planting beds in Anzac Parade;
- southern lakeshore plantings; and
- street, Land Axis and other boundary plantings in the Parliamentary Zone.







**Figure 18. Study Area Informal Landscape Elements**

Source: Craig Burton

Notes: Major landscape elements/ plantings include:

- plantings around the Australian War Memorial, especially to the east;
- Commonwealth and Kings Parks, including Aspen Island; and
- some plantings in the Parliamentary Zone, notably the High Court of Australia-National Gallery of Australia Precinct, and adjacent to East and West Blocks.

### ***Important Trees***

In general terms, the entire treescape of Parkes Place is important, especially as part of the Parliament House Vista. The following list of trees and tree groups highlights trees which are of some individual significance in addition to their contribution to the overall area:

- 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) (Gray 1997);
- Roman cypress planted 1927 by the Young Australia League (Gray 1997);
- street, path and Land Axis plantings, especially those from the 1920s, 1940s and 1960s (such as the *Calocedrus sp.* near King Edward Terrace); and
- the original Lombardy poplars (*Populus nigra* 'Italica') that were planted as nodal/sentinel markers.

In addition to/overlapping with the above, a 1998 survey of the Parliamentary Zone identified 33 individually significant trees. Relevant data from this survey is presented in the following table and figure. To some extent, the 1998 survey data overlaps with the list above. However, in one case a tree has died, and in another case, the tree is partly dead, as noted.

**Table 1. Significant Trees in Parkes Place extracted from the 1998 Survey**

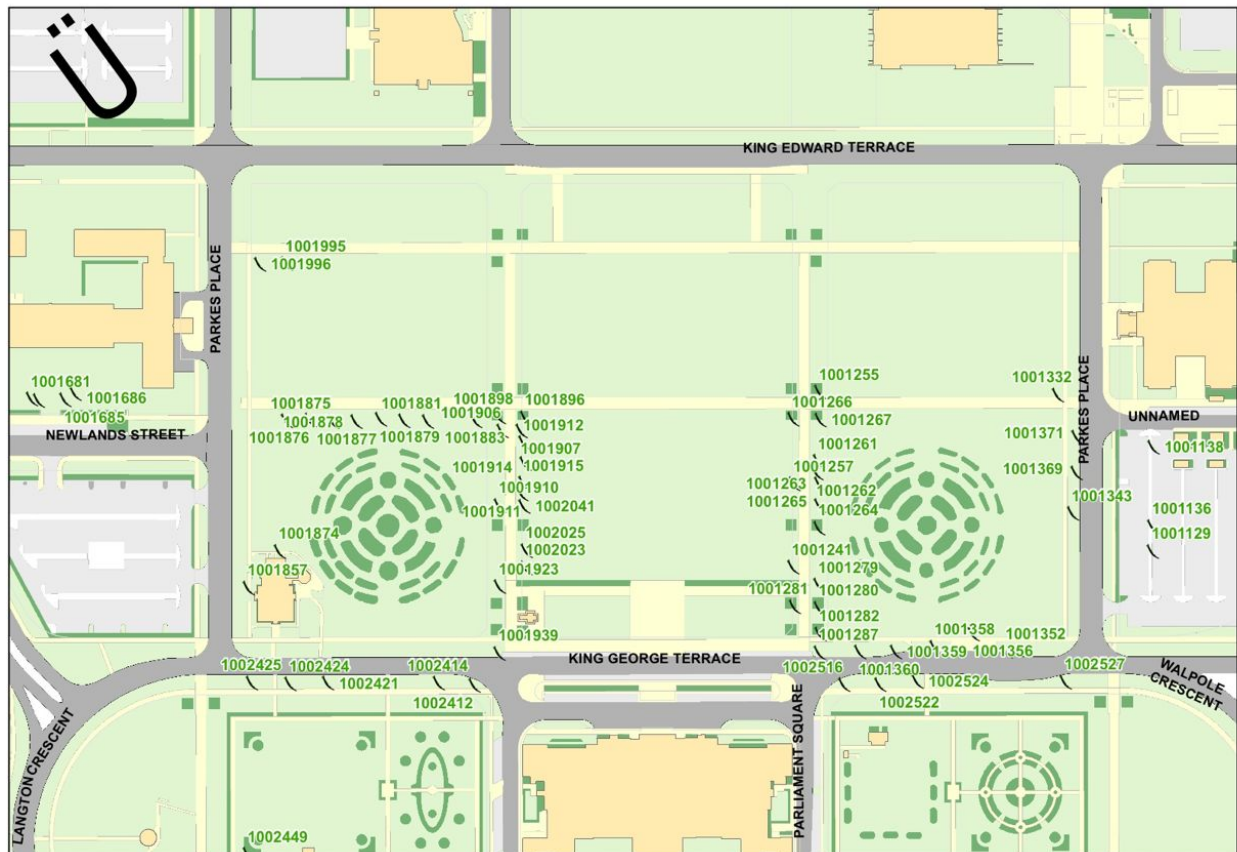
Tree No.	Species	Common Name	Design Intention	Significance
1001261	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001263	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001264	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001265	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001266	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001267	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001279	Cupressus sempervirens var. stricta	Italian Cypress	Avenue	Historical
1001281	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001287	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001332	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Historical
1001343	Ulmus americana	American Elm	Avenue	Rarity
1001352	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001356	Ulmus americana	American Elm	Specimen	Rarity
1001360	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1001369	Ulmus americana	American Elm	Avenue	Rarity
1001371	Ulmus americana *	American Elm	Avenue	Rarity
1001857	Cupressus arizonica	Rough-barked Cypress	Specimen	Size
1001874	Quercus palustris	Pin Oak	Specimen	Size
1001877	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001880	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001881	Cedrus atlantica	Atlas Cedar	Avenue	Size
1001906	Cupressus arizonica	Rough-barked Cypress	Avenue	Size
1001907	Cupressus arizonica	Rough-barked Cypress	Avenue	Size
1001911	Cupressus arizonica	Rough-barked Cypress	Avenue	Size
1001912	Cupressus sempervirens var. stricta	Italian Cypress	Specimen	Historical
1001939	Cupressus arizonica	Rough-barked Cypress	Specimen	Size
1001995	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Size
1001996	Populus nigra 'Italica'	Lombardy Poplar	Specimen	Size
1002023	Cupressus sempervirens var. stricta	Italian Cypress	Specimen	Historical
1002025	Cupressus sempervirens var. stricta **	Italian Cypress	Specimen	Historical
1002041	Cupressus sempervirens var. stricta	Italian Cypress	Specimen	Historical
1002522	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical
1002524	Cupressus arizonica	Rough-barked Cypress	Avenue	Historical

Note: \* = dead \*\* = partly dead



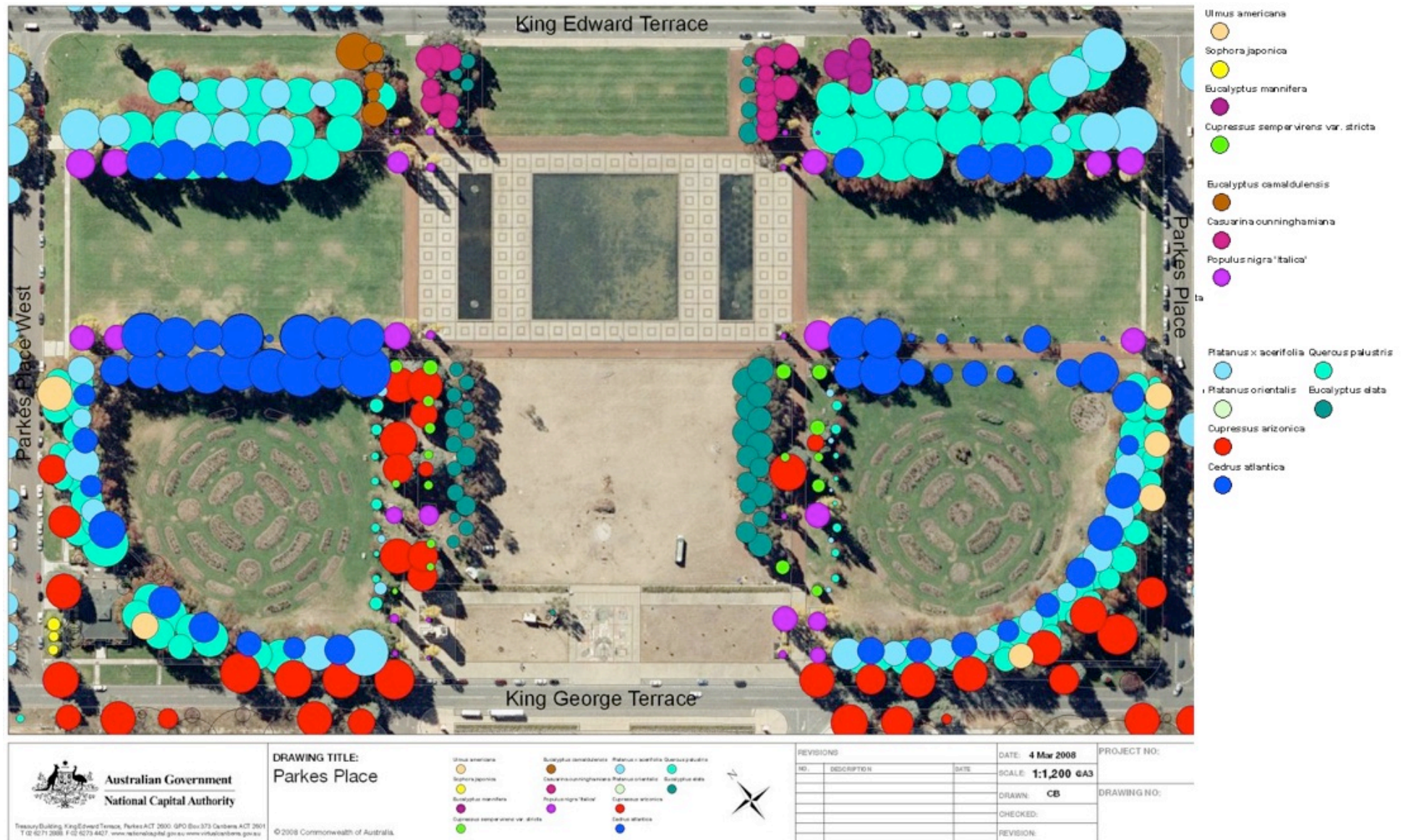
Figure 19. Location of Significant Trees identified in the 1998 Survey

Source: NCA



**Figure 20. Tree Types in Parkes Place**

Source: NCA





## National Rose Gardens

The gardens are in two parts, set symmetrically either side of the grassed and paved terrace in front of Old Parliament House. The design of the two gardens is similar in plan, but each displays an individual character. The site slopes gently to the north (approximately 1.5% slope) and covers an area of approximately 4.5 hectares. The general character of the gardens is of a spacious formal parterre enclosed by mature trees. The gardens have three basic components: the rose beds themselves, perimeter plantings of trees and the lawn.



**Figure 21. National Rose Gardens**

Source: Duncan Marshall

The rose beds in each garden are laid out in plan to symbolise the petals of a fully-opened rose. This consists of a central circular bed enclosed by punctuated annulus beds in a formal quartered configuration. The original colour pattern has not been maintained. The replacement of ageing roses with new varieties occurs regularly.

A number of the rose beds have a commemorative association.



**Figure 22. National Rose Gardens**

Source: Duncan Marshall

Each garden is enclosed by a perimeter of large mature trees of a variety of non-native species, evergreen and deciduous, and arranged in a regular order. The species used (basically cedar, oak, pine, plane and poplar) provide for a range of seasonal visual effects as well as wind protection and space definition. Pruning of low limbs has provided unimpeded pedestrian access. The avenue of cypress trees (*Cupressus sempervirens*) which separates the rose gardens and the central grassed terrace is a memorial planting. Planted by visiting dignitaries on the occasion of the meeting of the delegates of the Empire Parliamentary Association in 1926, some of the trees still have a memorial plaque at their base. Also along this avenue are mature poplar

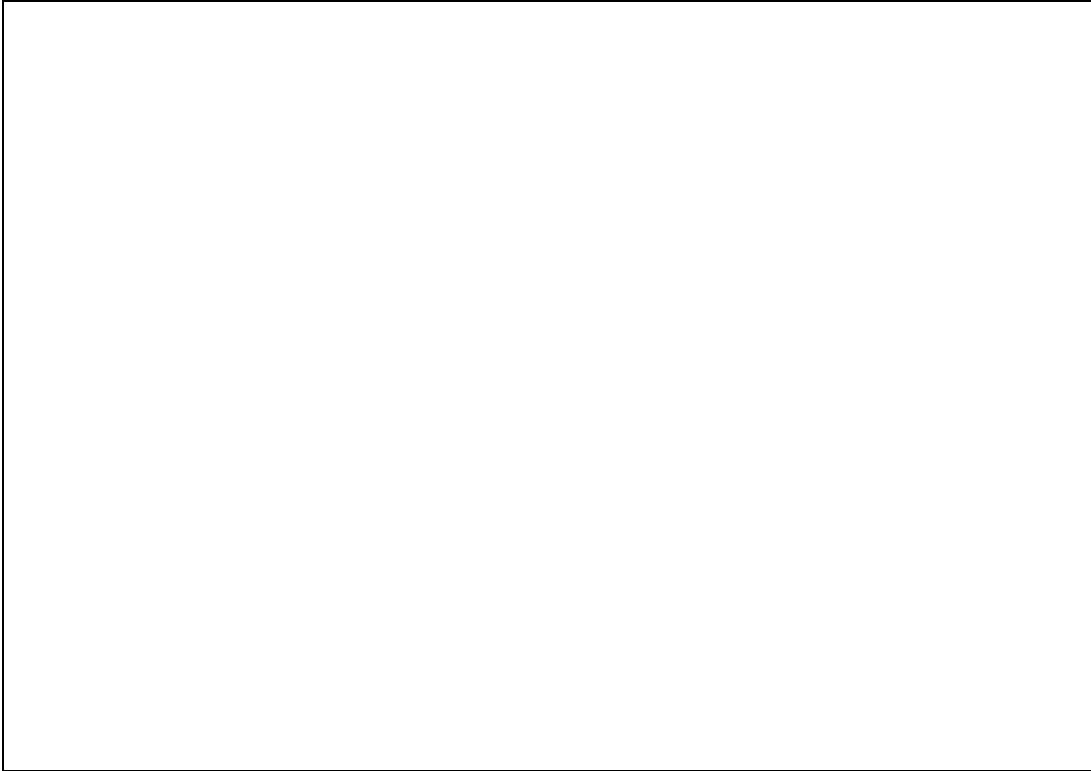
trees (*Populus nigra*) which were intended as markers, because of their strong vertical form and vivid yellow autumn colour, to key entry points within the Parliamentary Zone. Both the poplars and cypresses are remnants of the original plan and, in some cases plantings made by T C G Weston. Weston was Officer-in-Charge, Afforestation Branch, Federal Capital Territory, and other positions, from 1913-26 and was responsible for plantings in Canberra, especially in the study area from 1925.

Apart from the beds and the main edge pathways, all other surfaces are irrigated grass. This provides a bright green uniform ground plane which highlights the patterns created by light and shade, and allows a smooth transition of views into adjacent spaces.

The eastern garden is showing a well worn track between the beds indicating high pedestrian use between the John Gorton Building and Old Parliament House.

A detailed assessment of the rose gardens is provided in Appendix J.

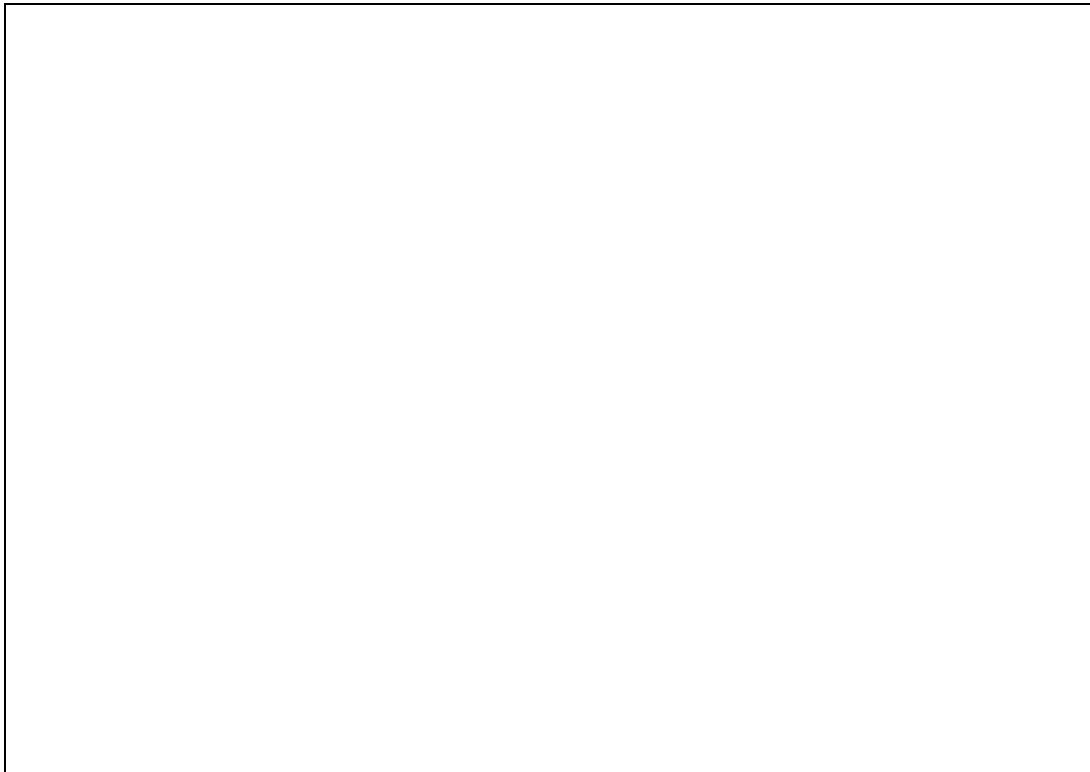
**Figure 23. Layout of the National Rose Gardens – Eastern Part**  
Source: NCA



Note: An original circular rose bed in the northeastern corner of the garden is not shown.

**Figure 24. Layout of the National Rose Gardens – Western Part**

Source: NCA



**Figure 25. Mixed border tree planting to the eastern rose garden**

Source: Dianne Firth



## Built Elements

Parkes Place contains a range of built elements ranging from modest buildings and a large sculpture, down to footpaths, light posts and park seating. The categories of built elements are briefly summarised in the following table along with examples.

Table 2. Built Elements	
Category	Examples
Minor Buildings	<ul style="list-style-type: none"> <li>• Aboriginal Tent Embassy, including:               <ul style="list-style-type: none"> <li>• a Sacred Fire for Peace and Justice;</li> <li>• a lightweight portable building housing a small display and information about the Aboriginal Tent Embassy;</li> <li>• flag, a number of metal barrels along the northern edge of the site;</li> <li>• an art mural on the ground at the southern end of the site closest to Old Parliament House; and</li> <li>• an array of tents, campsites and camp infrastructure and vehicles. (Note: These features differ from those noted in the Australian Heritage Database citation because of changes over time.)</li> </ul> </li> <li>• Lobby Restaurant and public toilets:               <ul style="list-style-type: none"> <li>• is a design based on a square plan with steel support columns. A set of four steel internal columns support the clerestory. The glazed walls on the front and two side faces are full height and regularly patterned. The remaining wall and toilet section are face brick. The building style has clearly expressed horizontal planes of the external building platform, eaves, and a clerestory window. A small central spire provides a feature similar to the Late Twentieth-Century Ecclesiastical style. The building has good quality finishes with its roofing, fascia and spire clad in copper. The timber lined eaves extend into the building.</li> <li>• the public toilet section is contiguous with the restaurant building.</li> <li>• the café section has an original timber framed and clad structure which has been enclosed by a large temporary glass, metal, panelled and plastic sail structure.</li> </ul> </li> <li>• Bus shelters – round painted concrete structures</li> </ul>
Memorials, Commemorative Features & Artworks	<ul style="list-style-type: none"> <li>• King George V Memorial:               <ul style="list-style-type: none"> <li>• monumental sandstone faced pylon, sandstone sculpture and bronze sculpture</li> </ul> </li> <li>• Aboriginal Tent Embassy (as above)</li> <li>• Commemorative tree plantings (noting these are not actually built elements but are included here because of their commemorative role):               <ul style="list-style-type: none"> <li>• Empire Parliamentary Association 1926, three surviving Roman cypresses, two with plaques, and two stumps with plaques</li> <li>• Young Australia League 1927, one Roman cypress</li> </ul> </li> </ul>
Roads	<ul style="list-style-type: none"> <li>• There are a series of red coloured bitumen paved access roads</li> </ul>
Footpaths	<ul style="list-style-type: none"> <li>• Concrete footpaths</li> </ul>
Paved areas	<ul style="list-style-type: none"> <li>• Adjacent to King George Terrace and around the reflection ponds</li> <li>• Exposed aggregate concrete and bluestone in a geometric pattern</li> </ul>
Walls	<ul style="list-style-type: none"> <li>• Exposed aggregate retaining walls below the paved area near King George Terrace, near the King George V Memorial, and around the outer reflection ponds</li> </ul>
Ponds and fountains	<ul style="list-style-type: none"> <li>• Land Axis reflection ponds and fountains</li> </ul>
Lightposts	<ul style="list-style-type: none"> <li>• Concrete post top lights</li> <li>• Metal pole street lights</li> </ul>
Seating	<ul style="list-style-type: none"> <li>• Painted/stained timber and metal park bench seats</li> </ul>
Flagpoles	<ul style="list-style-type: none"> <li>• One bush flagpole as part of the Aboriginal Tent Embassy</li> </ul>
Signage	<ul style="list-style-type: none"> <li>• Street name, traffic and tourism direction signage</li> <li>• Metal commemorative plaques and rose plaques</li> </ul>

Table 2. Built Elements	
Category	Examples
Other	<ul style="list-style-type: none"> <li>• Stone and concrete edging to poplar plantings</li> <li>• Various types of fixed and mobile rubbish bins, of various ages</li> <li>• Metal drink fountains</li> <li>• Irrigation and pumping equipment</li> <li>• Painted metal utility cabinets</li> </ul>



**Figure 26. Aboriginal Tent Embassy adjacent to the King George V Memorial**

Source: Duncan Marshall



**Figure 27. Aboriginal Tent Embassy mural on paving**

Source: Duncan Marshall



**Figure 28. Lobby Restaurant**

Source: Duncan Marshall





**Figure 29. Lobby Restaurant – temporary extension to café section**

Source: Duncan Marshall



**Figure 30. King George V Memorial**

Source: Duncan Marshall



**Figure 31. Empire Parliamentary Association Cypress Tree of 1926, with plaque (to left)**

Source: Duncan Marshall



**Figure 32. Empire Parliamentary Association  
Cypress Tree stump of 1926, with plaque**  
Source: Duncan Marshall



**Figure 33. Land Axis reflection ponds and  
fountains, and decorative paving**  
Source: Duncan Marshall



**Figure 34. Visitor Signage**  
Source: Duncan Marshall

## 2.3 ASSOCIATED PLACES

There are five main associated places related to Parkes Place. To some extent these places overlap.

Parkes Place is an important element within the Parliament House Vista conservation area. It is also adjacent to, and has strong visual relationships with Old Parliament House and the adjacent former parliamentary gardens (see Figure 5). Finally, Parkes Place has a strong relationship with the Treasury Building and John Gorton Building, these being at either end of the cross-axis which runs through Parkes Places.



**Figure 35. Old Parliament House viewed from Parkes Place**

Source: Duncan Marshall



**Figure 36. The John Gorton Building viewed from within the cross-axis in Parkes Place**

Source: Duncan Marshall

## **3. OVERVIEW HISTORY**

### **3.1 INTRODUCTION TO HISTORY**

This history is structured into four main parts:

- a design history of Parkes Place;
- pre and post-contact Aboriginal history of the Canberra area;
- the story of the broader area from early European settlement through to the present day – dealing with the social, political, planning and landscape aspects of this story; and
- a more detailed discussion of the landscape history context.

The first part is intended as a summary of the history of the development of just Parkes Place. The remaining sections put the story of Parkes Place into a longer and a wider series of contexts.

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

Much of this history is broader than just Parkes Place. It relates to the region, to the story of Canberra as the national capital, and to the Parliament House Vista conservation area. This breadth provides context for understanding the development of Parkes Place which is connected to the larger story of the development of the national capital.

In addition, the history prepared for the 1997 conservation management plan (Gray 1997) remains a highly useful reference, and it has been included in full at Appendix B.

### 3.2 DESIGN HISTORY OF PARKES PLACE

Parkes Place and the National Rose Gardens are part of the central landscape of Canberra, the Australian capital. Their development is closely tied to the creation of the national capital, the influence of the Griffins' plans from 1912 and later, and the steps taken in the 1920s to build a Parliament House and the surrounding landscape.

Parkes Place, including the National Rose Gardens, has undergone three main periods of design and development.

#### First Period: Initial Layout and Development 1918-1954

Governmental Terraces, including an ornamental pool, are shown in front of Parliament House in the final 1918 plan of Walter Burley Griffin (Gray 1997 provides more details about the Griffins' plans for this area, see Appendix B). In 1923, with the decision to build a Provisional Parliament House (now Old Parliament House) north of the Griffin site, the Federal Capital Advisory Committee followed by the Federal Capital Commission continued the formal City Beautiful road and block configuration of Griffin and placed public terraces across the Land Axis in front of the House.



Figure 37. Griffin's 1918 Plan

Between 1925 and 1927 the FCC divided the gently north sloping site into three major sections separated by north-south gravel pathways. These spaces were further subdivided by a central east-west gravel pathway and another pathway bordering King Edward Terrace at the north of the site. Pathways, bordered by trees, encircled the site. The design intent of the grassed central terrace was to enhance the vista towards Mount Ainslie and to provide a public place of assembly.

The southern flanking terraces were designed as intimate garden rooms and were enclosed by a double line of broad-leaved deciduous trees on the street edge and evergreen conifers either side of the internal pathways. Material evidence remains of commemorative plantings undertaken by members of the Empire Parliamentary Association along the north-south pathways adjacent to the garden rooms in 1926.



**Figure 38. Tree planting in front of Parliament House by the Empire Parliamentary Association, 1926**

Source: National Archives of Australia, A3560, 152

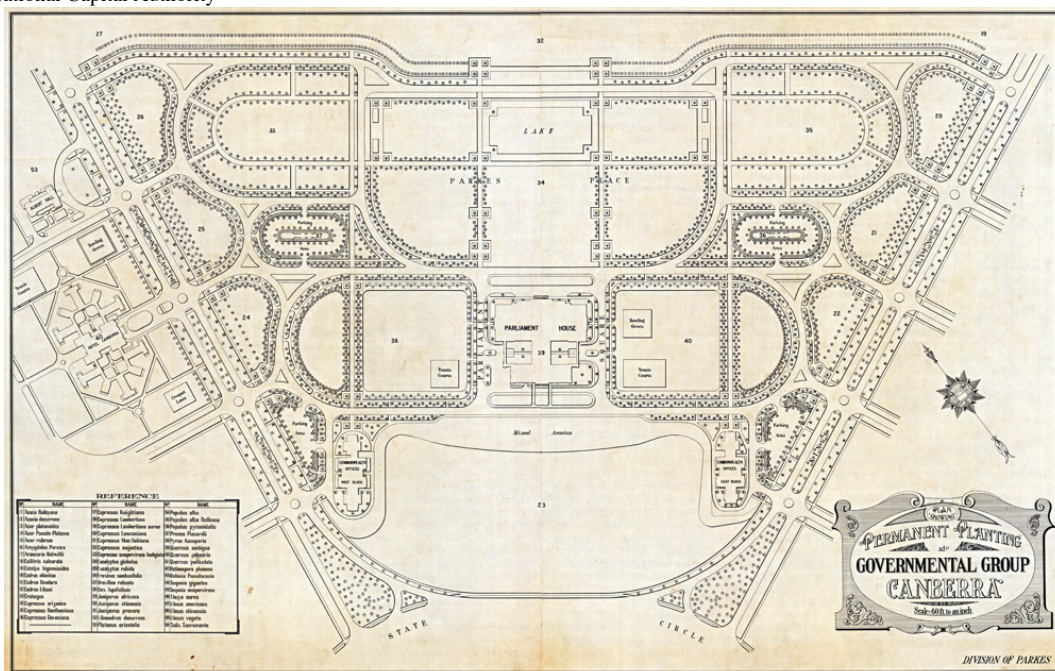
The northern flanking spaces were left as open grassed terraces and an ornamental pond at the intersection with the central terrace was planned for the future. Entry points and intersections of the pathways were formally marked with square planting beds containing low shrubs and the columnar Lombardy poplar (*Populus nigra* 'Italica') that turn yellow in autumn.

These public garden areas complemented the development of the adjacent parliamentary gardens which were designed either side of the Provisional Parliament House at around the same time. While there were some similarities between the two sets of gardens, there were also significant differences in character and use. There was also a degree of competition in the early years.

Parkes Place was named in 1928 after Sir Henry Parkes, a prominent political figure in the Federation movement which created the Commonwealth of Australia.

**Figure 39. Weston's Planting Plan for the Parliamentary Zone south of the lake (Drawing of 1928)**

Source: National Capital Authority







**Figure 40. Detail of 1933 Plan of Canberra showing extent of development**

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

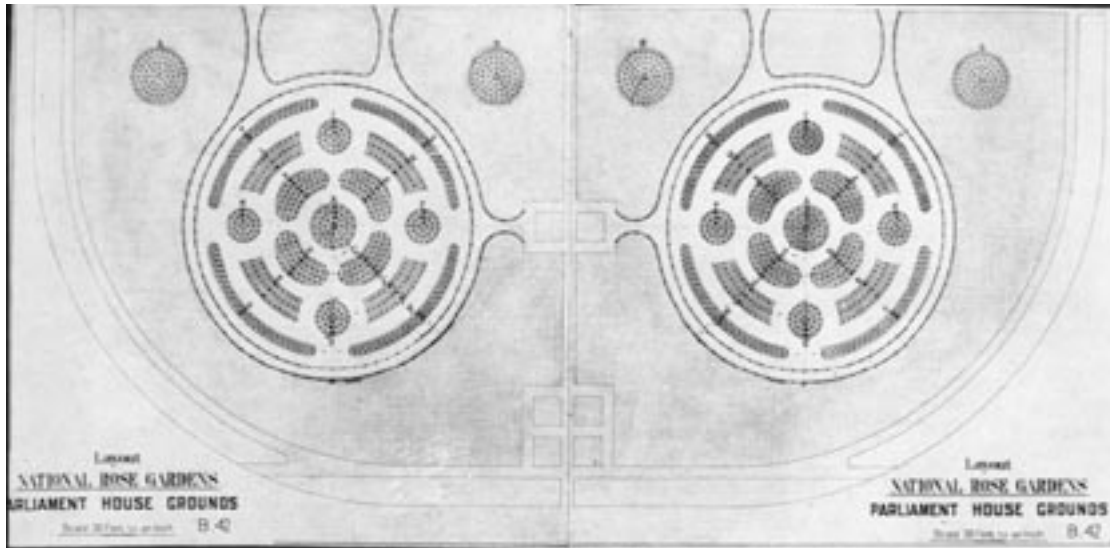
Parkes Place

Rose gardens were an early consideration. In 1924 the Director of Parks and Forestation Charles Weston proposed decorative rose gardens on the central terrace, but no action was taken at that time. At the time of Federation rose growing was popular. With each state having its own rose society, the concept of a national rose garden gained momentum. Each state could contribute not only to the beautification of the nation's capital, but because of its climate, would provide an ideal testing ground for Australian grown roses. In 1926 the National Rose Society of NSW approached the FCC with a proposal. Director of Parks and Gardens Alexander Bruce, Weston's successor and President of the Canberra Horticultural Society, worked with the FCC to establish a design brief for rose gardens set out symmetrically on terraces flanking the central terrace and to implement the project. Bruce also introduced roses to the verge of King George Terrace between flowering Plum trees.

Rex Hazlewood helped Bruce develop the plan to symbolise the petals of a fully opened rose consisting of a central circular bed surrounded by three further rings of beds in a formal quartered configuration. Large circular planting beds were also placed in the corners of Rose Gardens. The garden beds, separated by grass, were planted with consideration of flower colour and plant form. Donations of roses came from rose societies, other organisations and individuals across Australia. Planting commenced on 12 September 1933 and was completed by 1934.

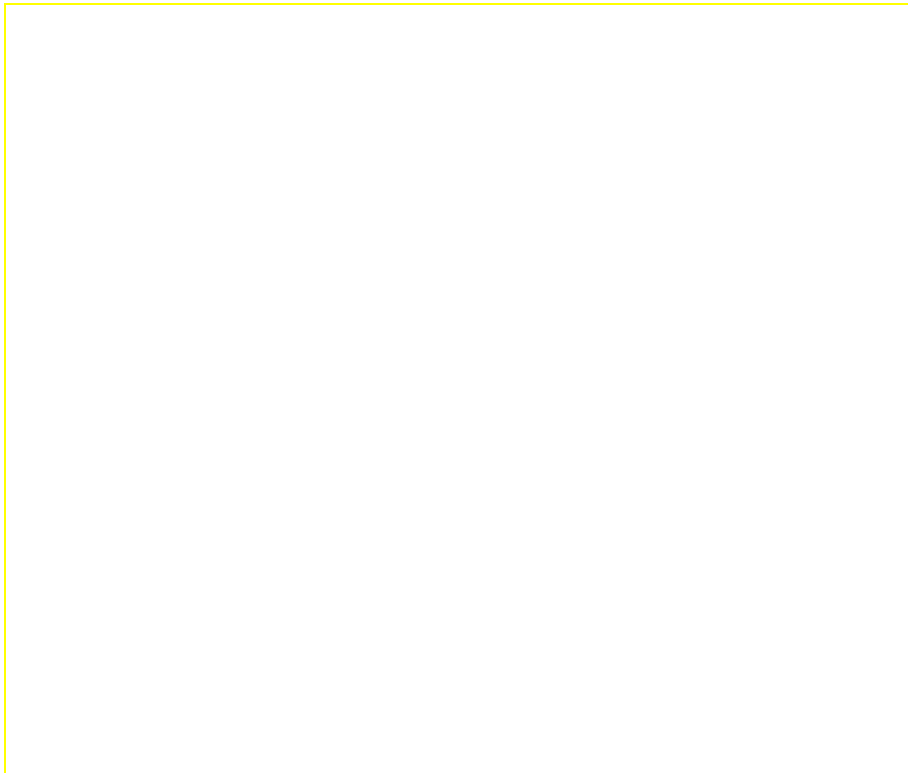
**Figure 41. Plan of National Rose Gardens, 1933**

Source: National Archives of Australia, A3560, 6844



**Figure 42. Colour layout of the East Rose Garden**

Source: Gray 1997



Note: R = Red, Y = Yellow, W = White, P = Pink



**Figure 43. First plantings in the National Rose Gardens by Minister for the Interior J A Perkins, with F A Piggin, President of the Canberra Horticultural Society and C S Daley of the FCC, 1933**

Source: National Archives of Australia, A3560, 6957

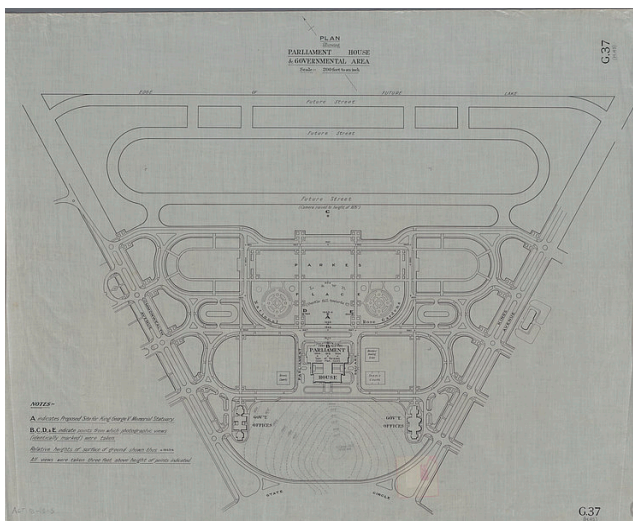
Timber pyramid supports were provided for climbing roses. There was no constructed edging to the garden beds, and generally they were not mulched. The ensemble of beds was to be viewed from an encircling grass pathway, edged with roses, and accessed from the main north-south and east-west pathways. It could also be viewed from the Parkes Place perimeter pathway.



**Figure 44. Light snow indicating the encircling grass pathway that was later converted to 4 long rose beds, and then broken into a number of smaller beds**

Source: R C Strangman, Snow cover at National Rose Gardens..., National Library of Australia, nla.pic-an24894136

In 1934 tulip bulbs, a gift of Queen Wilhelmina of the Netherlands, were established in beds on the central terrace adjacent the King George Terrace but were phased out over the following decade. In 1940 work started on the construction of the King George V Memorial on the Land Axis in front of Provisional Parliament House.



**Figure 45. Parkes Place plan, about 1940**

Source: National Library of Australia

In the late 1940s the Director of Parks and Gardens Lindsay Pryor undertook tree thinning and tree replacement in Parkes Place. In anticipation of a visit by Princess Elizabeth in 1952,

refurbishment of the rose beds commenced. This involved removing the original rose bushes, replanting with new roses and installing arbours at the ends of rose beds. The perimeter paths around the gardens were converted to rose garden beds. Parkes Place was the setting for public assembly during the visit of Queen Elizabeth II to Canberra in 1954.



**Figure 46. Aerial view with the western part of the National Rose Gardens, King George V Memorial in its original location, and (Old) Parliament House behind, 1948**

Source: National Archives of Australia, A1200, L11331A



**Figure 47. The refurbished Rose Gardens with rose arbours, about 1952**

Source: Commonwealth Rose Gardens in Canberra..., National Library of Australia, nla.pic-an23206362



**Figure 48. King George V Memorial in its original location, 1953**

Source: Courtesy ACT Heritage Library, Department of Capital Territory Collection, Image 001596



**Figure 49. Parkes Place, National Rose Gardens and King George V Memorial 1953 showing Parkes Place with Administrative Building under construction in the foreground**

Source: Courtesy ACT Heritage Library, Department of Capital Territory Collection, Image 009658



**Figure 50. Parkes Place with undeveloped areas closer to the Molonglo River, 1956**

Source: National Archives of Australia, A1805, CU220/5



**Figure 51. Aerial view of Parkes Place, 1957**

Source: National Archives of Australia, A1200, L22778



**Figure 52. Old Parliament House with rose plantings in Parkes Place in foreground**

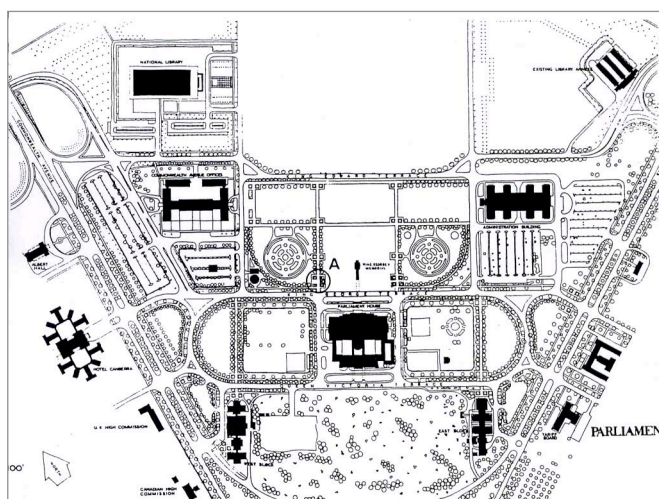
Source: R C Strangman, Parliament House..., National Library of Australia, nla.pic-an24894899

## Second Period: Changes in relation to the NCDC Building Programme 1961-1982

One of the first tasks of the National Capital Development Commission in 1958 was to construct the lake on the Molonglo River flood plain. The NCDC developed policy for the dominant tree species in the parklands around the lake as well as species bordering the Land Axis. It established that the central Land Axis between Mount Ainslie and Capital Hill would comprise formal plantings of various eucalyptus species (NCDC 1963, p. 16).

The filling of Lake Burley Griffin in 1964 and new buildings in the Parliamentary area, such as the National Library of Australia, required changes to the road system and in 1968 the intersections of King George Terrace and Parkes Place East and West were reformed to create right-angled intersections. The additional land recovered at the south-western corner became a restaurant (now the Lobby), kiosk and public toilet. The quadrant footpaths edging the former roads were removed.

At the same time, the King George V Memorial was relocated to the south-western corner of the central terrace and a new paved terrace with lawn and shrubbery was formed through the construction of a low retaining wall and steps. Between 1969-1972 the central reflective pool with adjacent rectangular pools and fountains and paved areas were completed.



**Figure 53. Plan of Parliamentary Zone in 1965, showing proposed relocation of King George V Memorial and changes to the King George Terrace road alignment**

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

In 1979 Kind Edward Terrace was reformed to remove the bends in the road. This gave more space to Parkes Place, had the effect of moving the reflective pools back from the road, placing one of the nodal formations that had previously been on the other side of the road to within Parkes Place, and adding another double line of trees from those that had previously lined the

road. The line of the original road can be seen in the curving placement of specimen trees such as *Calocedrus decurrens* at the north-western corner. A third east-west pathway was established beneath these trees. The extra space between the pools and King Edward Terrace was grassed and *Casuarina cunninghamiana* were added north of the pools to continue the edge of the Land Axis.



**Figure 54. Part of Vista looking North in 1971 showing recently installed ponds**

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



**Figure 55. The original alignment of King Edward Terrace was at the far right of the *Calocedrus decurrens* in the foreground**

Source: D Firth 2008



**Figure 56. The Aboriginal Tent Embassy when first established, 1972**

Source: National Archives of Australia, A7973, INT1205/6

In 1972 the Aboriginal Tent Embassy protest gave a presence to Aboriginal occupation of the

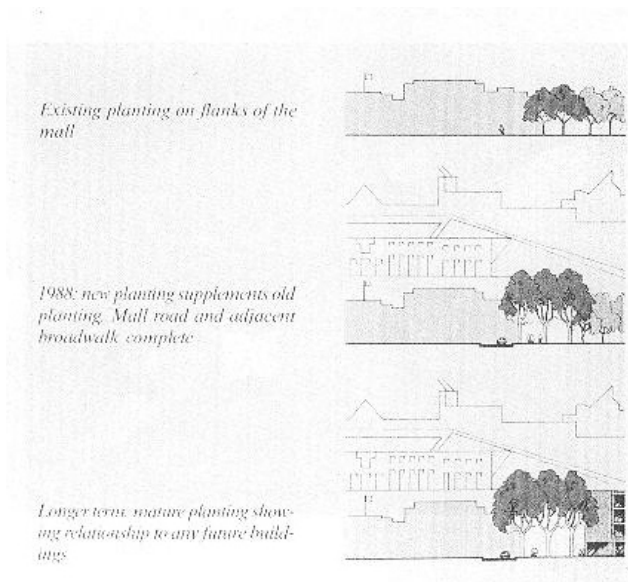
site on the central terrace, and irrigation of the grassed areas was reduced.

### Third Period: Changes in relation to the construction of Parliament House on Capital Hill

The 1982 NCDC Parliamentary Zone Development Plan documented proposed changes to the configuration of the Parliamentary area especially to the edge of the central terrace through the insertion of mall roads. This approach continued in the 1986 NCDC planning proposals.

The edge treatment of the central terrace underwent major change with the insertion of a double row of Eucalyptus (*Eucalyptus elata*) along the edge of the Land Axis. A double row of broad-leaved deciduous trees (*Platanus x acerifolia* and *Quercus palustris*) were planted along the inner edge of the Rose Gardens in front of the conifers. The square planting beds at the nodal points were refurbished with granite edging, several ageing *Populus nigra* were replaced, and new shrubs were planted (*Buxus sempervirens*).

In 1993, a replanting ceremony of one of the original roses was held to celebrate the 60<sup>th</sup> anniversary of the first planting of the National Rose Gardens. In 2000 a bed in the western section was planted with a purpose-bred rose.



**Figure 57. Edge treatment for the Land Axis**  
Source: NCDC, June 1982, Parliamentary Zone Development Plan, p. 63



**Figure 58. Farmers' Demonstration, 1985**  
Source: National Archives of Australia, A6135, K9/7/85/32





**Figure 59. Double row of broad-leaved deciduous trees planted parallel to conifers edging the Rose Gardens**

Source: D Firth 2008

### Summary Comments about the National Rose Gardens

The gardens have gone through several changes since the original planting in the 1930s. Records show the two gardens, Parkes Place East and West, have been updated 6 or 7 times over a period of 70 years.

