

PARLIAMENTARY ZONE REVIEW

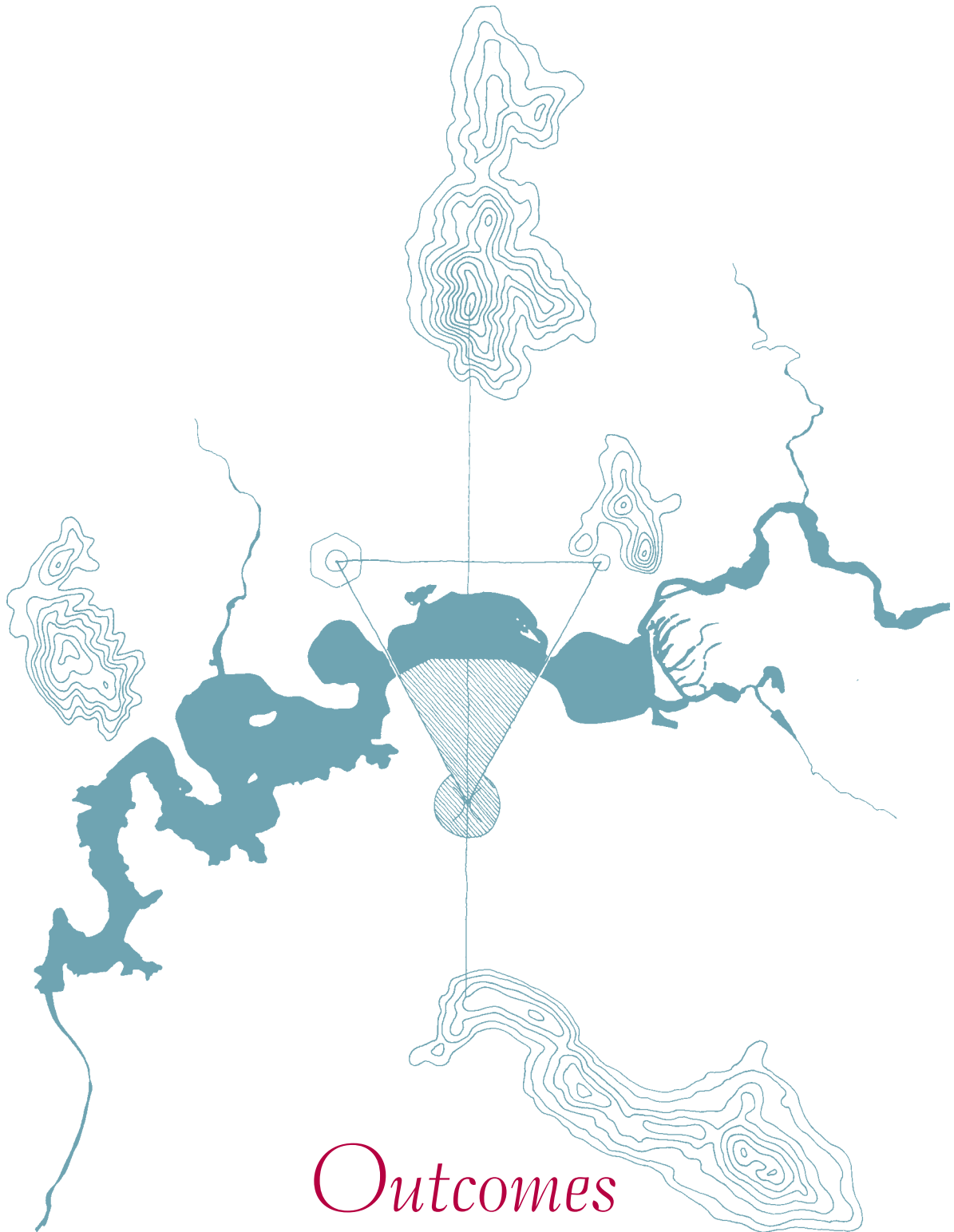


Outcomes

National Capital Authority

March 2000

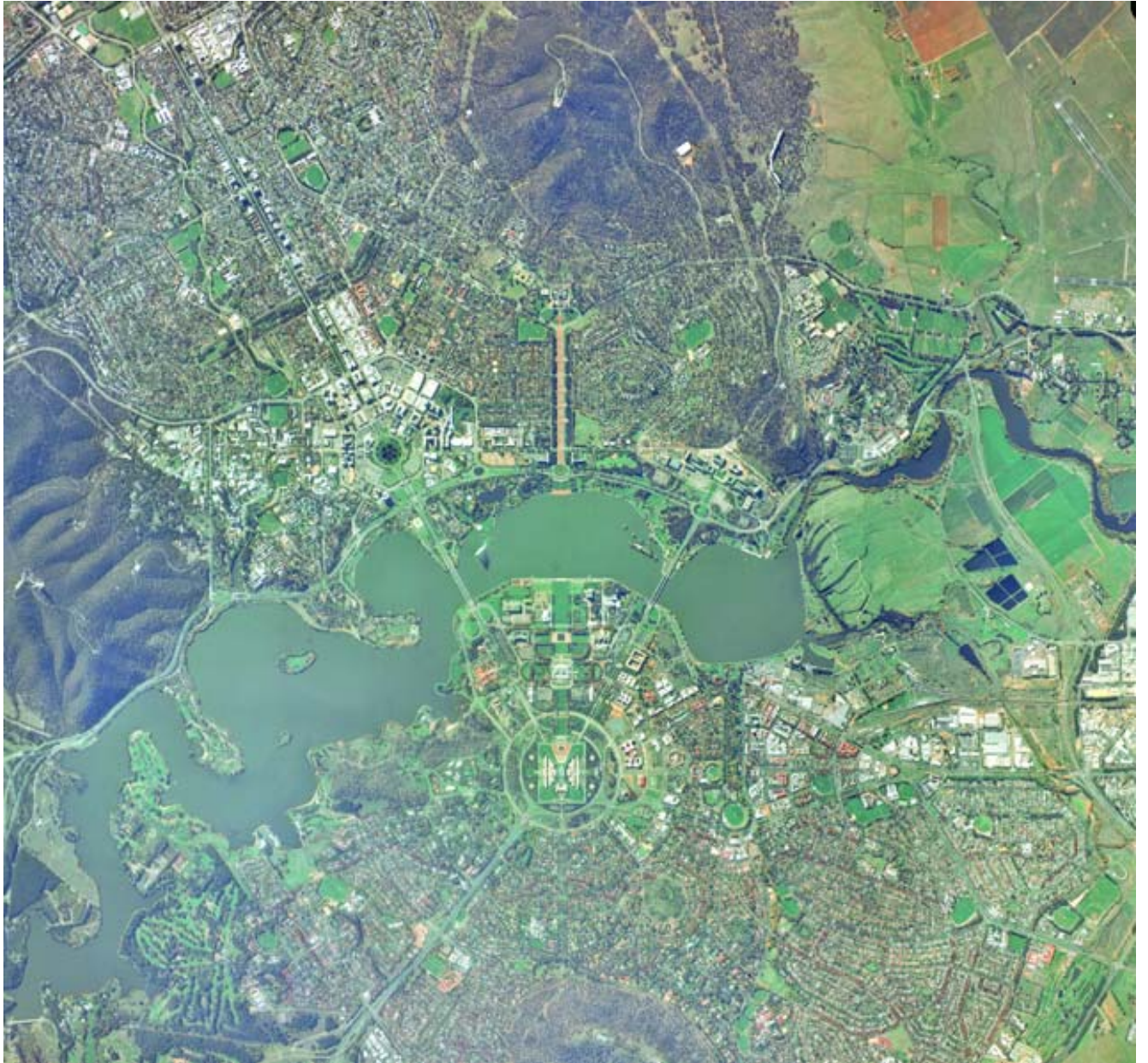
PARLIAMENTARY ZONE REVIEW



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PROLOGUE

James Birrell

Chairman, Parliamentary Zone Advisory Panel

Member, National Capital Authority

The National Capital Plan nominates Canberra's 'Parliamentary Zone' as:

... the physical manifestation of Australian democratic government and the home of the nation's most important cultural and judicial institutions and symbols.