Each time the roses were replanted the rose selection was from popular Hybrid Tea roses of those years, strongly dominated by releases from USA and Europe. The Floribunda or cluster flowering roses were not added until the 1960s.

In a sense, the rose gardens today reflect design by management regarding the colour pattern of the gardens. Replacements are undertaken on an as-needs basis. The original intent and what was implemented in the first planting phase seems to have been lost in the 1952-54 replanting period, and was certainly lost once the system of contract maintenance took hold.

### Summary Chronology

- 1918 Walter Burley Griffin's final layout plan produced.
- 1923 Federal Capital Advisory Committee gives approval to develop a temporary Parliament House (Old Parliament House) building with public ornamental grounds in front (Gray 1997, p. 4).
- 1924 Rose Gardens are proposed by Director of Parks and Forestation Charles Weston on the central terrace directly in front of Old Parliament House, but no action is taken.
- 1925 The Federal Capital Commission, FCC, commences laying out public garden terraces on either side of the central terrace in readiness for planting later in the year with a mix of evergreens and broad leaved deciduous trees. (Figure 39)
- 1926 Nov 1926 Weston retires and is succeeded by Alexander Bruce. Commemorative plantings (10 Roman cypress trees with plaques) are made by members of the Empire Parliamentary Association adjacent to the western north-south path. (Figure 38)
- 1927 National Rose Society of NSW proposes a national rose garden in Canberra. Another commemorative Roman cypress tree is planted by the Young Australia League of Western Australia. Temporary stands are set up on the central terrace in front of Old Parliament House for the opening of first Parliament on 9 May 1927. Marquees are set up on the sites of the future rose gardens.

- 1927-1941 The central terrace is the site for Anzac and Remembrance Day official ceremonies as well as other official public ceremonies.
- 1928 Parkes Place formally named.
- 1930 Excavation work for ornamental lake on terrace court undertaken  
In the 1920s/early 1930s 384 exotic evergreen and deciduous trees were planted along the N/S and E/W paths and around the S-E/S-W sectors; including Atlas cedar, Arizona cypress, Golden cypress, Roman cypress, Lawson cypress, Lombardy poplar, Oriental plane, Pin oak, White poplar and Huntington elm.
- 1932 First public announcement of creation of a National Rose Gardens
- 1933 First plantings of the National Rose Gardens.
- 1934 Tulip bulbs, a gift of Queen Wilhelmina of the Netherlands, are established in beds in front of Parliament House on the central lawn. (The beds are visible in Figure 46)
- 1935 The ashes of Charles Weston (died 1 December 1935) are scattered in the gardens and plantations of Parkes Place.
- Mid 1940s Tulips are phased out.
- 1941 Base of the King George V Memorial constructed on the land axis in front of Parliament House.
- 1946 Lindsay Pryor, Superintendent Parks and Gardens undertakes tree thinning. All Golden cypress on paths are removed along with Pin oaks, White poplar and Lawson cypress on King George Terrace. Arizona cypress are planted on King George Terrace to match species on the opposite side of the road.
- 1952 Parkes Place streets are officially named with King Edward Terrace to the north and King George Terrace to the south.  
Major replantings of new roses and insertion of arbours at the ends of beds are made at the National Rose Gardens in anticipated of the arrival of Princess Elizabeth.  
Bronze figure of King George added to the King George V Memorial
- 1954 Queen Elizabeth II visits.
- 1958 NCDC established to plan, design and construct Canberra as the national capital
- 1961 NCDC establishes policy to define the Land Axis with eucalyptus
- 1963 A temporary pavilion built in front of Parliament House on the open lawn to celebrate Canberra's jubilee. Queen opened the celebrations on 12 March
- 1964 Lake Burley Griffin fills.
- 1968 To enhance the land axis vista, King George V Memorial is relocated to the western side of the central lawn adjacent to King George Terrace.  
Parkes Place East and West perimeter roads are reconfigured to replace curve intersections with rectangular intersections.  
A tourist restaurant (the Lobby) is constructed on reclaimed space on south western corner of Parkes Place.  
A paved and grassed terrace with retaining wall is constructed on the northern edge of King George Terrace  
Four large fountains in two pools flanking a larger square central reflective pool are completed.
- 1969 Central reflective pool is completed on land axis.
- 1972 Aboriginal tent 'embassy' protest on the terrace and open lawn in front of Old Parliament House
- 1979 King Edward Terrace is straightened providing additional space for Parkes Place
- 1982 The Parliamentary Zone Development Plan (NCDC June 1982, p.62) proposes that, in order to create a powerful axial vista, the Land Axis between the Provisional Parliament House and the lake continue the strong eucalypt planting in the form of regular lines.
- From 1986 Parkes Place paths are reconstructed  
Tree replacement of ageing trees commences

- 1987 Additional tree plantings develop on the land axis edge and within the Rose Gardens  
All of the following places were entered in the Register of the National Estate –  
Parliament House Vista, National Rose Gardens, King George V Memorial and John  
Gorton Building.
- 1988 Parliament moves to Parliament House on Capital Hill
- 1993 60<sup>th</sup> Anniversary celebration of National Rose Gardens
- 1994 The National Rose Gardens of Parkes Place are entered on the Australian Capital  
Territory Heritage Places Register (27 April) and the Register of the National Estate  
(15 December)
- 1997 National Capital Planning Authority commissions a Heritage Conservation  
Management Plan for Parkes Place by John Gray



**Figure 60. ‘Canberra, visit your national capital’ by J T Gray – 1950s tourism poster showing the Parliamentary Zone**  
Source: National Library of Australia, nla.pic-an7900786



### 3.3 ABORIGINAL HISTORICAL CONTEXT

#### Early Aboriginal History of the Canberra Region

Three Aboriginal cultural groups are recorded as having been associated with the ACT region (Tindale 1974), these are the *Walgalu*, *Ngarigo*, and *Ngunnawal*.

The fragmentary nature of the available ethnohistoric and linguistic data available makes it difficult to determine precisely which of these groups called the Canberra area home. It is generally accepted to have been the *Ngunnawal* people possibly speaking the *Gundungurra* language (Eades 1976). (This section is based upon previous work undertaken for the Parliament House Vista (Marshall and others 2008) and Central Parklands (Marshall and other 2009). No new research has been undertaken.)

Evidence suggests Aboriginal people were living in the region over a long period of time, though not necessarily continuously, perhaps as early as 23,000 BP (Flood 1980, p. 18).

#### Ethnographic and Historic Sources for the Canberra Region

For the more recent past in the Canberra region, the ethnographic records are sparse. The area was bypassed by the early and classic ethnographers such as Mitchell and Sturt and by the time actual settlement began the local Aboriginal groups had sustained significant demographic impacts associated with introduced diseases which we now know spread far in advance of actual physical contact with the first colonial settlers in the region (see for example Bell 1972, thesis). The early pastoralists and explorers tended to exhibit little interest in detailing any observations they made of the Aboriginal people they encountered. The following phase of settlement, with small selectors desperately striving to make a living under adverse conditions showed, in general, even less interest.

There are a number of what could best be referred to as incidental references to Aboriginal people in the Canberra region taken from the time of early European occupation until the 1870s and 80s when a view was formed by settlers and colonial government officials that the local Aboriginal people were succumbing to introduced disease.

The surveyor, Throsby, in a letter to Governor Macquarie in 1820, wrote:

‘...both the quantity of Aboriginal artefacts found in Canberra and the ethnographic record testify equally to its importance as a meeting place in prehistoric times.’

Bluett (1954) states that early European settlers on the Limestone plains referred to the Aboriginal people who camped at Pialligo as the ‘Pialligo Blacks’, and that a larger group that were often seen near Black Mountain were referred to as the *Canburry* or *Nganbra Blacks*. Gillespie (1984 p. 12) provides an account of Aboriginal people gathering for corroborees at the foot of Black Mountain – along the banks of Sullivan’s Creek and at what is now Black Mountain Peninsula.

MacPherson in 1935 (p. 102) refers to a ‘...primary, ceremonial ground...’ near the old Acton Racecourse (now beneath the waters of Lake Burley Griffin) which appears to have been commonly known but never properly documented or described.

Aboriginal people were also known to camp at the site of what is now the new Parliament House, and the use of this site continued into the recent past (Don Bell [deceased], Ngunnawal Elder,

personal communication).

The relative paucity of historical references to traditional Aboriginal people on the Limestone Plains has been interpreted by Officer (2002, p. 17) to be a rapid Aboriginal depopulation of the region following European settlement possibly associated with a smallpox epidemic in 1830 and influenza and a measles epidemics in the 1860s (Flood 1980 and Butlin 1983).

The overall impression of the traditional Aboriginal society in the Canberra region from the early to late nineteenth century was of dramatic depopulation and rapid alienation of traditional land-based resources. Yet there was also a demonstration of a considerable ability for adaptation to European colonial society and technologies, whilst at the same time effectively managing the continuation of some of the important social institutions. These included corroborees and intertribal gatherings into the latter half of the nineteenth century.

Nineteenth century notions of race and culture meant that only 'full blooded' individuals were considered as 'true' Aborigines, thus making possible assertions of local tribal 'extinctions'. In reality, the local Aboriginal cultural identity remained strong amongst the descendants of the nineteenth century *Ngunnawal* people, many of whom retained social links with the region despite enforced movement into missions and reserve. In some cases, local Aboriginal people remained resident on local stations well into the twentieth century, such as Jack Ross who lived at Dog Trap Ford, Jeir Station, on the Murrumbidgee River (Officer and Navin 1992). Descendants of the traditional *Ngunnawal* people continue to live in Canberra and the surrounding region.

### **Contemporary associations**

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

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

### **Consideration of Previous Archaeological Assessments in the Molonglo Basin**

Early searches for Aboriginal sites along the Canberra stretch of the Molonglo River found a number of sites (Kinsella 1934, pp. 204-5). Kinsella also located a number of what are described as large stratified artefact scatters on sand bodies along the banks of the Molonglo south of Anzac Parade and across the river near the site of Old Parliament House. Later research found other sites in the Molonglo basin (Bindon 1973, Flood 1980, Barz 1984 and 1985, Winston-Gregson 1985).

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

An archaeological assessment of Lake Burley Griffin and its foreshores (GML 2006) recorded

an area of potential archaeological deposit at Acacia Inlet on the shores of Lake Burley Griffin, however, no other Aboriginal sites were identified.

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

Investigations undertaken by Kelvin Officer conclude that,

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

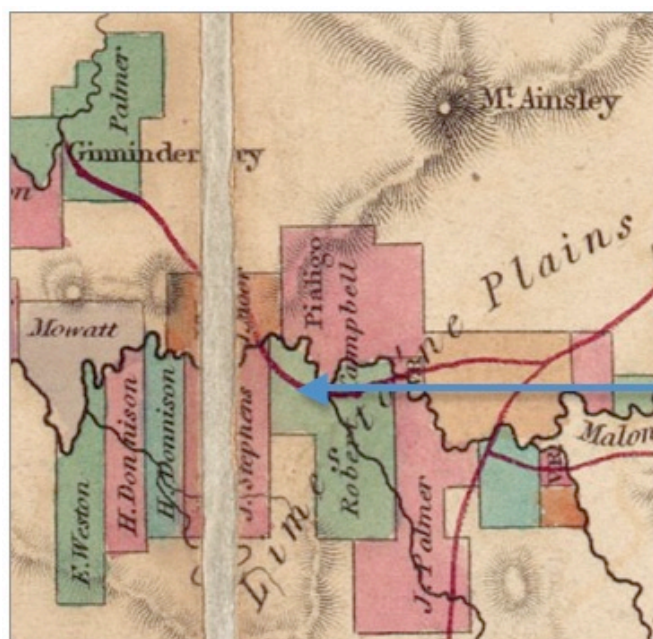
In the contemporary context, many of the landforms likely to have been used by Aboriginal people in or near the study area have been inundated by the damming of the Molonglo River to form Lake Burley Griffin.

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.

### 3.4 SOCIAL, PLANNING AND POLITICAL HISTORY CONTEXT AFTER COLONISATION

#### Canberra before the National Capital

European colonisation of the area that became Canberra commenced in the 1820s. The landscape of the Molonglo River floodplain at the onset of pastoral settlement was of treeless flats, with the river forming a chain of ponds in dry seasons and flooding after rains. Farming and grazing properties were established from this time, and this activity characterised the area until the early part of the 20<sup>th</sup> century. There were sheep stations with small supporting mixed farms. There were both small properties and large estates, the latter including Duntroon owned by the Campbell family. Initially large numbers of shepherds tended flocks in the unfenced country.



**Figure 61. Detail of Surveyor Robert Dixon's map of 1835**

Source: NLA: Barron Field (ed.) Geographical Memoirs of New South Wales, 1837

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

The area that is now Parkes Place was farming/grazing land. The study area apparently falling within Robert Campbell's Duntroon estate, which straddled both sides of the Molonglo River.

Based on very limited research, it does not appear that any structures existed on the study area in this period, although roads or tracks, and fencing may have been present.

#### Creating a New Capital for Australia 1901-13

At the Federation of the Australian colonies in January 1901, the Constitution stipulated that a site for the new nation's capital would be selected in NSW outside a radius of 100 miles from Sydney. After much activity to find a suitable site, in December 1908, the Commonwealth government settled on the general Yass-Canberra area as the location for the federal capital. After detailed survey work, in October 1909, the Commonwealth and NSW governments reached agreement on the precise boundaries of a federal territory that would embrace Canberra as the seat of the national government. The Commonwealth formally acquired the federal territory on 1 January 1911.



**Figure 62. Map of Canberra region, 1916**  
 Source: NAA, CP277/1, part, reproduced in Reid 2002, p. 19

Land Axis shown dotted    - - - - -

Vicinity of Parkes Place

The Commonwealth government in April 1911 launched an international competition to find the best design for the federal capital. The competition closed on 28 February 1912 and entries were judged by a panel of three experts appointed by the new Minister for Home Affairs, King O’Malley. Unable to achieve a unanimous verdict on the 126 eligible designs submitted, the panel produced a shortlist of six. O’Malley sided with the majority, awarding first prize to Walter Burley Griffin’s design (actually Walter and Marion Griffin’s design). The decision was announced in May 1912.

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

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

In the case of the Canberra competition,

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

### **Walter Burley Griffin and Marion Mahony Griffin**

Walter Burley Griffin was a Chicago architect and landscape architect who had worked for the great and influential architect, Frank Lloyd Wright. Griffin ran his own practice from 1906. Marion Mahony Griffin was also an architect and also worked for Wright until 1909. Walter and Marion met in Wright’s office and married a few months after the design competition for





Canberra was announced in 1911. (Reid 2002, p. 354; Curl 1999, p. 290; Harrison 1983, pp. 107-110)

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

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



**Figure 63. Detail of the Griffins' 1911 Winning Design**

Source: NCA 2004, p. 15

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

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

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

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

## Reaction to the Griffins' Plan

The Griffins' design soon attracted much criticism. The plan was attacked as being too extravagant and too expensive to implement. In the face of the criticism, O'Malley referred the plan and the other three purchased designs to a departmental board for its consideration. In November 1912, the board, chaired by departmental secretary Miller, reported that it could not recommend any of the four designs and produced instead a plan of its own.



**Figure 64. Detail of the Griffins' 1911 Plan overlaid on a Contour Plan**

Source: Reid 2002, p. 86

Despite trenchant objections that he was abandoning the Griffins' plan, O'Malley accepted the departmental plan and pressed ahead with the development of Canberra on that basis. (Reid 2002, pp. 89-93, 101-4; Gillespie 1991, pp. 278, 280)

## Griffins' Plans

After the government of which O'Malley was a part lost office in May 1913, his successor as minister responsible for the development of the national capital, William Kelly, invited Walter Burley Griffin to Australia in the hope that he could reach a compromise agreement with the departmental board on a development plan. Their respective plans were too dissimilar, however, to permit compromise. But while Griffin steadfastly refused to co-operate in implementing the board's plan, to placate the board he made some significant alterations to his own plan. (Reid 2002, pp. 107-110)

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

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

**Figure 65. Perspective view from Mount Ainslie of the Griffins' Design**

Source: Reid 2002



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

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

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

Contributing to the shape of the vista were two further axes that Griffin laid out across the Land Axis at right angles, the Water Axis and the Municipal Axis. Both axes run in a northwest-southeast direction parallel to one another. The Water Axis takes as its starting point Black Mountain and runs in a southeasterly direction from that landmark. Within the Parliament House Vista, the Water Axis determines the orientation of the main section of the southern shoreline of the Central Basin. Lying parallel to the Water Axis is the Municipal Axis which

runs from City Hill to a hollow between Mount Pleasant and Russell Hill. Constitution Avenue follows the line of this axis. (King 1954a, pp. 209-10)

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

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

The Land Axis both north and south of the lake thus depended on correctly-orientated buildings and plantings to give it definition.

### **Orientation and Height of Buildings in the Griffins' Design**

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

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

The reference to horizontal structures is relevant to another more speculative feature of the Griffins' design for the national capital. In his Walter Burley Griffin Memorial Lecture in 1976, National Capital Development Commission architect Peter Muller expounded on what he called

the esoteric nature of the Griffins' design. Muller's argument in part was that Griffin did not intend that his three main axes – the Land, Water and Municipal Axes – should be seen as existing in a simple two-dimensional plane. Rather, Muller argued that Griffin conceived the axes as occupying three dimensions. Muller concluded that in 'one grand sweep' Griffin 'had set the basis for an overall building height design intention for the whole of the central area.' (Muller 1976)

Even if Muller is wrong, Walter Burley Griffin did provide some guidance for the heights of buildings and terraces in the government triangle south of the lake. Clearly, he had in mind a series of height restrictions for the buildings such that, on the one hand, they did not impede the vista from the structure on the summit of Capital Hill or from the parliament house lower down, while on the other hand the heights of the buildings contributed to the envisioned stepped pinnacle treatment of the hill.

### **Functionally-distinct Centres**

There is another distinctive feature of the Griffins' design for Canberra that has significant implications for the Parliament House Vista. This is what the geographer H W King referred to as the polynucleated character of the design for the city (King 1954b, p. 105). Many older cities had just one centre in which administrative, commercial and other major community functions co-exist. The Griffins', however, deliberately planned Canberra so that separate urban functions or activities were conducted in different centres. Thus, they placed the functions of the federal government in the triangular area south of the Molonglo River. As Canberra was to be the home of the federal government, the national area and its buildings naturally took precedence over all other functional centres. Walter Burley Griffin thought that the operations of the national government had to be 'properly quartered... in an accessible but still quiet area.' (Griffin 1955, pp. 95, 97; Griffin 1913, pp. 4-5)

Many of the functional divisions did not of course materialise in the Canberra that came to be. The centre whose function has least changed from the Griffins' intentions is that for the location of the national government, south of the lake.

### **Federal Capital Advisory Committee 1921-24**

Griffin's appointment as Federal Capital Director of Design and Construction ended in 1920. In his place, the government established the Federal Capital Advisory Committee (FCAC) to inquire into and give recommendations on the plans for and the building of the city. The new committee consisted of five members under the chairmanship of the prominent architect, John Sulman, and included Commonwealth Director-General of Works, Colonel Percy Owen.

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

Despite the limitations on the FCAC's role, the committee still had sufficient latitude to initiate alterations that, among other things, exerted significant effects on the yet-to-be Parliament House Vista.

One of the most important effects of the FCAC on the Griffins' plans for the centre of Canberra and for the Parliament House Vista was the committee's designation of the northern slope of

Camp Hill as the site for a provisional parliament house. Construction of the Provisional Parliament House (now Old Parliament House) commenced in August 1923 and was completed in time for the official opening of the building by the Duke of York on 9 May 1927.

It is difficult to see that the erection of the building bears out Griffin's fear that it would ruin his Government Group. Although this group of course failed to materialise in anything like the form the Griffins' planned, the placement of the Provisional Parliament House on the slope of the hill affirmed the paramountcy of parliament relative to the other arms of government, as represented by the buildings laid out in the triangle spreading out below it. In other words, it stands in much the same relationship to the subordinate buildings as would a permanent parliament house on the summit of Camp Hill, had it been built there. The location of the provisional structure, moreover, was not the reason for the rest of the Griffins' Government Group failing to develop according to his scheme.

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

### **Federal Capital Commission 1925-30**

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

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

Key projects completed in the Parliament House Vista during this period included:

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

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



**Figure 66. Detail of the Griffins' 1918 Plan as Gazetted in 1925**

Source: Reid 2002, p. 179

Parkes Place



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

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

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

### **Quiescence 1930-55**

With the demise of the FCC, design and development of the national capital reverted to departmental control. There was, however, little progress. The departments lacked the authority, will and expertise of the FCC to guide development and, above all, the onset of the Great Depression in 1929 severely restricted the government’s spending power. Money could not be spared to press on with Canberra’s development. In 1938, following a controversy, the government established the National Capital Planning and Development Committee (NCPDC) to ‘consider and advise’ on the planning and development of the city. Whatever new impetus the new committee and a return to more prosperous times may have given to the city’s development, it was thwarted a year later when World War 2 broke out. Work on the capital again languished and did not really pick up until the second half of the 1950s. (Daley 1954, pp. 42, 50-2)

A small project undertaken in this period was the establishment of the National Rose Gardens

adjacent to the Provisional Parliament House.

Another development in the vista in the 1940s and 1950s was the construction of the King George V Memorial. The foundations and base for the monument were prepared in 1940-41, but the war saw the casting and erection of the bronze figures delayed until the early 1950s. When officially unveiled in 1953, the memorial stood on the Land Axis fifty metres in front of the Provisional Parliament House. The site had allegedly been chosen to accord with the Griffins' plans. It is difficult to see, however, how a memorial which on its original base stood 7.5 metres high could not have constituted a dominating intrusive element into the vista. The memorial was in fact removed to its current site west of the Land Axis and mounted on a lower base in 1968. (Department of Sustainability, Environment, Water, Population and Communities 2009, King George V Memorial)



**Figure 67. Parliamentary Zone south of the lake (not yet constructed) in c1938, viewed from East over Barton**

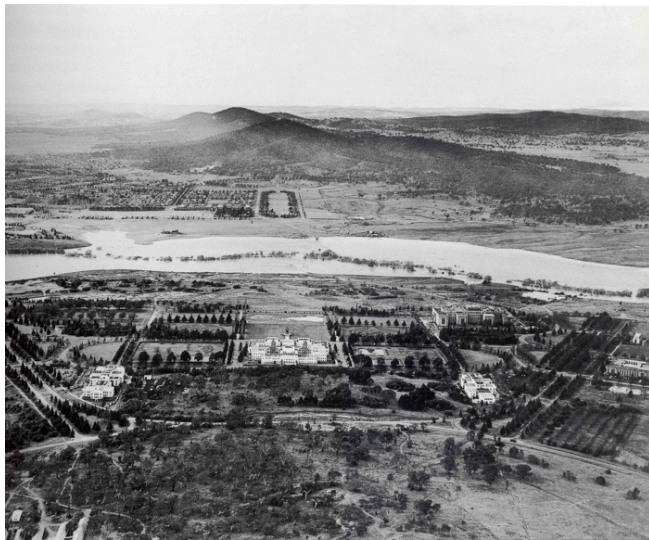
Source: National Library of Australia, PIC6132/14



**Figure 68. Vista looking North in c1939 from above Capital Hill, demonstrating the importance of evergreen trees in giving structure to the space**

Source: Parliament House..., National Library of Australia nla.pic-an23548162





**Figure 69. Aerial view of the Vista looking North in 1956 during a flood**

Source: National Capital Authority

### Senate Select Committee of 1955

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

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

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

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

The committee specified the important planned areas that resembled ‘graveyards’ as the Parliamentary Triangle, Capital Hill and the area of the proposed lake. It bemoaned the fact that little thought had been or was being given as to how these areas would be developed. The committee referred to the creation of a lake as ‘the most important single aspect of the Griffin plan’ and it urged the government to appoint a panel of engineers as soon as possible to investigate and report on the matter. In regard to the Parliamentary Triangle, the lack of thought as to what buildings were to be sited within it led nervous officials, for fear of making a mistake, to place the Patent Office (now part of the Robert Garran Offices) outside the Triangle on Kings Avenue (see Figure 67). The Senate committee believed on the contrary that it should have been built inside it. (Parliament of the Commonwealth of Australia, Senate 1955, pp. 53, 54, 55)

The Griffins’ grand vistas also remained undeveloped. The committee thought that with little effort and expense the vistas could be made much more discernible so that locals and visitors alike could more readily see and appreciate the scale and elegance of the Griffins’ design. The most important of the vistas, in the committee’s view, was the central one following the Griffins’ Land Axis – that is, the Parliament House Vista. The committee criticised the landscape

development of the vista at that time as doing little justice to it, and stated that the vista ‘could be made more effective immediately by a more distinctive landscape treatment of the Anzac Park area.’ (Parliament of the Commonwealth of Australia, Senate 1955, pp. 56-7)

### **The Holford Report - 1957**

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

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

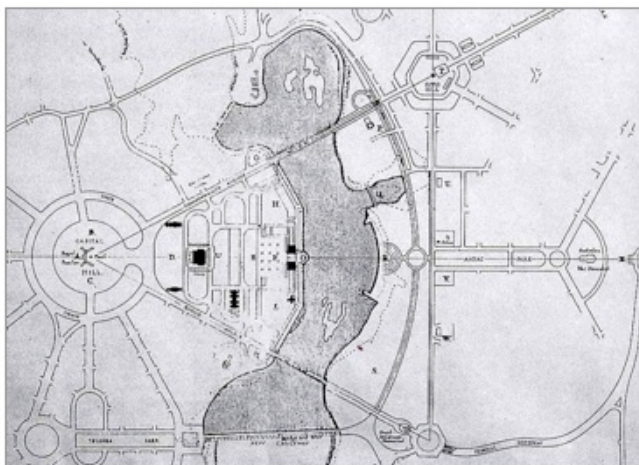
In his review, Holford also came to fasten on to what he called ‘necessary amendments’ to the Griffins’ plan arising from defects that he saw with the plan or its realisation to that point. All of his proposed amendments impacted to some degree on the future development of Canberra. The problems for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

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

He believed it was necessary to ‘amend’ – in plain terms, abandon – the formal symmetry of the Griffins’ plan. In its place, he advocated a balanced treatment on either side of the Land Axis and on either side of the proposed lake, or, in effect, the Water Axis. (Holford 1957, pp. 5-6)

The amendments that Holford felt were needed had several implications for the Parliament House Vista. At an overarching level, his rejection of a strict symmetrical design for the central area in favour of a balanced development led to the replacement of the Griffins’ original planning principle with one that was much freer or looser in character. Holford’s recommendation thus marked the definitive point of departure from the Griffins’ strict formal geometry. (Reid 2002, pp. 252, 265, 284)

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



**Figure 70. Holford's Plan of 1957**

Source: Reid 2002, p. 240



**Figure 71. Parliamentary Zone South of the lake (not yet constructed) in 1958**

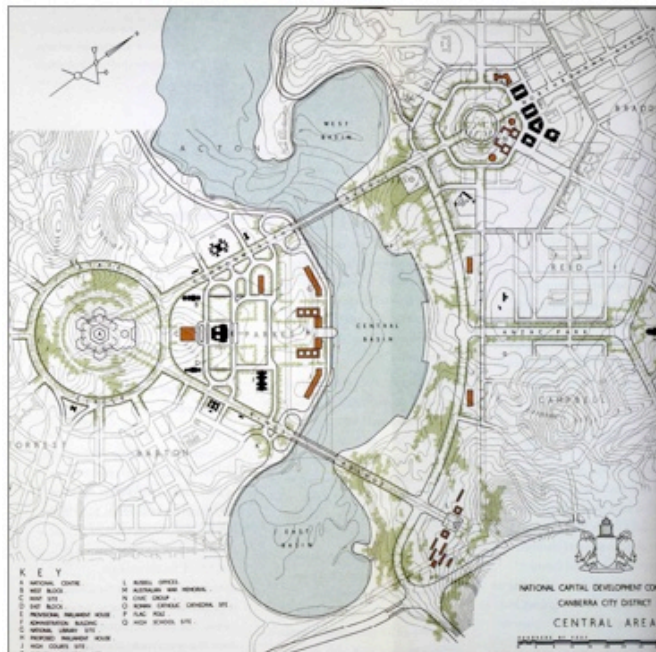
Source: National Archives of Australia, A1200, L25022

## Holford and the NCDC

Under its chairman John Overall, the newly-established National Capital Development Commission (NCDC) warmly embraced the bulk of Holford's recommendations. It was particularly keen for the government to move ahead with the lakes scheme and strongly endorsed the proposed lakeside siting of the permanent parliament house.

By 1959 the NCDC had identified uses for the two government buildings that it had proposed on the flanks of the lakeshore parliament house. The building on the western side was to be the National Library of Australia and that on the eastern side, more provisionally, the High Court of Australia. They were of course eventually erected in approximately these locations, though not according to the mirror-image designs that the NCDC first envisaged. (NCDC 1959, pp. 5, 11, and map of Central Area)

In May 1959, Federal Cabinet gave approval for the lake scheme to proceed. (NCDC, *Annual Report 1959*, pp. 13, 14; *NCDC Annual Report 1960*, p. 12; William Holford & Partners 1961, p. 8, and map 'The Central Basin and its surroundings: proposed landscape treatment')



**Figure 72. NCDC Plan of 1959**

Source: Reid 2002, p. 264



**Figure 73. Parliamentary Zone South of the lake (not yet constructed) in 1960, looking towards Capital Hill**

Source: National Archives of Australia, A1200, L36013

On the southern side of the lake, the NCDC had now conceived of a building, called at various times the new Secretariat Building or the Commonwealth Avenue Offices, to be built in the Parliamentary Triangle to balance the Administration Building. Intended at the outset to house Treasury's Bureau of Census and Statistics, it was eventually erected as the Treasury Building. (NCDC *Annual Report* 1959, p. 7; NCDC *Annual Report* 1960, p. 20; NCDC 1961, p. 15)

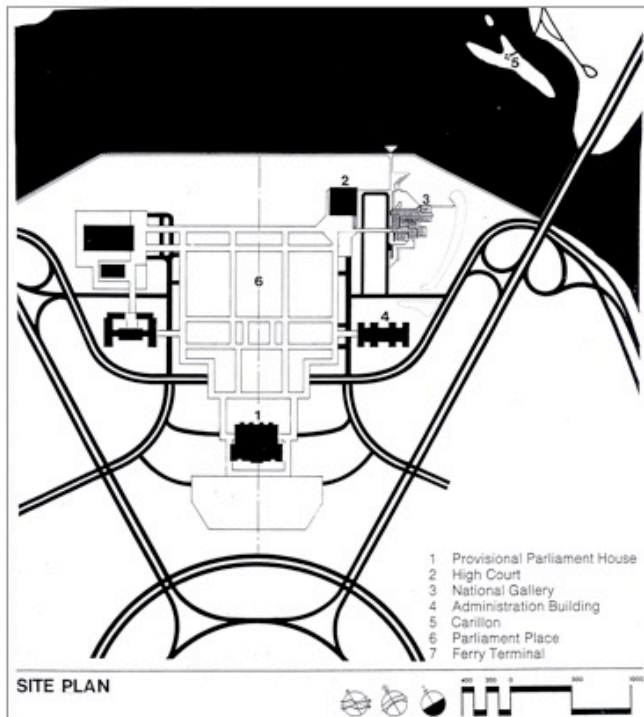
### **Development under the NCDC**

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

After work commenced on the Treasury Building in April 1963, the first and second stages were completed by 1967 and the third and final stage by June 1970. In its location, style, colour and mass, the building was intended to balance the Administration Building on the other side of the Zone. The Stripped Classical style of the structure was also meant to harmonise with a projected National Library of Australia. A contract for this building was let in April 1964 and it was eventually opened in 1968, the first of the buildings that was supposed to accompany Holford's lakeshore parliament house. (NCDC *Annual Report* 1962, p. 19; NCDC *Annual Report* 1964, p. 23; NCDC *Annual Report* 1965, p. 25; NCDC *Annual Report* 1967, p. 11; Department of Sustainability, Environment, Water, Population and Communities 2009, Parliament House Vista Extension – Portal Buildings, and National Library of Australia and Surrounds)

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

A new plan was needed. Now presented with a large gap where the lakeside parliament house was to be erected, the Chief Architect of the NCDC, Roger Johnson, drew up plans for a vast plaza to be called 'National Place' stretching from the permanent Parliament House on Camp Hill to the southern shore of the lake. In Johnson's scheme, the plaza was to be flanked by a series of national buildings, including the just-completed National Library of Australia and such other edifices as the High Court of Australia, National Archives of Australia, National Gallery of Australia and various museums. It was proposed that the National Library of Australia would form a strong axial link with the High Court of Australia and National Gallery of Australia to the east. There was of course no place for the Provisional (Old) Parliament House in this scheme. It would be demolished. (Reid 2002, pp. 290-3; Department of Sustainability, Environment, Water, Population and Communities 2009, National Gallery of Australia)



**Figure 74. Parliamentary Zone plan showing proposed National Place, 1971**

Source: National Capital Development Commission and others 1971

Federal Cabinet rejected Johnson's plan for a series of buildings flanking the National Place, preferring a more open vista less cluttered with buildings. In response, Johnson reduced the number of structures to just two, the National Gallery of Australia and the High Court of Australia. By this time, proposals for the National Gallery of Australia to be erected in the Parliamentary Triangle had been under consideration for seven years. After Holford in his 1957 review reserved Camp Hill between East and West Block as the site for archives, libraries and office buildings, the NCDC decided in 1963-64 that it would instead be the site for the National Gallery of Australia. A design competition for the Gallery to be built in this location was held in 1968 but, after the rejection of the lakeside site for Parliament House, the uncertainty over the development of the Parliamentary Zone prevented any start being made on the building. Once the lakeshore site for the Gallery was confirmed in 1970, work commenced in 1973 and the building was officially opened in October 1982. In its irregular, asymmetric Late 20<sup>th</sup> Century Brutalist style, the building represented – along with the High Court of Australia – a radical new element in the Parliamentary Zone. (NCDC *Annual Report* 1964, p. 8; Reid 2002, pp. 294-7; Department of Sustainability, Environment, Water, Population and Communities 2009, National Gallery of Australia)

As early as 1959, the NCDC had proposed that the building to flank the lakeside parliament house on its eastern side would be the High Court of Australia. In this position, it bore some resemblance to the Griffins' original plans for the 'Courts of Justice' to occupy a lakeside position on the Land Axis, though in the NCDC's proposal it stood in a completely different relationship to the parliament house. By the late 1960s, it was thought that the High Court of Australia would be a relatively small structure, and it was for this reason that the National Gallery of Australia had been sited next to it. The larger mass of the Gallery was intended to support the modest court building. Designed by the same architects as the National Gallery of Australia and opened in May 1980, the High Court of Australia complimented the National Gallery of Australia in its irregular Brutalist style, though the style did not really accord with other buildings in the Parliamentary Zone. The buildings in the zone up till this time displayed a conservative style. The High Court of Australia and National Gallery of Australia were a marked stylistic departure. The High Court of Australia was also a much larger structure than originally envisaged and, in conjunction with the National Gallery of Australia, contributed to a

less balanced effect with the National Library of Australia on the other side of the Land Axis. (NCDC 1959, map of Central Area; Reid 2002, pp. 294-9; Department of Sustainability, Environment, Water, Population and Communities 2009, High Court of Australia)

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

### **Searching for Balance and Harmony**

The design assumptions on which Johnson and the NCDC had proceeded in the Parliamentary Triangle unravelled in the mid-1970s. First, in August 1974, a joint sitting of federal Parliament voted in favour of Capital Hill as the site for the permanent Parliament House in preference to Camp Hill. The decision left Johnson's great National plaza in limbo and, in the following year, the NCDC abandoned the whole scheme. One of the consequences of this policy reversal was that the NCDC now had a vast open space on the southern side of the lake's Central Basin that could never have as close a relationship with the Parliament House as was intended for the National Place. The NCDC already had under construction two of the buildings – the National Gallery of Australia and High Court of Australia – that were supposed to flank the now-defunct plaza, and their relationship with the plaza was now lost. The diagonal relationship, moreover, that the High Court of Australia was meant to demonstrate with the permanent Parliament House atop Camp Hill was now unrealisable. (O'Keefe 2004; Reid 2002, pp. 299, 302-3; Department of Sustainability, Environment, Water, Population and Communities 2009, High Court of Australia)

In an attempt to fill the void left by the decision to build new Parliament House on Capital Hill, the NCDC tried to persuade the government to erect a building for the National Archives of Australia in the Parliamentary Triangle. The NCDC's intention was that the building, in occupying a lakeshore site near the National Library of Australia, would help to restore the balance with the High Court of Australia and National Gallery of Australia on the opposite side of the Land Axis. Owing to a lack of funds, it was never built.

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

As it had developed over the years, the Parliament House Vista exhibited many changes of plan and many changes of taste. From the early 1980s onward, the NCDC and its successors made efforts to try to harmonise and draw together into a whole the diverse elements that had grown up in the area. At the same time, there was a renewed interest in trying to put in place as yet

unrealised features of the Griffins' original design intentions. Dotted as the area was with various buildings of widely divergent styles, the only factor that could unify it was a landscape treatment that gave strong definition to the Land Axis. On the southern side of the lake the NCDC wanted to give greater definition to the Axis and enhance its connection with the Axis on the northern side by landscaping and planting the area between Old Parliament House and the lakeshore. In the event, it did not occur. Instead, in the period 2002-05, a Watergate reinterpreting the Griffins' original conception was established on the southern shore of the lake. This comprised the creation of Commonwealth Place. (Reid 2002, pp. 304-6, 316, 332)

### **Other activities in and uses of the Parliament House Vista**

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

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

The Parliament House Vista has been the venue for tourism and recreation activities over a long period of time. Initially this focussed on Old Parliament House after 1927 when the Parliament first moved to Canberra, and as other institutions were created these too became attractions. This included the Australian War Memorial from 1941, the National Library of Australia from 1968, the High Court of Australia from 1980, the Nation Gallery from 1982 and so on. The maturing gardens and treescape of the area also became attractions in their own right following initial plantings in the 1920s. It is not clear when they became attractions but it is suggested that this was the case at least by the 1950s. Similarly, it is not known when recreational uses of the area began, although it seems likely this happened at much the same time as tourism uses evolved. The gardens and trees of the Parliament House Vista continue to be tourism attractions and the area also continues to be used for recreational purposes.

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

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





**Figure 75. Comparison of Griffins' 1918 plan (red linework) with the city layout at 2004 (grey linework)**

Source: National Capital Authority 2004, p. 111



### **3.5 LANDSCAPE HISTORY CONTEXT**

This part of the history is intended to identify a chronological series of significant phases or periods in the evolution of the landscape of the study area, together with a brief description of the landscape character or major changes of each period.

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

#### **Aboriginal Occupation**

By the end of this long period, there was a predominance of sclerophyllous vegetation such as Eucalyptus open woodland and grassland. In particular, there were large stretches of open grassland on the plains with limited areas of treed vegetation, except above the winter frost line.

#### **Colonial Occupation 1825–1900**

The pastoral nature of the landscape of the area during the nineteenth century built upon the open woodland character and further clearing to establish grazing land. There was an open character of the valley floor and indigenous tree cover on the hills.

The rural landscape in this period consisted of a patch work of introduced and indigenous grasses, fenced paddocks in different states of cultivation according to the seasons (wheat fields), dirt roads, homestead complexes with both indigenous trees and largely exotic plantations, and individual buildings such as shepherd's huts and the conspicuous St John's Church north of the Molonglo River.

#### **Federal Capital of Australia 1901 – 1921**

Thomas Charles Weston was appointed as Officer-in-Charge, Afforestation Branch, Federal Capital Territory and began service on 1 May 1913. By 1921 Weston had planted 17,327 trees and shrubs in the Federal City Area and many hundreds of thousand *Pinus radiata* (Monterey Pine) trees at Mount Stromlo and the hills to the west of the city. However, all of this work did not directly affect the Parliamentary Zone.

#### **Establishment: Committees & Commissions 1921 – 1956**

Weston was made Director of City Planting and the focus of planting was the National Triangle, with planting of the alignment of Commonwealth Avenue and the projected foreshore planting of the future lake at the centre of the Water Axis. This was an attempt to mark out the axial elements of the Griffins' concept.

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

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

landscape.

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

The Federal Capital Commission decided on a Provisional Parliament House at the foot of Camp Hill and the Griffins' reservoir was replaced by ornamental grounds, the Parliamentary gardens, and much later (1969) three ponds with fountains. The formal layout emerged in 1925 and was influenced by the architect John Murdoch. It contained the Provisional Parliament House, temporary administrative offices, hostel, roads, paths and ornamental grounds. The scheme was an adaptation of part of the Griffins' road layout with substantial changes to the Land Axis and siting of built elements. Murdoch had been part of the earlier Departmental Board plan indicating the use of fastigiate tree forms as formal statements in the landscape. These appeared in the 1925 plantings of Lombardy Poplars at strategic corner locations within the layout of the Parliament House gardens. Not only was their vertical form distinctive, their brilliant yellow autumn colour and fresh green spring growth provided seasonal variety. They were used as sentinel elements at road junctions and to mark out the Land Axis corridor relative to Parliament House, as well as future administrative buildings.

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

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

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

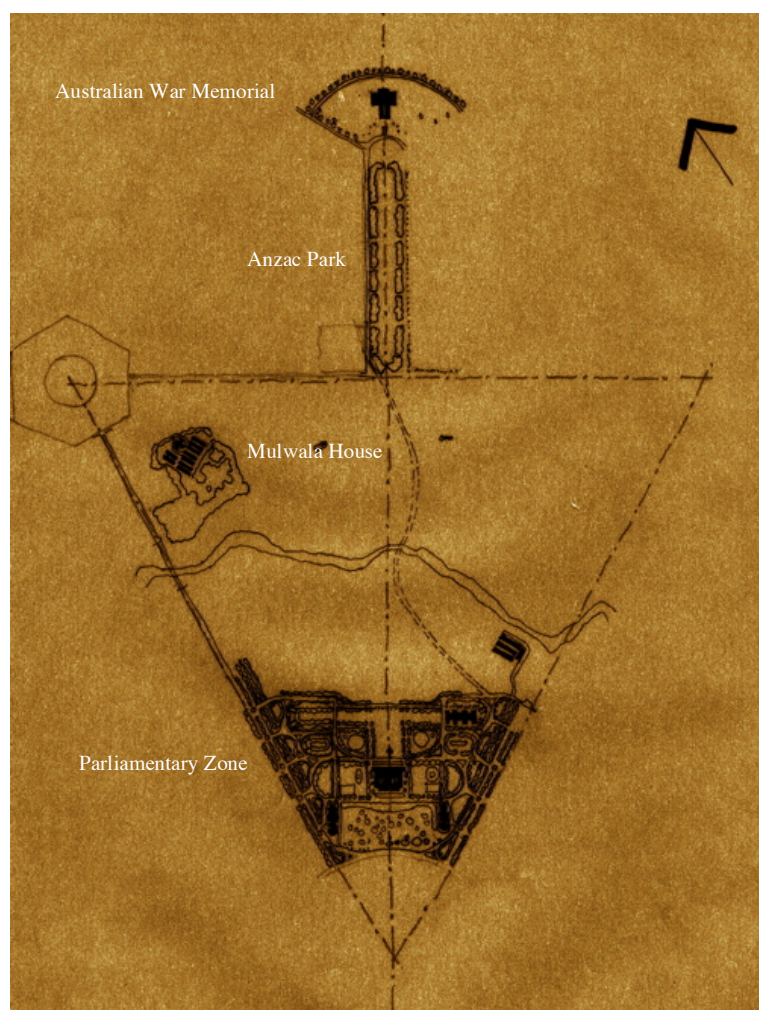
Bruce continued to implement Weston's planting yet added seasonal flowering plants such as Prunus trees and roses. However Pryor altered the Weston tradition by the creation of parkland spaces for people and the integration of Eucalyptus species into the city garden that Canberra had become.