Parliament House on Capital Hill, directly above Old Parliament House, sits at the apex of the Parliamentary Zone, with a magnificent visual connection to the Australian War Memorial along Walter Burley Griffin's Land Axis of the capital.

Parallel to the foreshore of Lake Burley Griffin are the High Court of Australia, National Gallery of Australia, National Library of Australia and the National Science and Technology Centre. Together with the National Archives of Australia, these institutions make the Parliamentary Zone the most visited and highly visible area of the Nation's Capital.

With the start of a new millennium and the celebration of the Centenary of Federation in 2001, it is fitting that the Parliamentary Zone should be reviewed to ensure that its meaning and relevance as a symbol of Australian unity endure for this, and future generations.

Therefore, at the request of the Commonwealth Government of Australia, the National Capital Authority has undertaken a strategic

review of the Parliamentary Zone. The aim has been to refresh and promulgate the historical vision for the Zone and to provide innovative and practical ways of translating this vision into reality.

Because of the significance of the task and the potential benefits for all Australians, the Authority established a panel of eminent people to guide the review and advise the Authority. This substantially increased the expertise available to the Authority and allowed a very high calibre of relevant experience to be applied to the task.

The Parliamentary Zone Advisory Panel was required to advise on the review process and on the future management of the Zone. The panel also had to consider the Zone's history, stakeholder's interest and consultations, the future promotion of the Zone, the funding and investment implications of proposals, and the implications of current works in progress.

The panel members comprised:

- Mr James Birrell, Chairman of the panel and member of the National Capital Authority;
- Mr. Michael Ball, an eminent businessman and one of Australia's most successful advertising executives;
- Mr. Romaldo Giurgola, AO, an architect of international repute and principal design architect with Mitchell/Giurgola and Thorp, architects for Australia's Parliament House;

- Ms. Geraldine O'Brien, a reporter of distinction on matters of heritage, environment and planning with the *Sydney Morning Herald*;
- Professor James Weirick, Professor of Landscape Architecture at the University of New South Wales and a leading scholar on the work of Walter Burley Griffin and his wife, Marion Mahony Griffin.

I was pleased to be the Authority member nominated as Chairman of the panel.

At its inaugural meeting, the panel developed a Statement of Principles, which has focused and directed the review.

The core principle is:

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.

The Statement of Principles has provided a frame of reference against which all the critical issues and proposed initiatives have been appraised.

As the review advanced, the panel was presented with a number of background papers and briefings on issues, consultations, initiatives and business planning. The members spirited advice and positive direction have been invaluable to the project team.

The outcome of the review is a comprehensive framework for enhancement of the Parliamentary Zone as *The Place of the People*.

The recommended initiatives

evolved from an appreciation of the role and significance of the Parliamentary Zone, a critical appraisal of previous schemes for the area, an assessment of its present and future needs, an understanding of Australians' perceptions of their National Capital, and wide consultation. These establish both the needs of the institutions located in the Zone, and the aspirations of Australians at large for their National Capital.

The initiatives are robust, achievable and vital to the National Capital. Chief amongst these are a new major lakeside public place, several new pedestrian spaces, the development of a 'campus' planning system, a cultural policy and a walking track to interpret Australian history and achievements. Any construction works will require the approval of Parliament in accordance with the *Parliament Act 1974*.

The Statement of Implementation sets realistic targets for key works to mark the Centenary of Federation in 2001 and for the 2013 centenary of the naming of the Capital of Australia as Canberra.