The central place in front of the Provisional Parliament House was named Parkes Place in 1928 and the spaces to the east and west were developed as the National Rose Gardens in 1933 to a plan by Rex Hazelwood. Originating as an idea of the National Rose Society of New South Wales in 1926, the gardens were opened as a national project in 1933. Although they formed no

part of the Griffins' original plan, their development enhanced the aesthetic qualities of the vista, as well as contributing their own meaning to it. Specifically, as the gardens were made up of roses presented by each of the Australian states, they were intended to be representative of co-operation between the Commonwealth and states, and of the states' interest in developing and beautifying the national capital. In the years after their establishment, the physical presence of the extensive rose gardens and of the meaning that attached to them undoubtedly gave the provisional building a more established air and may eventually have contributed to its permanence. (Wigmore 1963, pp. 140-1; Department of Sustainability, Environment, Water, Population and Communities 2009, National Rose Gardens)

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

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



**Figure 76. Parliament House Vista area 1910-1956**

Source: Craig Burton

Notes: Major component plantings from this period include:

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

In 1941 the architectural work on a memorial to King George V was completed on a site on the Land Axis and to the north of Provisional Parliament House. It was not opened until 1953 due to

the intervention of World War 2. The King George V Memorial successfully blocked the vista of the new Australian War Memorial and parts of Mount Ainslie from the Parliament House and it was eventually relocated to its current site off the axis in 1968.

Lindsay Pryor, as Director of Parks & Gardens represented a departure from the Weston lineage in that he shifted the emphasis from exotic to indigenous species and tended to build on existing planting and frequently used circular groupings of trees.

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

### **National Capital Development Commission (NCDC) 1957—1989**

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

William Holford & Partners were engaged to make recommendations for the landscape treatment of the Central Basin of the lake, and this report was published by the NCDC in February 1961. The southern shore of the Central Basin was recommended as a formal margin with a site for the permanent Parliament House to be located on the lakeside composed symmetrically around the Land Axis with informal planting either side between the bridge promontories and the proposed Parliament House complex.

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

- Kings and Commonwealth Avenues: formal avenue planting of English Elm; and
- Land Axis: formal planting of various Eucalyptus species.

A summary of the landscape approach adopted in this period is provided in the following text drawn from the NCDC *Annual Report* for 1962-63 (p. 17).

‘In 1961, the Commission accepted that—

- The character of the natural landscape should be maintained.
- The existing grey-brown colour of the landscape should predominate but light fresh green should be used round the lake margins and darker conifers for boundaries and backgrounds.
- Autumn colours should be fully exploited for the formal and dramatic parts of the landscape.
- Flowering trees and shrubs should be massed in small enclosures.
- The Central Axis and Kings and Commonwealth Avenues should be planted formally.
- The scale of the planting of open spaces should be related to the expected use.
- While preserving a sense of unity the design should aim at creating recognizable character in specific areas.

...at the central axis, the Parliamentary triangle and Kings and Commonwealth Avenues, formal patterns of planting have been adopted. Elsewhere informal groupings have been used in sympathy with the topography, lake edge treatment and adjacent planning.

In an area of over 1,000 acres and along a shore of 22 1/4 miles, areas of recognizable individual character will be created by selecting different ranges of species of trees for different areas. The choice has been influenced by the presence of existing trees, the type of trees likely to grow well, the scale of the area and the use it will receive. Unity will be created by grouping willows and poplars along the entire lake shore. The dominant tree species to each area are listed below: —

- (1) Central Land Axis between Mount Ainslie and Capital Hill—formal planting of various eucalypt species.
- (2) The shore of the Parliamentary Triangle—formal planting of red oak. [Did not occur]
- (3) Kings and Commonwealth Avenue—formal avenue planting of English elms...’

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

In 1968 a Parliamentary Zone planting plan was prepared with the completion of further administrative buildings and the invasion of carparks occupying several of Weston’s former open areas bounded by trees, or outdoor rooms. The carpark areas were planted with either deciduous trees (mostly Plane or Oak trees) or Eucalypts and included hedge plantings on the periphery. The planting character generally continued the formal character in complete contrast to the north bank of the Central Basin and the recommendations of Holford. Eucalyptus species were used around the Land Axis and on the lakeside site for the permanent parliament house. Along both Commonwealth and Kings Avenues some of Weston’s conifers were removed as part of a thinning process, and English Elm trees were added to increase the deciduous mix of planting.

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



**Figure 77. Parliamentary Zone South of the lake in 1967**

Source: National Archives of Australia, A1200, L65055

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

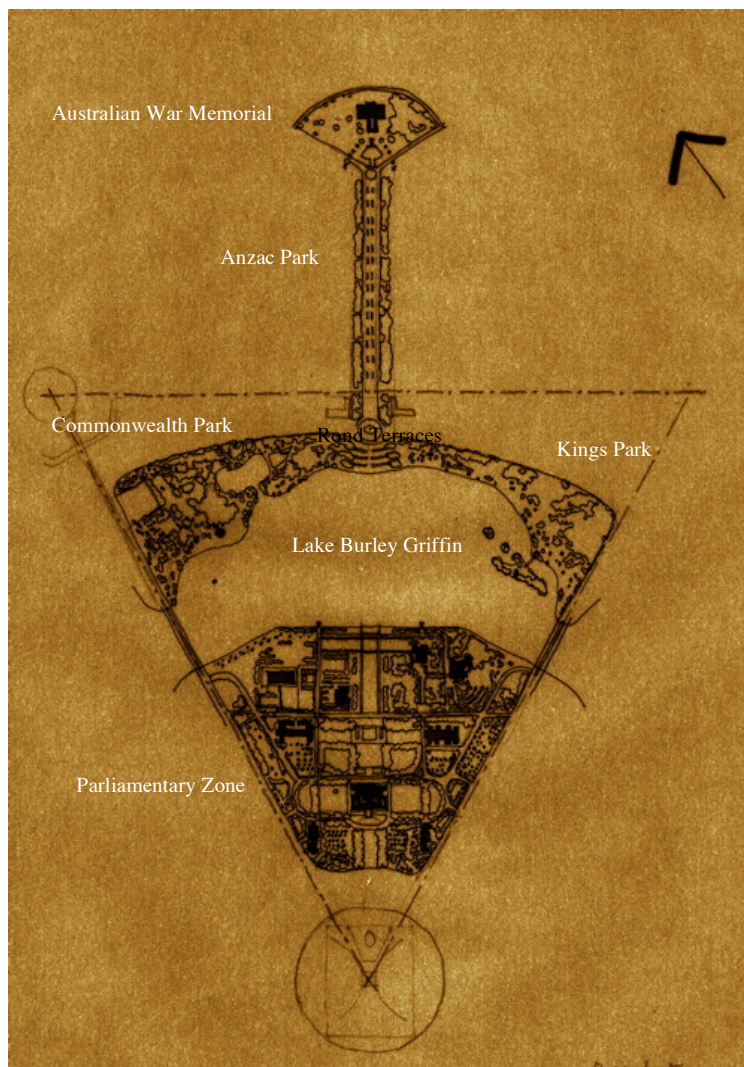
The permanent parliament house site was relocated to Capital Hill (formerly Kurrajong Hill) and the Australian National Gallery (now the National Gallery of Australia) was relocated to the Library Annex site at the lakeside, leaving the former permanent parliament house site to

become part of the proposed vast National Place – an area that remained essentially just a large empty grassed site until the development of Reconciliation Place and Commonwealth Place.

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

The tree planting around the National Library of Australia appears to define the position of buildings planned but not yet realised.

The High Court of Australia and National Gallery of Australia were implemented together and have benefited from an integrated approach to architecture and landscape. The distinctiveness of the partially completed Sculpture Garden with its informal structure of vegetation interpreting the indigenous ecology of the Canberra Region also encompasses the High Court of Australia so as to provide a setting for both developments. (See <http://www.aila.org.au/significance/sites/nga.html>; Richard Clough, personal communication, 2002; and Hobbs 2006, p. 51)



**Figure 78. Parliament House Vista area 1957-1989**

Source: Craig Burton

Notes: Major component plantings and landscape developments from this period include:

- informal plantings east of the Australian War Memorial;
- development of the AWM forecourt;
- redevelopment of Anzac Park;
- development of Commonwealth and Kings Parks and the Rond Terraces;
- completion of the lake and islands;
- development of the southern lakeshore;
- strengthening of the Land Axis in the Parliamentary Zone;
- landscape development around the National Library of Australia, High Court of Australia and National Gallery of Australia;
- development of the landscape south of Old Parliament House including Federation Mall and carparks; and
- redevelopment in other parts of the Parliamentary Zone including road changes and carparks.

Issues of entry, location of the surface car park, and incompleteness are also related to the abandonment of the intended National Place. This left both the High Court of Australia and National Gallery of Australia, completed in 1980 and 1982 respectively, hovering and shrouded in informality. The informal approach picks up on Holford's earlier recommendations for the lakeside landscape character either side of the Land Axis, although the designers were

responding more to the nature of the architectural expression and the influences of the time than Holford's 1961 report. The NCDC had a more formal landscape setting in mind however the approach of the consultant designers, Harry Howard and Associates, was eventually supported. (Pearson, Burton & Marshall 2006; Richard Clough, personal communication, 2002)

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

Development plans were produced in 1980, 1983 and 1986. The last identified sites for two future buildings – Questacon (National Science & Technology Centre) and the National Archive Building. It also identified the possibility of creating roads associated with Eucalyptus row plantings to further define the Land Axis corridor at its edges as well as give access to the future buildings. Part of these proposals were carried out in 1988. Questacon (National Science & Technology Centre) was implemented and a road access from King Edward Terrace was completed along with two rows of *Eucalyptus elata* planted incorporating the existing Casuarina trees. Oriental Planes and Pin oak tree planting was carried out adjacent to the National Rose Gardens in anticipation of a future road. These plantings encroached onto the Rose Gardens.

### **National Capital Planning Authority (NCPA) 1989—1997**

This period represents a change in responsibility for areas within the National Capital. The National Capital Planning Authority was established in early 1989 to focus on the national areas of the capital. The significant core was the defined Central National Area cultural landscape and the aim was to enhance the character of Canberra as the national capital.

As such, the planning process was a continuation of the NCDC approach. Projects to enhance Canberra's character fell within the Parliamentary Zone. Implemented projects were:

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

### **National Capital Authority (NCA) 1997—present day**

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

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

- 1999 International Flag display, next to and parallel with the southern lakeshore either side of the Land Axis;
- 2000 Parliamentary Zone Review;
- 2001 Magna Carta Place, west of the Senate Gardens;
- 2002 Commonwealth Place, near the southern lakeshore on the Land Axis;
- 2002 Reconciliation Place, further away from the lake behind Commonwealth Place, also on the Land Axis;



- 2004 The Griffin Legacy;
- 2004 Old Parliament House Gardens works, either side of Old Parliament House;
- 2005 Commonwealth Place forecourt works, between Commonwealth Place and the lake;
- 2006 National Portrait Gallery design competition, on King Edward Terrace near the High Court of Australia; and
- 2006 Humanities & Science Campus design, in the vicinity of the National Library of Australia and Questacon (National Science & Technology Centre).



## 4. EVIDENCE OF OTHER VALUES

### 4.1 SOCIAL VALUE

#### Concept and Approach

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

The regulations to the *Environment Protection & Biodiversity Conservation Act* defines social significance for the Commonwealth Heritage List under Criterion (g) as,

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

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

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

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

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

#### Methods and Results

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

In assessing social significance it is necessary to:

- identify and understand the communities with potential associations;
- discover the nature of the associations; and
- understand whether the associations give rise to social value.

#### Identifying associated communities

Potential associations and meanings arise primarily from direct experience of a place, in this case Parkes Place. Parkes Place comprises the National Rose Gardens, commemorative plantings, paths, interpretive signage, an avenue of trees on either side of both central and cross axes, large open lawns, its setting (including Old Parliament House), all of which is situated within the broader National triangle and Parliament House vista.

The first step taken was to identify those communities most likely to have associations with Parkes Place. Based on previous assessments of significance in the reports listed below, the

communities initially identified as being most likely to have associations are the local Canberra community, the Horticultural Society of Canberra, and the National Rose Society.

Using the type and potential frequency of use as a filter, more specific communities with potential associations with Parkes Place were identified. These were:

- Those people with associations with Parkes Place and the National Rose Gardens over a long period, through connections with the buildings surrounding the study area—former Parliamentarians and current and former staff of Old Parliament House, the Treasury and John Gorton Buildings, the Lobby Restaurant, past and present staff of the gardens, and regular visitors to Old Parliament House such as politicians, staff and journalists.
- Those individuals and organisations involved in local, state, or national events held in the study area, such as formal public assemblies, commemorative plantings, leisure and recreation activities, concerts, festivals, celebrations and political protests.
- People who have played a role in the management and conservation of the study area and/or its individually significant components, for example: former NCDC and current NCA staff; landscape architects and architects; academics; members of the Australian Heritage Council, Department of Sustainability, Environment, Water, Population and Communities, the ACT Heritage Council, Australian Garden History Society, National Rose Society of Australia, Horticulture Society of Canberra, Canberra and District Historical Society, National Trust (ACT) and Walter Burley Griffin Society.
- The broader Canberra and Australian community who have access to Parkes Place and the National Rose Gardens, either frequently because they live locally, or as visitors to Canberra.

This study has focussed on these communities, both through analysis of existing reports and studies, and undertaking interviews, surveys and a focus group workshop.

### **Assessing the social significance of Parkes Place, including the National Rose Gardens**

In assessing the social significance of Parkes Place, the following actions were undertaken:

- Analysing existing documentary sources, primarily to determine potential associations but also to understand previous assessment of community-held and social significance:
  - Parkes Place, Canberra, Heritage Conservation Management Plan (Gray 1997);
  - Parliament House Vista Heritage Management Plan, draft (Marshall and others 2008);
  - King George V Memorial, King George Terrace, Parkes Place, ACT, Conservation Analysis (Freeman Collett & Partners Pty Ltd 1994);
  - Commonwealth Heritage List citation for the National Rose Gardens, King George Terrace, Parkes, ACT (Place ID: 105473); and
  - Register of the National Estate citation for National Rose Gardens, King George Terrace, Parkes, ACT (Place ID: 19119).
- Searching web-based questionnaire data which was collected for the assessment of social and aesthetic values of the Parliament House Vista (115 questionnaires) (Marshall and others 2008). The data was searched for any mention of the following: rose, rose garden, National Rose Garden, axis/axes/axial, George, Edward, terrace, Lobby, restaurant, embassy, Aboriginal, Parkes, and place. There were no positive matches.
- Gathering additional primary evidence (November and December 2008) via three methods:
  - *Interviews*—telephone interviews with a follow-up questionnaire were conducted in December 2008. Their aim was to gather specific evidence and views of selected individuals who either had direct associations with the study area or who, through their own research or work, may have perspectives to offer about the significance of

Parkes Place.

- *Surveys*—ten surveys were emailed to those Horticulture Volunteers (through the NCA as the central contact point) who expressed interest in participating in this study, to each of the Presidents of the State rose societies, and to the President of the National Rose Society.
- *Focus group*—a focus group was held with Canberra-based people on 9 December 2008. Its aim was to gather evidence from a range of potentially associated communities. Invited participants represented academics, landscape architects, heritage professionals, Canberra Horticulture, Australian Garden History Society, Horticulture Society of Canberra, Waler Burley Griffin Society, ACT Heritage Council, Old Parliament House Governing Council, and staff from the buildings surrounding Parkes Place (Old Parliament House, John Gorton Building and the Treasury Building).

### **Analysis of Existing Documentary Sources**

The following section provides a summary of material relating to the community-held aesthetic and social values of Parkes Place from each of documents noted.

#### ***Parkes Place, Canberra—Heritage Conservation Management Plan***

The Parkes Place, Canberra—Heritage Conservation Management Plan (Gray 1997) provides an assessment of social significance using the framework of the National Trust of Australian (NSW) guidelines for the preparation of conservation management plans, *The Conservation Plan* 3<sup>rd</sup> Edition 1990, by J S Kerr.

The evidence for Parkes Place having social value to the Canberra community, as presented in this plan are set out below.

- ‘It has been associated with pre 20th century and 20th century events either local or national in nature including aboriginal use, 19th century European settlement and, following establishment of the National Capital, formal public assemblies, unmarked commemorative plantings, the distribution of cremation ashes, leisure and recreation activities, and in more recent times concerts, festivals, celebrations and political protests;
- it displays evidence of past events or persons associated with events, of significance to the nation, including memorials, marked commemorative tree plantings, place name signs and aboriginal protest structures;
- it has the ability to inform and enlighten visitors on important social history and to promote a sense of place feeling and create links with the past.’ (Gray 1997, p. 24)

Based on the evidence contained in this conservation management plan:

- For Canberrans and visitors to the broader landscape of the Parliamentary Zone, there is potential for strong and special attachment to Parkes Place through its public accessibility, continuous and frequent use (either directly or indirectly), as a backdrop to their everyday lives, or for special events.
- There is expected to be strong and special attachment to the National Rose Gardens by the National Rose Society and the Horticulture Society of Canberra, members of which may be Canberrans or, for the National Rose Society, members of which may be drawn from within or beyond Canberra and the ACT. Both of these organisations have long and continuing connections to the National Rose Gardens since they were first laid out, donating large numbers of the original rose plants. The nature of these attachments needs to be tested.
- Events held within Parkes Place range from the local and everyday, to those events both small and large in significance to the nation, for a wide range of activities, memorials, and public purposes. Through those events that reflect important community meanings and

Australia's wider democratic system of Government (such as events defining Australia's social, cultural and political history), there is potential for Parkes Place to have importance to local Canberrans, the wider national community, and to the Aboriginal community—including as a landmark of national symbolic importance—through direct or indirect experience with the place. The nature and extent of these associations and meanings and what aspects of the place might embody such values need to be explored.

- Historical research undertaken on the commemorative tree plantings and National Rose Gardens may identify further individuals or organisations for whom particular plantings or the place as a whole may hold special associations and meanings. If identified, these associations and meanings should be tested.

### ***Parliament House Vista Heritage Management Plan (draft)***

The Parliament House Vista Heritage Management Plan (draft) (Marshall and others 2008) provides an assessment of social significance undertaken by Context Pty Ltd. The approach to assessing the social significance of the Parliament House Vista is based on a web-based questionnaire, a focus group, one-on-one interviews, and analysis of tourism literature. Parkes Place and the National Rose Gardens are part of the Parliament House Vista and, as such, contribute to, and potentially share the values of this wider landscape.

Analysis of web-based questionnaires and the focus group suggested a range of key themes of relevance to the social value of the Parliament House Vista. Key themes as they relate to the Canberra community were:

- *Symbolic*—the Parliament House Vista is viewed as at the heart of Australian national identity and what it is to be an Australian. It symbolises commemoration, democracy, national memory, national conscience and history, and it is an iconic representation of Canberra.
- *Iconic*—the Parliament House Vista is the central focus for Canberra marking the beginning of the capital as well as being an iconic landmark.
- *Design, beauty and a sense of history*—the Canberra community values the Parliament House Vista as a designed landscape which is beautiful and which links them to the history of the place and of Australia.
- *A place for the people*—for the Canberra community the Parliament House Vista represents a place where people from all walks of life can gather together for commemoration, festivals, events and for protest.
- *A place of order and monuments*—the Canberra community recognises the importance of the formal structure of the Parliament House Vista. The physical experience of the space is powerful and monuments generally intimidate (according to a focus group participant) but, for the Canberra community, it is also a space which they can relate to and enjoy on a human level.

Results suggest that it is the people of Canberra, and not those from elsewhere, who have strong attachment to, and appreciation of, the Parliament House Vista.

Aesthetic and social values in the statement of cultural significance for the Parliament House Vista, which relate to Parkes Place, are set out below:

- Socially, the Parliament House Vista is significant as the location for a large range of memorials and commemorative plantings dating back to the 1920s, and the area continues to be the focus of such activities, from local to minor and major national importance.
- The area is significantly associated with political protest, especially in the vicinity of Parkes Place.
- Aesthetically, the Parliament House Vista evokes an emotional response from the

community for whom it is a place of dramatic and powerful views, such as the large scale and sweeping views along the Land Axis to the terminal features.

- The aesthetic values specific to the design and setting of the Parliament House Vista are also recognised as important, along with the integration of the architectural elements into the Griffins' overall design.

The Canberra community has a very strong attachment to the Parliament House Vista and believes it holds this value in trust for the wider Australian community, which may or may not value the Parliament House Vista for the same reasons.

There is potential that the nation-defining aspects, iconic landmark, and symbolic values of the Vista might be held within the collective memory of the wider Australian community. However, sufficient evidence was not gathered in the Parliament House Vista study to test this possibility for more widely held social significance.

An important consideration when reviewing the values outlined in the Parliament House Vista plan, was that Parkes Place sits within this larger landscape with a complex range of values.

The aesthetic and social values of the Parliament House Vista identified as being held by the Canberra community can be summarised as relating to:

- its embodiment of Australian national values and identity;
- as a symbol which engenders in them a sense of their own place in Australian history – it is a place the Canberra community values as an important element in the continuum of both local and national history;
- its accessibility as a public space and meeting place for people from all walks of life for recreation, festivals and protest; and
- its place as an icon and landmark in the design vision for Canberra.

The first three points noted above have specific relevance to Parkes Place, which provides the physical space for and symbolic cue of events defining Australia's national identity, which have been and continue to be enacted in this space.

### ***Attitudinal Research into the Parliamentary Zone***

A summary of research carried out by Orima Research (July 2005) looking at perceptions of the Parliamentary Zone was reviewed in the context of how visitors/tourists would perceive Canberra.<sup>1</sup>

The summary findings were reviewed for relevance to the current project. Key findings that reflect aspects of social significance that may relate to Parkes Place are:

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

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<sup>1</sup> The boundaries of the zone are within, but not the same as, the Parliament House Vista. It is an area bounded by State Circle, Commonwealth and Kings Avenues, and the southern shore of Lake Burley Griffin. The sample of 32 participants was drawn from Canberra residents.

The following findings had specific bearing on participants' perceptions of Parkes Place:

- participants generally felt that there was a good balance of green space and buildings; and
- many participants described the gardens and green space as an attraction, particularly the National Rose Gardens.

No other elements within Parkes Place received specific mention. However, Old Parliament House was identified as the centre of the Parliamentary Zone and as a key building giving the area its character.

In the survey responses, the word 'Parkes' was used by participants only as a mailing address.

Parkes Place is an integral part of the wider landscape known as the Parliament House Vista, and the area within the Vista known as the Parliamentary Zone. As such it contributes to, and potentially shares, the values (including social) of the Parliament House Vista. In particular, the following values:

- a sense of history and pride;
- national identity;
- iconic representation of Canberra and a landmark;
- a place of beauty and with appreciated views;
- an accessible public place, a place of and for the people, with open spaces for meeting and formal and informal recreation, eg. festivals, events, commemoration, protest, picnics, walking, social sporting games and relaxation;
- a place which represents the layering of history (Aboriginal and non-Aboriginal); and
- a place of order and monuments.

***King George V Memorial, King George Terrace, Parkes Place, ACT, Conservation Analysis***

The plan notes that the aesthetic qualities of the King George V Memorial contribute to, and share, the social value attached to the broader setting of the changing landscape of Canberra's Parliamentary Zone.

While some of the memorial's original design integrity, and careful and logical relationship to the original Griffin plan were lost in its 1968 move to its current (asymmetrical) location on King George Terrace, more dissatisfaction over the original siting is recorded in this report than over its relocation (Freeman 1994, pp. 8–9).

In terms of social history (ie. not the social value held by today's communities) this report identifies the completed memorial in its original pivotal location, and to a lesser extent within its relocated existing site, as 'evidence of the central place of the monarchy within the Australian system of Government in the early and mid-twentieth century' (Freeman 1994, p. 20).

An absence of community-held aesthetic values is identified for the memorial in its current location, as a memorial which once held, yet no longer does so, a direct association with early Canberra tourism. It functioned as a place where tourist buses stopped and photographs were taken. This has since been overshadowed by the Old Parliament House steps and terrace above the Aboriginal Tent Embassy which provide dramatic positions for photographs perfectly aligned along the central Land Axis of the Parliament House Vista.

***Commonwealth Heritage List citation for the National Rose Gardens, King George Terrace, Parkes, ACT (Place ID: 105473)***

The basis for the assessment of significance in this citation is the Commonwealth Heritage

criteria (the citation is reproduced at Appendix A). Aesthetic characteristics of the National Rose Gardens, presented in this citation in relation to criterion (e), are identified as significant for:

- enhancing the foreground setting to Old (then Provisional) Parliament House; and
- valued by the community for their aesthetic qualities.

Key attributes that demonstrate this value are identified as:

- the location of the gardens, especially in relationship to Old Parliament House;
- the beauty of individual plants; and
- the gardens' public accessibility.

In relation to criterion (e), aesthetic significance valued by the community, the citation notes that the National Rose Gardens are valued by visitors to Canberra as well as the local community. No evidence is given of this value.

No social values under criterion (g) are identified in this citation.

Values identified against criterion (e) in this citation relate both to Parkes Place's role in a larger design (as a setting for Old Parliament House) and community-held aesthetic values for the local Canberra community as well as for visitors. The term 'visitors' could be assumed to mean interstate or international visitors but the report does not make this specific distinction.

While no social values (criterion (g)) are identified, it is unclear from the citation whether or not this is because no social significance was identified or whether this was the result of no formal social values assessment being undertaken.

It is likely these values are the result of a professional report without a formal assessment process to test the presence, nature and extent of community-held aesthetic or social values.

### ***National Trust of Australia (ACT)***

The Parliamentary Zone, including the Commemorative Roman Cypress trees planted by the Empire Parliamentary Association in 1926, the Lobby Restaurant designed in 1968, Parkes Places and government and cultural institutions, the National Rose Gardens, and the King George V Memorial, is classified by the National Trust of Australia (ACT).

The National Rose Gardens are identified as having aesthetic value under criterion (e), valued by the local community as well as for the wider community visiting the national capital.

'The two sections of the National Rose Gardens were designed in the configuration of an open rose, exhibiting an outstanding design concept. The gardens and the roses are valued by both visitors to the National Capital and the local community for their aesthetic qualities.' (National Trust of Australia (ACT))

No social or community-held aesthetic values are identified in the citation for the King George V Memorial.

It is likely these values are the result of a professional report without a formal assessment process to test the presence, nature and extent of community-held aesthetic or social values.

### ***ACT Heritage Register***

The National Rose Gardens and King George V Memorial are included on the ACT Heritage Register. The statement of significance for the National Rose Gardens (Register Overlay H18) does not identify community-held aesthetic value nor social significance. It is likely this is the



result of a professional report without a formal social values assessment to test the presence, nature and extent of community-held aesthetic or social values.

The citation for the King George V Memorial was not reviewed.

## **Details of Social Values Evidence**

The details of the social values research undertaken in the preparation of this report, and preliminary, method-by-method analysis (by interview, survey and focus group), are provided in Appendix C.

## **4.2 AESTHETICS**

### **Expert Appraisal**

Parkes Place is a large formal and symmetric public place designed in the City Beautiful style. It comprises a central open stepped terrace of grass and paving with ornamental pools and fountains affording dramatic views along Griffin's notional Land Axis to Mount Ainslie in the north and both the new and Old Parliament House to the south.

The central terrace is flanked by two tree enclosed terraces comprising rose gardens set amongst lawns and bordered by mature broad-leafed deciduous and evergreen trees. The National Rose Gardens possess the spatial qualities of large garden rooms with decorative and fragrant flower beds at their centre. The enclosing large, mature trees provide seasonal colour and thermal comfort as well as filtered views under their canopies to adjoining spaces. The linear repetition of well-formed tree trunks provides order and pattern, while the mix of deciduous and evergreen species provides variety through a range of leaf colour and texture. Apart from the mulched flower beds the ground surface is irrigated grass.

The northern open grassed section flanking the central terrace provides dramatic east-west views between significant government buildings and across the ornamental fountains of the central terrace. Shady north-south and east-west walkways provide pedestrian access across the place and columnar (fastigiata) species set in square planting beds that produce distinctive autumnal colour, define key entry points and pathway nodes across the site.

### **Community-based Values**

Evidence of community-based aesthetic values is presented in Section 4.1 above, together with the discussion about social values.

## **4.3 CREATIVE ACHIEVEMENT**

Much of the evidence of aesthetic and creative achievement is outlined in the landscape description at Section 2.2 above. Key evidence offered in that section is summarised below.

Key aspects of the creative achievement of Parkes Place are:

- the sympathetic adaptation of the Griffins' lozenge plan for the terrace (ie. Parkes Place);
- incorporation of a City Beautiful layout through symmetry and rectilinear geometry;
- dramatic enhancement of the Land Axis vista;
- creation of a range of spaces for different public uses;
- selection of suitable tree species for function, climate and beauty;
- implementation of exemplary design principles utilising mass plantings with trees; and
- implementation of a garden initiative to engage all Australians (ie. the National Rose Gardens).

#### **4.4 SCIENTIFIC VALUE**

There is no evidence of any scientific value within the study area.

It is noted elsewhere that there is a potential for sub-surface deposits of Aboriginal cultural material to be present within sand bodies, if sandy deposits underlie the study area. However, the existence of sandy deposits has not been ascertained, and the likelihood of such deposits has not been determined.

## 5. ANALYSIS OF EVIDENCE

This analysis has been prepared by the consultants using the evidence presented in Chapters 3 and 4 which has been analysed against the Commonwealth and National Heritage Criteria (reproduced at Appendix D), and judgements have been reached on the basis of the professional expertise of the consultants.

The analysis is divided into sections related to the criteria. Within each criterion are the key words distinguishing Commonwealth Heritage (*significant heritage value*) and National Heritage (*outstanding heritage value to the nation*).

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

**(a) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history**

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

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

### ***Social, Planning and Political History***

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

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

As with the larger Parliament House Vista conservation area, the realised design of the parklands to this point is more than just the surviving elements of the Griffins' design, and it is rather the work of many hands and the creation of several layers. The initial layers were those plantings undertaken by Weston, Bruce and Pryor. This was followed by the designs of the NCDC. The result is a layering of designs which have built upon or consciously departed from the Griffins. In historical terms, this complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular. Parkes Place is part of this story.

The Parliament House Vista was intended to be and has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. It is the symbolic heart of Canberra and its development is strongly linked to perceptions of Canberra as the nation's capital. Parkes Place again contributes to and is part of these developments, being a central and highly visible part of the Vista.

Parkes Place has been associated since the 1930s with the development of Australian national identity through the creation and use of the various component places or areas including the National Rose Gardens, King George V Memorial, the Aboriginal Tent Embassy and the central terrace as a protest space. It is also associated with the development and life of Canberra through recreational use of the parklands.

### ***Landscape History***

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

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

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

### ***Individual sites within Parkes Place***

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

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

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

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

The central terrace area within Parkes Place, also within the Land Axis adjacent to King George Terrace, has been and continues to be an important space for political protest. This was most

evident when Old Parliament House accommodated the Commonwealth Parliament up until 1988. Examples include the Aboriginal Tent Embassy of 1972 and land rights demonstrations, anti-Vietnam War protests, and the farmers' protest in 1985. While the use of the terrace as a gathering place for protest has declined since 1988, it occasionally continues in this role.

### *Summary*

Parkes Place is an integral part of the Parliament House Vista conservation area, and the Vista is of outstanding heritage value to the nation. It is a central and highly visible part of the Vista, and is associated with the history of the development of Canberra as Australia's national capital. Parkes Place is part of a layered landscape developed through time, and various attempts at the interpretation of the Griffins' vision for Canberra as the nation's capital.

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

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

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

**(b) the place has significant heritage value/outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history**

### *Landscape*

Parkes Place is an important component of the Parliament House Vista conservation area, and the Vista is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape. The significance of the landscape as a complex composition of buildings, roads, parks and gardens derives from its relationship to the Griffins' conceptual structure, particularly in respect to the open spatial clarity of the central Land Axis corridor.

The physical evolution of the parklands has allowed a tradition of landscape architecture and horticulture to be developed which is unparalleled in any other Australian city.

The only other designed national place of note is the forecourt area of the current Parliament House. However, this is probably better considered as an extension of the Land Axis and therefore of the Parliament House Vista. Other important symbolic Australian landscapes or public spaces include Hyde Park in Sydney, the Shrine vista in Melbourne, and Anzac Square in Brisbane. However, in all cases these serve important State purposes but are not really national places.

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

### *National Rose Gardens*

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

for the layout plan.

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

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

### *Summary*

Parkes Place makes a substantial contribution to the Parliament House Vista conservation area, and the Vista is arguably of outstanding heritage value. The larger area is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape. Its physical evolution has allowed a tradition of landscape architecture and horticulture to be developed which is unparalleled in any other Australian city.

The National Rose Gardens provide a unique connection with rose-loving communities throughout Australia, as well as physical spaces of repose, beauty and seasonal delight. The unusual aspects of its design are significant.

- (c) the place has significant heritage value/outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history**

There is no evidence of value under this criterion.

- (d) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:**
- (i) a class of Australia's natural or cultural places; or**
  - (ii) a class of Australia's natural or cultural environments**

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

- (e) **the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group**

### *Associated Communities*

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

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

### *Canberra community*

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

### *Australian community*

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

### *Other communities*

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

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

### *Indicators of significance*

No indicators for aesthetic value have been established for the Commonwealth or National Heritage Lists as yet. Separate indicators for aesthetic significance previously used for Commonwealth investigations of National Estate values have been adapted and applied in relation to the thresholds relevant to Commonwealth and National Heritage criteria, as set out below.



To define whether a place exhibits significant aesthetic values, the following indicators can be applied:

- the place or attributes within it creates *profound emotional response* in communities associated with the place (eg. inspirational, awe inspiring, majestic, fearful, peaceful, tranquil, mysterious);
- aesthetic response is *evidenced action, creative response* or *community attitudes* about the place; and
- the place contains *outstanding landforms or compositional qualities* (eg. combinations of colour, form, texture, movement, particular design features) and these can be identified through community or professional assessment as the source, or sources, of aesthetic response.

Assessment against the Commonwealth and National Heritage List criteria must identify:

- the *particular aesthetic characteristics* exhibited by the place – particular means able to be defined or specified;
- that the particular aesthetic characteristics are *valued* by a community or cultural group (*valued* means appreciated, respected, esteemed, treasured, etc); and
- the community or cultural group that holds that value.

### ***Thresholds***

Factors that may be taken into account in considering whether or not a place meets significance thresholds for either the National or Commonwealth Heritage Lists include:

- the strength and nature of aesthetic response;
- the extent to which the aesthetic response is special or particular to this place;
- the breadth of the aesthetic response (eg. is aesthetic response shared across different communities and cultural groups? Is there consistency in the values held across the range of communities and range of cultural groups?); and
- the extent of recognition of the place for its aesthetic characteristics across geographic and cultural boundaries.

Other factors which might be considered include longevity of aesthetic response by particular communities or cultural groups.

Inclusion on the Commonwealth Heritage List requires only that there be significant aesthetic values held by a community or cultural group. No specification is made as to the level of the value or the size or extent of the community that holds it. It follows that significance to any one definable community or cultural group will be sufficient for establishing heritage value. In particular, the strength and nature of aesthetic response and the extent to which the aesthetic response is special or particular to this place (rather than the extent of value across communities) is most relevant.

The National Heritage List, however, requires that ‘outstanding heritage value to the nation’ be established. Measures which establish both a stronger level of aesthetic response, and that this response is widely held, would be required for this threshold. For example, sources of evidence would need to be national in scope or (in the case of creative and artistic responses to the place) be nationally recognised. Artistic or tourism imagery which represents aesthetic response to the place and has frequent and national exposure might be an example of the latter. Multiple sources which arise from different communities (eg. geographical or otherwise) might also provide measures of a more widespread significance.

### ***Aesthetic appreciation of Parkes Place***

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

***Previous heritage studies for the Parliament House Vista, and components of Parkes Place***

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

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

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

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

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

***Associated community***

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

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

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

#### *Aesthetic values from the social values assessment*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### ***Components of Significance within Parkes Place***

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

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

'Provides wonderful open vista'

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

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

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

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

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

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

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

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

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

‘I would hate to see them cut down and replaced’

‘Important heritage landmarks’ (Survey participant/s)

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

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

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

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

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

*Wildlife in the heart of the city*—particularly the bird life.

‘I love the colonies of chuffs, magpies, and parrots.’

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

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

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

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

### ***Summary of aesthetic significance***

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

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

Aesthetically, however, Parkes Place is significant to the local Canberra community as an integral part of the larger landscape of the Parliamentary Zone and Parliament House Vista, with which it shares values as an outstanding piece of landscaping and landscape planning. This value relates particularly to the aesthetic appreciation by local Canberrans of the role of Parkes Place in the design and vision of the Griffins' plan for the national capital, and how it demonstrates, through its monumental open spaces, the axial views and the vista, the power and symbolism of Canberra's planning.

Components of significance within Parkes Place include:

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

**(f) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period**

### *Landscape*

The formal arrangement of spaces in Parkes Place, and the protection and enhancement of significant vistas has respected the Griffins' design for the Parliamentary Zone. The selection and use of large trees, including exotic and native, evergreen and deciduous, broadleaf and coniferous, to establish structure, frame vistas, enclose spaces and reflect the seasons, is a major horticultural achievement.

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

### *National Rose Gardens*

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

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

### *Summary*

Parkes Place is significant for its creative achievement.

**(g) the place has significant heritage value/outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons**

### ***Indicators of social value***

No indicators for social value have been established for the Commonwealth or National Heritage Lists at the time of writing. Indicators for social significance, previously used for the assessment of National Estate values in the studies conducted as part of the Regional Forest Agreements, have been applied in relation to the thresholds relevant to the Commonwealth Heritage List and National Heritage List. These indicators are as follows.

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

This indicator is about the associations and meanings that a place may have because of its role as a landmark or signature place (icon) for a community, one that marks a community's place in the world physically and metaphorically.

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

This indicator is about associations and meanings that help create a sense of community identity such as places that help define community, spiritual or traditional connections between past and present, that reflect important community meanings, that are associated with events having a profound effect on community, that symbolically represent the past in the present, or that represent attitudes, beliefs or behaviours fundamental to community identity.

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

This indicator is designed to recognise that a place that provides an essential community function can, over time, gain strong and special attachments through longevity of use or association, especially where that place serves as a community meeting place, formally or informally.

### ***Thresholds***

Threshold indicators are, in general terms, related to the relative strength of association, the length of association, and the relative importance of the place to the identified community.

The evidence required to establish social significance is that the place is recognised and valued by an identifiable community or cultural group, and that their associations with the place and the social, cultural or spiritual values arising from this association are able to be documented and assessed against the criteria using agreed indicators.

It is proposed that threshold indicators for the Commonwealth Heritage List are that there is an enduring community association, possibly with some discontinuity if the association is very long, the place is well known within and across the relevant community and is highly valued by that community.

For the National Heritage List it is necessary to determine if the place is of *outstanding heritage value to the nation*. This is a challenging test and it is proposed that to meet this threshold:

- a place could have strongly shared values within and across the national community, that is for Australians as a whole; or
- a place could have strongly shared values across and within a community or cultural group that is nationally recognised, that is known beyond their immediate location; and
- the place represents and is connected to a nationally recognised story or theme.

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

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

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

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

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

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

### ***Social values assessment***

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

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

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

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

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

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

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



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

‘It frames my day [time dimension] – before and after work – and lunchtime...’

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

‘I love seeing people play soccer’

‘...a great public space’ (Survey participant/s)

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

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

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

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

## 2) *Importance as a reference point in a community’s identity or sense of itself*

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

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

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

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

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

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

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

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

‘Symbolic of Australia’s tolerance/democracy’ (Survey participant/s)

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

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

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

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

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

‘Everything important to Canberra goes through Parkes Place’

‘Important for public use, either for recreation or protests’

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

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

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

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

‘It frames my day’

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

‘It is a tremendous facility for our department...’

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

### ***Relative strength of value***

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

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

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

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

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

‘*Important* heritage landmarks’ [trees]

‘I *love* seeing people play soccer’

‘...a *great* public space’

‘Everything important to Canberra goes through Parkes Place’

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

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

### ***Components of Significance within Parkes Place***

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

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

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

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

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

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

‘Love the trees, particularly old cypress trees’

‘I would hate to see them cut down and replaced’

‘[They are] important heritage landmarks’

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

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

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

‘I enjoy the roses. I learnt to prune across the road’

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

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

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

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

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

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

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

### ***Integrity and Ambivalence of Aesthetic and Social Values***

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

‘Sadly rather neglected frequently’

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

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

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

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

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

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

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

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

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

### ***Summary***

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

Overall, Parkes Place is strongly valued by the local Canberra community as a symbolic place, for its direct links to Australia’s social, cultural, and political history and important events that have defined Australia’s progression towards nationhood, as well as with those events which have defined the social and cultural lives of Canberrans.

As part of the wider landscape of the Parliament House Vista and Parliamentary Zone, Parkes Place is also valued by the local community as a symbol and place of democracy, as well as a place of national conscience, national memory, and, to a lesser degree, commemoration. In this context, Parkes Place, as the forecourt setting for Old Parliament House, provides a focus for these values and the events critical to the symbolic values of the place.

Parkes Place is valued by the local community for its physical characteristics, such as the monumental open spaces, the vista, the cross axes, the two main avenue plantings—which retain the ability to evoke the design vision of the Griffins’ plan and a sense of the democratic role of Parkes Place in Australia’s social, cultural, and political history. For Canberrans, Parkes Place is also highly important for the values it shares with the wider landscape of the Parliament House Vista for its design, beauty, and sense of history, as a place for the people, and as a place of order, commemoration and monuments. These values are inseparable from the values Parkes Place shares with the wider Parliament House Vista landscape.

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

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

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

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

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

Components of significance within Parkes Place include:

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

**(h) the place has significant heritage value/outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history**

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

With regard to the designers, in so far as every designer is associated with the thing he or she designs, it is not considered sufficient to regard this as a special association. There must be an additional quality to the association. The other dimension to the criterion is the importance of the person in Australia's history.

The following table presents an analysis of a range of people, drawn from the history and a variety of other sources, with a potential special association with the study area.

**Table 3. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
Alexander Bruce	Acting Superintendent and then Superintendent of Parks and Gardens 1926-38 (Weston's successor), and President of the Canberra Horticultural Society. Responsible continuing Weston's planting plans for the study area. Worked with the FCC to establish a design brief for the National Rose Gardens and to implement the project.	<p>Parkes Place has a special association with Bruce for his role in the design and establishment of the National Rose Gardens, and for continuing the Weston tree plantings in the study area.</p> <p>Bruce was also responsible for major tree plantings in Canberra, especially at the Woden Cemetery which might also have a special association with him (Pryor &amp; Banks 2001, p. 204; Aitken &amp; Looker 2002, p. 110).</p>	While Bruce is of some interest for his role in the development of the Canberra landscape, this does not seem of sufficient impact to claim he was important in Australia's history.
Walter Burley Griffin	Original lead designer of Canberra including the study area.	<p>The study area shares a special association with Griffin as part of the Parliament House Vista. The Canberra design is Griffin's most important work. The study area is part of the core of the design for Canberra, which is probably the major part of the design which has actually been realised. This special association probably extends to the full National Triangle including City Hill, Constitution Avenue and Russell.</p> <p>Taken in isolation from the rest of the Vista, it is harder to argue for a special association given the limited degree to which the parklands portray much of the Griffins' design.</p> <p>Griffin may also have a special association with his house Pholiota at Eaglemont, Melbourne, with Newman College at the University of Melbourne, the Capitol Theatre also in Melbourne, and with Castlecrag in Sydney. (Harrison 1983)</p>	Yes, as the lead designer of the original plan for Canberra as the national capital. Arguably Griffin is of outstanding importance in Australia's history for this role.
Marion Mahony Griffin	Original contributing designer of Canberra including the study area.	The study area shares a special association with Marion Mahony Griffin, as part of the Parliament House Vista, for reasons similar to those offered regarding Walter Burley Griffin.	Yes, as the contributing designer of the original plan for Canberra as the national capital.



**Table 3. Analysis of a range of People with a potential Special Association with the Study Area**

Person	Association	Special Association?	Important in Australia's History?
Rex Hazlewood	Landscape designer and teacher. Helped Bruce develop the plan for the National Rose Gardens.	<p>Not apparently.</p> <p>Hazlewood designed a rose garden within the Senate Garden at Old Parliament House, apparently prior to his association with the National Rose Garden design. Other known designs include North Parramatta Cemetery and Warwick Farm Racecourse.</p>	<p>Not apparently.</p> <p>A self-taught professional photographer, he served in Europe during World War I. While on leave in England, he spent time studying the English landscape. In the 1920s, he became interested in landscape design and eventually gave up photography to work for his brothers at Hazlewood Brothers Rose and Tree Specialists in Epping, Sydney. He provided landscape design advice, wrote on this subject, and lectured as well. (Aitken &amp; Looker 2002, pp. 292-293; <a href="http://www.nationalcapital.gov.au/index.php?option=com_content&amp;view=article&amp;id=232&amp;Itemid=200&amp;limitstart=4">http://www.nationalcapital.gov.au/index.php?option=com_content&amp;view=article&amp;id=232&amp;Itemid=200&amp;limitstart=4</a>)</p>
Lindsay Pryor	<p>Director of Parks and Gardens 1944-58. Altered the Weston tradition in promoting the creation of parkland spaces for people and the integration of Eucalyptus species into the landscape areas. Shifted the emphasis from exotic to indigenous species, tended to build on existing planting, and frequently used circular groupings of trees. Undertook tree thinning and tree replacement in Parkes Place in the late 1940s.</p>	<p>The study area does not appear to have a special association with Pryor although he was responsible for tree thinning and replacement plantings in the area.</p> <p>The Australian National Botanic Gardens would appear to have a much stronger claim to such an association.</p>	<p>Pryor is significant in Australia's history for his role as Director of Parks and Gardens over an extended period, for his key role in the development of the Australian National Botanic Gardens, as Foundation Professor of Botany at the Australian National University from 1958-76, and for his key scientific work on eucalypts. (ANBG nd; Aitken &amp; Looker 2002, p. 490)</p>
Thomas Charles George Weston	Officer-in-Charge, Afforestation Branch, Federal Capital Territory, and other positions, 1913-26, responsible for plantings in Canberra, especially in the study area from 1925.	<p>There are many places in Canberra which share an association with Weston, including Parkes Place. Places with a special association with Weston are likely to be the Parliamentary Zone, Westbourne Woods, Yarralumla Nursery, The Lodge, City Hill, and Haig, Telopea and Collins Parks. (Murphy 1990; Aitken &amp; Looker 2002, pp. 639-640)</p> <p>On this basis, Parkes Place, as part of the Parliamentary Zone, shares a special association with Weston.</p>	<p>Weston is an important figure in the cultural history of Australia, being responsible for the early detailed plantings which are a major feature of Canberra.</p>





### **Summary**

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

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

**(i) the place has significant heritage value/outstanding heritage value to the nation because of the place's importance as part of indigenous tradition**

While there are components of the study area which have Indigenous heritage value, there is no evidence the overall study area itself has significant or outstanding heritage value under this criterion.

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

### **Summary of Values**

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

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

## 6. STATEMENT OF SIGNIFICANCE

### 6.1 STATEMENT OF SIGNIFICANCE

Separate statements are provided below for Parkes Place and the National Rose Gardens because of the separate Commonwealth Heritage listing for the latter.

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



#### **Parkes Place**

Parkes Place is an integral part of the Parliament House Vista conservation area, and the Vista is of outstanding heritage value to the nation. It is a central and highly visible part of the Vista, is associated with the history of the development of Canberra as Australia's national capital, and is integral with the central national landscape of the capital.

Parkes Place, including the National Rose Gardens, has a range of values related to its history, design, aesthetic qualities, creative achievement, social value, and strong and special associations.

Parkes Place is part of a layered landscape developed through time, and various attempts at the interpretation of the Griffins' vision for Canberra as the nation's capital, as well as departures from it. The initial layers were those plantings undertaken by Weston, Bruce and Pryor, and this was followed by the designs of the NCDC. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular. Parkes Place is part of this story.

The Parliament House Vista was intended to be and has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. It is the symbolic heart of Canberra and its development is strongly linked to perceptions of Canberra as the nation's capital. Parkes Place again contributes to and is part of these developments, being a central and highly visible part of the Vista. Parkes Place and the National Rose Gardens have important associations with Old Parliament House, being the public garden setting for the Parliament since the 1920s.

Parkes Place has been associated since the 1930s with the development of Australian national identity through the creation and use of the various component places or areas including the National Rose Gardens, King George V Memorial, the Aboriginal Tent Embassy and the central terrace as a protest space. The formal arrangements of native trees also reflects the evolving national interest in using Australian plants, and may be seen as another expression of an evolving national identity. Parkes Place is also associated with the development and life of Canberra through recreational use of the parklands.

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



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

- commemorative tree plantings;
- National Rose Gardens (individually significant);
- The Lobby (individually significant – not discussed further because of separate heritage listing);
- King George V Memorial (individually significant – not discussed further because of separate heritage listing);
- Aboriginal Tent Embassy (not discussed further because of pending National Heritage assessment); and
- the central terrace area which is associated with political protest.

The surviving commemorative tree plantings by the Empire Parliamentary Association in 1926 and the Young Australia League in 1927 are significant being amongst the earliest known commemorative tree plantings associated with the national capital.

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

The central terrace area within Parkes Place, also within the Land Axis adjacent to King George Terrace, is significant as it has been and continues to be an important space for political protest. This was most evident when Old Parliament House accommodated the Commonwealth Parliament up until 1988. Examples include the Aboriginal Tent Embassy of 1972 and land rights demonstrations, anti-Vietnam War protests, and the farmers' protest in 1985. While the use of the terrace as a gathering place for protest has declined since 1988, it occasionally continues in this role.

(Criterion (a))

Parkes Place substantially contributes to the Parliament House Vista which is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape. Its physical evolution has allowed a tradition of landscape architecture and horticulture to be developed which is unparalleled in any other Australian city. The Vista is arguably of outstanding heritage value.

The National Rose Gardens provide a unique connection with rose-loving communities throughout Australia, as well as physical spaces of repose, beauty and seasonal delight. The gardens have provided rose lovers throughout Australia with the opportunity to contribute to a national project. The gardens are also significant for demonstrating a distinctive design in the formal style and although the circle motif was not unusual for the layout of rose gardens at the time, its symmetrical separation and placement, as well as the consideration of colour and plant form were unusual.

(Criterion (b))

Parkes Place is significant to the local Canberra community as an integral part of the larger landscape of the Parliamentary Zone and Parliament House Vista, with which it shares values as

an outstanding piece of landscaping and landscape planning. This value relates particularly to the aesthetic appreciation by local Canberrans of the role of Parkes Place in the design and vision of the Griffins' plan for the national capital, and how it demonstrates, through its monumental open spaces, the axial views and the vista, the power and symbolism of Canberra's planning.

(Criterion (e))

Parkes Place is significant for its creative achievement. The formal arrangement of spaces in Parkes Place, and the protection and enhancement of significant vistas has respected the Griffins' design for the Parliamentary Zone. The selection and use of large trees, including exotic and native, evergreen and deciduous, broadleaf and coniferous, to establish structure, frame vistas, enclose spaces and reflect the seasons, is a major horticultural achievement.

(Criterion (f))

Parkes Place is strongly valued by the local Canberra community as a symbolic place, for its direct links to Australia's social, cultural, and political history and important events that have defined Australia's progression towards nationhood, as well as with those events which have defined the social and cultural lives of Canberrans.

As part of the wider landscape of the Parliament House Vista and Parliamentary Zone, Parkes Place is also valued by the local community as a symbol and place of democracy, as well as a place of national conscience, national memory, and, to a lesser degree, commemoration. In this context, Parkes Place, as the forecourt setting for Old Parliament House, provides a focus for these values and the events critical to the symbolic values of the place.

Parkes Place is valued by the local community for its physical characteristics, such as the monumental open spaces, the vista, the cross axes, the two main avenue plantings—which retain the ability to evoke the design vision of the Griffins' plan and a sense of the democratic role of Parkes Place in Australia's social, cultural, and political history. For Canberrans, Parkes Place is also highly important for the values it shares with the wider landscape of the Parliament House Vista for its design, beauty, and sense of history, as a place for the people, and as a place of order, commemoration and monuments. These values are inseparable from the values Parkes Place shares with the wider Parliament House Vista landscape.

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

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

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

(Criterion (g))

Parkes Place has significant heritage value for its special associations with Charles Weston. Weston is an important figure in the cultural history of Australia, being responsible for the early

detailed plantings which are a major feature of the national capital, Canberra. Parkes Place, as part of the Parliamentary Zone, shares a special association with Weston because it is arguably one of his most important plantings.

As part of the Parliament House Vista, Parkes Place also has outstanding value to the nation through sharing a special association with Walter Burley Griffin, and significant heritage value for a special association with Marion Mahony Griffin. The Griffins are important in Australia's history as the designers of the national capital, and the Vista is part of the core of the design for Canberra, which is probably the major part of the design which has actually been realised.

(Criterion (h))

### **National Rose Gardens**

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

(Criterion (a))

The National Rose Gardens provide a unique connection with rose-loving communities throughout Australia, as well as physical spaces of repose, beauty and seasonal delight. The gardens have provided rose lovers throughout Australia with the opportunity to contribute to a national project. The gardens are also significant for demonstrating a distinctive design in the formal style and although the circle motif was not unusual for the layout of rose gardens at the time, its symmetrical separation and placement, as well as the consideration of colour and plant form were unusual.

(Criterion (b))

### **Contributory Significance of Certain Components**

A number of components within or adjacent to Parkes Place have previously been identified as having heritage value. Such value has been expressed either through formal heritage listings or through conservation management plans. In some cases the value is contained to just the particular component, and in other cases the component makes a contribution to the study area. The following section provides a summary of such component values or features where they relate to the study area. This summary draws on existing listings or studies, and no new analysis has been undertaken.

#### **John Gorton Building:**

- The former Administrative Building is part of the significant cultural landscape of the Parliamentary triangle. It occupies a prominent and strategic location flanking the Land Axis in accordance with the 1916 Griffin plan. Together with the later Treasury Building balancing its mass across the central lawns of the Land Axis and Parkes Place, the former Administrative Building contributes to the planned aesthetic qualities of the Parliamentary triangle (Commonwealth Heritage List citation).

#### King George V Memorial:

- The memorial is a significant feature of the Parliament House Vista landscape and frames one side of the Land Axis corridor (Commonwealth Heritage List citation).

#### Old Parliament House:

- The front façade of Old Parliament House and the immediate grassed area to its north have been the scene of numerous events, gatherings, protests and demonstrations.
- Old Parliament House and its curtilage also forms the central feature of a precinct. This precinct includes the two Secretariat buildings (East and West Blocks), the Old Parliament House Gardens, Constitutional and Magna Carta Places and the National Rose Gardens. This precinct reflects a period when there was an increase in Commonwealth Government power and an increase in the public's interest in Canberra.
- Old Parliament House is an iconic national landmark that has a major role in the symbolic physical representation of democracy in the Parliamentary Triangle. This landmark importance has been strengthened by the siting and design of the new Parliament House building. These two buildings are read together as part of the Land Axis vista and they are also a part of the planned aesthetic qualities of the Parliamentary Triangle.
- Old Parliament House is a major component of public and familiar views of Canberra. In particular, Old Parliament House is appreciated for its crisp lines, stark white colour, pronounced vertical patterns and classical form. It makes a major contribution as a viewpoint towards the Australian War Memorial and in the other direction to new Parliament House.
- Old Parliament House is a significant landmark in Canberra. It is a major component of Walter Burley Griffin's designed landscape of the Parliamentary Triangle.
- The success of Old Parliament House as a landmark is also due in part to its modest scale and aesthetic qualities, and the open landscaping and gardens between the building and the lake. (National Heritage List citation)

#### Treasury Building:

- important for its location within the Parliamentary Zone and its design and siting relationship to the John Gorton Building (Philip Cox, Richardson, Taylor and Partners 1992, p. 58).

## 6.2 ATTRIBUTES RELATED TO SIGNIFICANCE

The following list of attributes are features that express or embody the heritage values detailed above, and these are useful in ensuring protection for the values.

While some attributes are noted below with regard to the recognised individually significant places within Parkes Place, such as the King George V Memorial, these are only those attributes relevant to note in a broader landscape context. Reference should be made to the specific heritage studies for these places for the complete range of heritage values and attributes.

<b>Table 5. Attributes related to Significance</b>	
<b>Criteria</b>	<b>Attributes</b>
<b>Attributes of Parkes Place</b>	
Criterion (a)	<ul style="list-style-type: none"> <li>• Parkes Place</li> <li>• Layered landscape, with various phases of plantings</li> <li>• High visibility within the Parliament House Vista</li> <li>• Associations with Old Parliament House</li> <li>• National Rose Gardens</li> <li>• The Lobby</li> <li>• King George V Memorial</li> <li>• Aboriginal Tent Embassy</li> <li>• Central terrace</li> <li>• Formal arrangement of native trees either side of the Land Axis</li> <li>• Commemorative tree plantings by the Empire Parliamentary Association in 1926 and the Young Australia League in 1927</li> </ul>
Criterion (b)	<ul style="list-style-type: none"> <li>• Parkes Place</li> <li>• National Rose Gardens including formal style, symmetrical separation and placement, colour arrangement and plant form</li> </ul>
Criterion (e)	<ul style="list-style-type: none"> <li>• The design function of Parkes Place in the larger design for and landscape of the national capital</li> <li>• The monumental spaces and open framed vistas which contribute to the broader Parliament House Vista landscape</li> <li>• Parkes Place as the landscape setting for Old Parliament House</li> <li>• The monumental spaces (the central Land Axis and cross axis)</li> <li>• The contrast between the monumental spaces (the central Land Axis and cross axis) and intimate spaces (the National Rose Gardens, the avenues of trees)</li> <li>• The tree collection as a whole for its variety, for the mature old trees, in particular the Roman Cypress (<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)</li> <li>• The colour, fragrance, and beauty of the roses in the National Rose Gardens as a whole</li> <li>• The birdlife</li> <li>• The peace and tranquillity of Parkes Place</li> </ul>
Criterion (f)	<ul style="list-style-type: none"> <li>• Formal arrangement of spaces</li> <li>• Vistas, including the contribution of extensive lawn areas and ornamental ponds</li> <li>• 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</li> </ul>
Criterion (g)	<ul style="list-style-type: none"> <li>• The symbolic values of Parkes Place which it shares with the wider Parliament House Vista and Parliamentary Zone landscapes</li> <li>• 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</li> </ul>

<b>Table 5. Attributes related to Significance</b>	
<b>Criteria</b>	<b>Attributes</b>
	<p>local Canberra people, tourists and visiting school children</p> <ul style="list-style-type: none"> <li>• 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</li> <li>• Public accessibility</li> <li>• 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</li> </ul>
Criterion (h)	<ul style="list-style-type: none"> <li>• Plantings associated with Weston</li> </ul>
<b>Attributes of the National Rose Gardens</b>	
Criterion (a)	<ul style="list-style-type: none"> <li>• National Rose Gardens</li> <li>• Rose use</li> <li>• Public access</li> </ul>
Criterion (b)	<ul style="list-style-type: none"> <li>• National Rose Gardens</li> <li>• Distinctive circular design in the formal style, its symmetrical separation and placement, as well as the colour and plant form</li> </ul>
<b>Attributes related to the John Gorton Building</b>	
Various	<ul style="list-style-type: none"> <li>• Prominent and strategic location flanking the Land Axis</li> <li>• Its balancing mass with the Treasury Building, across the central lawns of the Land Axis and Parkes Place</li> <li>• Contribution to the planned aesthetic qualities of the Parliamentary Zone</li> </ul>
<b>Attributes related to the King George V Memorial</b>	
Various	<ul style="list-style-type: none"> <li>• Contribution as a framing element on one side of the Land Axis corridor</li> </ul>
<b>Attributes related to Old Parliament House</b>	
Various	<ul style="list-style-type: none"> <li>• Front façade of Old Parliament House and the immediate grassed area to its north in Parkes Place</li> <li>• The curtilage of OPH forming the central feature of a precinct which includes the National Rose Gardens</li> <li>• 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</li> <li>• Old Parliament House as a major component of public and familiar views of Canberra, including those from within and across Parkes Place</li> <li>• 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</li> <li>• The modest scale and aesthetic qualities of OPH, and the open landscaping and gardens between the building and the lake, including Parkes Place</li> </ul>
<b>Attributes related to the Treasury Building</b>	
Various	<ul style="list-style-type: none"> <li>• Location within the Parliamentary Zone</li> <li>• Design and siting relationship to the John Gorton Building</li> </ul>



## 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***

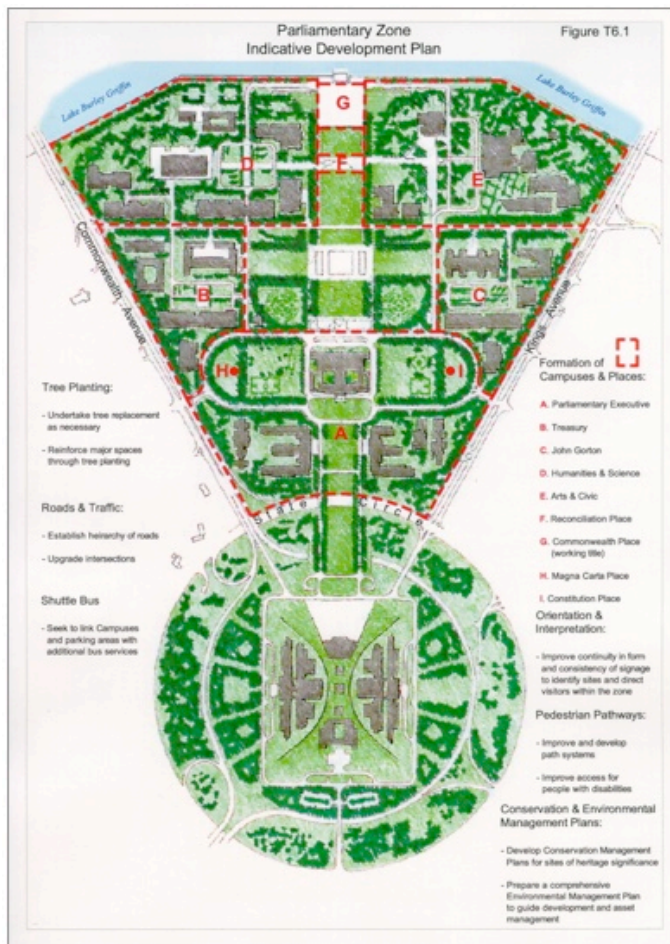
Land use in Parkes Place is mostly zoned National Capital Use, with the Lobby Restaurant site zoned Commercial. The two foot paths running between King George Terrace and King Edward Terrace are zoned Road. (NCA 2002a, p. 33, reproduced in Appendix E as Figure 5)

### ***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 polices for the future.

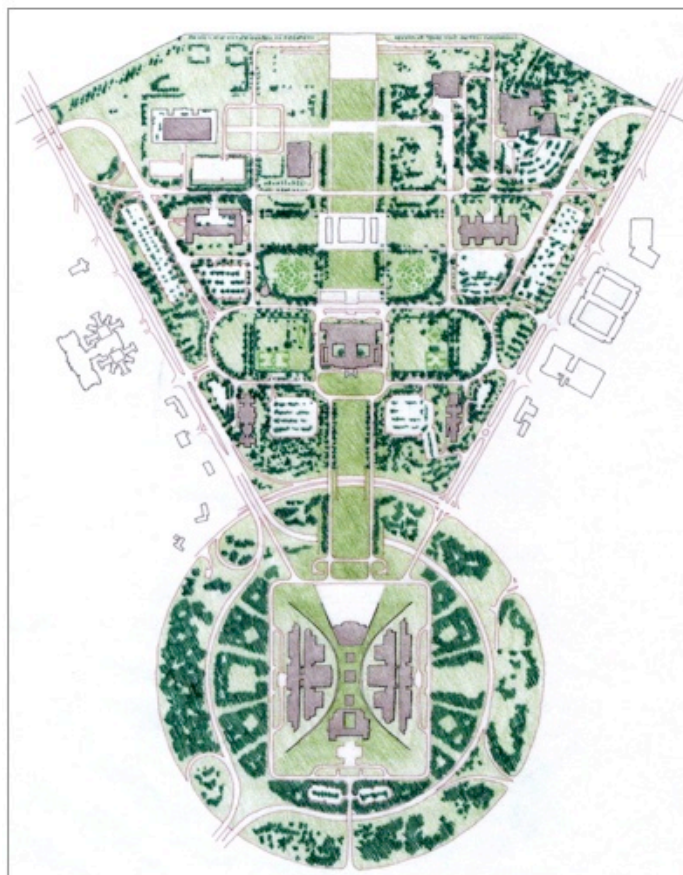
The master plan provides for the creation of campuses or identifiable precincts within the Parliamentary Zone, it provides greater guidance on land uses, and deals with roads, traffic, pedestrian paths, orientation, interpretation and tree planting. It also provides an indicative development plan which 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*

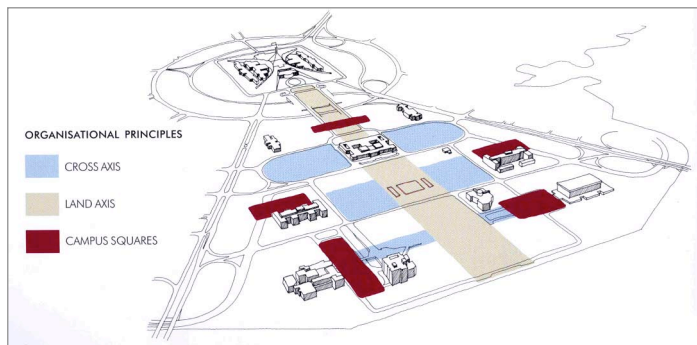
Note: A larger version of this plan is reproduced in Appendix E.



**Figure 80. Plan of the Parliamentary Zone in 2001**

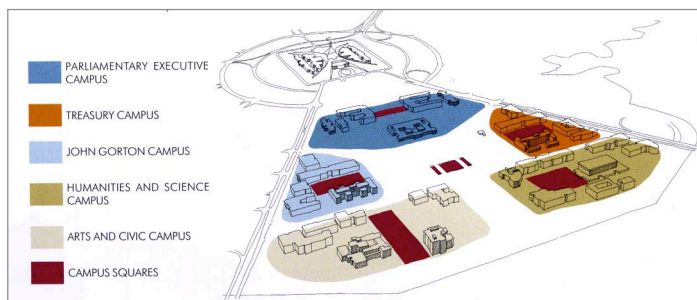
Source: National Capital Authority 2000a, p. 58

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;

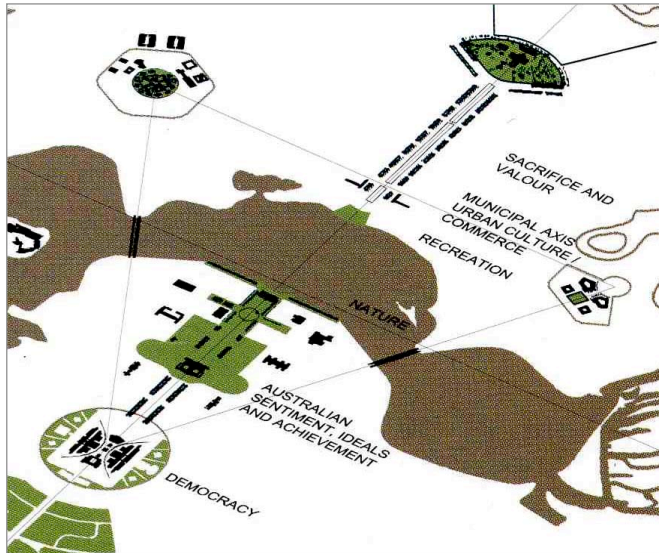
[http://www.nationalcapital.gov.au/understanding/griffin\\_legacy/index.asp](http://www.nationalcapital.gov.au/understanding/griffin_legacy/index.asp); and National Capital Authority 2004). Its aims are:

- 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.

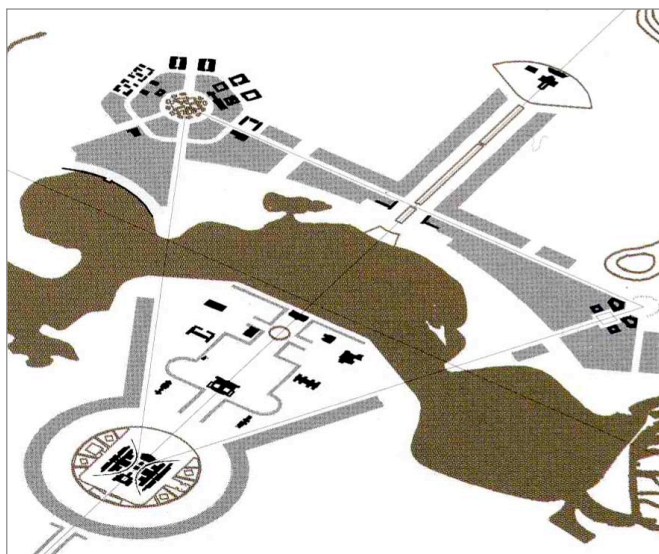
While the Griffin Legacy proposals generally affect areas some distance from Parkes Place, there are general principles relevant to the study area. These are reflected in the following figures.





**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.

<b>Table 6. Heritage Listings relevant to Parkes Place</b>	
<b>List and Places</b>	<b>Listing Body and Implications</b>
<b>National Heritage List</b>	
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.
<b>Commonwealth Heritage List</b>	
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.
<b>Register of the National Estate</b>	
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.
<b>ACT Heritage Register</b>	
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> .
<b>National Trust of Australia (ACT) List of Classified &amp; Registered Places</b>	
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 21<sup>st</sup> 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.

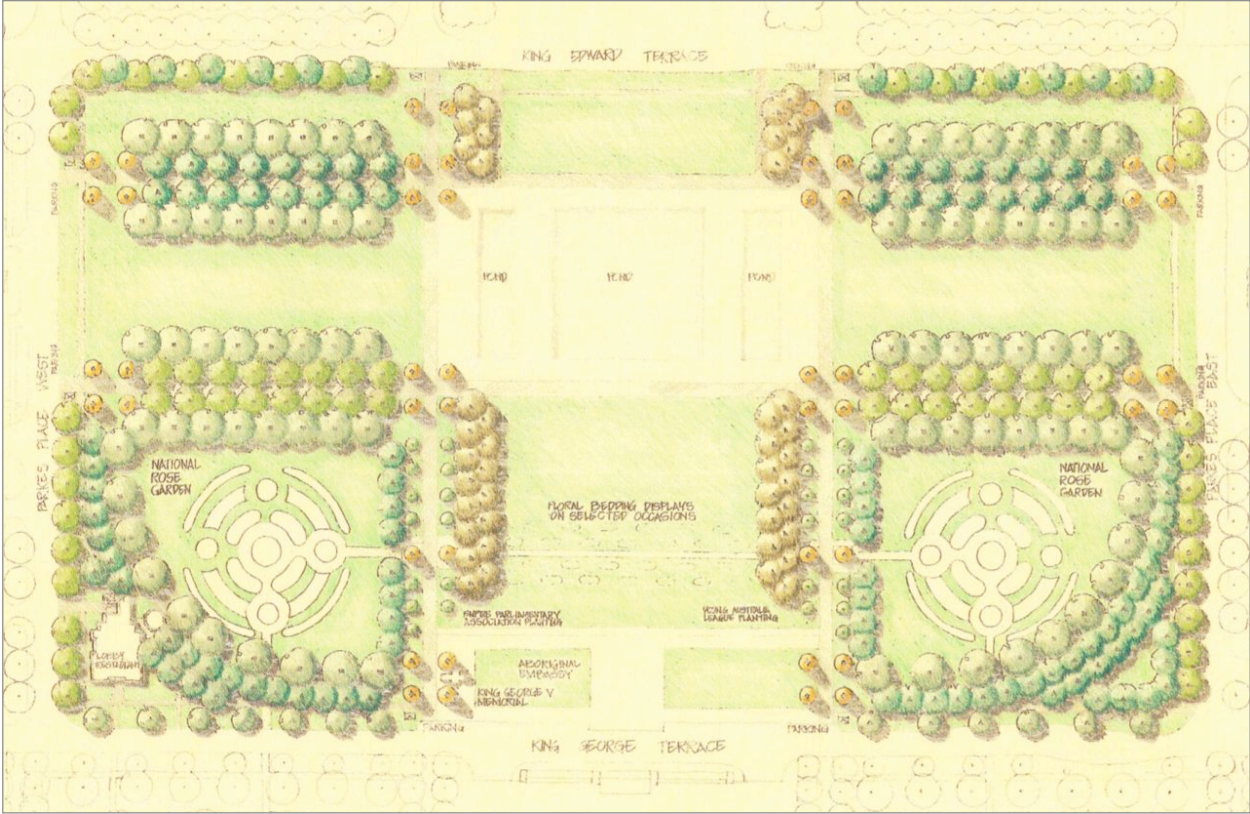
A heritage management plan has been prepared for the Parliament House Vista which includes Parkes Place (Marshall and others 2008). This plan provides binding policies and strategies for the Vista. Accordingly, this heritage management plan for Parkes Place must be consistent with the plan for the Vista.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

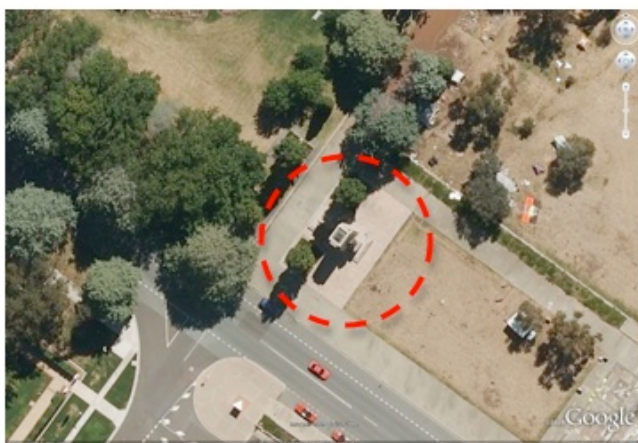
### ***Siting of the King George V Memorial***

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.

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

**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"> <li>• Parkes Place</li> <li>• National Rose Gardens including formal style, symmetrical separation and placement, colour arrangement and plant form</li> </ul>	<ul style="list-style-type: none"> <li>• Fair</li> <li>• Poor-Fair</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> <li>• Medium</li> </ul>
Criterion (e) – Aesthetic characteristics	<ul style="list-style-type: none"> <li>• The design function of Parkes Place in the larger design for and landscape of the national capital</li> <li>• The monumental spaces and open framed vistas which contribute to the broader Parliament House Vista landscape</li> <li>• Parkes Place as the landscape setting for Old Parliament House</li> <li>• The monumental spaces (the central Land Axis and cross axis)</li> <li>• The contrast between the monumental spaces (the central Land Axis and cross axis) and intimate spaces (the National Rose Gardens, the avenues of trees)</li> <li>• 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)</li> <li>• The colour, fragrance, and beauty of the roses in the National Rose Gardens as a whole</li> <li>• The birdlife</li> <li>• The peace and tranquillity of Parkes Place</li> </ul>	<ul style="list-style-type: none"> <li>• Good</li> <li>• Fair</li> <li>• Good</li> <li>• Fair</li> <li>• Good</li> <li>• Fair</li> <li>• Fair</li> <li>• Fair</li> <li>• Not assessed</li> <li>• Good</li> </ul>	<ul style="list-style-type: none"> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• Medium</li> <li>• Medium</li> <li>• Not assessed</li> <li>• High</li> </ul>
Criterion (f) – Technical and creative achievement	<ul style="list-style-type: none"> <li>• Formal arrangement of spaces</li> <li>• Vistas, including the contribution of extensive lawn areas and ornamental ponds</li> <li>• 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</li> </ul>	<ul style="list-style-type: none"> <li>• Good</li> <li>• Fair</li> <li>• Fair</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> <li>• High</li> <li>• Medium</li> </ul>
Criterion (g) – Social value	<ul style="list-style-type: none"> <li>• The symbolic values of Parkes Place which it shares with the wider Parliament House Vista and Parliamentary Zone landscapes</li> <li>• 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</li> <li>• 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</li> <li>• Public accessibility</li> <li>• 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</li> </ul>	<ul style="list-style-type: none"> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• Good</li> <li>• N/A</li> </ul>	<ul style="list-style-type: none"> <li>• High</li> <li>• High</li> <li>• High</li> <li>• High</li> <li>• N/A</li> </ul>
Criterion (h) – Significant	<ul style="list-style-type: none"> <li>• Plantings associated with Weston</li> </ul>	<ul style="list-style-type: none"> <li>• Fair</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> </ul>

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

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

### 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**

<b>Table 8. Condition and Integrity Issues</b>			
<b>Feature</b>	<b>Summary assessment of Condition and Integrity</b>	<b>Issues</b>	<b>Condition (C) or Integrity (I) Issue</b>
<b>Parkes Place</b>			
Tree collection	Fair/Medium	• Dead and declining trees, others in poor health, and missing trees in the planting layout	C & I
Commemorative Plantings	Fair/Low	• 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	• River Peppermints are generally poor in form and some lack vigour	C



<b>Table 8. Condition and Integrity Issues</b>			
<b>Feature</b>	<b>Summary assessment of Condition and Integrity</b>	<b>Issues</b>	<b>Condition (C) or Integrity (I) Issue</b>
Axis			
Central Terrace	Fair/High	<ul style="list-style-type: none"> <li>Grass area in fair condition</li> </ul>	C
Paths/roadway	Good/Medium	<ul style="list-style-type: none"> <li>The north-south paths near King Edward Terrace do not align with the major and historical lengths of the paths</li> </ul>	I
<b>National Rose Gardens</b>			
Roses	Poor-Fair/ Medium	<ul style="list-style-type: none"> <li>Age, disease, nutrient deficiencies, weed invasion, rootstock control of plants, herbicide damage, moisture competition with trees</li> <li>Colour pattern changed</li> </ul>	C & I
Rose beds	Fair/Medium	<ul style="list-style-type: none"> <li>The extent, size and shape of beds has changed</li> </ul>	I
Gardens	Poor-Fair/ Medium	<ul style="list-style-type: none"> <li>Encroachment by The Lobby</li> </ul>	I



## 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	High	9/2012
		19.4 Sentinel plantings	High	9/2012
		19.5 Protection of root zones	High	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



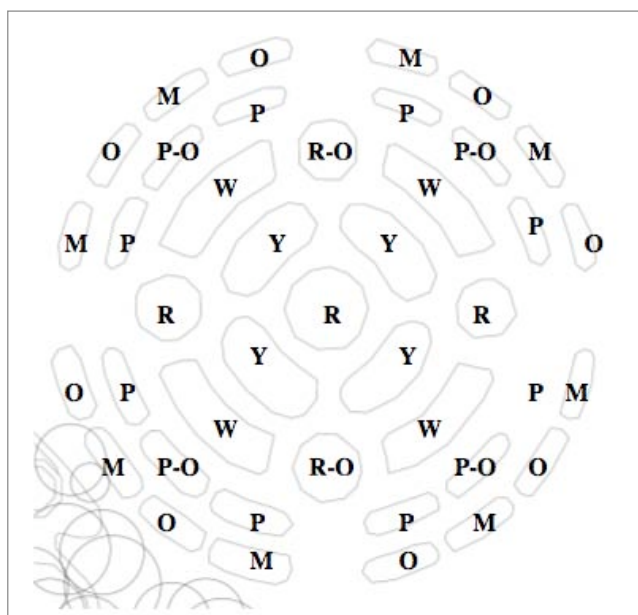
introduced. The 1950s bedding layout should be reconstructed, and in general the original colour layout pattern should also be reconstructed – with some adaptation to recognise the changed bedding layout and greater colour options available (see the figure below). Each bed should be of one colour – not 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>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>

**Notes**

1. In the case of temporary public events/displays/performances:
  - the nature of the event/display/performance will be consistent with the character of the area being used, the Land Axis being especially sensitive;
  - will be located in discrete or screened locations, or in less sensitive locations (eg. outside the Land Axis corridor);
  - 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);
  - temporary structures will be as small as possible and as unobtrusive as possible;
  - 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;
  - 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;
  - access to the area will be maintained;
  - no major structures will be permitted in the Land Axis corridor, and minor structures will be located to the sides of the corridor; and
  - such events/displays/performances will be assessed for their impact on values.
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.

### *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.





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## APPENDIX A: HERITAGE CITATIONS

The following citations or extracts from the Commonwealth Heritage List or the Register of the National Estate are relevant to this project (drawn from <http://www.environment.gov.au/cgi-bin/ahdb/search.pl>).

Citations are provided for the:

- Parliament House Vista; and
- National Rose Gardens.

Extracts are provided for the:

- King George V Memorial;
- Aboriginal Embassy Site; and
- Lobby Restaurant.



### A.1 PARLIAMENT HOUSE VISTA

<b>List:</b>	Commonwealth Heritage List
<b>Legal Status:</b>	Listed place (22/06/2004)
<b>Place ID:</b>	105466
<b>Place File No:</b>	8/01/000/0075
<b>Summary Statement of Significance:</b>	Design Importance

The Parliament House Vista is the central designed landscape of Canberra, that expresses the core of the Walter Burley Griffin design vision for Canberra. It is highly significant for its symbolic representation of the democratic interchange between the people and their elected representatives and its use of the natural landforms to generate a strong planning geometry. It expresses a masterly synthesis and ordering of topographical features and administrative functions to meet the needs of a national capital. The vista landscape embraces the central land axis and part of the water axis and most of the Parliamentary Triangle including the area known as the Parliamentary Zone. The significance incorporates Walter Burley Griffin's vision for the area, as the focus of Commonwealth parliamentary and governmental activity as well as national cultural life. This vision has been partly realised and the place is the setting for major, government, judicial and cultural institutions. The northern extent of the vista of Anzac Parade and the Australian War Memorial, despite differing from the original plan, are significant for memorial purposes developed in response to the needs of the people. Despite being modified to a lesser degree to accommodate the impact of wars on Australians, the Vista now presents as a philosophical concept expressed in urban planning, landscape and architecture, to achieve a grand vision of a symbolic, unified and visually dramatic place (Criterion F.1)

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

The Parliament House Vista incorporating the central national area, is the core of the most ambitious and most successful example of twentieth century urban planning in Australia. It is important for its design pattern with large landscape and waterscape spaces with their enframement by treed avenues and at the lake by bridges, the terminal vista features of the Australian War Memorial and Mount Ainslie at the northern end and Parliament House at the southern end, with the Carillon and Captain Cook Jet creating balanced vertical features in the water plane (Criterion F.1).

The spatial setting of the buildings as features in the landscape reflects Beaux Arts planning concepts and the building masses and their careful location complement the significance of the overall landscape pattern. Across the Parliamentary Triangle, the buildings of Old Parliament House, and East and West Blocks provide a distinctive Stripped Classical architectural patterned horizontal band, that contributes to the symmetrical overall patterning of the landscape. At a higher elevation, Parliament House is a significant feature terminating the southern end of the land axis, culminating the classical landmark image of the triangle apex. The John Gorton Building (the former



Administrative Building) and the Treasury Building balance the composition on King George Terrace while at the Lake edge the post-war architecture of the National Library of Australia and the High Court - National Gallery Precinct are prominent modern architectural forms and have a significant historical layering effect. The Portal Buildings provide balanced building massing at the southern end of Anzac Parade (Criterion F.1).

Avenues of trees along the terraces, roads and pathways of deciduous, pine, and eucalypt species provide colour, character, and contrast, emphasising the significance of the formal symmetrical design. Lombardy Poplars in groups of four, form sentinels at key locations. Water fountains, and statues also reinforce the significance of the total design pattern of the place. On the northern expanse of the vista the landscape pattern is the wide sweeping avenue space emphasised by red scoria gravel in the central strip and edged by large Blue Gums (Criterion F.1).

The vista landscape is significant for its richness of features. Many places in the Vista area have individual heritage significance for their architectural design and historic importance. These include Old Parliament House and Curtilage, East Block Government Offices, West Block and the Dugout, John Gorton Building, the National Library of Australia, the High Court of Australia, the National Gallery of Australia, Blundells Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, and King George V Memorial (Criteria F.1 and A3).

Within the area are important parklands and gardens enhancing the significance of the landscape setting. These include the Gardens of Old Parliament House (the former Senate and House of Representative Gardens), important for expressing their history in plantings, sports facilities, modest features and layout pattern. Also important is the Sculpture Garden of the National Gallery, a significant native style garden, and the National Rose Gardens. Commonwealth Park, the Peace Park, the Lakeshore Promenade and Kings Park are important landscapes for their design and popular use (Criteria F.1 and A3.)

Adding to the richness of the place is the manner in which Griffin's vision of democracy has also been emphasised, as places within the area have become identified with political protest actions by people, as exemplified in the significant Aboriginal Embassy site (Criteria F.1 and A3).

#### Historic Importance

The central national area of Canberra is strongly associated with the history of politics and government in Australia and the development of Canberra as the Australian National Capital. It is significant as the home of the Commonwealth Parliament, the focus of the Federal Government since 1927, initially in the Old Parliament House and from 1988 in the new Parliament House. The various government buildings in the area reinforce the association with Australian government and political history, including East and West Blocks, the Administrative Building, the Treasury Building and the High Court. The latter, being set apart from Parliament House but facing it is symbolic of the judicial role of the High Court as a physical representation of the separation of powers (Criterion A.4, Australian Historic Themes: 7.2 Developing institutions of self-government and democracy).

The central national area has strong links with the planning and development of Canberra as the Australian Capital. The relocation of Parliament to Canberra and the central national area in 1927 was the focus of an intense period of development of the new city and gave purpose to Canberra as the Nation's Capital. Over time this association has been reinforced by the construction of major government buildings in the area, such as the Treasury Building, the Administration Building (now John Gorton Building), the Portal Buildings and latterly the new Parliament House, as well as the construction of major cultural institutions. The area as intended has become the focus of Commonwealth parliamentary and governmental activity as well as, to some extent, national cultural life. (Criterion A.4) (Australian Historic Themes: 4.1 Planning urban settlement, 7.2 Developing institutions of self-government and democracy, 7.3 Federating Australia).

The area has been associated since 1941 with the development of Australian cultural life and national identity through the presence of such institutions as the Australian War Memorial, the National Gallery of Australia, the National Science and Technology Centre and the National Library of Australia. The national cultural institutions reinforce the national character of the area and are an important symbolic group in Australia's national cultural life. The Australian War Memorial and Anzac Parade memorials and, to a lesser extent, the other memorials have and continue to play a very important role in fostering aspects of national identity, in particular the Australian War Memorial through its role as a National Shrine for all Australians (Criterion A.4, Australian Historic Themes 8.8 Remembering the Fallen).

#### Social Importance

The area has strong and special associations with the broad Australian community because of its social values as a symbol of Australia and Federal Government. The values have developed over many years since Canberra's

creation and the relocation of the Parliament in 1927 gave them a special focus. The special association is reflected in the use of the area as the location for national memorials, the number of tourists who have and continue to visit the area, the media portrayal of Canberra and federal politics and the continuing use of the area as the venue for occasional ceremonies and political protests by sections of the community. Memorial features include sculptures, plaques, commemorative trees, water features and gardens. The collection of sculptures, associated art and design which comprise the Anzac Parade Memorials, give expression to key aspects of the history of Australia's armed forces and Australia's war involvement, and possess high social value (Criterion G.1, Australian Historic Themes 8.8 Remembering the fallen, 8.9 Commemorating significant events and people).

The special association for the community is also the use of the area by people demonstrating against government decisions. The central national area, particularly Parkes Place in front of Old Parliament House, has been used for countless demonstrations (Criterion G.1).

The landscape spaces are important for social activities of visitors and Canberra residents and these include Canberra festivals, water events, national events and parades such as Anzac Day Parade and the Dawn Service, and other commemorative services (Criterion G.1).

#### Aesthetic Value

The place has high aesthetic significance due to the visual impact of the extensive open sweeping vista along the land axis that can be experienced in two directions, the designed axes set within natural features of forested hills, patterns and textures of architectural massing accentuated by planned open spaces, water planes and tree plantings that are arranged across the area. The vista is significant for its visual drama with its ability to engage viewers in the visual perspective of the sweeping vista to the terminal features. The aesthetic significance is also a result of the large scale qualities of the axes, including the open green spaces, combined with patterns and symmetrical characteristics of the road networks and numerous designed smaller attributes. These include the rose gardens, the Old Parliament House Gardens, Commonwealth Park, the street tree plantings, the lake-land interface and the Sculpture Garden of the National Gallery, and many intimate spaces rich in texture, colour, fragrance and in some cases, art works and water features (Criterion E1).

#### Associational Value

The central national area has a special association with its designer, Walter Burley Griffin. Griffin is an important figure in Australia's cultural history for his overall design of Canberra as the Nation's Capital. The special association between the central national area and Griffin results from the area being the centrepiece of the planning geometry for Canberra and perhaps the only part of his Canberra plan to survive relatively intact. The area has a strong association with Marion Mahoney Griffin who prepared the perspective drawings of the Vista. The Vista area has a strong association with numerous architects and planners, in particular John Smith Murdoch, Chief architect of the Commonwealth Government, and Thomas Charles Weston, Superintendent of Parks, Gardens and Afforestation in Canberra, and notable planners of the National Capital Development Commission such as Sir John Overall, Peter Harrison and Paul Reid (Criterion H.1).