Importantly, if the principles and objectives of the review are supported through amendments to the National Capital Plan, they will enhance that plan's current provisions and replace the 1986 Parliamentary Zone Development Plan.

The National Capital Authority has endorsed this report and agrees with the initiatives it proposes and recommendations for their implementation.

With this report, the work of the Parliamentary Zone Advisory Panel has come to a conclusion. I thank the panel for their excellent guidance and remarkable enthusiasm. The National Capital Authority commends their commitment to the Parliamentary Zone, Australia's *Place of the People*.

Contents

Introduction	2
Statement of Principles	4
Statement of Critical Issues	5
Organisational Framework	14
Statement of Objectives	16
Initiatives	26
Implementation	57
 Appendices	 67
■ Purpose of the Review	68
■ Review Process	69
■ The National Capital Plan ~ Principles and Policies	70
■ Method	72
■ Historical Master Plans	74
■ Study Context	80
■ Buildings and Users	85
■ Consultations	86
■ Bibliography	87
■ Project Credits	89
■ Photographic Credits	90
■ Illustration Credits	90

INTRODUCTION

In 1998 the Commonwealth Government of Australia announced that the National Capital Authority would undertake a strategic review of the Parliamentary Zone and initiate the development of a master plan.

In recent years, public concerns about the Zone have included the lack of people spaces, problems relating to through-traffic and car parking, the physical isolation of major buildings from each other, the incomplete pedestrian network and the ageing of significant landscape items. The review found a growing interest in the place of indigenous culture in the National Capital as well as a desire for more historical interpretation and commemoration.

As well as responding to these and other issues, the review was aimed at *refreshing and promulgating the historical vision for the Parliamentary Zone* that has the Griffin plan at its foundation. The review also focused on finding an innovative and practical means of translating a new vision into reality.

In developing the principles, objectives, initiatives and implementation outlined in this report, the National Capital Authority:

- Researched the planning and social history of the Parliamentary Zone to establish a context for the decisions made over the decades.
- Appointed an Advisory Panel, comprising Authority member James Birrell (Chairman of the panel), Michael Ball, Romaldo Giurgola, AO, Geraldine O'Brien and Professor James Weirick.
- Undertook consultations (which included focus groups around the country) to establish what Australians think of Canberra and to seek their responses to several key projects. Detailed consultations were also held with key institutions in Canberra and briefings were held with leading professional groups.
- Through the Advisory Panel, developed the project's Statement of Principles, featuring *the place of the people* theme.
- Sifted the results of its historical research and consultations to determine the critical issues for the review, highlighting points arising from current deficiencies and changes to make the Zone *the place of the people*.
- Developed an Organisational Framework to show how design proposals for the future of the Parliamentary Zone can be ordered to meet the Statement of Principles.
- Combined the Statement of Principles and Statement of Critical Issues into a Statement of Objectives that qualifies the character of future development in the Zone.



- As part of the Statement of Objectives, proposed a series of Intentions and Initiatives to address the objectives.
- Developed a program for the incremental implementation of the initiatives to progress the Zone well into the 21st century.

Report Structure

- **Statement of Principles:** *The Place of the People*
- **Statement of Critical Issues**
- **Organisational Framework**
- **Statement of Objectives**
- **Initiatives**
- **Implementation**
- **Appendices**

The appendices describe the context and framework for the review and provide a snapshot of previous master plans and current development and activity in the Parliamentary Zone.

- **Background Papers**

Statement of Intent
Significance and Development
Consultation
Event Chronology 1900-98
Culture and Commemoration
Cultural Analysis
Transport and Parking
Environment and Management
Placemaking and Pedestrian Movement
State Circle Residential Areas – Planning Review

Working Titles

Some initiatives have been ascribed working titles, typically 'Commonwealth Place' (also called the 'Great Verandah' in consultation), the 'East West Promenade' and the 'Walking Track'. The eventual choice of names for these places will be considered by Government and will be an important step in building ownership of the Parliamentary Zone for all Australians.