#### **Official Values:**

##### **Criterion: A Processes**

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

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

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

continue to play a very important role in fostering aspects of national identity, in particular the Australian War Memorial through its role as a National Shrine for all Australians.

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

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

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

#### Attributes

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

#### **Criterion: E Aesthetic characteristics**

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

#### Attributes

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

#### **Criterion: F Technical achievement**

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

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

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

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

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

Many places in the Vista area have individual heritage significance for their architectural design and historic importance. These include Old Parliament House and Curtilage, East Block Government Offices, West Block and the Dugout, John Gorton Building, the National Library of Australia, the High Court of Australia, the National Gallery of Australia, Blundells Farmhouse, Slab Outbuildings and Surrounds, the Australian War Memorial, the Portal Buildings, The High Court - National Gallery Precinct, the Carillon, and King George V Memorial.

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

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

#### Attributes

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

#### **Criterion: G Social value**

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

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

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

#### Attributes

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

#### **Criterion: H Significant people**

The central national area has a special association with its designer, Walter Burley Griffin. Griffin is an important figure in Australia's cultural history for his overall design of Canberra as the Nation's Capital. The special association between the central national area and Griffin results from the area being the centrepiece of the planning



geometry for Canberra and perhaps the only part of his Canberra plan to survive relatively intact. The area has a strong association with Marion Mahoney Griffin who prepared the perspective drawings of the Vista. The Vista area has a strong association with numerous architects and planners, in particular John Smith Murdoch, Chief architect of the Commonwealth Government, and Thomas Charles Weston, Superintendent of Parks, Gardens and Afforestation in Canberra, and notable planners of the National Capital Development Commission such as Sir John Overall, Peter Harrison and Paul Reid.

#### Attributes

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

#### Description:

#### HISTORY

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

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

#### The Canberra Plan

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

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

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

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

Griffin's various plans for the central National area of Canberra all included a basic planning framework, which has

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

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

#### Development

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

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

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

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

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

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

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

patterns for the Parliamentary area following Griffin's concepts were prepared.

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

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

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

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

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

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

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

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

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

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

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

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

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

The most recent major change to the central National area was the construction of a new Parliament House on Capital Hill. In 1974, The site of Capital Hill for Parliament House, was chosen by a joint sitting of both Houses of Parliament. An Act of Parliament extended Parliamentary jurisdiction over work in the Parliamentary Triangle, henceforth known as the Parliamentary Zone. Completed in 1988, the building has resulted in a number of significant changes to the area. The relocation of the Parliament to the new building left the Old Parliament House without its original use. The construction of the building also resulted in the levelling of Camp Hill, Griffin's intended location for a Parliament House and its incorporation into the broader formal landscape of the new Federation Mall. Finally, the new Parliament House involved the construction of a large complex of buildings and extensive new landscape areas. The changes affected most of Capital Hill. The winning design, by Mitchell, Giurgola and Thorp Architects, considered the land axis of Canberra as the fundamental gesture of the City, a line around which all other design has evolved in circular and radial directions (Reid 2002).

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

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

#### Use

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

#### DESCRIPTION

The central National area of Canberra is an extensive cultural landscape comprising buildings, roads, parks, tree plantings and a lake. The area is designated for Parliamentary and National Capital uses. The major features of the area include: Parliament House with its gardens and paved areas, State Circle Cutting (geological feature), Old Parliament House and curtilage, East Block, West Block and the Dugout, the John Gorton Building, the National

Gallery of Australia, the High Court of Australia, the High Court - National Gallery precinct, National Science and Technology Centre, the National Library of Australia, Treasury Building, National Rose Gardens, The Sculpture Garden of the National Gallery, King George V Memorial, Aboriginal Embassy, the Portal Buildings, Australian War Memorial and memorials along Anzac Parade, Aspen Island, the Carillon, Kings Park, HMAS Canberra Memorial, Merchant Navy Memorial, Blundell's Cottage, Commonwealth Park, Kings Park, the Peace Park, Regatta Point Exhibition Building and Restaurant, Captain Cook Memorial Water Jet, the Lakeshore Promenade, and extensive mature plantings and avenues of trees such as those along Anzac Parade. The area also includes fountains, roads, car parks, landscaped areas, a restaurant, kiosk and the residence of the Catholic Archbishop. The spaces, particularly the Land Axis, are a major feature.

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

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

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

**History: Not Available**

**Condition and Integrity:**

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

**Location:**

About 260 ha, comprising the whole of the area bounded by the northern alignment of State Circle, the western alignment of Kings Avenue, the southern alignment of Parkes Way and the eastern alignment of Commonwealth Avenue, excluding the Archbishops Residence and grounds being Block 1 Section 2 Parkes; the whole of Anzac Parade and Anzac Park and the whole of Section 39, Campbell.

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## A.2 NATIONAL ROSE GARDENS

<b>List:</b>	Commonwealth Heritage List
<b>Legal Status:</b>	<u>Listed place</u> (22/06/2004)
<b>Place ID:</b>	105473
<b>Place File No:</b>	8/01/000/0431

### **Summary Statement of Significance:**

The National Rose Gardens, conceived in 1926 and opened in 1933, were Australia's first National gardening project and were planned as a physical expression of the principle of cooperation between the Commonwealth and the States. In the development of the Gardens roses were contributed by all States in Australia. The Gardens were intended to provide an interest for all Australians in developing Canberra, the National Capital, as a Garden City (Criterion A.4). The Gardens demonstrate a distinctive early example of twentieth century public garden design in a formal style. In horticultural terms the Gardens have provided the opportunity to exhibit the best varieties of Australian grown and overseas roses in a favourable climate (Criterion B.2). Their location in front of the (then Provisional, now Old) Parliament House was planned to enhance the setting of the House. The Gardens are valued by visitors to Canberra as well as the local community for their aesthetic qualities (Criterion E.1).

### **Official Values:**

#### **Criterion: A Processes**

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

#### Attributes

The whole of the gardens, their original and evolved layout and all of the roses that have been planted.

#### **Criterion: B Rarity**

The Gardens demonstrate a distinctive early example of twentieth century public garden design in a formal style. In horticultural terms the Gardens have provided the opportunity to exhibit the best varieties of Australian grown and overseas roses in a favourable climate.

#### Attributes

The whole garden including its size, design layout and diversity of species.

#### **Criterion: E Aesthetic characteristics**

Their location in front of the (then Provisional, now Old) Parliament House was planned to enhance the setting of the House. The Gardens are valued by visitors to Canberra as well as the local community for their aesthetic qualities.

#### Attributes

The location of the gardens, especially in relationship to Old Parliament House, the beauty of the individual plants, plus their public accessibility.

### **Description:**

#### History:

The concept of an Australian Rose Garden in Canberra dates back to 1926 when it was proposed by the National Rose Society of NSW to the Federal Capital Commission (FCC). Plans for the National Rose Gardens were prepared by 1932 and, through the Horticultural Society of Canberra, Rose Societies in each State were approached to contribute roses. Each garden was to have 2,000 standard and climbing roses and the beds were to have different varieties of roses arranged by colour. Thirty-eight public bodies and many private individuals contributed roses. The first rose was planted by the Minister for the Interior, J A Perkins on 12 September 1933. The rose was a Daily Mail donated by the Victorian Mothers' Clubs. Over the following weeks 2,000 roses were planted and the gardens were fully planted by the next planting season. The gardens have some value for their association with Thomas Weston, the first officer in charge of afforestation in Canberra, whose ashes were scattered in the park he designed and laid out in front of the Parliament House. This park includes the National Rose Gardens and the grassed terrace of Parkes Place. Weston died In 1936.

The gardens were refurbished for the 1954 visit of Queen Elizabeth II. This involved the replacement of many roses. The perimeter paths around the gardens were converted to rose garden beds and the pyramid style supports for climbing roses were replaced with rectangular timber pergolas. The garden beds were modified between 1965 and 1968 when King George Terrace was realigned and the King George V Memorial was moved to a corner of the western garden. In 1968 a restaurant was built on another corner of the western garden. The timber pergolas were replaced with metal and wire frames in 1968.

#### Physical description:

The gardens are in two parts, set symmetrically either side of the grassed terrace in front of Old Parliament House. The design of the two gardens is similar in plan, but each displays an individual character. The site slopes gently to the north (approximately 1.5% slope) and covers an area of approximately 4.5 ha. The general character of the gardens is of a spacious formal parterre enclosed by mature trees. The gardens have three basic components: the rose beds themselves, perimeter plantings of trees and the lawn. The rose beds in each garden are laid out in plan to symbolise the petals of a fully opened rose. This consists of a central circular bed enclosed by punctuated annulus beds in a formal quartered configuration. The replacement of ageing roses with new varieties occurs regularly. Each garden is enclosed by a perimeter of large mature trees of a variety of non native species, evergreen and deciduous and arranged in a regular order. The species used (basically cedar, oak, pine, plane and poplar) provide for a range of seasonal visual effects as well as wind protection and space definition. Pruning of low limbs has provided unimpeded pedestrian access. The avenue of cypress trees (*CUPRESSUS SEMPERVIRENS*) which separates the rose gardens and the central grassed terrace is a memorial planting. Planted by visiting dignitaries on the occasion of the meeting of the delegates of the Empire Parliamentary Association in 1926, many of the trees still have a memorial plaque at their base. Also along this avenue are mature poplar trees (*POPULUS NIGRA*) which were intended as markers, because of their strong vertical form and vivid yellow autumn colour, to key entry points within the Parliamentary Triangle. Both the poplars and cypresses are remnants of the original plan and plantings made by Thomas Weston.

Apart from the beds and the main edge pathways, all other surfaces are irrigated grass. This provides a bright green uniform ground plane which highlights the patterns created by light and shade and allows a smooth transition of views into adjacent spaces.

#### **History: Not Available**

#### **Condition and Integrity:**

Modifications were made to the 1933 layout of garden beds between 1965 and 1968 when King George Terrace was realigned and the King George Memorial was moved to the centre corner of the western garden. Since then the layout has remained intact with the replanting of ageing roses with new varieties occurring at regular intervals. Additional beds were created by converting the perimeter paths and the support structures for the climbing roses have been replaced. Ad-hoc tree planting within the gardens has occurred in recent years and a priority to maintain grass quality has led to a watering regime detrimental to the display of blooms. The surrounding formation of trees, important for both wind protection and space enclosure is showing senescence in some areas. In addition, the setting of the western garden has been affected by the encroachment in one corner of a restaurant building and kiosk. (August 1994) Maintenance continues (November 2002).

#### **Location:**

King George Terrace and Parkes Place, Parkes, on the southern halves of Block 4 Section 34 and Block 1 Section 59, Parkes.

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### A.3 KING GEORGE V MEMORIAL

**List:** Commonwealth Heritage List

**Legal Status:** Listed place (22/06/2004)

**Place ID:** 105352

**Place File No:** 8/01/000/0384

#### **Summary Statement of Significance:**

The King George V Memorial is a substantial Canberra example of a place which tangibly reflects the importance of the Australian Head of State within the Australian system of government. The statue commemorates King George V, Monarch at the time of the opening of the Provisional Parliament House, which was a major formative period in the development of Canberra. The monument symbolises the link between the Monarch and the early growth of Canberra. Formerly located as a central feature of the land axis, it was a landmark for early Canberrans as a meeting point. Despite being resited to the edge of the land axis, it remains a significant, symbolic feature. (Criterion A4) Australian Historic Theme 8.7 Honouring achievement, 8.9 Commemorating significant events

The Memorial has a special association with George V as Australia's third Head of State, being the major Commonwealth symbol of his service. (Criterion H1)

The Memorial is, in part, an example and one of seven Canberra examples of Inter War Art Deco style architecture. Key features of the style displayed include the emphatic verticality of the pylon or tower element, stepped skyline, granite paving echoing the granite base courses of a building and the use of a stylised high relief figure of Saint George with a realistic bronze figure of King George. Designed to be viewed in the round, and not sympathetically located in its present position, the memorial is a significant feature of the Parliament House Vista landscape and provides enframement to the land axis space (Criteria D2 and E1).

The memorial is significant for its association with the sculptor, Rayner Hoff who played an important role in the development of Australian sculpture (Criterion H1).

#### **Official Values:**

##### **Criterion: A Processes**

The King George V Memorial is a substantial Canberra example of a place that tangibly reflects the importance of the Australian Head of State within the Australian system of government. The statue commemorates King George V, Monarch at the time of the opening of the Provisional Parliament House, which was a major formative period in the development of Canberra. The monument symbolises the link between the Monarch and the early growth of Canberra. Formerly located as a central feature of the land axis, it was a landmark for early Canberrans as a meeting point. Despite being resited to the edge of the land axis, it remains a significant, symbolic feature.

#### Attributes

The whole memorial plus its physical association with Old Parliament House.

##### **Criterion: D Characteristic values**

The Memorial is, in part, an example and one of seven Canberra examples of Inter War Art Deco style architecture. Key features of the style displayed include the emphatic verticality of the pylon or tower element, stepped skyline, granite paving echoing the granite base courses of a building and the use of a stylised high relief figure of Saint George with a realistic bronze figure of King George.

#### Attributes

Its Inter War Art Deco style evident in the features noted above.

##### **Criterion: E Aesthetic characteristics**

Designed to be viewed in the round, and not sympathetically located in its present position, the memorial is a significant feature of the Parliament House Vista landscape and provides enframement to the land axis space.

#### Attributes

The whole memorial and its location within the land axis.

##### **Criterion: H Significant people**

The Memorial has a special association with George V as Australia's third Head of State, being the major Commonwealth symbol of his service.

The memorial is significant for its association with the sculptor, Rayner Hoff who played an important role in the development of Australian sculpture.

#### Attributes

References to, and portrayal of, George V plus the whole memorial as the work of Rayner Hoff.

Report Produced: Fri Feb 27 16:09:46 2009



## A.4 ABORIGINAL EMBASSY SITE

**List:** Register of the National Estate  
**Legal Status:** Registered (11/08/1987)  
**Place ID:** 18843  
**Place File No:** 8/01/000/0421

**Statement of Significance:**

Amendments made by Australian Heritage Council, 20 February 2006.

From the moment of its inception in 1972, the Aboriginal Embassy Site has been the focus for Aboriginal and Torres Strait Islander people's political struggle for land rights, sovereignty, autonomy, equality and self government. The Aboriginal Embassy Site is also important as a place that has focused international attention on these political activities. It is therefore significant in the history of Aboriginal political culture. The first recorded Aboriginal political protest at the site was made during the opening of Parliament House in 1927 by Jimmy Clements (also known by many other names including King Billy, King of Canberra, and King of the Orange Tribe) (Criterion A.4). The Aboriginal Embassy Site is unique because it is the only Aboriginal site in Australia that is recognised nationally as a site representing political struggle for all Aboriginal and Torres Strait Islander people. The site of the Embassy also has significance for the local Aboriginal community because it was used in the past as a meeting and gathering ground. As such it represents part of the traditional way of life of the local Aboriginal community (Criterion B.2). The Aboriginal Embassy Site reflects a major turning point in the efforts made by Aboriginal and Torres Strait Islander people for nationwide land rights and sovereignty. It provides a National focus, bringing many groups together in a place they chose themselves. It is a tangible statement by Aboriginal and Torres Strait Islander people to the Australia Government and all Australian people. Therefore, it is important as a site that is representative of the history of the interaction between the indigenous and non-indigenous peoples of Australia. The infrastructure presently on the site has been designed in such a way as to reflect both past and present Aboriginal living conditions. The design and on-site structures are continually changing to meet the needs of both residents and visitors (Criterion C.2). The Aboriginal Embassy Site is important as a National meeting ground for Aboriginal and Torres Strait Islander people from many different communities. It is a place where Aboriginal and Torres Strait Islander people share knowledge about dance, language, music, culture and history. It is a place where Aboriginal and Torres Strait Islander people find family and friends and where they can be educated about Aboriginal political history. It is therefore highly valued by Aboriginal and Torres Strait Islander people for symbolic, cultural, political, educational and social associations (Criterion G.1). The Aboriginal flag, created by Harold Thomas in 1971, was flown together with a flag designed for the embassy by John Newfong during the 1972 protest action. Designed to be an eye-catching rallying symbol for Aboriginal people, the flag is now universally recognised as representing a national Aboriginal identity. The Aboriginal Embassy Site is also important because of its association with many Aboriginal activists who were engaged in the political struggle that took place at the site. The importance of these early activists has been recognised by the memorial service for Kevin Gilbert being held there and the scattering of his ashes in the Fire for Justice which is located within the Aboriginal Embassy Site (Criterion H.1).

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## A.5 LOBBY RESTAURANT

**List:** Register of the National Estate  
**Legal Status:** Registered (11/08/1987)  
**Place ID:** 102812  
**Place File No:** 8/01/000/0535

**Nominator's Statement of Significance:**

The Russell Offices Canteen, the Lobby Restaurant and the West Portal Cafeteria have potential significance for their design relating to the time when they were constructed, the purpose of the buildings, their use of high quality materials and the creative architectural expression of the structures.

**Official Values: Not Available**

**Description:**

The Lobby Restaurant is a design based on a square plan with steel support columns. A set of four steel internal columns support the clerestory. The glazed walls on the front and two side faces are full height and regularly patterned. The building style has clearly expressed horizontal planes of the external building platform, eaves, and a clerestory window. A small central spire provides a feature similar to the Late Twentieth-Century Ecclesiastical style. The building has good quality finishes with its roofing, fascia and spire clad in copper. The timber lined eaves extend into the building.

**History: Not Available**

**Condition and Integrity:**

Excellent.

**Location:**

King George Terrace, Parkes.

**Bibliography: Not Available**

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## APPENDIX B: HISTORY FROM 1997 CONSERVATION MANAGEMENT PLAN

The following history is reproduced from Gray (1997). The figures noted have not been included.



Despite the great cultural significance of Parkes Place to the Nation a detailed history of the manner in which these gardens have evolved and been used by Australians has yet to be written. Much of the history of the area remains buried in official and other records which are yet to be researched.

This chapter is not intended as a definitive history of Parkes Place but rather as a broad description of the sequence of key events surrounding the area from pre National Capital days to the present time so as to provide the basis on which a statement of cultural significance can be formulated.

### 2.1 Cultural Background - pre 1913

The area now known as Parkes Place is located within the traditional lands of the Ngunnawal Aboriginal people<sup>2</sup>. According to Tindale's maps and tribal listings, three tribes inhabited Canberra and the nearby NSW area - Ngarigo, Ngunnawal and Walgalu, Ngarigo being the language group name.<sup>3</sup> The Ngunnawal Tribe's territory included the Limestone Plains and extended as far as Boorowa and Goulburn.<sup>4</sup>

Research has indicated evidence of Aboriginal activity in the general vicinity of Parkes Place. According to the Australian Heritage Commission the area was:

traditionally used by Aboriginal people as a gathering and meeting ground.<sup>5</sup>

Gillespie states that an Aboriginal:

axehead was found when the lawns around Parliament House were being formed ...

and adds that a:

Mr Moss in 1925, found scrapers and points on the sandy ridge between Parliament House and the Molonglo River.

Gillespie also notes that there are records referring to the finding of Aboriginal implements in the sand pits near the Old Parliament House.<sup>6</sup>

Following European settlement in the 1820s, the area was included in the grant in 1825 of 5000

<sup>2</sup> Australian Heritage Commission, *Aboriginal Embassy Site*, Brochure of Australian Heritage Commission, 1995

<sup>3</sup> David Dexter, *The ANU Campus*, ANU, Canberra, 1991, p.13

<sup>4</sup> Lyall Gillespie, *Canberra 1820-1913*. AGPS Press, Canberra, 1991, p.44

<sup>5</sup> Australian Heritage Commission, *Aboriginal Embassy Site*, Citation on the Register of the National Estate, 28 February, 1995

<sup>6</sup> Lyell Gillespie, *Aborigines of the Canberra Region*, Canberra, L. Gillespie, 1984



acres of land (figure 1) to Robert Campbell as part compensation for the loss of one of his ships while under charter to the Colony. The land granted was just to the east of the first settlement of Canberra.<sup>7</sup> On this land which encompassed the present Canberra suburbs of Reid, Campbell and Parkes, Robert Campbell built Duntroon House on the northern side of the Molonglo River.

The area remained as rural land until 1912, when it was acquired by the Commonwealth as part of the creation of the Australian Capital Territory. This was followed on 12 March 1913, by the official commencement and naming of the National Capital - an event which would eventually lead to the creation of Parkes Place at the heart of Canberra's Parliamentary Zone.

## **2.2 Origins as a terrace court - Walter Burley Griffin's plan, 1911-1920**

The place which would ultimately take the official name of 'Parkes Place' was seen by its founders as the key landscape centrepiece of Walter Burley Griffin's plan for Australia's National Capital. It was to be located at the heart of Griffin's 'Government Group', referred to in the present day *National Capital Plan*<sup>8</sup> as the 'Parliamentary Zone'- ie. the triangular area surrounded by Kings and Commonwealth Avenue and the southern shore of Central Basin. It was to straddle Griffin's 'land axis' which links Capital Hill and Mt. Ainslie.

Griffin's vision for the Government Group ( figures 2 & 3), which changed little during his term as Federal Director of Design and Construction from 1913 to 1920, was for a 'Capitol' building on Capital Hill at the apex of the triangular 'Government Group' zone while on the land axis at progressively lower levels towards the Central Basin would be the Parliament House on Camp Hill followed by a 'terrace court', the key feature of which would be a fountain and long 'reservoir'. Flanking this terrace court were to be departmental buildings linked in series by colonnades and low wings. The view along the terrace court would extend:

uninterrupted across the Basin and the water front of the Public Gardens (now Commonwealth and Kings Park) and along a broad plaisance (now Anzac Parade) to Ainslie.<sup>9</sup>

Griffin's formally arranged road system at right angles to the land axis was intended to respond sensitively to the progressively falling terrace while at the same time providing access from the two avenue sides (now Kings and Commonwealth Avenues) of his triangle.<sup>10</sup>

Griffin's influence over his vision concluded however with the expiry of his term as Federal Capital Director of Design and Construction in 1920 and the creation of a Federal Capital Advisory Committee early in 1921.

## **2.3 Proposal for a Provisional Parliament House - John Sulman and the Federal Capital Advisory Committee, 1921-1923**

It is apparent from the first report of the Federal Capital Advisory Committee, chaired by Consulting Architect Mr (later Sir) John Sulman, that the manner in which the terrace court was to evolve would be greatly affected by the Committee. In particular it revealed a commitment to a temporary Parliamentary building to be constructed on a site in front of that proposed for the permanent Parliament House in Griffin's plan. (figure 4) The Committee stated:

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<sup>7</sup> Lyall Gillespie, *Canberra 1820-1913*. AGPS Press, Canberra, 1991, p.9

<sup>8</sup> NCPA, *National Capital Plan*, NCPA, Canberra, December 1990

<sup>9</sup> Walter Burley Griffin, *The Federal Capital: Report Explanatory of the Preliminary General Plan*, Department of Home Affairs, Commonwealth of Australia, Melbourne, October 1913, p. 6

<sup>10</sup> Walter Burley Griffin, *The Federal Capital: Report Explanatory of the Preliminary General Plan*, Department of Home Affairs, Commonwealth of Australia, Melbourne, October 1913

The site selected for the temporary parliamentary buildings would afford a vista along the main governmental axis, overlooking the ornamental grounds. It would be clear of the site for the permanent Parliament House, which could be constructed in the future without disturbing Parliament.<sup>11</sup>

The committee also indicated their commitment to the establishment of 'the ornamental grounds' (rather than Griffin's fountain and reservoir) in the vicinity of the temporary building by:

suitably laying out and planting with shrubs the environment of the temporary Parliament House, temporary Administrative Offices and Hostel.<sup>12</sup>

The Government, then located in the Victorian Parliament House itself surrounded on three sides by ornamental gardens, concurred with this approach at Cabinet level. Early planning for the temporary Parliamentary building then appears to have commenced in 1922 assuming this site, which was about 210 metres in front of Griffin's and some 15 metres below it.

This new approach to the development of the Parliamentary zone became public on 9 March 1923 when the House of Representatives referred the matter of the erection of the 'Provisional Parliament House' to the Parliamentary Standing Committee on Public Works. This body then found itself in the position of having to adjudicate between opposing points of view on the matter.<sup>13</sup> Opponents to the proposal, who argued for a nucleus of the permanent Parliament House to be constructed on the original site, included the President of the Federal Council of the Australian Institute of Architects, the ex-President of the Victorian Institute of Architects and architects Mr B. J. Waterhouse, Professor Wilkinson and Mr Walter Burley Griffin.<sup>14</sup> The latter stated his strong opposition to building the provisional Parliament House on the '...reservoir site ...' and in particular said:

To build the provisional building just below Camp Hill would absolutely destroy the whole idea of the Government group, which is the dominating feature of the Federal Capital; it would be like filling a front yard full of outhouses, the walls of which would be the frontages of the buildings facing the yard. It would never be pulled down; history teaches us that such things are not changed, the pressure being too great to allow it.<sup>15</sup>

The Parliament itself decided on 26 July 1923 in favour of the Provisional Parliament House scheme, after the Committee failed to reach a decision. The first sod of the building was turned on 28 August 1923.<sup>16</sup>

#### **2.4 Planning as Parliamentary gardens - Federal Capital Advisory Committee and Federal Capital Commission, 1924-1926**

Further modification of the Griffin plan was to follow when, in the latter part of 1924, the Federal Capital Advisory Committee turned its attention to the 'Parliamentary gardens' (previously called the ornamental gardens) to be developed in the vicinity of the building now under construction.<sup>17</sup>

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<sup>11</sup> Federal Capital Advisory Committee, *First General Report*, Melbourne, 1921, p.11

<sup>12</sup> *Ibid.*, p.15

<sup>13</sup> Parliamentary Standing Committee on Public Works, *Proposed Erection of Provisional Parliament House, Canberra*, Melbourne, 1923

<sup>14</sup> *Ibid.*, p. xi

<sup>15</sup> *Ibid.*, p.114

<sup>16</sup> Jim Gibbney, *Canberra 1913-1953*, AGPS Press, Canberra, 1988, p.68

<sup>17</sup> Australian Archives, A199 FC1925/236, 23 August 1924

In August 1924 it was apparent that consideration was being given to a proposal by T. C. G. Weston (known as Charles Weston), Superintendent, Parks and Gardens for a very large rose garden directly in front of Parliament House<sup>18</sup> (**figure 5**), however this was dropped in favour of a 'strictly formal' design, reflecting more the formality of the Parliament building under construction.

The key proponent of this approach was Herbert Ross, a Sydney architect and Member of the Federal Capital Advisory Committee, who may have been influenced by some garden design ideas being pursued at that time in the Sydney area. Tanner has, for instance, noted that architect Arthur Brown and his garden designer wife Jocelyn, who were greatly impressed during a joint visit to Europe in 1922 with townscape and gardens of the Renaissance, were pursuing similar designs during the 1920s - he provided the architectural framework and she the planting. Tanner states that:

Formal elements were grouped to provide 'a series of outdoor rooms - one surprise after another'.<sup>19</sup>

In developing the design an attempt was made to incorporate a water body, in recognition of Griffin's obvious use of a major water body along his land axis. Colonel Owen, an engineer and Member of the Federal Capital Advisory Committee, in a letter in August 1924 to John Smith Murdoch, the architect for the Provisional Parliament House stated:

The layout of the Government Group in Mr Griffin's scheme shows ornamental water on the Ainslie access (sic) - vide attached rough tracing - where we propose to make the garden. That plan also shows ornamental lake, presumably surface, at the 1870 level. This latter level is not feasible, but I think that in laying out the garden we should provide for ornamental water at some future date.<sup>20</sup>

The general layout which emerged early in 1925 appears to reflect the combined views of the Federal Capital Advisory Committee and Mr Murdoch, who the Committee decided to consult, with perhaps Murdoch's views dominating,<sup>21</sup> although the available records fail to confirm this completely. What is clear however is that the main and cross axes of Murdoch's Parliament House design and the desire to relate and link the gardens to the building, strongly influenced the final outcome. (figure 6)

In February 1925 the Federal Capital Commission commenced the laying out of the proposed garden area with a view to achieving final graded levels on as many areas as possible before the winter of 1925, so that planting could commence.<sup>22</sup>

Public confirmation of these major modifications to Griffin's plan came on 11 November 1925 in *Commonwealth of Australia Gazette* with the first gazettal of the 'plan of lay-out of the City of Canberra and its environs'. (figure 7) Quite clearly the Parliamentary gardens achieved by these modifications were entirely different to the 'reservoir and fountain' dominated approach of Griffin.

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<sup>18</sup> Ibid

<sup>19</sup> Howard Tanner, *The Great Gardens of Australia*, Macmillan Co of Australia, North Sydney, 1976

<sup>20</sup> Ibid., 25 August 1924

<sup>21</sup> Ibid., 28 October 1924

<sup>22</sup> Australian Archives, A292 C3516



## 2.5 Gardens establishment - Charles Weston and the Federal Capital Commission, 1925 onwards

The use of Lombardy poplars to achieve 'sentinel' features at key points in the gardens almost certainly resulted from the involvement of Murdoch in the formulation of the basic planting structure,<sup>23</sup> although the Federal Capital Advisory Committee had already shown some interest in that particular tree.<sup>24</sup>

The drawing at figure 6 indicates that most of these poplars were planted in June, July and August 1925 and they were probably the first trees to be planted in the Parliamentary Zone.

In July 1925, Charles Weston, Superintendent, Parks and Gardens, Federal Capital Commission, submitted a plan showing two selections of trees for planting in the Parliamentary gardens - one group were nearly all native evergreens, while the other comprised mainly deciduous trees. Weston commented that:

the Lombardy poplars already planted as the chief and outstanding feature of the gardens would appear to have made it very difficult to give an Australian atmosphere to the gardens so far as trees and shrubs are concerned.<sup>25</sup>

The planting proposals were finalised by Charles Weston, and carried out under his and his successor's control from the winter of 1925 onwards.<sup>26</sup> (Weston was succeeded by Mr A. E. Bruce in November 1926). The scheme as executed (figure 8) reflected Weston's 45 years of horticultural experience, two thirds of which had been spent in Australia. His 13 years in Canberra had given him an intimate knowledge of the inhospitable nature of the Limestone Plains and their restraints for horticultural work. The composition by common name of the trees planted in accordance with this plan is set down in table 1.

Common Name	N/S paths	E/W paths	SE/SW sectors	lake	King E.	Totals
<b>Exotic evergreen</b>						
Atlas cedar	0	50	20	0	0	70
Arizona cypress	24	2	12	0	0	38
Golden cypress	0	48	0	0	0	48
Roman cypress	32	0	0	0	0	32
Lawson cypress	0	0	6	0	0	6
<b>Exotic deciduous</b>						
Lombardy poplar	20	8	0	4	0	32
Oriental plane	0	2	20	0	0	22
Pin oak	0	0	80	0	0	80
White poplar	0	0	8	0	0	8
Huntington elm	0	0	14	0	0	14
<b>Totals</b>	<b>76</b>	<b>110</b>	<b>160</b>	<b>4</b>	<b>0</b>	<b>350</b>
Exotic evergreen - 194 - 55.5% Exotic deciduous - 156 - 44.5% Native evergreen - 0 - 00.0%						
<i>Origin: FCC plan 1928</i>						

<sup>23</sup> Ibid., 24 July 1925

<sup>24</sup> Australian Archives, A199 FC1925/236, 18 September 1924

<sup>25</sup> Greg P. Murphy, *Parks and Gardens in Canberra*, Department of the Capital Territory, Canberra, 1979, p.76

<sup>26</sup> Australian Archives, A292 C3516

The design aimed to create through the use of a balanced mix of evergreen and deciduous trees, formally shaped grassed vistas and 'outdoor rooms' in scale with the Provisional Parliament House. Wide granite gravel paths were used within this tree planting - some would be under tree canopies, while others would be lined with narrow crowned Roman cypresses, reminiscent of Renaissance gardens. At key intersections and entry points, groups of two or four Lombardy poplars were planted as 'sentinels' in large square beds edged with privet. These poplars would reach great heights and would be seen at a distance.

Weston's scheme is clearly in contradiction with Murdoch's views of a '... loose and low...' effect<sup>27</sup> and he made use of much larger trees, at closer spacings than suggested by Murdoch, employing at the same time a good balance between evergreen and deciduous species. He obviously set out to create an environment in microclimate and aesthetic terms which would be appreciated by the many who would visit, in the decades ahead, the environs of the Parliament House. He also deliberately over-planted the site having in mind a quick effect and possible species performance difficulties and he would have assumed a thinning in about 20 years. This was a common feature of Weston's large scale plantings on the Limestone Plains. On top of this he also used a lot of advanced trees to achieve an immediate effect for the Parliament House opening day.

While no Australian natives found their way into Parkes Place at that time, Weston did however plant Australian eucalypts around the periphery of the nearby future House of Representatives and Senate gardens. The inclusion of these species reflected his determination to include those Australian species which he had tested in the Canberra conditions.

## **2.6 Floral display gardens and ornamental lake on terrace court - Federal Capital Commission, late 1920s.**

There are indications that the Federal Capital Commission intended that floral bedding displays be located within the vistas and 'outdoor rooms' of Parkes Place. In January 1927 for example, a design was prepared which located 26 large floral beds on the vista in front of the front door of Parliament House (figure 9). Floral beds to this design were eventually established there in the 1930s. (see section 2.13)

The Federal Capital Commission also prepared detailed drawings in September 1926 for the 15 cm high kerbing, pedestals, gargoyles, and excavation for the intended lake in the central vista,<sup>28</sup> however these plans were not executed by the opening of the Provisional Parliament House. Records indicate however that its initial excavation was carried out about 1930.<sup>29</sup> In March 1933, A. E. Bruce, Superintendent, Parks and Gardens, Department of the Interior, proposed that the 'Reflection Lake' be completed by concrete lining and estimates to do this were prepared.<sup>30</sup> No further action was taken and the excavation remained until 1969, when a system of pools and fountains set in a large paved area was constructed over the original excavation, greatly changing the original intended design character.

## **2.7 Commemorative tree plantings - Empire Parliamentary Association, 1926 and Young Australia League, 1927**

On 11 October 1926 an event of great historic significance for the fledgling Australian Federation took place in Canberra. On this day the new House of Representatives chamber was

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<sup>27</sup> Ibid., 24 July 1925

<sup>28</sup> Australian Archives, A2514/1 P185 & 186,

<sup>29</sup> Ibid., 20 March 1933

<sup>30</sup> Ibid., 20 March 1933

used for the first time for official purposes, when the Right Hon. the Marquis of Salisbury, in the presence of the delegates to the Empire Parliamentary Association conference in Australia, and '... a large gathering of officials and citizens ...' presented to the House of Representatives its Speaker's chair which was a replica of the one in the British House of Commons at that time.<sup>31</sup>

In association with the ceremony twelve commemorative trees were planted to mark the event. Two Lombardy poplars were planted in the courtyards of the Old Parliament House by the Marquis of Salisbury and Mr Arthur Henderson, MP (both from the UK), while ten Roman cypresses were planted adjacent to the western north-south path of Parkes Place by the Marquis of Salisbury and nine other members of the Empire Parliamentary Association from eight different countries.<sup>32</sup>

A photograph of the event is at plate 2. A copy of a plan on which the planters' signatures and the location of their trees are documented has been located.<sup>33</sup>

In 1929 the Empire Parliamentary Association arranged for twelve plaques to be designed and manufactured by the Australian War Memorial in Melbourne. The Memorial claimed their design, a photograph of which is at plate 3:

contains a suggestion of symbolism, the rising sun standing for Australia and the wavy lines for the seas crossed by the Delegates who planted the trees.<sup>34</sup>

At table 2 the names of those who planted the ten trees in Parkes Place are documented. Only six of these trees and their associated plaques remain.

<u>Tree number</u>	<u>Planted by</u>	<u>Condition in 1994</u>
B 107	The Right Hon. The Marquess of Salisbury <i>(United Kingdom)</i>	satisfactory
No number	Senator the Hon. E. L. Schaffner <i>(Canada)</i>	Tree removed- Plaque lost
B110	I. S. Dickson M.P. <i>(New Zealand)</i>	Tree removed- plaque lost
B111	I. P. Van Heerden M.P. <i>(Union of South Africa)</i>	Electricity pole needs removal - otherwise satisfactory
B114	Major Bryan R. Cooper M.P. <i>(Irish Free State)</i>	Tree removed - plaque lost
B115	Hon J. Alexander Robinson M.L.C. <i>(Newfoundland)</i>	Suppressed by other trees
B118	Sir Darcy Lindsay M.L.A. <i>(India)</i>	Trunk growing around plaque
B119	Senator Lt. Col Achilles Samut <i>(Malta)</i>	Satisfactory
B122	Mrs E. Tawse Jollie M.L.C. <i>(Southern Rhodesia)</i>	tree removed - plaque lost
B123	Shanmukham Chetty M.L.A. <i>(India)</i>	suppressed by other trees

*Origin: NCDC Tree Survey 1982, field inspections and AWM Files*

<sup>31</sup> Federal Capital Commission, *Third Annual Report (1926-27)*, Canberra, 1928, p.16

<sup>32</sup> *Ibid.*, p.14

<sup>33</sup> A copy of this plan is held by the Director, Landscape Architecture, NCPA

<sup>34</sup> Australian Archives (Australian War Memorial), 93 13/1/49 (1928-29)

On 24 January 1927 an additional commemorative Roman cypress tree was ceremonially planted in Parkes Place by Master Ray Smith, a drum-major of the Young Australia League of Western Australia. The precise location of this tree planting has yet to be confirmed but it was almost certainly adjacent to the eastern north-south path. (plate 4)

Mr J. J. Simmons, the leader of the Young Australia League contingent from Western Australia and founder of that organisation, dedicated the tree to the League in recognition of their 718 members who had visited Canberra that summer - 352 from Western Australia and 366 from Queensland and NSW<sup>35</sup> He expressed the hope that:

the uprightness of the tree would typify the behaviour and conduct of all League members now and in the years to come.<sup>36</sup>

The Young Australia League is a non-denominational youth welfare organisation operating on the principal of 'education by travel'. It was founded in 1905 in Western Australia and has grown to become a national body admitting girls also as participants.<sup>37</sup>

During the day, the League band:

rendered several airs in impressive style in King's Hall, Parliament House, thus gaining the honor of being the first band to play in the new home of the Federal Legislature.<sup>38</sup>

It is possible that there may be more commemorative plantings in Parkes Place. In this context it should be noted that the Federal Capital Commission inaugurated a scheme in 1926/27 by which representative organisations in Australia might identify themselves with Canberra by presenting trees for planting in main avenues or special positions.<sup>39</sup>

## **2.8 A place for public assembly - 9 May 1927 onwards**

The first of many major official gatherings occurred on Parkes Place at the opening by the Duke of York of the Provisional Parliament House on 9 May 1927. Temporary stands bordering the central lawns were constructed while behind them, where the National Rose Gardens are now located, were erected refreshment marquees. Prior to the opening the Duke and Duchess' carriage was driven around Parkes Place in front of the stands. The official attendance was 35,000 persons, although some felt this figure to be excessive.<sup>40</sup>

Prior to the opening of the Australian War Memorial in 1941, official ceremonies for Anzac and Remembrance Days were held in front of the Provisional Parliament House, where a temporary cenotaph was erected. Attendances in the mid 1930s ranged between 1500 and 2000 persons.<sup>41</sup>

Numerous official gatherings in Parkes Place were to follow over subsequent years.

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<sup>35</sup> *Canberra Times*, 31 December 1926, 27 January 1927

<sup>36</sup> *Canberra Times*, 27 January 1927

<sup>37</sup> *The Australian Encyclopaedia*, Grolier Society of Australia, Sydney, 1977, Vol. 6, p.458

<sup>38</sup> *Canberra Times*, 27 January 1927

<sup>39</sup> Greg P. Murphy, *Parks and Gardens in Canberra*, Department of the Capital Territory, Canberra, 1979, p.77

<sup>40</sup> Jim Gibbney, *Canberra 1913-1953*, AGPS Press, Canberra, 1988, p.130

<sup>41</sup> *Canberra Times*, 27 April 1936, 12 November 1936, 26 April 1937

## 2.9 Official naming - Canberra National Memorials Committee, 1928

As the building of the Provisional Parliament House proceeded, and the great significance of the forthcoming transfer of the Commonwealth Parliament to its new home was starting to be realised, it was perhaps inevitable that Parliament would turn its thoughts to an appropriate nomenclature system for the National Capital's streets and public places. Such a system should, it was believed, appropriately reflect the contribution of Australians to the development of the Nation and in particular to the achievement of the Federation.

The Federal Capital Advisory Committee commenced work on such a nomenclature system in 1924<sup>42</sup> and this was continued from 1925 onwards by the Federal Capital Commission. The latter body concluded that:

national sentiment must necessarily prevail in the case of every name to be chosen.<sup>43</sup>

In its first report on the subject in December 1927 the newly formed Canberra National Memorials Committee proposed that in the Government area eleven of the names of the fourteen most prominent statesmen connected with the establishment of Federation would be used for the streets in the vicinity of Parliament House, ie.:

Barton, Braddon, Deakin, Dickson, Forrest, Fysh, Griffith, Kingston, Lyne, O'Connor, Parkes, Reid, Symon, and Turner.

The central place in front of Parliament House was to be given to the so called father of Federation, Sir Henry Parkes.<sup>44</sup>

While the name 'Parkes Place' was eventually adopted officially the remainder of the recommendation was not although, as will be noticed in figure 10, some of the names were already unofficially in use in 1928. A parallel recommendation for thirteen districts to be named after such statesmen was however adopted. These decisions were formalised in *Commonwealth of Australia Gazette* No 99, 20 September 1928., the citation for Parkes Place and the District of Parkes reading :

after Sir Henry Parkes, Legislator, Federalist and one of the Founders of the Constitution.

The streets on the eastern and western boundaries of Parkes Place became known as Parkes Place West and Parkes Place East, however the northern and southern boundaries remained officially un-named for the next 24 years.

The eventual approach adopted in 1952 to naming in the Parliamentary Zone differed markedly from that envisaged by the original Canberra National Memorials Committee. In *Commonwealth of Australia Gazette* No. 69, 9 October 1952, the northern and southern boundary roads of Parkes Place were designated as King Edward and King George Terraces, these designations being linked to the first 50 years of Federation. The citations read:

King Edward Terrace - after King Edward VII and King Edward VIII. Reigning Monarchs during first 50 years of Federation.

King George Terrace - after King George V and King George VI. Reigning Monarchs during first 50 years of

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<sup>42</sup> Federal Capital Advisory Committee, *Final Report*, Melbourne, 1926

<sup>43</sup> Federal Capital Commission, *Fourth Annual Report (1927-28)*, Canberra, 1929

<sup>44</sup> Canberra National Memorials Committee, *Report in regard to the Naming of Canberra's Streets and Suburbs*, Canberra, 1928

Federation.

A similar approach was followed in the naming in the same gazette of a number of nearby streets including Queen Victoria Terrace, Langton Crescent (after Archbishop Langton who forced King John to sign the Magna Carta in 1215) and Walpole Crescent (after Robert Walpole, the First British Prime Minister).

## 2.10 Supplementary tree plantings - Federal Capital Commission and other departments, 1920s, 1930s

During the late 1920s or early 1930s a row of deciduous tree planting was added to both sides of the northern east-west path. These trees are clearly visible in air photography.

The reasons for this supplementary planting is unknown but it may well have been motivated by a desire to extend the avenue planting of King Edward Terrace, or alternatively to achieve a deciduous effect perhaps having in mind winter use of the path. All the golden cypress along the southern side of the path were presumably removed at that time.

The likely composition by common names, after this supplementary planting is as indicated in table 3.

Common Name	N/S paths	E/W paths	SE/SW sectors	lake	King E.	Totals
<b>Exotic evergreen</b>						
Atlas cedar	0	50	20	0	0	70
Arizona cypress	24	2	12	0	0	38
Golden cypress	0	34	0	0	0	34
Roman cypress	36	0	0	0	0	36
Lawson cypress	0	0	6	0	0	6
<b>Exotic deciduous</b>						
Lombardy poplar	20	8	0	1	0	32
Oriental plane	0	15	20	0	0	38
Pin oak	0	28	80	0	0	108
White poplar	0	0	8	0	0	8
Huntington elm	0	0	14	0	0	14
<b>Totals</b>	<b>80</b>	<b>140</b>	<b>160</b>	<b>4</b>	<b>0</b>	<b>384</b>
Exotic evergreen - 184 - 47.9% Exotic deciduous - 200 - 52.1% Native evergreen - 0 - 00.0%						
Origin: FCC plan 1928 and photographs						

## 2.11 Founding of National Rose Gardens- Canberra Horticultural Society, 1933

An important new step was taken in the further development of Parkes Place on 12 September 1933 when the then Minister for the Interior, Mr J. A. Perkins carried out the first planting in the National Rose Gardens being established there by the Canberra Horticultural Society in association with the Department of the Interior. (plate 5) This followed the first announcement of the garden in August 1932, which in turn had been preceded with a considerable amount of planning work stretching back some years under the leadership of Mr A. E. Bruce, the then Superintendent, Parks and Gardens.<sup>45</sup>

<sup>45</sup> Dianne Firth, 'The National Rose Gardens: Canberra', in *Canberra Historical Journal*. September, 1994

The development and continued presence of these rose gardens in Parkes Place reflects the great interest in Australia throughout this century in the rose - an interest which has shown no signs of waning even now.

The idea of establishing rose gardens in the vicinity of the Provisional Parliament House appears to have arisen in earlier years while that building was still under construction. As indicated in an earlier section of this chapter, the first suggestion appears to have been made in 1924 by Charles Weston, who went as far as preparing a rough sketch of a rose garden (figure 5) to be established directly in front of the House. This was followed in 1926, when the National Rose Society of NSW made a suggestion about associating the states with a national rose garden in Canberra. In response Prime Minister Stanley Bruce suggested that the rose gardens be established in the grounds of Parliament House, however the intervention of the depression appears to have prevented any further action for the next few years.<sup>46</sup>

The design developed by Mr A. E. Bruce for the garden (plate 6) was based on the plan of the petals of a fully opened bloom, and placed symmetrically on each side of the central terrace in front of the House. Consideration was given to colour arrangement with the central and circular beds red, progressing out through yellow, white, pink and coppery shades. The form of the plant was also taken into consideration; climbing varieties were to be trained onto pergolas. Accessory beds, available for mixed planting, were to elaborate the layout.<sup>47</sup> Access paths were to be provided as indicated on the plan. (figure 11)

An important feature of the scheme was that it would involve:

cooperation between the citizens of the various states and the Federal Capital Territory and the governing body of the Territory.<sup>48</sup>

Donations of rose plants were made by rose societies, other organisations and individuals across Australia. Some 80,000 roses were to be planted ultimately. The gardens were also regarded as a testing ground for Australian raised roses.

In September 1932, it was reported that the Canberra Horticultural Society had:

agreed to extend the scope of the National Rose Garden of Canberra to include the area which is being developed in Parliament House grounds by the Joint House Department of Canberra.<sup>49</sup>

This agreement followed some acrimonious communication between the Society and Mr R. Broinowski, Secretary, Joint House Department who had commenced a few months previously the development of rose gardens in the Senate garden nearby. The Senate and House of Representatives rose gardens continued to be developed and managed by the Parliament throughout its occupation of the Provisional Parliament House till 1988, however they are now open to the public.

The rose gardens of Parkes Place continued largely in their original form although at times there was deterioration in their condition. Modifications were made by the Department of the Interior (and its later derivatives) to the layout of the beds with an additional outer ring of beds and new rectangular pergolas which replaced the original pyramid style supports for the climbing roses.

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<sup>46</sup> Ibid., p.32

<sup>47</sup> Ibid., p.32

<sup>48</sup> Ibid., p.32

<sup>49</sup> *Canberra Times*, 16 September 1932

Still later modifications were made to the two outer rings of rose beds breaking them into smaller beds, and a wider range of varieties was planted, while the timber pergolas were replaced by painted metal trellises.<sup>50</sup>

The 60th Anniversary of the first plantings in the National Rose Gardens was celebrated by 130 people on 12 September 1993 with a re-enactment of the original ceremony. Mr John Langmore MHR Fraser, planted a *Dame Edith Helen* rose bush with the silver spade used for official public occasions. This was one of the original varieties of roses planted sixty years earlier.<sup>51</sup> (plate 7)

In 1991, Landscape Architecture students at the University of Canberra completed a set of measured drawings and a brief history of the Rose Gardens under the tutelage of their Lecturer Ms Dianne Firth.<sup>52</sup>

The rose gardens of Parkes Place are listed in both the *Australian Capital Territory Heritage Places Register* (27 April 1994) and the *National Estate Register* (15 December 1994). They are classified by the National Trust (August 1993).

## **2.12 Vale Charles Weston, MBE, 1935**

In accordance with the wish of Charles Weston, MBE, (plate 8) Canberra's first Officer in Charge, Afforestation and Superintendent, Parks and Gardens, who died on 1 December 1935, his ashes were quietly distributed during the month of his death in the gardens and plantations of Parkes Place. The distribution was by his successor, Mr A. E. Bruce, Superintendent, Parks and Gardens and other officers of the Department of the Interior in the presence of his son-in-law Mr L. Willis. The Minister for the Interior, Mr T. Paterson said that it was fitting that Mr Weston's ashes should find their resting-place among the trees and shrubs of the principal park area of Canberra as he would always be remembered for the distinguished part which he played in the foundation and development of Canberra's parks and plantations.<sup>53</sup>

Parkes Place was the last gardens area laid out by Weston prior to his retirement late in 1926.

The ashes of his wife Mrs Minimia Weston were also distributed in the same area during December 1937.<sup>54 55</sup>

## **2.13 Netherlands presentation tulip display beds - mid to late 1930s**

In the mid to late 1930s a large number of tulip display beds were established in Parkes Place, directly in front of the Provisional Parliament House (plate 9) in accordance with the garden bed design prepared in 1926 (see section 2.6). The tulip bulbs used in these beds were a gift of Queen Wilhelmina of the Netherlands to the Commonwealth Government.<sup>56</sup>

Gillespie believes that this gift was related to the London to Melbourne Centenary Air Race in October 1934, the handicap section of which was won by K. D. Parmentier and J. J. Moll of

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<sup>50</sup> Ibid., pp. 33-34

<sup>51</sup> Ibid., 34

<sup>52</sup> *60th Anniversary of National Rose Gardens*, Brochure, Australian Institute of Landscape Architects(ACT), Garden History Society(ACT), Horticultural Society of Canberra, and National Trust (ACT), 1993

<sup>53</sup> *Canberra Times*, 17 December 1935

<sup>54</sup> Mrs Barbara McIntosh, Interview, 20 July 1992

<sup>55</sup> Records of Northern Suburbs Crematorium, Sydney, 25 September 1992

<sup>56</sup> *Canberra Times*, 25 October 1941, p.2



Holland flying a Dutch-built Douglas DC2.<sup>57</sup> This was the first modern airliner seen in Australia.<sup>58</sup> Research is continuing to enable confirmation of Gillespie's view.

By the mid 1940s the tulips were becoming virus infected and the beds were gradually phased out.<sup>59</sup>

## 2.14 Major tree thinning program - Lindsay Pryor and Department of the Interior, 1940s

In 1946 the new Superintendent, Parks and Gardens, Mr (now Emeritus Professor) Lindsay D. Pryor initiated a program of tree thinning in the Parliamentary Zone.<sup>60</sup> This program arose out of a concern for obvious root and crown competition between trees and was an inevitable consequence of the deliberate over-planting practices followed by Charles Weston. As a result of this thinning program all the remaining golden cypress on the paths and the pin oaks, white poplar and Lawson's cypress on King George Terrace were removed, attracting community criticism through letters published in the *Canberra Times*, during the months of June and July 1946. Arizona cypress was planted in King George Terrace to match the same species on the opposite side of the road.

The new composition of the altered planting design was then probably as indicated in table 4.

Common Name	N/S paths	E/W paths	SE/SW sectors	lake	King E.	Totals
<b>Exotic evergreen</b>						
Atlas cedar	0	30	20	0	0	70
Arizona cypress	24	2	20	0	0	46
Golden cypress	0	0	0	0	0	0
Roman cypress	36	0	0	0	0	36
Lawson cypress	0	0	0	0	0	0
<b>Exotic deciduous</b>						
Lombardy poplar	20	8	0	4	0	32
Oriental plane	0	18	20	0	0	38
Pin oak	0	28	68	0	0	96
White poplar	0	0	0	0	0	0
Huntington elm	0	0	14	0	0	14
<b>Totals</b>	<b>80</b>	<b>106</b>	<b>142</b>	<b>4</b>	<b>0</b>	<b>332</b>
Exotic evergreen - 132 - 45.8% Exotic deciduous - 180 - 54.2% Native evergreen - 0 - 0.0%						
Origin: FCC plan 1928 and photographs						

## 2.15 King George V Memorial - erection and relocation, 1953, 1968

In March 1936 Federal Cabinet decided that a memorial to King George V, who had died in January that year, should be in the form of a group of symbolic bronze statuary in Parkes Place on the land axis immediately in front of the Provisional Parliament House. This statuary was to symbolise:

<sup>57</sup> Lyell Gillespie, Personal communication, 1 September 1995

<sup>58</sup> Reader's Digest Services (Ed.) *Australia's Yesterdays: A look at our recent past*, Sydney, 1976, p.38

<sup>59</sup> Professor L. D. Pryor, Interview, September 1995

<sup>60</sup> Professor L. D. Pryor, Interview, February 1994

- the association of the late King with the birth and first 25 (sic) years of Federation;
- the growth of the idea of Empire unity as a Commonwealth of Nations under allegiance to one sovereign; and
- the main events of Australia's national life, such as for instance the first Federal Convention; the King, as Duke of York, opening the first Federal Parliament; Australian participation in the Great War; the next Duke of York opening the first Parliament in Canberra.<sup>61</sup>

Mr G. Rayner Hoff was selected from three Australian sculptors invited to submit competitive designs. Hoff died suddenly and his design was completed by his assistant John Moorfield.<sup>62</sup>

The memorial comprises a cast bronze figure of King George V which is:

set against a Hawkesbury (sandstone) pylon. It is backed by a carved stone figure of equestrian St. George in armour with gunmetal lance, and decorated with nine circular bronze portraits.<sup>63</sup>

The nine bronze portrait plaques cover: the Duke of York; the Duchess of York; Sir Edmund Barton; a sailor; a soldier; an airman; a nurse; Sir Henry Parkes; and Sir Samuel Griffith.

The architectural part of the memorial was completed by 1941, however the bronze figure had to wait until after the Second World War.<sup>64</sup> It was unveiled by the Governor General the Rt. Hon. Sir William McKell on 4 March 1953.

The Memorial continued to attract great criticism for largely interrupting the view from the entrance to Parliament House thus blocking out the view of the Australian War Memorial.<sup>65</sup> (plate 10) It was relocated, with the approval of PM Sir Robert Menzies, to its present position (plate 11) in 1968 thus restoring the openness of the vista along the land axis to the War Memorial and Mt. Ainslie.<sup>66</sup>

The memorial is located within the '*Parliament House Vista*' which is entered on the *Register of the National Estate*. It was entered in its own right on the *Register of the National Estate* on 12 February 1992. It is classified by the National Trust.<sup>67</sup>

Restoration of the memorial was completed recently following a National Capital Planning Authority conservation study.<sup>68</sup> In September 1995 it was announced that the two poplars flanking the memorial were to be removed and replaced due to root invasion of its foundations<sup>69</sup> and they were removed shortly afterwards.

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<sup>61</sup> Alan Roberts, 'Memorials in the National Capital' in *Canberra Historical Journal*, September 1990, p.11

<sup>62</sup> Ibid.,

<sup>63</sup> Rodney Garnett and Danielle Hyndes (Ed) *The Heritage of the Australian Capital Territory*, National Trust of Australia(ACT), Canberra, p.132

<sup>64</sup> Alan Roberts, 'Memorials in the National Capital' in *Canberra Historical Journal*, September 1990, p.12

<sup>65</sup> Ibid., p.12

<sup>66</sup> Eric Sparke, *Canberra 1954-1980*, AGPS Press, Canberra, 1988, p.118

<sup>67</sup> Rodney Garnett and Danielle Hyndes (Ed) *The Heritage of the Australian Capital Territory*, National Trust of Australia(ACT), Canberra, p.132

<sup>68</sup> National Capital Planning Authority, *King George V Memorial: Conservation Study*, (3 volumes), Freeman Collett & Partners Pty Ltd, in association with David Young and Colin Pearson, Canberra, January-February 1994

<sup>69</sup> *Canberra Times*, 29 September 1995

## 2.16 A place to celebrate a Jubilee - Canberra Jubilee Pavilion, 1963

The revival of interest in Canberra in the mid 1950s, followed by the creation of the National Capital Development Commission (NCDC) in 1957 and the major development programs to follow, inevitably drew greater attention to the forthcoming 50th anniversary of the founding of Canberra as a National Capital on 12 March 1913.

The focal point of the Jubilee celebrations in 1963 was a large pavilion built in Parkes Place directly in front of the Provisional Parliament House. There on 12 March, before 10,000 people, the Queen delivered a special message officially opening the exhibition. (plate 12)

The crowd included children from Norfolk Island, New Guinea, Nauru, Cocos and Christmas Islands, pioneers of Canberra and representatives of all phases of the city's life.<sup>70</sup>

*The Canberra Story* exhibition traced the growth of Canberra from early settlement days. After its official opening a number of pioneers were presented to the Queen. The exhibition remained open to the public until 15 April 1963.<sup>71</sup>

## 2.17 Modifications and new plans - National Capital Development Commission, 1960s, 1970s

The 1958 report *Observations on the Future Development of Canberra, ACT* by Sir William Holford became amongst other things a catalyst for a continuing debate over the next 27 years about the future of the Parliamentary Zone including of course the gardens created as Parkes Place in the 1920s.

Lord Holford's report was to have a major influence over NCDC planning for the Parliamentary Zone throughout the 1960s and 1970s. His report did not propose any significant change to Parkes Place as such, but it did envisage an extension of it towards the lake as a great forecourt to the future permanent lakeside Parliament House. (figure 12) On either side of this large forecourt were located sites for future government buildings following largely the set-back example of the already constructed Administration Building on the eastern side of Parkes Place. (figure 13) This enlarged Parkes Place was a feature of all Parliamentary Zone plans throughout the 1960s and 1970s.

When Parliament rejected in 1968 the siting of Parliament House on the lakeshore and relocated it to Camp Hill or Capital Hill this large open space continued as a 'National Place' open to the lake. The Provisional Parliament House was to be demolished following construction of the new Parliament House. (figure 14)

The following modifications were made in or near Parkes Place within the framework of these Parliamentary Zone plans:

- Cork Hill (together with much of its original planting) on the northern side of King Edward Terrace was removed and the Parkes Place landscape extended towards the site of the future lakeside Parliament House using largely Australian native tree species (figure 12) (1963);
- the curved roads at the south west and south east corners of Parkes Place were removed to

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<sup>70</sup> *Canberra Times*, 13 March 1963

<sup>71</sup> *Ibid.*,

facilitate the construction of right angle intersections of the Parkes Place roads with King George Terrace thus adding two triangular areas to Parkes Place (1950s and 1960s);

- the King George V Memorial was relocated from its position in front of the Provisional Parliament House to the western edge of the open grass terrace (1968);
- a paved terrace was constructed on the north side of King George Terrace to match the new terraced parking arrangements in front of the Provisional Parliament House (approximately 1969);
- four fountains in each of two pools which flank a larger square central pool were constructed within a large paved area on the land axis in Parkes Place over the excavated site of the ornamental lake proposed by the Federal Capital Advisory Committee in the 1920s. This was intended to achieve a formal assembly and ceremonial area in front of the Provisional Parliament House (1969); and
- King Edward Terrace was realigned to remove its displaced alignment adjacent to the northern boundary of Parkes Place as part of the works to facilitate ceremonial access and approach roads to the High Court, thus enlarging Parkes Place (1979).

These modifications had the effect of converting Parkes Place to a more formal assembly and **ceremonial area in front of the Provisional Parliament House. (plate 13)** The scale of these new ponds and their associated paving was such that they altered considerably the original intended design character for Parkes Place. With the vacation of Old Parliament House by the Parliament in 1988 there is no longer a need for such a large paved area.

## 2.18 A place for leisure, sport and horticultural appreciation

For those who visited the Provisional Parliament House, Parkes Place with its now famous National Rose Gardens, presentation tulip displays, open green lawns and colourful trees were an attraction to many.

With the construction in the Parliamentary Zone during the 1960s and 1970s of departmental buildings and government institutions and the expansion of the Provisional Parliament House, Parkes Place with its now mature landscape became increasingly used by workers and tourists. The larger open grassed areas became favourite places for lunchtime sporting activities (plate 14) while the National Rose Gardens continued to attract increased numbers of visitors during the warmer months.

In 1968 a tourist restaurant (now known as the Lobby Restaurant) was constructed on King George Terrace near the National Rose Gardens.<sup>72</sup> A kiosk was built close to this restaurant in 1968/69.<sup>73</sup> Until 1988 the restaurant was popular with both tourists and also Parliamentarians and their staff. A public toilet was also built adjacent to the restaurant and kiosk.

## 2.19 A place for dissent

From the 1960s onwards Canberra became increasingly a scene for dissent over controversial issues. This practice reflected the growth of Canberra, the increasing diversification of its population in the post war years and the advent of television.

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<sup>72</sup> NCDC, *11th Annual Report*, Canberra, 1967-68

<sup>73</sup> NCDC, *12th Annual Report*, Canberra, 1968-69

Mass protest rallies, demonstrations, tent camps of dissent and related events were seen more frequently in Parkes Place with at times damage to the gardens. Events of this nature included:

- a mass meeting of 600 people on 15 April 1956 protesting against restrictions in the Canberra building program resulting in large sackings;<sup>74</sup>
- an Aboriginal tent 'embassy' protest commencing on 26 January 1972 and lasting until 12 September;<sup>75</sup>
- a seven day vigil of prayer by a Canberra anti-casino lobby in the 1970s;<sup>76</sup>
- an emotional public meeting protesting against the Black Mountain Tower proposal in 1973;<sup>77</sup>
- a rally, attracting 4,000 persons, addressed by former Prime Minister Gough Whitlam and other Labor and union figures following the dramatic events of 11 November 1975;<sup>78</sup> and
- a very large farmers' rally on 1 July 1985 attracting 30,000 to 40,000 demonstrators.<sup>79</sup>

Perhaps the largest and best organised of these was the farmers' rally on 1 July 1985 (plate 15). Farmers:

had come from all over rural Australia - in droves from Victoria and from southern, western and northern NSW. In substantial numbers from Queensland, with contingents from Western Australia, South Australia and Tasmania.<sup>80</sup>

## 2.20 Aboriginal Embassy Protest- 1972, 1992

The Aboriginal Embassy protest referred to above commenced on 26 January 1972, to urge the Federal Government to recognise Aboriginal claims of a legal right to land.<sup>81</sup> It was a direct response to the Australia Day Statement by Prime Minister William McMahon. The protest gradually expanded until a permanent tent camp existed on the lawns of Parkes Place.<sup>82</sup>

The presence of the Embassy ultimately resulted in the passing of a special ordinance dealing with trespass on unleased land in Canberra. Following its proclamation on 20 July 1972, police dismantled the tents and arrested eight people including five Aborigines.<sup>83</sup> The tents were re-erected on the lawns on a number of occasions subsequently, the fourth and final re-erection

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<sup>74</sup> Eric Sparke, *Canberra 1954-1980*, AGPS Press, Canberra, 1988, p.52

<sup>75</sup> Scott Robinson, 'The Aboriginal Embassy: An Account of the Protests of 1972', in *Aboriginal History*, V. 18, No. 1, 1994

<sup>76</sup> Eric Sparke, *Canberra 1954-1980*, AGPS Press, Canberra, 1988, p.245

<sup>77</sup> *Ibid.*, p.265

<sup>78</sup> *Canberra Times*, 13 November 1975

<sup>79</sup> *Canberra Times*, 2 July 1985

<sup>80</sup> *Ibid.*, 2 July 1985

<sup>81</sup> Australian Heritage Commission, *Aboriginal Embassy Site*, Brochure of Australian Heritage Commission, 1995

<sup>82</sup> Scott Robinson, 'The Aboriginal Embassy: An Account of the Protests of 1972', in *Aboriginal History*, V. 18, No. 1, 1994

<sup>83</sup> Gavin Souter, *Acts of Parliament*, Melbourne University Press, Melbourne, 1988, p.502

occurring on 12 September 1972.<sup>84</sup>

During the 20th anniversary of the original embassy on 26 January 1992, the embassy was re-established on the original site. (plate 16) Aboriginal groups have remained at the site since. A 'Fire of Justice' was lit in April 1993 for the memorial service for freedom fighter and poet Kevin Gilbert. A portion of his ashes was sprinkled into the fire.<sup>85</sup> The Aboriginal Embassy Site was entered on the *Register of the National Estate* on 28 February 1995.

## 2.21 A place for concerts and festivals

Parkes Place has been used on numerous occasions as the venue for concerts and festival activities.

The first YMCA Canberra Carols by Candlelight Concert held there was on Christmas Eve 1945 and that function continued at the site every Christmas thereafter until the completion of Stage 88 in Commonwealth Park in 1988. Numerous finale concerts of the Canberra Festival have been held in Parkes Place since the 1970s.

A number of concerts have been televised there including the major New Year's Eve Concert marking the commencement of the 1988 Bicentennial Year.

## 2.22 Modifications and new plans - National Capital Development Commission, 1980s

The fixing of the site for the Permanent Parliament House by the passing of the Parliament Act, 1974 and the decision by the Government in November 1978 to complete its construction by 1988, was the catalyst for the NCDC's planning and design study of 1980 for the Parliamentary Zone.

This study proposed a reinstatement of the principles of the original Walter Burley Griffin plan for the Parliamentary Zone and it greatly increased the potential for change in Parkes Place. (figure 15) The report stated:

The land axis would be treated as a more active space, with two central plazas and a mall or shaft of space, framed by a symmetrical disposition of buildings. The plan also reinstated Griffin's lake embankment and terrace front of buildings.<sup>86</sup>

This study was followed progressively through the 1980s with three NCDC plan reports which are summarised below:

- *Parliamentary Zone Draft Development Plan - June 1982*

A major conclusion was that the best location for further building development in the Parliamentary Zone was on the flat ground to the north of the Provisional Parliament House which was to remain. The principle of developing the Parliamentary Zone about a mall was continued. It was possible that building development could occur on the National Rose Gardens sites and the open grassed cross axis between the Administrative and Treasury Buildings. The alignment of King George Terrace was to be altered in front of the Provisional Parliament House.

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<sup>84</sup> Scott Robinson, 'The Aboriginal Embassy: An Account of the Protests of 1972', in *Aboriginal History*, V, 18, No. 1, 1994

<sup>85</sup> Australian Heritage Commission, *Aboriginal Embassy Site*, Brochure of Australian Heritage Commission, 1995

<sup>86</sup> NCDC, *Parliamentary Zone Development Plan*, Canberra, June 1982, p.27

A strong eucalypt planting, intended to frame the landbridge between the Permanent and Provisional Parliament Houses, would extend northwards from the Provisional House across Parkes Place and towards the lake edge. The paved roads proposed on the inside of this new planting would enable vehicles to traverse the length of the mall.<sup>87</sup>

- *Parliamentary Zone Development Plan - September 1983*

This contained refinements to the 1982 plan. The proposed mall roads were shifted slightly away from the mall and placed between the proposed lines of the Eucalypt tree planting. The inside rows of trees, instead of the mall roads, would now define the edge of the grassed mall. The existing mall fountain would be narrowed.<sup>88</sup>

- *Parliamentary Zone Development Plan - 1986*

The purpose of this plan was to establish a basic pattern of roads and land subdivision, to identify sites for two buildings (National Science and Technology Centre & National Archive building) and to indicate in general terms how landscape would be used to delineate roads and pathways and enclose gardens and recreation spaces of various kinds.

In the case of Parkes Place, it was envisaged that the grassed mall would be further developed into areas of varying character to create useful and visually attractive active and passive recreation spaces. A large forecourt with underground parking would be created in front of Old Parliament House and King George Terrace would be cut.<sup>89</sup>

The 1986 proposals which are illustrated in figures 16 & 17 were approved by the Parliament in April 1987 and incorporated into the *National Capital Plan* in 1990.<sup>90</sup>

Arising out of these reviews of the Parliamentary Zone during the 1980s the following works were executed in or near Parkes Place:

- a short section of the western mall road (now called Mall Road West) was constructed north of King Edward Terrace to facilitate access to the National Science and Technology Centre which was the first building designed to address the edge of the new mall (1988).
- two of the four planned rows of Eucalypts (river peppermints) were planted on either side of the land axis between the Provisional Parliament House and the lake shore. (The planting of the other two rows was to await final decisions on the construction of the mall roads.) (1988)
- in the event that the mall roads were eventually constructed in Parkes Place and in consequence the 1926 Roman cypress commemorative plantings removed, a planting of oriental plane and pin oak was carried out on what would be the outside verges of the future mall roads in the vicinity of the National Rose Gardens (1988).

## **2.23 Deterioration and refurbishment - National Capital Planning Authority, 1990s**

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<sup>87</sup> NCDC, *Parliamentary Zone Development Plan*, Canberra, June 1982

<sup>88</sup> NCDC, *Parliamentary Zone Development Plan*, Canberra, September 1983

<sup>89</sup> NCDC, *Parliamentary Zone Development Plan*, Canberra, January 1986

<sup>90</sup> NCPA, *National Capital Plan*, Canberra, December, 1990, pp. 22 & 77 & figure 29

During the early 1980s, there was increasing concern for the condition of the ageing trees of Parkes Place. The NCDC carried out a comprehensive survey of all trees in the area in 1982 with a view to assessing tree condition and as input into the Parliamentary Zone planning studies.<sup>91</sup>

This was followed in 1991 with a National Capital Planning Authority (NCPA) Landscape Management and Maintenance Study for the Parliamentary Zone which addressed the need for better management of the ageing landscape of the zone.<sup>92</sup> This study identified, deficiencies in the condition of the landscape including:

- deterioration in the character of the 1920s landscape of Parkes Place and its associated pedestrian path system;
- an erosion of the evergreen component due to ageing and death of trees;
- public safety concerns due to tree decline;
- deficiencies in path condition and design; and
- deterioration in irrigation systems.

Further studies were carried out in 1993<sup>93</sup> and 1994<sup>94</sup> and arising out of these the following works (plates 17 & 18) have been executed in Parkes Place since 1993 or are in progress:

- reconstruction and resurfacing of the path system;
- removal and replacement of ageing dangerous Lombardy poplars;
- reconstruction of the square shaped surrounds to the Lombardy poplars and reinstatement of the shrub plantings in these areas; and
- installation of new irrigation systems to facilitate appropriate standards of maintenance of these historically important gardens.

Today, as illustrated in figure 18 and table 5, the composition and arrangement of tree planting in Parkes Place is very different to that which applied in the 1920s when the area was first planted. (figure 8 & table 1) In comparing the two tables and figures it is important to appreciate that Parkes Place has been considerably enlarged since the 1920s through modifications to King Edward Terrace and Parkes Place East and West Roads and that in addition new planting was added or old trees subtracted from time to time as indicated in sections 2.10 and 2.14.

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<sup>91</sup> NCDC, *Parliamentary Zone Development Implementation: Tree Survey*, Denton Corker Marshall, Canberra, October 1982

<sup>92</sup> National Capital Planning Authority, *Parliamentary Zone Landscape Management and Maintenance Study*, SF Landscape Consultants Pty Ltd, Canberra, 1992

<sup>93</sup> National Capital Planning Authority, *The Mall-Parliamentary Zone: Tree Assessment Queen Victoria to King Edward Terrace*, Robert Boden & Associates, Canberra, February 1992

<sup>94</sup> National Capital Planning Authority, *Axial Pedestrian Paths Tree Planting - Parkes Place, Parliamentary Zone - Canberra: Tree Restoration Program*, John Gray Consultant Canberra, Canberra, April 1994



Common Name	N/S paths	E/W paths	SE/SW sectors	Lake	King E.	Totals
<u>Exotic evergreen</u>						
Atlas cedar	0	44	19	0	0	63
Arizona cypress	11	0	18	0	0	29
Golden cypress	0	0	0	0	0	0
Roman cypress	18	0	0	0	0	18
Lawson cypress	0	0	0	0	0	0
Incense cedar	0	0	0	0	13	13
<u>Exotic deciduous</u>						
Lombardy poplar	22	7	0	0	0	29
Oriental plane	0	9	16	0	9	34
Pin oak	0	24	58	0	13	95
White poplar	0	0	0	0	0	0
Huntington elm	0	0	6	0	0	6
Black locust	0	0	1	0	0	1
<u>Native evergreen</u>						
Yellow box	2	0	0	0	0	2
River oak	15	0	0	0	0	15
River peppermint	43	0	0	0	0	43
White gum	0	0	0	0	9	9
<b>Totals</b>	<b>111</b>	<b>84</b>	<b>118</b>	<b>0</b>	<b>44</b>	<b>357</b>
<i>Origin: Field inspections 1995</i>			Exotic evergreen - 123 - 34.5%			
			Exotic deciduous - 165 - 46.2%			
			Native evergreen - 69 - 19.3%			

## 2.24 Old Parliament House and its gardens - Department of Communication and the Arts, National Capital Planning Authority, 1988 onwards

With the Commonwealth Parliament's vacation of the Old Parliament House and its gardens in 1988, the impact on Parkes Place of public use arising from the Parliament's nearby presence was greatly altered. The building continued to remain closed until mid-December 1992, when it was officially re-opened for public use by past Prime Ministers, Sir John Gorton and Gough Whitlam.

The re-commissioning of Old Parliament House for a diverse range of new uses under the control of a number of Commonwealth agencies, centred principally on the past role of the building has brought increasing numbers of visitors to the buildings and its gardens. In 1993 and 1994 the gross public attendance figures for the building were 104,000 and 196,000 persons respectively.<sup>95</sup>

Interpretive tours have been introduced and a range of exhibitions and other functions have been staged, while the first part of the National Portrait Gallery has been established there. The gardens, previously the private preserve of Parliamentarians and their staff, are now open to the public.

The re-opening of Old Parliament House has been accompanied with the on-going preparation of conservation plans, followed by restoration proposals. In 1994, the Commonwealth Government announced that it:

will commence an extensive refurbishment program for Old Parliament House as a place for all Australians to celebrate our constitutional, political and social history and extend public access to this popular and nationally significant building.

Refurbishment will commence this year on the Member's Dining Room and King's Hall and further work in the Old Parliament House will continue in stages over the next several years, leading up to 2001. Old Parliament House will provide a focus for important national events, such as the Centenary of Federation in 2001, and for a range of cultural, ceremonial and commercial activities.<sup>96</sup>

<sup>95</sup> Australian Estate Management, *Old Parliament House: Monthly Attendance Chart 1993-1994*, January 1995

<sup>96</sup> Commonwealth of Australia, *Creative Nation: Commonwealth Cultural Policy*, October 1994, p. 73

A masterplan for the restoration of the House of Representatives and Senate Gardens was completed in 1994. (figure 19) This plan envisaged the linking of these gardens with the gardens of Parkes Place to the north.

The establishment of a new heritage based role for Old Parliament House and its gardens, the linking of this to the Centenary of Federation and the consequent execution of restorations programs, provides an important starting point for the conservation planning of the Parkes Place gardens to the front of the building.

# APPENDIX C: SOCIAL VALUE RESEARCH

## C.1 SOCIAL SIGNIFICANCE INDICATORS

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

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

Specific significance indicators:

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

Likely place characteristics:

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

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

Specific significance indicators:

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

Likely place characteristics:

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

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

Specific significance indicators:

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

Likely place characteristics:

- Places providing essential community functions such as schools, halls, churches

- Community meeting places (of all types)
- Places defended at times of threat (to the place) for reasons of attachment not just function
- Places with a long tradition and continuity of community use or access

## Thresholds

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

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

## C.2 SOCIAL VALUES ASSESSMENT RESULTS

This section contains the results of the three methods undertaken as part of this social values assessment. They are presented in the following order:

- interview/questionnaire;
- surveys; and
- focus group.

### Interview/Questionnaire

An interview and questionnaire were conducted with two prominent figures with long involvement and senior positions with the National Capital Development Commission (NCDC) – Richard Clough as a landscape architect from 1959, and Director of the Landscape Division from 1972 to 1980, and Keith Storey, Principal Planner with the NCDC. Both methods used the same questions. The responses have been clustered into three groups—connections, significance and issues.

#### *Connections*

Both respondents have long and multi-layered association through NCDC, and one as a former resident and now frequent visitor to Canberra (annually if not more often), the other as a long-time local Canberra resident, visiting and taking visitors to Parkes Place (and the wider Parliament House Vista landscapes). Both maintain an active interest and engagement in recent and future planning of the Canberra landscape and, through this process, contributed keen observations on the values of the place, and identified a range of issues for consideration based on long experience with the area's planning and development, its achievements and challenges.

#### *Significance*

Parkes Place as a whole,

‘Parkes Place is a major section of the land axis and the first to be constructed. It set the design approach and so formed the basis for all future development of the land axis. It exemplifies the ideas of the [consortium] of designers, architects, planners, organisers, and landscapers, and those must be respected.’

‘It’s a nothing place... with the exception of the four avenues of trees [framing] and the central and cross axes’ (Survey participant/s)

The values of Parkes Place extends beyond today's community,

'The community in 2108 or 2508 are more important that today's community.' (Survey participant/s)



### *Significant components*

- The two cross axes
- Two double axial plantings, avenues running between King George Terrace and King Edward Terrace, and between Parkes Place East and Parkes Place West
- The vast axial lawns

[Those components above, representing] ‘an absolutely outstanding piece of landscaping’ (Survey participant/s)

- Open space
- Trees and commemorative plantings
- Aboriginal Tent Embassy
- King George V Memorial

### *Components of relatively lower significance*

- National Rose Gardens

‘Not of interest to the public, especially not outside of Canberra’ (Survey participant/s)

### *Components of little to no significance*

- The Lobby Restaurant
- The Mall Ponds
- Fountains

‘A feature with no meaning’

### *Relative significance*

The values of Canberra’s community were identified as needing to be subservient to those potentially held by Australians as a whole. Specifically noted was the duty of those responsible for the maintenance and development of Canberra to look beyond the local community.

### *Important issues for the future management of the significance of Parkes Place*

- The lack of unified design embracing buildings, traffic movements, parking, landscaping, pathways and circulation patterns, access, etc within the Parliamentary Zone
- Poor interpretation of history, significance, symbolic importance
- The removal of the original Rose Gardens
- Rose labelling is overdone
- Reticence of public to enter the space occupied by the Aboriginal Tent Embassy—out of fear, respect, uncertainty
- Resolution of debates between local Aboriginal community and wider Aboriginal community for whom the place is of major symbolic importance

### *Policy considerations*

- Adopt an approach to the design of the Parliamentary Triangle that recognises the significance of Griffin’s ideas and those of the original design team
- The spaces should be democratic and not exclude people

- Explore opportunities for enlivening spaces (a small kiosk-style cafe was suggested)
- Appropriate use of buildings within the Parliamentary Triangle—should create an appropriate environment in terms of public accessibility; buildings should be non-exclusive, welcoming, and their function should be interpreted, in a small dedicated exhibition space, for instance (a good model suggested was the National Archives)

‘Canberra gets many visitors, national and from overseas. They want to understand.’ (Survey participant/s)

- National capital gives people an understanding of the role of government, how the government functions—from the serious to humorous issues they deal with to policy-making. This should be interpreted throughout the Parliamentary Triangle in an informative and welcoming way.
- Which Government offices should be allowed within the Parliamentary Triangle?
- What uses are appropriate?
- Within Parliamentary Triangle, retain the mix of monumental spaces and smaller oases (small, restful, surrounded by trees, interesting, varied), to counteract the dehumanising nature of the large open spaces.

## Survey

The raw data gained from the surveys and preliminary analysis is contained in this the following section.

Six surveys were received (out of ten). Three respondents answered the survey in its entirety. Three respondents skipped to Question 10 (as instructed at Question 2) to answer specifically about their associations with the National Rose Gardens. In addition, one from this latter group answered questions in the first section, noting that this was because they felt comfortable answering both.

In several questions where respondents were asked to choose one option, some respondents selected several—hence the numbers presented in each table do not consistently tally precisely.

### ***Q1: What is your connection with Parkes Place?***

<b>Description</b>	<b>Total</b>
Work in Parkes Place	
Work in the National Rose Gardens	2
Work Nearby	2
Member of a Rose Society	2
Other	
<i>Total</i>	6

Comments included: Old Parliament House Gardens (volunteer); Old Parliament House Ladies Rose Gardens; The Rose Society of Western Australia; The Rose Society of NSW Inc.

**Q2: Thinking about your association with Parkes Place, would you describe your connection *PRIMARILY* as?**

<b>Table 12.</b>	
<b>Primary Reason Given</b>	<b>Total</b>
Someone who uses Parkes Place for recreation and leisure or attending events	3
Someone who appreciates Parkes Place as part of the broader landscape but who doesn't visit it	
Someone who has not seen nor been to Parkes Place at all	
Specifically with the National Rose Gardens	3
Other	
<i>Total</i>	6

**Q3: What are the main things you do when you're there?**

<b>Table 13.</b>	
<b>Activity</b>	<b>Total</b>
An organised activity *	2
Passive recreation or leisure	1
Attending or watching events **	1
Eat my lunch	
Running / jogging	1
Picnics	
Rose Garden activities such as plantings	2
General garden maintenance, pruning	
Other ***	1
<i>Total</i>	8

Comments:

\* Working in Old Parliament House Gardens

\*\* Art Show – Canberra Times Open Air, Canberra Times Art Show, hot air balloon fiesta

\*\*\* Always a pleasant space to bring visitors to Canberra to appreciate the openness of the city

**Q4: How often do you/did you visit Parkes Place?**

<b>Table 14.</b>	
<b>Frequency</b>	<b>Total</b>
Daily	
Weekly	4
Monthly	



A couple of times a year	
Rarely	
Only in association with special events	
Not Stated	
<i>Total</i>	4

**Q5: For how long have you been visiting Parkes Place?**

<b>Table 15.</b>	
<b>Length of association</b>	<b>Total</b>
0-10 years	
11-24 years	1
25 years and over	2
Not Stated	
<i>Total</i>	3

**Q 6: Thinking about Parkes Place as a whole, how strongly do you agree or disagree with the following statements?**

Respondents were asked to rate their response to a series of 14 value statements.

<b>Table 16.</b>						
<b>Statement</b>	<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No response</b>
Parkes Place is important as the setting for the memorial, national institutions, the restaurant, NRG and government buildings located in and around it.	2	1				
Parkes Place is a beautiful and serene landscape	2	2				
The Parkes Place is important as a place for recreation and leisure.	2	2				
Parkes Place is a place of retreat, reflection and contemplation.	1	3				
Parkes Place is important as a ceremonial and commemorative landscape	2	1	1			
Parkes Place is only important as a setting for the buildings that surround it		1	1	1	1	
Parkes Place is important for its contribution to the central national landscape of Canberra	2	1	1			
Parkes Place is a special place for me and my family or my organisation.	2	1	1			
Parkes Place is important as a symbol of Canberra	3	1				
Parkes Place is important symbolically to the Nation	2	2				
Parkes Place is a strongly evocative landscape.		3	1			

<b>Statement</b>	<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No response</b>
The National Rose Gardens are strongly evocative of the events they commemorate		3	1			
The roses within the National Rose Garden are strongly evocative of the people or organisations who donated them	1	1	1	1		

***Q 7: In your opinion, why is Parkes Place as a whole important to you?***

It is a beautiful open space uncluttered with buildings. This factor enables it to provide extensive vistas of Canberra from many locations. When in blossom the rose gardens provide an extremely attractive setting for Parkes Place. [Canberra resident]

It is important because it is there! It is a beautiful, open space with deciduous trees and a sense of serenity. A vision from Canberra's foundation, a gift to the Nation to reflect a leisurely garden setting in our harsh environment. It is well laid out and well proportioned and complements Old Parliament House. It reflects the openness of the city – which is fast disappearing elsewhere! Along with Kings Park, the Lake and the Parliamentary triangle generally, it reflects open spaces comparable to any capital cities in the world. Of which, I might add, I have seen a lot! [Canberra resident]

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

***Q 8: Is there ONE part of Parkes Place that is more important to you than others?***

<b>Place</b>	<b>Total</b>
National Rose Gardens	1
King George V Memorial	
Aboriginal Tent Embassy	
The Lobby Restaurant	
The Mall Ponds	
The trees and other commemorative plantings	1
The vast axial lawns	2
Other	
<i>Total</i>	4

Note: One respondent stated 'It is difficult to select one area of importance; Parkes Place is an overall concept'.

***Q 9: Why is this part of Parkes Place more important to you?***

Griffin Legacy [Canberra resident]

The attractive open space it provides [Canberra resident]

Because the trees in particular are wonderful! Huge and stoic they have withstood all the varied temperatures of the Limestone Plains. They were alien trees planted here along with the alien public servants expected also to adapt and live here. They were visions of our forebears who arranged for their planting though realising they were for the future. Similar to the Arboretum! [Canberra resident]

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

**Q10: Thinking about your association with the National Rose Gardens, would you describe the connection as stemming PRIMARILY from?**

<b>Primary Reason Given</b>	<b>Total</b>
Your organisations donation of roses to the National Rose Gardens in 1933/4, the 1950s or more recently	3
Visiting the National Rose Gardens	2
Working in the National Rose Gardens	2
Other	
<i>Total</i>	7

Note: Two respondents selected multiple options. One respondent noted their connection as variously 'a rose donor, visitor, and horticultural volunteer'.

**Q11: How often do you/did you visit the National Rose Gardens?**

<b>Frequency</b>	<b>Total</b>
Daily	
Weekly	4
Monthly	1
A couple of times a year	
Rarely	1
Only in association with special events	
Other	
<i>Total</i>	6

Note: One respondent answered twice, commenting 'Weekly in the summer and rarely in winter'.

**Q12: For how long have you had a connection with the National Rose gardens?**

<b>Length of association</b>	<b>Total</b>
0-10 years	2

11-24 years	2
25 years and over	2
Not Stated	
<i>Total</i>	6

**Q13: Now, thinking the National Rose Gardens (NRG) specifically, how strongly do you agree or disagree with the following statements?**

<b>Table 21.</b>						
<b>Statement</b>	<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No response</b>
The NRG are important and special to me because my family, or my organisation, has dedicated roses there	2	2		1	1	
The NRG are important as a symbol of Canberra	2	3	1			
The NRG are important as a symbol of the Nation	3	2	1			
The individual roses themselves within the NRG are not important to me	1*		2	2	1	
The roses within the NRG are important for their beauty, colour and fragrance	3	3				
If the older roses were replaced I would feel an incredible sense of loss	1	2	1	1	1	
The NRG provide important links to the past (events or people)	2	4				
The tradition of donating roses to the NRG is more important than the current plants themselves		2	4			

**Q14: In your opinion why are the National Rose Gardens important to you?<sup>97</sup>**

Apart from their beauty and uniqueness they are important because they continue the tradition established when Old Parliament House was first occupied. [Canberra resident]

The National Rose Gardens are admired by the Australian and Overseas visitors and the Rose gardens are used for weddings and other events and photographed by many who visit. The rose is admired the world over and [is] the queen of flowers. [Rose Society Member]

I am informed by one of our life members that our organisation was involved with the garden during its establishment years. There is little record of activity in recent years. I am encouraged by the appearance and care of the garden which I inspected on behalf of the society and feel confident in saying that if my organisation was asked to provide assistance or advice we would be happy to do so. [Rose Society Member]

A part of Canberra's history, a beautiful place to visit and to work. An oasis in the midst of a large city and it is so special to be able to work there as a volunteer. [Canberra resident]

**Q15: Which is/are your organisations roses? [location, bed, species, number of species if known]**

Unknown

<sup>97</sup> Questions 14 and 15 were open-ended questions, inviting respondents to make further comments in their own words.

Rex Hazlewood garden, Belle Amour

Mostly Hybrid Tea roses, for example, Holtermans Gold [Rose Society Member]

Our rose is 'Simply Magic' one of ten of the species, a beautiful pink floribunda. Situated in the pink quadrant of the 'Ladies garden', far bed (under the big old gums) in the top right hand corner. In memory of my mum, also a rose grower. [Canberra resident]

Note: The above responses at least partly relate to the OPH rose gardens, not the National Rose Gardens.

***Q16: What does it mean to you that your organisation donated roses to the National Rose Gardens from the 1930s?***

Sentimental value mainly, and the opportunity to ensure that the new rose plantings actually went ahead and were not cancelled through lack of funding. [Canberra resident]

As a rose society we promote this beautiful flower so all can be rewarded with what the rose gives back to you. The rose is a symbol of Love, Peace and Happiness. Hopefully the National Rose Gardens will continue on for future generations to admire. [Rose Society Member]

Pleased that the Rose Society of NSW was involved in the promotion of public rose gardens in earlier times. [Rose Society Member]

**Focus Group**

The focus group was held on 9 December 2008, at Old Parliament House. Twelve out of thirty invitees attended (plus four members of the project team). See Section 1.6 for details.

Focus group participants represented a range of people with close associations with Parkes Place through use (various activities, ceremonies, and events held there), working nearby, caring for it (gardening, maintenance, conservation), studying it specifically or as part of a broader landscape. Participants were predominantly long term Canberra residents with long and continuing connections to Parkes Place from childhood, whose connections to Parkes Place were long, multi-layered, as well as involving frequent use—for instance, through working with the study area or nearby, participation in events and activities there, visiting, or taking visitors there.

People participated as individuals (providing personal responses) or as representatives of organisations with connections to Parkes Place. Some people participated representing both their personal and their organisation's views.

It is worth noting that participants found the definition of the study area problematic—'a mystery'—as a seemingly arbitrarily defined rectangle within a much larger Parliamentary Zone and Parliament House Vista landscapes. As well, participants found separation of the Aboriginal Tent Embassy from discussion challenging, by its exclusion from the study area, as they felt,

'The Tent Embassy is part of the place so much' (Survey participant/s)

In summary, participants represented a range of connections, long life experience, and varied experiences with the place, and continuing connections. Through experience people develop connections to place, in this study, Parkes Place. These connections are summarised below.

***Connecting associations with places and activity***

Through the associations described above, participants were asked to map those associations in relation to particular parts of the study area and patterns of use around and across the study area. They were asked to think about what they would miss if no longer there. Responses are

summarised below.

### ***Places***

The vista along the central Land Axis, the National Rose Gardens, the enclosed spaces of the tree-lined avenues, the large open space in front of the Treasury Building, the terrace above the Aboriginal Tent Embassy, and the unirrigated space immediately below King George Terrace including the Aboriginal Tent Embassy, were all identified as places with strong associations for the focus group participants.

Slightly fewer associations were noted for the Lobby Restaurant, the Mall Ponds, and the large open space in front of the John Gorton Building.

No associations were identified for the King George V Memorial. Further, no participants mapped an association with the section of the eastern end of the pathway lining the cross axis. It is interesting to note that along this section of pathway, the trees are smaller, with sparse foliage, and are relatively poorly formed, either because they have been replaced or because they are growing less successfully in that position.

### ***Activity***

#### *Skirting the periphery*

For some people, their association was located on the periphery of Parkes Place, at the various government and cultural institutions within the Parliamentary Zone (National Library of Australia, National Portrait Gallery, National Gallery of Australia, Archives, John Gorton and Treasury Buildings, Old Parliament House, the Senate and House of Representative Gardens on either side of Old Parliament House), and the spaces in between. In this sense, their association with Parkes Place was largely visual, providing an open setting (and axial vistas along the central and cross axes) that formed a part of their everyday lives.

#### *Flowing into Parkes Place and pausing*

In many cases, working nearby meant that participants' experience on the periphery of the study area frequently flowed into Parkes Place as they regularly walked (a) through Parkes Place from their place of work to other institutions, cafes, or offices, or (b) into Parkes Place, stopping to have lunch in the open air, under the shade of the trees, or at the Lobby Restaurant/Cafe.

#### *Flowing into Parkes Place and playing, interacting (social, sport, action)*

Particularly for the people who work in the Treasury Building and John Gorton Building, which terminate the vista in both directions along the cross axis, frequent organised activities provide opportunities to enjoy the large open spaces of Parkes Place for social games of sport and exercise classes, for instance.

#### *Passing through*

Most people follow the major pathways that line the central and cross axes as well as cutting diagonally across each part of the rose gardens. Well worn tracks observed on site suggest that this is a popular, if unofficial, route through the gardens. The main routes identified largely followed the tree-lined pathways framing the central and cross axes.

Note: When on site, it was observed that many people were having lunch on the benches within Parkes Place, were walking across the study area along the main avenue pathways with purpose (clearly on their way somewhere), were exercising, playing soccer in the large open space in front of the Treasury Building, or working with personal trainers.

## *Use*

Participants use Parkes Place for important family events such as weddings. Places identified that were used for ceremonies or associated wedding activities (eg. photographs) were the four rose gardens (the National Rose Gardens and the two rose gardens either side of Old Parliament House), the avenues of trees, in the vicinity of the ponds (with their reflective surfaces), the Lobby Restaurant or kiosk (for receptions), and Old Parliament House.

The Department of Finance (in the Treasury and John Gorton Buildings) also use the space for a range of organised recreation activities, and as their evacuation marshalling point.

*Asked how they feel towards Parkes Place today, participants responded as follows:*

A very aesthetically pleasing place providing a calm and quiet oasis amidst the busy-ness of my working day. It frames my day – before and after work – and lunchtime and I enjoy the vistas, the established trees, the [...] smells of the roses and the pines and I love the colonies of chuffs(?), magpies, and parrots.

Congenial area for recreation. Wasted area because no national memorials or signage for buildings, e.g. centre for democracy and learning.

I take great pride in being responsible for the daily upkeep of this amenity – in particular the NRG. I would like to see a more user-friendly NRG i.e. wheel chair access, signs for both roses and trees upgraded. I love the view, the wildlife and the beauty of the area, I see it being used daily by thousands in one way or another and consider it a great pleasure to work here.'

My feelings are paradoxical. I feel strongly that it should be preserved because of its strong political, historical and aesthetic values, but at the same time, I feel that it fails in the planning sense. The major points of my interest are situated on its periphery.

A space between Edward Terrace and OPH when driving past. Value beauty of vista JG Building to Treasury (E-W). Connecting space N-S, E-W, in Parliamentary Triangle. A bit of a desert at its heart (but I don't want to see a circus there!) Symbolic of Australia's tolerance/democracy with Tent Embassy.

Provides wonderful open vista. Enhances the feeling of importance/relevance of a capital site. Works as a visual curtilage and intimate space (gardens, avenues). Enjoyable space to be in. love seeing it made use of.

Every time I come to work in John Gorton building I am in awe of Parkes Place. It is a tremendous facility for our department [Finance], especially for our exercise programs and social occasions. It amazes me that it is so historical and beautiful.

Pleasant attractive area of landscape – always enjoyable to walk through/visit. Important for public use, either for recreation or protests. One of the best areas in Canberra [relative importance] for mature exotic trees.

A sense of relationship with the past through my involvement with the [Canberra Horticultural] Society formed around 80 years ago; those first members being the ones who worked on the creation of the National Rose Gardens.

Strong wish for trees and walkways through the trees to be preserved. Attached to the Lobby building. Love the view from the steps of OPH through the site. Love the trees part[icularly] old cypress trees along the walkways and street on King George Terrace side.

It appears shabby and a place you walk around rather than want to be in.

*Asked what Parkes Place represents to them, participants responded:*

Parkes Place represents the politically and historically charged setting for OPH, where generations of Australians have interacted as they have visited OPH. A representation of the bush capital in effect, but also a place resonant with historical and social meaning.

The past, potential futures, space available for activities, democratisation [aspect] of Walter Burley Griffin,

and Plan of Canberra destroyed.

My office. Full of beauty, history, and personal contact with many Australians, learning their stories and seeing their enjoyment of this wonderful amenity, let alone the history and culture of roses and other plant material.

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

‘Part of the expressiveness of Canberra’s planning – and sometimes more than NCA as manager wants to [?chew].

Tent Embassy represents tension between cultural tolerance and planning. NCA has yet to get it right. With Reconciliation Place – it is a vista space, separating the heritage buildings of the Parliamentary Triangle.

Represents the leading to or entrance to OPH and APH. Its design and placement enhance the symbol of the capital.

A place to connect with the nation’s history or to participate in [national] events such as ‘The Sorry’ speech this year. Allows our department to hold functions and have an area to evacuate to.

A pleasant place to relax in. A significant Australian designed landscape of trees, spaces, and rose gardens. A significant Australian central space for public demonstration of national importance.

A significant place in the history of Canberra and strong links for me with early Canberra horticulture.

Part of my history – wedding photos, reception at the Lobby. As a place of beauty with the old/new trees part.[icularly] Cypress. Great shade from old trees. a lovely place to walk through, around (hot in summer out of the shade of the trees.

Site of considerable significance. Sadly rather neglected frequently.

### ***Mapping relationships***

Asked to identify and map relationships between Parkes Place and surrounding places— buildings, landscapes, spaces, desire lines—that are important for understanding the social values of Parkes Place, focus group participants identified the following:

- Old Parliament House and Parkes Place
- Old Parliament House and the Vista
- Old Parliament House and the Aboriginal Tent Embassy
- Old Parliament House and Parkes Place as a meeting place, or gathering/assembling point
- John Gorton Building and Treasury Building
- Walkway through the trees (meaning the visual corridors and pathways/desire lines)
- Walkways/desire lines between cultural institutions (traversed by Canberrans who work in the Vista area, visiting tourists, visiting school children)
- Natural walkway to the Australian Parliament House from other institutions
- Through all the 600 varieties of roses (rose enthusiasts)
- Meandering through parts of the rose gardens for other visitors and Canberrans
- Links between lunch spots—between surrounding buildings and favourite lunch spot within Parkes Place (benches, beneath trees, the Lobby Restaurant, its adjacent café), or from building to building traversing through Parkes Place en route from work place to café
- For visiting school children, the National Rose Gardens and the pavement surrounding the King George V Memorial were identified as stopping places for lunch. The link between the National Rose Gardens and the Senate and House of Representatives Gardens on either side of Old Parliament House were identified as important for practical reasons (toilets located in the Senate and House of Representatives Gardens on either side of OPH). This



was suggested as a reason why school children tend to use the gardens beside OPH more often than the National Rose Gardens, in spite of acknowledgement that there are public toilets beside the Lobby.

The cafes at the John Gorton Building, Treasury Building, Old Parliament House, the Lobby Restaurant, and the National Science and Technology Centre were noted in the discussions. One issue raised was that the only children friendly café was at the National Science and Technology Centre.

### *Summary and discussion*

There were strong relationships mapped between Parkes Place and Old Parliament House and its gardens. Some of the linkages identified were visual, with views from the Old Parliament House steps, first floor windows and balcony to and over Parkes Place to the vista. The central axis and cross axis (between John Gorton Building and Treasury Building) were identified as major corridors for visual and physical reasons.

There is potential for strong or special attachment to places within Parkes Place used by Canberra couples and families who held wedding ceremonies (or parts of the celebrations) in these locations. Further exploration of these values to Canberrans falls outside the scope of this project.

### *All the values of Parkes Place*

Focus group participants identified the following aspects of Parkes Place as having **historic** significance.

In terms of Parkes Place historic significance, participants identified a range of values. A summary of these grouped into four themes are as follows.

#### *Aesthetic*

- For design of tree planting spaces and rose gardens
- The Griffin Plan
- The Lobby for both history and architecture

#### *Physical fabric*

- Heritage value of plant material in Parkes Place, particularly the National Rose Gardens and its personal associations for many Australians

#### *Historic associations*

- Strong links between Parkes Place, the Canberra Horticultural Society, and its role in developing Canberra as a garden city
- Strong links between Parkes Place and the rose societies involved in establishing the gardens
- In part as having a long association between Old Parliament House's inhabitants: politicians, staffers, press, and Australia's political history

#### *Nation-defining events*

- 1927 opening events of the Old Parliament House (and thus should be recognised)
- The site of historical events associated with Old Parliament House
- Historic setting of memorable and seminal events in the political history of our country
- Place of gathering (from the opening of Old Parliament House to the 2008 *Sorry* speech)
- Important as a long term place of protest where Australians gathered to demonstrate to

- their Federal representatives, their views about issues that concerned them
- For the Aboriginal Tent Embassy site

Focus group participants identified the following aspects of Parkes Place as having **aesthetic** value:

- the grounds
- the tree collection as a whole: for its variety, for the mature old trees and their trunk textures, for the autumnal effects, and for the patterns of the trees (avenues, rows and clumping, framing the vistas)
- the mature Roman Cypresses (*Cupressus sempervirens*)
- the fountains
- the axial view, the vista, opened framed vistas
- the landscape
- the landscape setting provided to Old Parliament House
- the rose gardens, and their colour, fragrance and beauty

Words used to describe their aesthetic value were ‘beautiful’, ‘very beautiful’, ‘beauty’, ‘unique’, and ‘sense of continuity’, ‘an integral part of design’ (regarding the axes), ‘very peaceful’ (regarding the Rose Gardens), ‘my beautiful office!’

Some **negative** values were identified, with Parkes Place described as an ‘opportunity missed’, in reference to compromises made to the original Griffins’ plan for Canberra. On occasions without people, ‘it’s like a burial ground for ancient kings’ and, in this way, ‘not people friendly’, with the monumental spaces having a tendency to be alienating and inhuman in scale.

In relation to the National Rose Gardens, a lack of interpretation and incremental changes to their original design and intent over time, were identified as having compromised their significance, with one participant noting that, although attractive and pleasant, the National Rose Gardens ‘were not a great rose garden’.

Focus group participants identified the following aspects of Parkes Place as having **social values**.

*A public space, for meeting and gathering, and of social inclusion*

- Place to meet together
- Gathering from time to time for seasonal festivals and for social inclusion
- Place of social amenity and enjoyment for the community, for large scale activities (Canberra Festival, Balloons and Art in the Park, Opera in the Park, for instance) and smaller gatherings (social gatherings, weddings and walks)
- Ability for the public to have access to the gardens and spaces
- Recreational and social needs of the inhabitants [of the vista] – sport, solace, quiet enjoyment by [workers]

*A place to connect with history and historic events*

- Daily visitors and their interest in the historical context of the view north from Old Parliament House. Also use of the area by school children, sporting groups, festivals, etc
- Important as reflecting the recreational needs and pursuits of the Parliament and its occupants over time

*A place of democracy (identified in relation to the Aboriginal Tent Embassy) and gathering space in front of Old Parliament House*

- For its symbolism and history
- Tent Embassy and the Aboriginal influence
- Site of the Aboriginal Tent Embassy [where] Elders would converse with tourists thereby establishing a democratic tradition of learning and understanding

Focus group participants identified the following aspects of Parkes Place as having **scientific** significance (research potential):

- Rose gardens and trees

Focus group participants identified the following aspects of Parkes Place as having significance for **spiritual** reasons:

- Social Spiritual
- Aboriginal Tent Embassy
- Views of axis

### *Specific Social Values of Parkes Place*

Table 22.		
Whole Place	Parts, components, areas	Important to whom?
As large meeting place (still) Protest space	Tent Embassy site (political statement) - changed how people use the site - polarisation (passionate about it) - tension (design vs. anarchic)	
Events space		

### *Specific Aesthetic Values*

Table 23.		
Whole Place	Parts, components, areas	Important to whom?
Vista – land axis (monumental space in the centre, more intimate spaces alongside the major central axis and cross axis)	The monumental feel of this view.	The nation, everyone
Parkes Place role in the larger Vista	Open spaces are critical. Function as a void, reinforcing appreciation of the ‘plan’	Parliament players Visitors to OPH Visiting school children
	Relationship between spaces and trees, framing the Vista	Figures in the national memory and likely also the nation’s photo albums (snapshot test)
	Contrast in scale between monumental spaces of the Vista and human scale of the roses and intimate, enclosed spaces beneath avenues of trees and alongside the central axis	

<b>Table 23.</b>		
<b>Whole Place</b>	<b>Parts, components, areas</b>	<b>Important to whom?</b>
Setting to OPH	Parkes Place is the forecourt for Parliament House and OPH	National symbolism, how people see the Nation
	Sequence of spaces	Part of the national image, landmark
	Trees, mix of species, grandeur, avenues, etc	
	Streets, avenues	
	Cross axis	
	National Rose Gardens	Local Canberrans, some visitors
	Fountains	
	King George V Memorial, the Art Deco piece of sculpture	Visiting school children stopping spot for lunch
Places to interact, pleasurable places to be in		Canberrans

### ***Strength of Attachment***

To test the strength of attachments to Parkes Place, participants were asked, ‘If Parkes Place was destroyed or severely damaged, who would feel the impact most?’

Canberra residents were identified as those who would be affected mostly if there a major change to Parkes Place eventuated. It was felt that the wider Australian community would not be concerned until they realised what was lost; their expectation of a vista would result in disappointment.

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

‘I would hate to see them cut down and replaced’ [trees]

‘Important heritage landmarks’ [trees]

‘I love seeing people play soccer’

‘...a great public space’

‘I enjoy the roses. I learnt to prune across the road (OPH gardens?) continuing connection for me and for the Society’

[Parkes Place] ‘filling up [with people] during sorry speech struck a chord’

‘Everything important to Canberra goes through Parkes Place’ (Survey participant/s)

### ***What are the key issues which need to be addressed in managing the social values of Parkes Place? (summarised into eight key themes)***

#### **Interpretation**

- commemoration of history, stories, significant events to the nation (memorials, signage, other means)

- intellectual access, enjoyment, enlightenment
- understanding and interpreting the values of the rose gardens
- name plates for significant plantings (trees and roses)

#### Management and maintenance

- improving maintenance of the area
- cues to care are lacking
- collections management (rose collection, tree collection)
- replacement/succession plan for the tree collection

#### Conservation of significant components (as opposed to replacement)

- keeping the heritage trees and gardens
- keeping Parkes Place as a landscape entity of spaces and trees and lawns without monuments
- keeping the remaining spaces intact
- retain large urban spaces with slightly naturalistic feel
- keeping the rose gardens
- keeping all the trees
- keeping (restoring) the symmetry of the vista
- retain and enhance the integrity of the cross axis vista
- enhance the human scale to appreciate the monumental
- keeping public use, democratic access
- respecting the significance of the Aboriginal Tent Embassy
- recording (or protection of) the ephemeral elements of the Aboriginal Tent Embassy, including the pavement painting on King George Terrace

#### Recovery of significance by

- remove piecemeal hard landscaping and infrastructure
- remove fountains and any other half measures that attempt to provide micro visual interest
- remove effects of post-fifties 'prettifying'
- de-clutter the spaces

#### Use

- retaining public use, democratic access
- encouraging groups and large numbers to use the space for different purposes
- keeping large spaces intact for gatherings of large groups
- providing facilities for national activities (symbolic and functional location of facilities and/or buildings)
- providing adequate facilities for users, such as seats, bins, etc, gravel pathways through the rose gardens
- important to keep it as a useful public space

#### Access

- physical, intellectual access
- upgrade the National Rose Gardens to improve accessibility for wheelchairs, prams
- providing for access and amenities in a sympathetic way

#### Policy for water use

- fountains

- watering regimes for grass and trees

Issues needing resolution

- piecemeal accretions
- placement of King George V Memorial
- impermanence of Aboriginal Tent Embassy. What is its long-term future?

## **APPENDIX D: FRAMEWORK FOR ASSESSING HERITAGE SIGNIFICANCE**

### **D.1 DEFINITION OF HERITAGE SIGNIFICANCE**

For the purposes of this plan, the following definitions of heritage significance are used.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Places may have a range of values for different individuals or groups. (Australia ICOMOS 2000, Article 1.2)

Natural heritage means:

- natural features consisting of physical and biological formations or groups of such formations, which demonstrate natural significance;
- geological and physiographical formations and precisely delineated areas that constitute the habitat of indigenous species of animals and plants, which demonstrate natural significance; and/or
- natural sites or precisely-delineated natural areas which demonstrate natural significance from the point of view of science, conservation or natural beauty. (Cairnes, Australian Heritage Commission & Australian Committee for IUCN 2002, p. 8)

The heritage value of a place includes the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians. (Subsection 3(2) of the *Australian Heritage Council Act 2003*; Section 528 of the *Environment Protection and Biodiversity Conservation Act 1999*)

### **D.2 COMMONWEALTH HERITAGE CRITERIA**

The Commonwealth Heritage criteria for a place are any or all of the following:

- (a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history;
- (b) the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- (c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- (d) the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:
  - (i) a class of Australia's natural or cultural places; or
  - (ii) a class of Australia's natural or cultural environments;
- (e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;

- (g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;
- (i) the place has significant heritage value because of the place's importance as part of indigenous tradition.

The cultural aspect of a criterion means the indigenous cultural aspect, the non-indigenous cultural aspect, or both. (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*, Section 10.03A)

### **D.3 NATIONAL HERITAGE CRITERIA**

The National Heritage criteria for a place are any or all of the following:

- (a) the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history;
- (b) the place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;
- (c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;
- (d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:
  - (i) a class of Australia's natural or cultural places; or
  - (ii) a class of Australia's natural or cultural environments;
- (e) the place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) the place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;
- (g) the place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) the place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;
- (i) the place has outstanding heritage value to the nation because of the place's importance as part of indigenous tradition.

The cultural aspect of a criterion means the indigenous cultural aspect, the non-indigenous cultural aspect, or both. (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*, Section 10.01A)



# APPENDIX E: KEY EXTRACTS FROM THE NATIONAL CAPITAL PLAN

The following extracts have been taken from the *National Capital Plan* (NCA 2002a).



## Part One

### 1. The Central National Area

...

#### 1.1.2 Principles for the Parliamentary Zone and its Setting

- (1) Canberra's role as Australia's National Capital is of continuing and paramount importance. National functions, organisations and activities are actively encouraged to locate in Canberra. They should be housed and located in prominent positions where they serve, individually and collectively, as effective symbols of the Nation and its Capital.
- (2) Opportunities should be taken progressively to enhance the international role of Canberra as Australia's National Capital. Diplomatic representation, the establishment in Canberra of international organisations, and the holding of international events in Canberra are all encouraged as means of enhancing the National Capital's international role.
- (3) 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.
- (4) 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.
- (5) Planning and development of the Territory beyond the Parliamentary Zone and its setting should enhance the national significance of both Canberra and the Territory.

#### 1.1.3 Policies for the Parliamentary Zone and its Setting

- (a) 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 formed by Commonwealth, Kings and Constitution Avenues, to provide a strong physical and functional structure which symbolises the role of Canberra as the National Capital.
- (b) 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.
- (c) Diplomatic activities should be established in places which are prestigious, have good access to Parliament House and other designated diplomatic precincts, and meet security requirements. They should be planned and designed to establish a distinct character and setting for each area reflecting their national and international significance.
- (d) National and international associations and institutions will be encouraged to locate in Canberra, and whenever practicable the District of Canberra Central will be the preferred location for them.

...

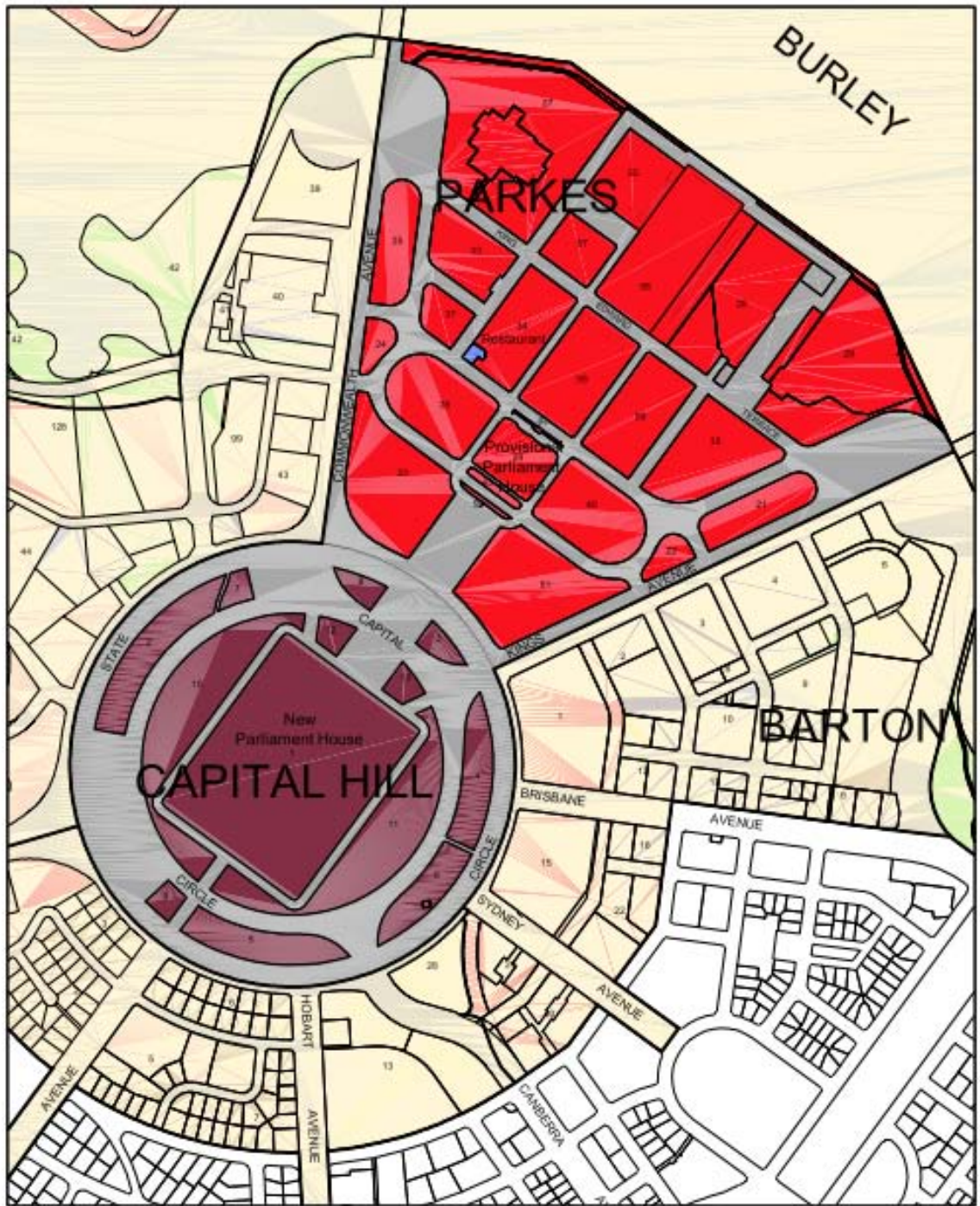


## 1.4 Detailed Conditions of Planning, Design and Development

The following apply to the Central National Area:

- (i) In the Parliamentary Zone (the area bounded by the southern edge of Lake Burley Griffin, Kings Avenue, State Circle and Commonwealth Avenue)
  - (a) land uses will comprise:
    - Parliamentary Uses and National Capital Uses, including national legislative, judicial and executive functions, and Commonwealth cultural institutions
    - such other uses, including a limited range of commercial uses and tourism facilities, as may be approved by Parliament, which will complement and enhance the function and character of the Area.
  - (b) development shall be guided by the principles, policies and Indicative Development Plan for the Parliamentary Zone set out in the Master Plan for the Parliamentary Zone at Appendix T.6.
- (ii) Other parts of the Designated Area will be used in accordance with detailed conditions of planning, design and development shown at Figures 5-17 and, where applicable, to the provisions of a Master Plan set out in Appendix T.
- (iii) Land uses will relate primarily to national functions. This should not, however, preclude the establishment of appropriate ACT Government functions, suitably located.
- (iv) Consideration of commercial uses in those parts of the Designated Area that lie in the City Division will have regard to the planning effects on Civic Centre as well as on the Central National Area.
- (v) Special consideration will be given to community, cultural, residential, tourism, entertainment and leisure uses which complement and enhance the function and character of the Designated Area.
- (vi) Traffic capacity and traffic arrangements on major routes in the Designated Area will be planned to ensure safe and dignified access for all ceremonial occasions, and for residents, staff, tourists and visitors.
- (vii) The transport system within the Designated Area will be planned and managed for volumes of traffic and parking consistent with the significance and use of the Area. Transport infrastructure should foster the use of transport systems which minimise adverse effects from vehicular traffic.
- (viii) The urban design of the Area is to achieve an integrated design of the highest quality by managing building height and bulk, and by encouraging building forms and layouts on consistent building alignments which enhance the structure of Griffin's plan.
- (ix) New development should seek to respect the design and character of adjacent buildings in terms of scale, colour, materials, massing and frontage alignment.
- (x) Individual development proposals will be assessed on their merits in respect to sunlight penetration, amenity, pedestrian and vehicle access. No buildings taller than RL 617m will be permitted in the Designated Area, but the general building height will be 3-4 storeys except where the Authority determines otherwise.
- (xi) Buildings in the Area must show an appropriate quality of architectural design consistent with their location in this area of special national concern.
- (xii) Direct access to and from major roads will be permitted where practicable and not inconsistent with traffic safety requirements. The design and maintenance of all roadways and parking areas, including their associated landscaping, signs and lighting, will be of a consistently high quality.
- (xiii) Commonwealth, Kings and Constitution Avenues, the avenues connecting the nodal points of the National Triangle, are of critical significance in delineating the geometric form of Griffin's plan. They are not only the primary movement routes, but they are powerful generators of structure and urban form. Their formal expression is paramount and is to be achieved by strong avenue planting, consistent road design, special lighting and detailing. Building heights and setbacks will be planned to ensure consistency and continuity.
- (xiv) Landscaping is to enhance the visual setting of the Designated Area and integrate the buildings with their landscape setting. This will be carried out in accordance with a landscape master plan to be prepared by the Authority which particularly emphasises the following landscape themes:
  - the formal and consistent landscaping of main avenues and mall spaces
  - the combination of formal and informal landscaping which occurs around the lake edge and is the setting for Parliament House and its adjacent areas.
- (xv) Residential blocks shall not be subdivided for separate occupation.
- (xvi) As soon as practicable after this Plan comes into operation, building, road and landscape maintenance is to conform with Management Plans prepared by the Authority in consultation with the Department of Arts, Sport, Environment, Tourism and Territories and the ACT Government, which will consider traffic and parking operations, temporary uses and ceremonial events. The Management Plans will also establish levels of maintenance for land, water and infrastructure appropriate to the principles and policies for the Area and shall take into account the Technical and Management Guidelines for Lake Burley Griffin at Appendix J.
- (xvii) Any proposal to subdivide land within the Central National Area will require the approval of the Authority.

...



- Parliamentary Use
- National Capital Use
- Commercial
- Road
- Adjoining Central National Map Areas

- Refer to Appendix H for Design and Siting Conditions which apply to all blocks
- Refer to Appendix T.6 for the Master Plan for the Parliamentary Zone

**Figure 5**  
**The Central National Area**  
**(The Parliamentary Zone)**



...

### **10.2 Principle for Heritage**

The Territory's natural and cultural heritage should be identified, preserved, protected and conserved in accordance with internationally accepted principles, and in order to enhance the character of Canberra and the Territory as the National Capital.

### **10.3 Policies for Heritage**

- (a) Planning and development should give due protection to any natural or cultural heritage place in the ACT included on the Register of the National Estate and/or heritage register of the ACT Government.
- (b) Within Designated Areas the Authority will require Conservation Plans for listed heritage places. The Conservation Plans for cultural heritage sites will follow the principles of the Australia ICOMOS Guidelines for the Conservation of Places of Cultural Significance (Burra Charter).
- (c) Planning policies and the applicable development conditions should conform with the requirements of any such Conservation Plan.

...

## Appendix T.6

### Master Plan for the Parliamentary Zone

#### Preamble

The Walter Burley Griffin Plan for Canberra was structured on two organising lines – the Land Axis and the Water Axis – and on the great triangle, aligned on the mountains, which created the basic circulation system connecting the government centre south of the lake to urban centres north of the lake. Griffin’s plan for Canberra symbolised democracy and was designed to reflect the values of an emerging nation.

In 1998 the Commonwealth Government announced that the National Capital Authority would undertake a strategic review of the Parliamentary Zone and initiate the development of a master plan for that area.

The review of the Zone, as a focal point in the Griffin plan, was aimed at refreshing and promulgating the historical visions for the Zone. The review also focused on finding an innovative and practical means of translating a new vision into reality.

The Authority carried out the Review with the assistance of a Parliamentary Zone Advisory Panel. The Panel was required to advise on the review process and on the future management of the Zone. The work was completed by the Authority and published in 2000 as *The Parliamentary Zone Review Outcomes*. Amendment of the National Capital Plan will give a statutory basis to the policy outcomes of the Review.

Key results from the *Outcomes* report are incorporated in the master plan as the first step towards a contemporary formal Commonwealth Government statement about the physical, and cultural development and management of the centrepiece of the National Capital.

This master plan is intended to guide decisions relating to development, cultural and physical planning and management within the Parliamentary Zone. It is intended to be a ‘living’ document and, where necessary, subject to successive amendment and further studies as the key outcomes are implemented incrementally.

In its present form, this master plan comprises:

- A statement of principles;
- A statement of objectives and intentions;
- Statements of policy relating to the formation of campuses, land use and development, roads and traffic, pedestrian pathways, orientation and interpretation and tree planting; and
- An indicative development plan.

This master plan should be read in conjunction with relevant principles and policies set out elsewhere in this Plan (refer particularly to 1.1 of the Plan) and with relevant Conservation Master Plans.

#### Statement of Principles

The Parliamentary Zone will be given meaning as *the place of the people*, accessible to all Australians so that they can more fully understand and appreciate the collective experience and rich diversity of this country.

To do this, *the place of the people* must reflect:

- The political and cultural role of Australia’s Capital;
- Federation and Australian democracy;
- The achievements of individual Australians in all areas of endeavour;
- The diversity of Australia, its peoples, natural environments, cultures and heritage; and
- The unique qualities of Australian creativity and craftsmanship.

*The place of the people* must have:

- A sense of scale, dignity and openness;
- A cohesive and comprehensible layout;
- A large forum for public ceremony and debate;
- Intimate, enjoyable spaces for individuals and groups;
- A dynamic program of national, state and regional events; and
- Public facilities that are accessible and affordable.

## Statement of Objectives and Intentions

To realise the Parliamentary Zone as the place of the people it will be important 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 polices for the future.

For each of these objectives, stated intentions that will guide all developmental and cultural and physical planning and management are as follows:

<i><u>Objective</u></i>	<i><u>Intention</u></i>
<i>Balance politics and culture</i>	<ul style="list-style-type: none"> <li>• locate national cultural institutions and key government agencies in the place of the people</li> <li>• facilitate the staging of cultural and political events, activities and ceremonies</li> <li>• provide opportunities to recognise Australian endeavour</li> </ul>
<i>Welcome people</i>	<ul style="list-style-type: none"> <li>• encourage the diverse population of Australia to visit</li> <li>• provide spaces that are pleasant and sheltered</li> <li>• improve the level of amenity and engender vitality (cafes, events, picnic spaces, etc)</li> <li>• establish a program of appropriate events and activities in quality venues</li> <li>• provide visitor-friendly public transport and car parking</li> <li>• discourage through-traffic and encourage pedestrians and cyclists</li> <li>• make it easy for people to find their destination</li> </ul>
<i>Celebrate Australian history and society</i>	<ul style="list-style-type: none"> <li>• create ceremonial and community events that reflect our nation's history, spirit and aspirations</li> <li>• recognise the rich history and contribution of the Indigenous Australian people and of our multicultural society</li> <li>• provide opportunities for people to interpret the role of government, the history of our nation and Australian achievement</li> <li>• foster a sense of affinity and attachment to the National Capital</li> <li>• conserve the unique heritage of the Parliamentary Zone for future generations</li> </ul>
<i>Represent Australian excellence</i>	<ul style="list-style-type: none"> <li>• encourage the exemplary use of Australian innovation, creativity and diversity</li> <li>• use Australian materials and craftsmanship</li> <li>• demonstrate sustainable management practices</li> <li>• adopt best practice design and building procurement</li> </ul>
<i>Emphasise the importance of the public realm</i>	<ul style="list-style-type: none"> <li>• encourage pedestrian activity</li> <li>• improve the amenity of the open spaces</li> <li>• establish a variety of public spaces that will support a range of activities</li> <li>• establish a hierarchy of public spaces with the Land Axis as the principal space</li> <li>• create a major focus for public representation</li> <li>• provide good signage and interpretative systems</li> </ul>
<i>Make access easy and</i>	

<i>open</i>	<ul style="list-style-type: none"> <li>• provide a comprehensive system of paths, cycleways and roads</li> <li>• make public spaces safe</li> <li>• ensure that design is barrier free</li> <li>• improve public transport</li> <li>• locate car parks where they are central, safe and secure</li> <li>• establish well signed, convenient routes to major destinations</li> <li>• clearly identify the front entries to buildings</li> </ul>
<i>Reinforce the integrity of the visual structure</i>	<ul style="list-style-type: none"> <li>• maintain the integrity and prominence of the Land Axis</li> <li>• symbolically recognise the intersection of the Land Axis and Water Axis</li> <li>• emphasise Commonwealth and Kings Avenues as landscape edges</li> <li>• align buildings normal to the Land Axis and Water Axis and to Griffin's proposed terraces</li> <li>• enhance the existing character and quality of the landscape</li> <li>• use lighting to emphasise the organisational structure, buildings and other special features</li> <li>• plant trees to reflect seasonal changes</li> </ul>
<i>Strengthen the relationship between buildings and landscape</i>	<ul style="list-style-type: none"> <li>• provide ordered settings and relate buildings of similar functions, using the existing buildings as the focus</li> <li>• locate a central court for each development group</li> <li>• provide clear address and identity for all buildings from the central court</li> <li>• align buildings normal to the Land Axis and Water Axis</li> <li>• establish vistas from the Land Axis to the central development courts</li> <li>• enhance seasonal, day and night landscape settings for buildings</li> </ul>
<i>Create a variety of urban spaces</i>	<ul style="list-style-type: none"> <li>• establish a sequence of spaces that range from the Land Axis to the development courts</li> <li>• provide a major focus for public representation and gatherings of national interest</li> <li>• create spaces that will support vibrant activities of discovery and others for reflection or quiet enjoyment</li> <li>• link buildings and places with a legible road and pathway network</li> </ul>
<i>Establish comprehensive design management policies for the future</i>	<ul style="list-style-type: none"> <li>• reserve sites for new buildings</li> <li>• plan for a mix of appropriate future functions and land uses</li> <li>• establish a viable financial framework for development and management</li> <li>• provide a defined role for private capital, patronage and sponsorship</li> <li>• develop sustainable environmental management practices</li> <li>• conserve the unique heritage of the Parliamentary Zone for future generations</li> </ul>

## Statements of Policy

### *Formation of Campuses*

Identifiable precincts, or campuses, should be created to provide a sensible and flexible rationale for the location of new buildings, public spaces, commemorative works and even some events.

Essentially, the policy is to use the existing buildings as 'anchors' for new development that has a compatible function. For example, a new government agency could be sited adjacent to either the John Gorton or Treasury buildings, while a new visual arts building could be located near the National Gallery of Australia. Similarly, any planned extensions to Parliament would be ideally placed on what was Camp Hill between the Old and New Houses of Parliament.

While the existing buildings will determine the character of the functions and uses for each campus, a court, plaza or garden should provide the focus to their layout. Each building in the campus, existing and new, should have a

pedestrian entry fronting the court, and the courts themselves should be developed so that they encourage people to use them for informal lunch time sports, or for celebrations or perhaps protests.

The existing buildings will also influence the architectural and landscape character for each of the campuses. Urban design guidelines addressing aspects such as form, materials, scale and footprint should ensure that successive development contributes to the integrity of the campus. Gradually this will break the Zone into distinguishable precincts, which in turn will make the Zone more visitor-friendly.

To ensure that people can move easily between the campuses, the campuses will be connected by paths and vistas created from one central court to the other. To ensure that people can orientate themselves in the Zone, view corridors from the courts to the Lake or Parliament House will also be established.

Five campuses are to be formed in the Zone, with Parliament House as a sixth, as follows:

- 'Parliamentary Executive' campus, centred on Old Parliament House;
- 'Treasury' campus around that building;
- 'John Gorton' campus around that building;
- 'Humanities and Science' campus, built around the National Library of Australia and the National Science and Technology Centre; and
- 'Arts and Civic' campus built around the National Gallery of Australia and the High Court of Australia.

### ***Land Use and Development***

For the place of the people to remain relevant, a balance should be maintained between the working political functions of the seat of Government and the national cultural institutions. Major shifts in this balance would make the Parliamentary Zone into either a theme park of attractions, or an office environment devoid of people outside of working hours.

Permissible land uses include parliamentary uses, appropriate National Capital uses and other uses that enhance the function and character of the area. This can include limited commercial and tourism facilities that support the objectives for the Zone.

In recognition of an anticipated 50-year timeframe for future developments including buildings, landscapes and associated works, a number of sites within the Zone should be reserved for future use in four main categories:

- Seat of Government - Commonwealth Parliament of Australia;
- Seat of Government - Agencies of the Commonwealth of Australia;
- National (cultural) institutions; and
- Facilities and amenities for the public.

In the event that Parliament House needs to expand to accommodate growth in its working population, expansion should be directed into the two existing car parks located either side of Federation Mall between East Block and West Block. Buildings should be three storeys in addition to multi-level basement car parking.

Future growth of government agency functions should be directed into the campuses located around the Treasury and John Gorton buildings. Because they are near the centre of the Zone and house large worker populations, these two campuses should also be the locations for low-scale structured car parks. The car parks may additionally house future shuttle bus services, as well as limited retail amenities such as dry cleaners, newsagents and flower shops.

Any future expansion of the National Gallery of Australia and the National Archives of Australia should occur on sites adjacent to the present locations of these national institutions.

Any long-term requirements for new cultural institutions should also be accommodated in the proposed campuses. There are ample new building sites (many currently used for surface parking) associated with the Arts and Civic campus and the Humanities and Science campus.

The site to the west of the Land Axis and north of Enid Lyons Street (currently an informal car park) is a high profile site. The site should be reserved for a significant national building and/or a significant national place of special status and interest. [Amended by Amendment 54]

King Edward Terrace should develop a 'mainstream character' over time with intersection changes, additional pedestrian crossings, broader paths and more consistent avenue planting. To reinforce this character, concessions and convenient services for the public should be provided along the Terrace.



Finally, the new focus of public activities in the place of the people – the area adjoining the south side of Parkes Place on the lake edge, and centred on the land axis, should provide amenities and facilities such as restaurants, coffee shops, and exhibitions for the public.



## ***Roads and Traffic***

Traffic is an important issue in the Parliamentary Zone. Commonwealth and Kings Avenues are major traffic routes connecting the north and south of Canberra and both carry large volumes of peak hour traffic. More importantly, commuters travelling to and from Civic, Barton and Fyshwick use the east-west roads that go through the Zone, i.e. King Edward, King George and Queen Victoria Terraces.

A disproportionate amount of through-traffic uses King Edward Terrace and as a consequence there are a number of traffic and pedestrian safety problems. These problems include the speed at which traffic moves along King Edward Terrace, the proximity of a number of intersections, the lack of pedestrian crossing points, and poor visibility at intersections and at existing pedestrian crossings. The mix between cars and the large number of commercial vehicles, especially trucks, which use King Edward Terrace, heightens these problems.

To assist in ameliorating some of the traffic problems, a number of improvements to the road layout and design should be introduced progressively. These include:

- Establishing a legible hierarchy in the roads by giving each a different character, drawn from variables such as the road surface and width, avenue planting and directional signage. In this way Commonwealth and Kings Avenues will be distinguished as the primary access roads, King Edward and King George Terraces as secondary access roads and Parkes Place, Queen Victoria Terrace and Federation Mall as the tertiary distributors. The lanes within the campuses that lead to building entries or to car parks should be developed as shared zones for pedestrians and cars;
- Changing King Edward Terrace from a thoroughfare to a main street. This can be achieved by creating 'T' intersections and traffic lights at its junctions with Commonwealth and Kings Avenues, by rationalising the number of entry points to the campuses and by adding pedestrian crossing points to provide continuity in the path system. With the exception of service vehicles and tourist coaches, a load limit should also be considered as a traffic calming and safety measure; and
- Removing Bowen Place, Flynn Place, and the straight sections of Langton Crescent and Dorothy Tangney Place. These roads were built to a large scale in the expectation that Parliament House would be built on the lakeshore rather than on Capital Hill. Their removal is possible if 'T' intersections are made at the intersections of King Edward Terrace, Commonwealth and Kings Avenues.

## ***Pedestrian Pathways***

Direct, sheltered paths connecting major destinations will substantially improve the public realm of the Parliamentary Zone. Encouraging people to leave their cars in one destination and to explore the attractions of the Zone as pedestrians will add to the vibrancy and life of the place of the people.

A legible and consistent path system, connecting all the parts of the place of the people, will be gradually introduced progressively.

The first paths to be installed should be in the northern part of the Zone, linking King Edward Terrace and the lake. Linking with the pathways that now terminate at the northern edge of Parkes Place, the new paths should run down each side of the open space that forms the Land Axis to the lake. Pedestrian crossings are to be provided on King Edward Terrace along these paths at appropriate points to afford a safe pedestrian environment.

In the vicinity of Old Parliament House, the existing perimeter roads should be upgraded through the use of extended paving to enhance pedestrian movement but in a manner that has regard to the conservation values of the historic setting of the building and still capable of meeting the functional requirements of the building. This would give the building an appropriate, dignified setting and create a generous new pedestrian environment where currently only narrow footpaths and roads exist. To further connect Old Parliament House with the other parts of the Zone, some form of secondary entry should be created at the rear of the building facing Parliament House.

In association with the paths, cycle access for both commuter and recreational cyclists will be provided. The cycleway network should be linked to the existing system, encouraging access and especially cycling around the lake. All major attractions should be similarly connected, and secure facilities for cycle storage should be installed at these locations.

## ***Orientation and Interpretation***

Good orientation and interpretation will help to create a positive first impression and an enjoyable experience for people visiting the place of the people and assist their understanding about the National Capital.

A hierarchical signage system that would assist people in finding their way around the Parliamentary Zone and reinforce it as a special area is to be produced. The system should include:

- identification signs that relate to street entrances of the key national institutions and public places;
- secondary signs that relate to the public entrances of the buildings;
- directional signs for traffic and pedestrians to indicate the routes to buildings and other destinations;
- information signs on services for pedestrians and tourists; and
- interpretative signs providing information about places, events and venues.

This system should ensure continuity in the form of the sign, consistency in message content and easy updating and extension.

Interpretative signs are to be included at commemorative and dedication points and at the entrances to gardens, places and venues. These signs should provide brief notes on the historical background, cultural significance and importance of these places.

### ***Tree Planting***

Tree planting is fundamental to the enduring design concept of Canberra and to the character and structure of the place of the people. It is the formal tree planting that reflects the ground pattern of roads and formal spaces and establishes their character and beauty. New planting should be introduced and existing planting strengthened and conserved to attract native birdlife and create shelter, scale, interest and a special character to each of the campuses.

The Land Axis and Commonwealth and Kings Avenues are important elements in making the Parliamentary Zone legible. To maintain the definition of the geometry of the Zone, there must be a long-term strategy for the replacement of trees.

With its central location, length, width and the stark contrast between the turf and the eucalypts, the Land Axis has a powerful presence in the place of the people. Unfortunately the health and vigour of the trees along the Axis varies considerably and in some areas, especially toward the lake, trees are missing. Trees should be replaced and the planting extended where appropriate to preserve the visual strength of the Land Axis.

The tree planting on Commonwealth and Kings Avenues reflects different attitudes to avenue planting over the generations. There is an assortment of native, coniferous and deciduous species that requires rationalisation. The Chinese Elms (*Ulmus chinensis*) which were planted for quick effect are now compromising the growth of the English Elms (*Ulmus procera*). Their progressive removal should be continued. The original design intent of the avenue planting - to provide a backdrop of coniferous evergreen trees contrasting with the deciduous trees at the street edge - made the avenues legible in the broader landscape and distinctive throughout the seasons. A consistent approach to replacement tree planting should be undertaken to reinstate this intent.

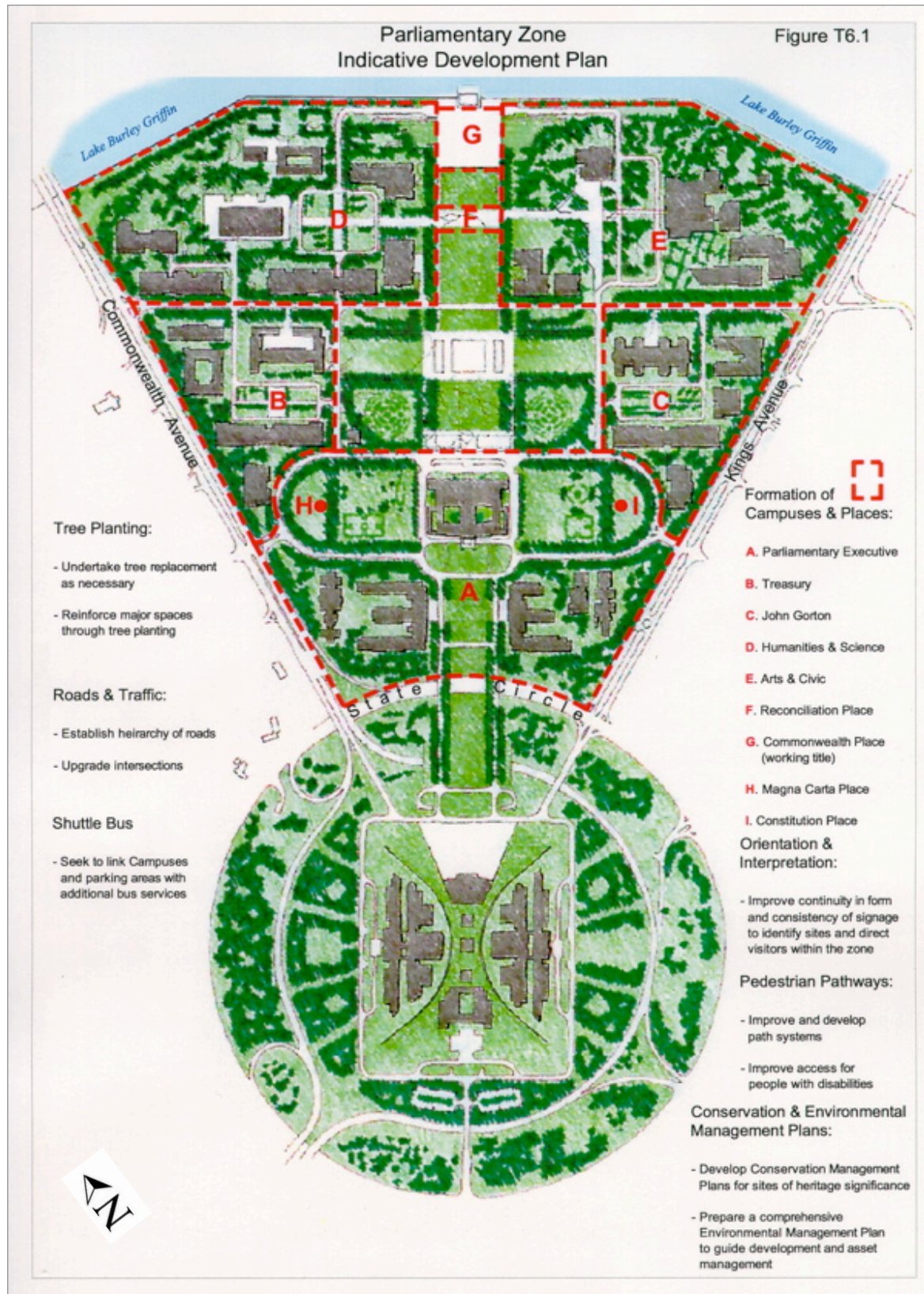
There are other formal spaces that reflect Walter Burley Griffin's plan with its terracing, and the 1920s road layout. These spaces and streets, which include Parkes Place and Queen Victoria, King George and King Edward Terraces, create a series of important cross axes and lateral spaces. The trees that establish these spaces are a mixture of exotic evergreen and deciduous species.

A consistent approach to replacement planting should be adopted to conserve the clarity and character of these spaces. For example, red autumn foliage along the avenues, with accents of yellow at intersection points, will help to define special routes and places of interest. The brighter foliage of deciduous trees will also emphasise the major groupings of buildings and offer sun and shade control at various times of the year.

The East-West Promenade between the National Gallery of Australia and the National Library of Australia will create a major new lateral space. Here, tree planting should be used to identify this as a new cross axis mimicking the older tree planting of the avenues.

## Indicative Development Plan

The Indicative Development Plan at Figure T6.1 [reproduced below] indicates how growth and development (in accordance with the principles, objectives, intentions and policies set out in this master plan) is intended to look in the long term. The Indicative Development Plan should be used to guide all future planning and development in the Parliamentary Zone.



## APPENDIX F: EXTRACTS FROM 2004 TREE REPORT

The following extracts have been taken from Geoff Butler & Associates 2004.



### **3.1) PARKES PLACE CROSS PATHS (Avenue 1)**

#### **Description of Avenue**

This is the avenue situated nearest Old Parliament House alongside a pedestrian/management path that is orientated NW – SE across Parkes Place. The path is constructed of a semi-permeable pavement and the avenue trees are planted either side of the path. The trees are located in irrigated grass.

#### **Expected Longevity**

The mature Atlas Cedars appear in reasonable condition at present, but are likely to continue to fail and/or decline in the short to medium term.

The mature Lombardy Poplar will need replacement in the medium term.

#### **Potential for Intervention & Recommendations**

##### *Short Term (less than 5 years)*

- **Recommend that consideration be given to removal of a whole row at the same time.** Remaining mature trees are relatively sound, but should removals be required in the short or medium term, it may be beneficial to remove one complete row and replace. This is to avoid the great differences in stages of growth as illustrated by the trees replaced randomly on the southern end of Avenue 1. A second option would be the removal of every second tree and replace.
- **Recommended that it would be better to replace all Poplars at “balance” points in the landscape at the same time.** This is for the reasons above.

##### *Medium Term (5-20 years)*

- Continue replacement and management as under Short Term above.

##### *Long Term*

- **Recommend leave the avenue under the current species.**

### **3.2) PARKES PLACE CROSS PATHS (Avenue 2)**

#### **Description of Avenue**

This avenue transects Parkes Place near the eastern end of the fountains and is situated alongside a pedestrian/management path orientated NW – SE across Parkes Place. The path is constructed of a semi-permeable pavement and the avenue trees are planted either side of the paths.

#### **Expected Longevity**

The mature Lombardy Poplars and Deodar Cedars are likely to fail and/or continue to decline in the short term.

The London Planes are of varying health and appear to lack vigour and are likely to continue declining over the medium term.

The Pin Oaks appear to still be in relatively good condition, and should last well into the medium term.

#### **Potential for Intervention & Recommendations**

##### *Short Term (less than 5 years)*

- **Recommend removal of the poorly formed London Planes in the near future to allow the Pin Oaks to develop fully.** There will be a visual impact as a result of removal, but the Pin Oaks are in relatively good condition and will be able to develop more laterally than at present and hopefully re-close the canopy.



- **Recommend the removal of the Deodar Cedars is required as they are becoming dangerous, and this would eliminate a safety hazard and competition for remaining trees.** All trees should be removed at the same time so new plantings (if undertaken) develop and mature together. Replanting should be undertaken with large specimens located at least 14m from the alignment of the Pin Oaks, with 14m spacings between individual trees. Removal will create a significant and immediate and short term landscape impact (especially in winter months) by leaving only deciduous species, but is recommended to keep avenue trees at the same height and stage of development.
- **Recommend removal of the mature Lombardy Poplars and replacement with advanced specimens of the same species.**

*Medium Term (5-20 years)*

- **Recommend that all new plantings will need active management to develop.** The management goal would be to maintain an even appearance throughout the avenue.

*Long Term*

- **Recommend that avenue 2 consist of Lombardy Poplars at the ends for symmetry; Pin Oak planted and retained at 14m spacings.**
- **Recommend replacement of moribund or dead Pin Oaks as required, with an expectation that overall replacement may be required in 25-30 years.** As trees become moribund or die they are replanted with advanced stock of the same species, grown from trees of good form.

...

### **3.5) KING GEORGE TERRACE (Avenue 1)**

#### **Description of Avenue**

This avenue is orientated NW – SE. King George Terrace runs through the middle with pathways located on both sides of the road. Avenue 1 trees are those trees located on the road verge. On the western and eastern ends of the avenue a variety of species are used.

#### **Expected Longevity**

Nearly all these trees will survive into the medium term.

#### **Potential for Intervention & Recommendations**

*Short term (less than 5 years)*

- **Recommend replacement of missing and poorly formed trees.**
- **Recommend the removal of the White Poplars at both end ends and the planting of Pin Oak to complete the avenue.**
- **Recommend the removal of 2 Blue Gums near the car park at the western end and replant Pin Oaks to match the other side of the road.**
- The Flowering Plums could be replaced .in irrigated areas., but consider in light of mowing regime.
- Implement management and maintenance program.

*Medium Term (5-20 years)*

- **Recommend replacement of trees as required.**

*Long Term*

As for medium term.

### **3.6) KING GEORGE TERRACE (Avenue 2)**

#### **Description of Avenue**

This avenue is orientated NW – SE. King George Terrace runs through the middle with pathways located on both sides of the road. Avenue 2 is on the eastern side of the footpath and curves around the Rose Gardens on both sides of Parkes Place.

#### **Expected Longevity**

Nearly all these trees will survive into the medium term, but competition will continue to impact.

#### **Potential for Intervention & Recommendations**

*Short Term (less than 5 years)*

- **Recommend removal of 5 cedars outside Lobby restaurant which are adversely affecting some of the rose beds and are far too close to the Pin Oaks.**
- **Recommend removal of poorly formed large English Elm near the Lobby Restaurant.**
- **Recommend removal of 2 London Planes from Pin Oak planting and replace with Pin Oaks.**
- **Recommend removal of London Planes between Pin Oaks and English Elm at the eastern end.**
- **Recommend removal of White Poplar and plant Cedar to complete rows on Parliament House side of road**

*Medium term (5-20 years)*

- Recommend the removal of 4 oaks near hedge.

*Long term*

- Continue management of final avenue tree components as suggested above.

...

### **3.8) KING EDWARD TERRACE**

#### **Description of the Avenue**

King Edward Terrace runs NW – SE past highly significant National buildings including the High Court, Australian National Gallery, Questacon, National Library and the John Gorton and Treasury Buildings.

#### **Expected Longevity**

The mature trees in this avenue are generally not under the same degree of competition as in other avenues and will survive into the medium term. Younger trees will survive into the long term.

#### **Potential for Intervention & Recommendations**

*Short Term (less than 5 years)*

- **Recommend removal of London Planes between the Pin Oaks near the Gorton Building.**
- **Recommend removal of one or other species from area opposite Questacon.**
- **Recommend removal of 5 eucalypts on roadside opposite Questacon.**
- **Recommend removal of 50% of Blue Gums near western corner of National Library carpark.**

*Medium Term (5 – 20 years)*

- **Recommend as remaining eucalypts near the western corner of National Library carpark need replacement, continue avenue with existing avenue species with appropriate planting centres.**

*Long Term*

- Continue to manage and maintain final avenue component trees.

### **3.9) FEDERATION MALL FROM OLD PARLIAMENT HOUSE TO COMMONWEALTH PLACE**

#### **Description of the Avenue**

This avenue is part of the avenue lining the axis from New Parliament House through to the War Memorial. As such it is the most significant avenue in the Triangle. It was planted at the time of the opening of the New Parliament House.

#### **Expected Longevity**

The longevity of the stand is difficult to predict. It is expected that the River She Oaks are likely to continue to decline in these conditions. They will survive into the medium term.

The Yellow Box trees are well suited to the conditions, and will survive into the long term, though this species is known to drop large branches when mature.

The River Peppermint trees are struggling with the competition and their longevity will be determined by the management undertaken in the short term.

#### **Potential for Intervention & Recommendations**

*Short Term (less than 5 years)*

- **Recommend removal of poorly formed River Peppermints.**

- **Recommend removal of poorly formed and leaning Yellow Box.**
- **Recommend removal of 50% (inner row) of the She Oaks**

*Medium Term (5 – 20 years)*

- Manage as variable age plantation into future

*Long Term*

- Continue to manage and maintain the avenue.



# APPENDIX G: BURRA CHARTER

## The Burra Charter

### The Australia ICOMOS Charter for Places of Cultural Significance

#### **Preamble**

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988 and 26 November 1999.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

#### **Who is the Charter for?**

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

#### **Using the Charter**

The Charter should be read as a whole. Many articles are interdependent. Articles in the Conservation Principles section are often further developed in the Conservation Processes and Conservation Practice sections. Headings have been included for ease of reading but do not form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained in the following Australia ICOMOS documents:

- Guidelines to the Burra Charter: Cultural Significance;
- Guidelines to the Burra Charter: Conservation Policy;
- Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports;
- Code on the Ethics of Coexistence in Conserving Significant Places.

#### **What places does the Charter apply to?**

The Charter can be applied to all types of places of cultural significance including natural, indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the Australian Natural Heritage Charter and the Draft Guidelines for the Protection, Management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places.

#### **Why conserve?**

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are

historical records, that are important as tangible expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

## Articles

## Explanatory Notes

### Article 1. Definitions

For the purposes of this Charter:

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

**1.2** *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the *place* itself, its *fabric, setting, use, associations, meanings, records, related places and related objects*.

Places may have a range of values for different individuals or groups.

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

**1.4** *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.

**1.5** *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*.

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

**1.7** *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.

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

The concept of place should be broadly interpreted. The elements described in Article 1.1 may include memorials, trees, gardens, parks, places of historical events, urban areas, towns, industrial places, archaeological sites and spiritual and religious places.

The term cultural significance is synonymous with heritage significance and cultural heritage value.

Cultural significance may change as a result of the continuing history of the place.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material. Fabric may define spaces and these may be important elements of the significance of the place.

The distinctions referred to, for example in relation to roof gutters, are:

- maintenance — regular inspection and cleaning of gutters;
- repair involving restoration — returning of dislodged gutters;
- repair involving reconstruction — replacing decayed gutters.

It is recognised that all places and their components change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

**1.9** *Adaptation* means modifying a *place* to suit the existing *use* or a proposed use.

**1.10** *Use* means the functions of a *place*, as well as the activities and practices that may occur at the *place*.

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

**1.12** *Setting* means the area around a *place*, which may include the visual catchment.

**1.13** *Related place* means a *place* that contributes to the *cultural significance* of another *place*.

**1.14** *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the *place*.

**1.15** *Associations* mean the special connections that exist between people and a *place*.

**1.16** *Meanings* denote what a *place* signifies, indicates, evokes or expresses.

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

Associations may include social or spiritual values and cultural responsibilities for a *place*.

Meanings generally relate to intangible aspects such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the *place*; and the use of introduced explanatory material.

## Conservation Principles

### Article 2. Conservation and management

**2.1** *Places of cultural significance* should be conserved.

**2.2** The aim of *conservation* is to retain the *cultural significance* of a *place*.

**2.3** *Conservation* is an integral part of good management of *places of cultural significance*.

**2.4** *Places of cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

### Article 3. Cautious approach

**3.1** *Conservation* is based on a respect for the existing *fabric, use, associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.

**3.2** Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

The traces of additions, alterations and earlier treatments to the fabric of a *place* are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

### Article 4. Knowledge, skills and techniques

**4.1** *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

**4.2** Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

**Article 5. Values**

**5.1** *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

**5.2** Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

**Article 6. Burra Charter Process**

**6.1** The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy.

**6.2** The policy for managing a *place* must be based on an understanding of its *cultural significance*.

**6.3** Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

**Article 7. Use**

**7.1** Where the *use* of a *place* is of *cultural significance* it should be retained.

**7.2** A *place* should have a *compatible use*.

**Article 8. Setting**

*Conservation* requires the retention of an appropriate visual *setting* and other relationships that contribute to the *cultural significance* of the *place*.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

**Article 9. Location**

**9.1** The physical location of a *place* is part of its *cultural significance*. A building, work or other component of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

**9.2** Some buildings, works or other components of *places*

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter process, or sequence of investigations, decisions and actions, is illustrated in the accompanying flowchart.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change, to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of practices which contribute to the cultural significance of the place.

Aspects of the visual setting may include use, siting, bulk, form, scale, character, colour, texture and materials.

Other relationships, such as historical connections, may contribute to interpretation, appreciation, enjoyment or experience of the place.

were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other components do not have significant links with their present location, removal may be appropriate.

**9.3** If any building, work or other component is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

#### **Article 10. Contents**

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

#### **Article 11. Related places and objects**

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

#### **Article 12. Participation**

*Conservation, interpretation* and management of a *place* should provide for the participation of people for whom the place has special *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

#### **Article 13. Co-existence of cultural values**

Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they conflict.

For some places, conflicting cultural values may affect policy development and management decisions. In this article, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

## **Conservation Processes**

#### **Article 14. Conservation processes**

*Conservation* may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation, restoration, reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than one of these.

There may be circumstances where no action is required to achieve conservation.

#### **Article 15. Change**

**15.1** Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

When change is being considered, a range of options should be explored to seek the option which minimises the reduction of cultural significance.

**15.2** Changes which reduce *cultural significance* should

Reversible changes should be considered

be reversible, and be reversed when circumstances permit.

**15.3** Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

**15.4** The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

#### **Article 16. Maintenance**

*Maintenance* is fundamental to *conservation* and should be undertaken where *fabric* is of *cultural significance* and its *maintenance* is necessary to retain that *cultural significance*.

#### **Article 17. Preservation**

*Preservation* is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

#### **Article 18. Restoration and reconstruction**

*Restoration* and *reconstruction* should reveal culturally significant aspects of the *place*.

#### **Article 19. Restoration**

*Restoration* is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

#### **Article 20. Reconstruction**

**20.1** *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In rare cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

**20.2** *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

#### **Article 21. Adaptation**

**21.1** *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the

temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Preservation protects fabric without obscuring the evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered;
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Adaptation may involve the introduction of new services, or a new use, or changes to

*place*.

**21.2** *Adaptation* should involve minimal change to significant fabric, achieved only after considering alternatives.

#### Article 22. New work

**22.1** New work such as additions to the *place* may be acceptable where it does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

**22.2** New work should be readily identifiable as such.

#### Article 23. Conserving use

Continuing, modifying or reinstating a significant *use* may be appropriate and preferred forms of *conservation*.

#### Article 24. Retaining associations and meanings

**24.1** Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

**24.2** Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

#### Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.

### Conservation Practice

#### Article 26. Applying the Burra Charter process

**26.1** Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

**26.2** Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

**26.3** Groups and individuals with *associations* with a *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

#### Article 27. Managing change

**27.1** The impact of proposed changes on the *cultural significance* of a *place* should be analysed with reference to

safeguard the place.

New work may be sympathetic if its siting, bulk, form, scale, character, colour, texture and material are similar to the existing fabric, but imitation should be avoided.

These may require changes to significant *fabric* but they should be minimised. In some cases, continuing a significant use or practice may involve substantial new work.

For many places associations will be linked to use.

The results of studies should be up to date, regularly reviewed and revised as necessary.

Statements of significance and policy should be kept up to date by regular review and revision as necessary. The management plan may deal with other matters related to the management of the place.

the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.

**27.2** Existing *fabric, use, associations* and *meanings* should be adequately recorded before any changes are made to the *place*.

#### **Article 28. Disturbance of fabric**

**28.1** Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

**28.2** Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

#### **Article 29. Responsibility for decisions**

The organisations and individuals responsible for management decisions should be named and specific responsibility taken for each such decision.

#### **Article 30. Direction, supervision and implementation**

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

#### **Article 31. Documenting evidence and decisions**

A log of new evidence and additional decisions should be kept.

#### **Article 32. Records**

**32.1** The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

**32.2** Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

#### **Article 33. Removed fabric**

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.



## Articles

## Explanatory Notes

### Article 34. Resources

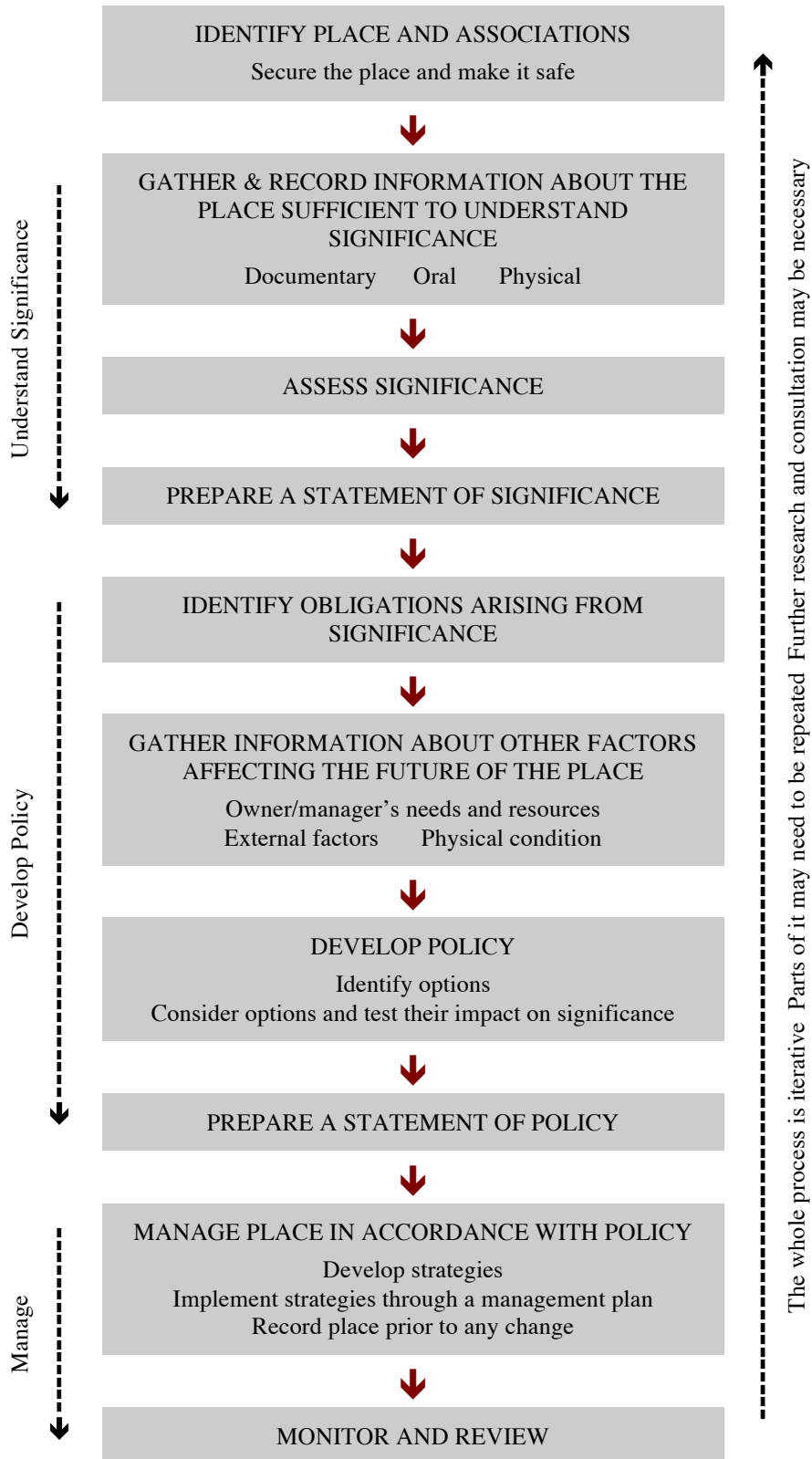
Adequate resources should be provided for *conservation*.

*Words in italics are defined in Article 1.*

The best conservation often involves the least work and can be inexpensive.

# The Burra Charter Process

Sequence of investigations, decisions and actions



## APPENDIX H: TREE REPLACEMENT STRATEGY

### Overall Strategy

The overall strategy guiding tree replacement is to respect and conserve the character of the existing treescape as far as possible, recognising this reflects different historical periods and design intentions. Changes to this approach may be undertaken because:

- existing tree spacings are too close for the optimal development and longevity of trees (eg. Zone 3 – see the figure below);
- some relatively young plantings will close-in the rose gardens and compete with earlier plantings (Zone 4); and
- some trees are planted too close, severely inhibiting the growth of other trees deemed of greater significance (Zones 5, 9, 10 and 11).

The sequencing of change should be carefully arranged to minimise the visual impact.

### General Guidelines

- All replacement trees should be advanced trees grown from suitable or selected clonal material, or if this is unavailable from trees found in similar climatic conditions to Canberra. It is important to note that some of the replacements occur early in the overall program, eg. Zones 7 and 8. Early replacement may offer little time to obtain advanced trees of these species, especially if clonal material is also a factor. It is important to arrange for trees to be pre-grown well in advance (3-4 years for some conifers – noting that Weston’s original conifer plantings were grown on at Yarralumla Nursery for 10 years).
- All trees should be formatively shaped as they develop in the nursery situation. Trees should be planted in Spring, Winter or Autumn, and they should be staked for two years.
- Trees may be located on the site of former trees so long as the original tree stump is thoroughly ground out, all the vegetative debris (chips) removed and suitable clean soil media introduced. Any introduced soil should be weed free, and of a density that resembles the surrounding soil when fully settled. The use of light soils or composts will create a “sump” effect. Introduction of soil may not be an issue given the requirement to provide appropriate planting centres, which may locate new trees away from original tree locations.
- The formal plantings of this area will always appear to be haphazard if trees are continually replaced as other trees die or fall over. In principle, it is far better to replace whole avenues at one time to retain even-aged avenues. It is noted that some of the specific strategies may diverge from this approach.
- Mechanisms need to be found to protect new plantings from mower/whipper snipper damage as they develop. Young and semi-mature replantings constantly suffer from this form of damage, thus reducing the chances of successful establishment.
- Timing of removal and replacement plantings is a critical factor. Staged replacement is required over a longer period, and an 18 year period is suggested. Staging replacements

will also assist in replanting programs in the future when these new plantings go into decline.

- Should trees decline markedly prior to their scheduled removal or replacement, the overall timing of the strategy should be re-considered.
- Tree plantings and spacing should take priority over underground services, which basically can be located almost anywhere.
- An annual to biennial **monitoring program** should continue in this area. This program may indicate the need or opportunity to refine the staging of removal and replacement programs which may assist in minimising visual impacts of the replacement program.
- An annual **maintenance program** must be implemented. Such programs can mean the difference between reduced longevity and safety issues associated with tree assets.

Table 24. Detailed Tree Replacement Strategy by Zones					
Zone	Location	Current Trees	Issues	Strategies	Sequence/Timing
1.	Street plantings along King George Terrace and Parkes Place West	Arizona Cypress ( <i>Cupressus arizonica</i> )	There are some dead and missing trees. Live trees are in need of minor tree surgery (moderate-sized dead branches (>50-75 mm) in crown).	<p>1.1 Remove dead trees.</p> <p>1.2 Undertake minor tree surgery as required.</p> <p>1.3 Replace dead and missing trees with Arizona Cypress.</p> <p>1.4 Spacing of new plantings to be no less than 15 metres and up to 20 metres.</p> <p>1.5 Work out spacings so that they are as equal as possible to ensure appropriate avenue effect and to eliminate any competition from adjacent trees.</p> <p>1.6 New plantings to be undertaken as soon as possible to enable growth of these trees which will help screen the later replacement of Zone 3.</p>	First/Year 1
2.	Sentinel plantings at various locations	Lombardy Poplar ( <i>Populus nigra</i> 'Italica')	<p>The older (tall) trees are in poor to dangerous condition.</p> <p>The younger replacement plantings are in good condition.</p>	2.1 Remove the older trees and replant with Lombardy Poplar.	First/Year 1
3.	Southwest and southeast arcs of National Rose Gardens	<p>Atlas Cedar (<i>Cedrus atlantica</i>)</p> <p>London Plane (<i>Platanus X acerifolia</i>)</p> <p>Pin Oak (<i>Quercus palustris</i>)</p> <p>American Elm (<i>Ulmus americana</i>)</p>	<p>These trees are in decline, are generally in poor condition and have poor crown structure. They may well live for many more years but the decline will continue.</p> <p>The decline and poor crown structure are a direct result of the intense</p>	<p>3.1 These trees should be removed and replaced.</p> <p>3.2 Planting centres should be increased to 12 metres for the outer row, with the inner row spacing mid-way between the outer row trees.</p>	Fourth/Year 8

**Table 24. Detailed Tree Replacement Strategy by Zones**

Zone	Location	Current Trees	Issues	Strategies	Sequence/Timing
			<p>competition between individuals on the site. The centres at which they were planted are far too close to allow trees to reach their maximum potential and longevity.</p> <p>Removal of occasional trees will not resolve the problem. The deterioration of the crowns is such that if extra growing room was provided, they will never recover, and the aesthetics would be very poor.</p> <p>Resolving the replacement planting spacings has been a very difficult decision. On the one hand, the close spacings of the existing trees provides a density which has a landscape aesthetic value. On the other hand, as noted, the close spacings creates competition between trees and poor crown structure. The ideal spacing for tree health is 15-20 metres. The proposed compromise will retain to some extent the tree density while also improving the growing condition for the trees. However, tree health and longevity will be impacted as part of the compromise.</p>	<p>3.3 The distance between rows should be 4 metres.</p> <p>3.4 The inner row should be Atlas Cedar.</p> <p>3.5 The outer row should be alternate plantings of London Plane and Pin Oak.</p> <p>3.6 The occasional American Elms should not be replaced.</p> <p>3.7 Given the extra space involved, careful planning will be required to replant the rows to ensure a uniform effect.</p>	
4.	Eastern edge of western rose garden and western edge of eastern rose garden	London Plane ( <i>Platanus X acerifolia</i> ) Pin Oak ( <i>Quercus palustris</i> )	<p>These trees are plantings from the late 1980s which anticipated the creation of a new road and the removal of adjacent trees. This plan did not proceed.</p> <p>The trees are planted far too closely and will eventually close-in the rose garden and compete with the adjacent</p>	4.1 Remove as soon as possible and do not replace. The removal of these relatively small trees will have little visual impact.	First/Year 1



**Table 24. Detailed Tree Replacement Strategy by Zones**

Zone	Location	Current Trees	Issues	Strategies	Sequence/Timing
			trees.		
5.	Western and eastern north-south paths	Roman Cypress ( <i>Cupressus sempervirens</i> ‘Stricta’) Arizona Cypress ( <i>Cupressus arizonica</i> )	<p>There is close competition between the Roman Cypress and Arizona Cypress, and missing trees in both plantings.</p> <p>On the basis of the historical significance of the commemorative Roman Cypress plantings, these are considered to have precedence over the Arizona Cypress.</p>	<p>5.1 Remove Arizona Cypress and do not replace.</p> <p>5.2 Remove Roman Cypress that have deteriorated from close competition, as these trees have no possibility of recovery where the crown has deteriorated.</p> <p>5.3 Replant missing or crown-damaged Roman Cypress with the same species.</p>	Second/Year 2
6.	Western and eastern side of Land Axis corridor	River Peppermint ( <i>Eucalyptus elata</i> )	The trees are generally performing poorly, or are only average specimens. Some trees are dead, and gaps are present due to previous deaths and removals.	<p>6.1 Remove and replace with a single row of trees. The concept is to provide a canopy that would be as wide as that produced by the two rows of River Peppermints, but by using only one line of planting. The main reason for the single row is to reduce root competition as the trees develop. The recommended species below have been selected on this basis.</p> <p>6.2 The preferred replacement species is Apple Box (<i>Eucalyptus bridgesiana</i>). Other possibilities are Yellow Box (<i>Eucalyptus melliodora</i>), Candlebark (<i>Eucalyptus rubida</i>), Red Box (<i>Eucalyptus polyanthemos</i>) and Maidens Gum (<i>Eucalyptus maidenii</i>). The replacement species should be considered in the light of the future of the overall Land Axis plantings. The long timeframe for this strategy should enable this consideration to be</p>	Sixth/Year 18



**Table 24. Detailed Tree Replacement Strategy by Zones**

Zone	Location	Current Trees	Issues	Strategies	Sequence/Timing
7.	Southern east-west roadways	Atlas Cedar ( <i>Cedrus atlantica</i> )	<p>The trees on the western side require some minor tree surgery. Occasional gaps occur in the planting pattern.</p> <p>The trees on the eastern side have never performed well, with older photographs showing few or poorly performing trees.</p> <p>Ideally these avenues should remain as evergreen plantings if possible, reflecting original plantings. The avenues should also remain balanced by the use of the same species. However, while the cedars on the western side have performed well, the eastern avenue is a complete hotch-potch. This side of the avenue always appears to have had a chequered history. Geotechnical testing seems worthwhile to determine if there are any soil issues contributing to the poor performance.</p> <p>It is possible that other similar species such as Deodar Cedar may be problematic on the eastern side also. Accordingly they would not be a suitable replacement.</p> <p>If a geotechnical/soil problem is identified, then one option is to use hardy deciduous species instead of the evergreen trees. Certain deciduous trees (eg. London Plane) have the</p>	<p>undertaken.</p> <p>7.1 Undertake minor tree surgery and replace missing Cedars on the western side.</p> <p>7.2 Undertake geotech testing on the eastern side to determine whether the soil conditions may be responsible for the consistent poor performance of trees in this location.</p> <p>7.3 Determine whether it is worthwhile trying to persevere with the current species, or whether they should be replaced with another species, possibly deciduous.</p> <p>7.4 If the decision is taken to continue with Cedars, then replace missing/poorly performing trees on the eastern side as well. It is recognised these trees will not reach full maturity before the entire planting is re-planted. The short-term planting is considered desirable to give a sense of the avenue planting. Their removal/replacement prior to maturity is desirable to achieve an even-aged avenue effect.</p> <p>7.5 When the western side trees markedly decline, or at the end of their effective life (estimated at about 2022), remove and replace.</p>	<p>First/Year 1 - minor tree surgery/ replacements on western side</p> <p>If the eastern side trees are to continue to be Cedars, then replace missing/poorly performing trees First/Year 1</p> <p>Fifth/Year 13 – removal and replacement of all trees</p>





**Table 24. Detailed Tree Replacement Strategy by Zones**

Zone	Location	Current Trees	Issues	Strategies	Sequence/Timing
			<p>advantage of solar access to the ground during winter, and can perform well on poor sites. Both sides of the avenue should be replaced if this option is adopted.</p>		
8.	Northern east-west roadways	<p>Atlas Cedar (<i>Cedrus atlantica</i>)                      London Plane (<i>Platanus X acerifolia</i>)                      Pin Oak (<i>Quercus palustris</i>)</p>	<p>These trees are generally in decline and/or show poor condition.</p> <p>The poor form is due to close competition with each other.</p> <p>Occasional gaps are present in the planting pattern.</p>	<p>8.1 Remove and replant at spacings no less than 20 metres.</p> <p>8.2 The southern row should be Atlas Cedar.</p> <p>8.3 The northern row should be alternate London Plane and Pin Oak.</p> <p>8.4 The delayed replacement of Zone 9 will help screen the replacement of these trees.</p>	Third/Year 3
9.	Adjacent to King Edward Terrace on eastern and western sides	<p>Incense Cedar (<i>Calocedrus decurrens</i>)                      London Plane (<i>Platanus x acerifolia</i>)                      Pin Oak (<i>Quercus palustris</i>)</p>	<p>These trees are generally in poor condition and/or display poor form due to competition with each other.</p> <p>The planting centres are too close.</p> <p>There are occasional gaps in the planting pattern.</p> <p>The Incense Cedars are more important in this planting providing an evergreen framework.</p>	<p>9.1 Remove the London Plane and Pin Oak trees and do not replace.</p> <p>9.2 Healthy Incense Cedars should be left, and replantings undertake to recreate the arched line of Incense Cedars. The balance must be maintained on both sides of Parkes Place.</p> <p>9.3 The prior replacement of Zone 8 will help minimise the visual impact of the removal and partial replacement of this row.</p>	Sixth/Year 18
10.	Western side of western north-south pathway, and eastern side of eastern north-	<p>River Red Gum (<i>Eucalyptus camaldulensis</i>)                      Brittle Gum (<i>Eucalyptus mannifera</i>)</p>	<p>These are remnant plantings which anticipated the creation of a new road which never eventuated.</p> <p>This planting clashes with the adjacent</p>	<p>10.1 Remove and do not replace.</p>	Sixth/Year 18



**Table 24. Detailed Tree Replacement Strategy by Zones**

Zone	Location	Current Trees	Issues	Strategies	Sequence/Timing
	south pathway, adjacent to King Edward Terrace		older planting (Zone 9).		
11.	Eastern side of western north-south pathway, and western side of eastern north-south pathway, adjacent to King Edward Terrace	River Sheoak ( <i>Casuarina cunninghamiana</i> ) Yellow Box ( <i>Eucalyptus melliodora</i> )	<p>The River Sheoaks are generally performing well. Some gaps in the planting pattern.</p> <p>The eucalypts are only average.</p> <p>The planting centres are too close but the River Sheoaks seem to be accepting of this situation.</p>	<p>11.1 Remove the eucalypts and do not replace.</p> <p>11.2 Replace missing River Sheoaks.</p>	First/Year 1



**Figure 92. Sequencing Plan for Tree Replacement Strategy**

Source: Base plan NCA





## APPENDIX I: COMPLIANCE WITH COMMONWEALTH HERITAGE MANAGEMENT PRINCIPLES AND REQUIREMENTS FOR MANAGEMENT PLANS UNDER THE EPBC REGULATIONS

The regulations under the EPBC Act 1999 provide a list of Commonwealth Heritage management principles as well as requirements for (conservation) management plans for Commonwealth Heritage places (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*, Schedules 7A and 7B). While Parkes Place is not individually a Commonwealth Heritage place, the National Rose Gardens are, and this plan has been prepared consistent with the EPBC Act requirements. The following tables provide a summary of compliance with these requirements.

No.	Requirement (Schedule 7B)	Compliance Comment
1.	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	Complies: Section 8.1. The plan effectively adopts this as the objective for the development of the conservation policy and implementation strategies.
2.	The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Complies: Chapter 8 - Policies 2, 4, 7, 8, 11, 12
3.	The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	Complies: Chapter 8 – Policies 1 and 4
4.	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Complies: Chapter 8 – Policies 39-43 and 56-57
5.	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:  (a) have a particular interest in, or associations with, the place; and  (b) may be affected by the management of the place;	Complies: Chapter 8 – Policies 8, 11 and 12
6.	Indigenous people are the primary source of information on the value of their heritage and that the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.	Complies: Chapter 8 - Policy 12
7.	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Complies: Chapter 8 – Policies 8, 9, 25 and 37

<b>Table 26. Management Plan Requirements</b>		
<b>No.</b>	<b>Requirement (Schedule 7A)</b>	<b>Compliance Comments</b>
(a)	establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	Generally complies through the provision of policies addressing an overall objective in Chapter 8. There is no identification objective or policy as such, as this matter is substantially addressed in Chapters 3-6.
(b)	provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Complies: Chapter 8
(c)	provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Complies: Chapters 2, 3 and 7
(d)	provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Complies: Chapter 6
(e)	describe the condition of the Commonwealth Heritage values of the place; and	Complies: Sections 2.2 and 7.5
(f)	describe the method used to assess the Commonwealth Heritage values of the place; and	Complies: Section 1.3, Chapter 5 and Appendix D
(g)	describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Complies: Section 7.4
(h)	have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	See below
(i)	the management and conservation processes to be used;	Complies: Chapter 8
(ii)	the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;	Complies with regard to general access: Chapter 8, especially Policy 41. No specific security issues.
(iii)	the stakeholder and community consultation and liaison arrangements;	Complies: Chapter 8 – Policies 4, 8, and 10-12
(iv)	the policies and protocols to ensure that indigenous people participate in the management process;	Complies: Chapter 8 - Policy 12
(v)	the protocols for the management of sensitive information;	Not an issue
(vi)	the planning and management of works, development, adaptive reuse and property divestment proposals;	Complies: Chapter 8 – especially Policies 5, 6, 8, 13, 14-38, 40, 44-55 and 57
(vii)	how unforeseen discoveries or disturbance of heritage are to be managed;	Complies: Chapter 8 – including Policy 58
(viii)	how, and under what circumstances, heritage advice is to be obtained;	Complies: Chapter 8 – Policy 7
(ix)	how the condition of Commonwealth Heritage values is to be monitored and reported;	Complies: Chapter 8 – Policies 9, 25 and 37
(x)	how records of intervention and maintenance of a heritage places register are kept;	Complies: Chapter 8 – Policies 8 and 59
(xi)	the research, training and resources needed to improve management;	Complies: Chapter 8 generally, especially Policy 60. Training is dealt with in the NCA’s Heritage Strategy.
(xii)	how heritage values are to be interpreted and promoted; and	Complies: Chapter 8 – Policies 56-57
(i)	include an implementation plan; and	Complies: Table 9, Chapter 8 – Strategy 3.1 and Section 8.4
(j)	show how the implementation of policies will be monitored; and	Complies: Chapter 8 – Policies 8, 25 and 37
(k)	show how the management plan will be reviewed.	Complies: Chapter 8 – Policy 9