Background Papers

Background Papers are available from:

- National Capital Authority web site: www.nationalcapital.gov.au
- National Capital Authority Information Centre
1st Floor ~ 10–12 Brisbane Ave., Barton ACT 2600 AUSTRALIA

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
- 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
- Public facilities that are accessible and affordable



STATEMENT OF CRITICAL ISSUES

The critical issues are:

- The Roles and Significance of the Parliamentary Zone
- Placemaking
- Character
- Accessibility
- Growth and Development
- Environment and Management
- Investment and Ownership

These issues emerged from an appraisal of the current use and existing condition of the Zone, consultation, research and discussion with the Advisory Panel.

The Roles and Significance of the Parliamentary Zone

The Parliamentary Zone is the symbolic heart of the National Capital and is at the geometric centre of the Griffin plan for Canberra.

The Federal Parliament on Capital Hill, together with Federation Mall and Old Parliament House, place the Parliamentary Zone at the centrepiece and pinnacle of Australian government.

As envisaged by the founders of the Capital, the Zone represents the physical manifestation of the seat of Commonwealth Government under the Australian Constitution – a Government empowered by a free people. It is also the home to the nation's most important cultural and government institutions.

Since the completion of the National Gallery of Australia in 1982, an increasing number of national institutions have been accommodated in the Parliamentary Zone, either as purpose-built facilities or, as in the case of the National Archives of Australia, in refurbished buildings.

Over time there has been a tendency for Commonwealth agencies to be located in the Barton district, adjacent to the Parliamentary Zone, or in the newer town centres. Recent commitment by the Commonwealth to the refurbishment of the John Gorton and Treasury buildings has now ensured a continuing presence of public service functions.

Australian's perceptions of the National Capital have become increasingly important as the city has matured.

There is a demonstrable gap between image and reality. Various surveys over the past ten years clearly indicate that many Australians see Canberra as an isolated, elitist place that lacks a heart. However, most Australians also believe that they should visit Canberra at some time because of its importance to the nation. Many who do visit are pleasantly surprised and taken by the beauty of the city.

Most negative perceptions appear to derive from the political power of Canberra. There is little recognition of Canberra reflecting our heritage and national pride. The nurturing of such perceptions should be part of the future role of the Parliamentary Zone.



The symbolic appeal of the Parliamentary Zone – mainly attributable to its political roles and the clarity of its geometry and setting – must not be compromised.

A balance must be retained between the working political functions of the seat of government and the national cultural institutions, to ensure that the Parliamentary Zone retains its political and cultural relevance.

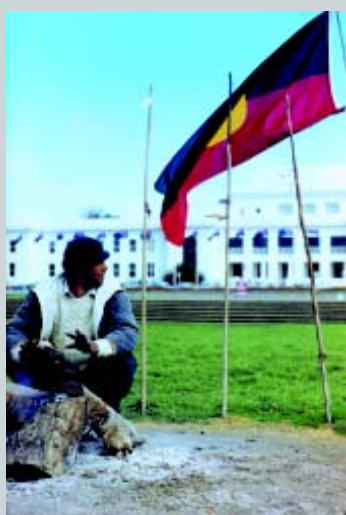
For the Parliamentary Zone to have enduring significance, it must become a place which is recognised for its civic and cultural meaning and which is a source of pride for all Australians.



Public spaces must be able to provide broad opportunities for large public gatherings of national interest.

Public spaces in the Parliamentary Zone should be enhanced with elements to recognise and interpret Australian history, endeavour and achievement.

The public needs to understand how the place works. Public spaces must give visitors an opportunity to explore and enjoy this significant place in which they have a stake.



Placemaking

The Parliamentary Zone derives grandeur from its scale and the open sweep of the vista from Parliament House to the Australian War Memorial and Mount Ainslie.

The undeniable political focus of the Zone is evident in the visual dominance of Parliament House at the apex of the national triangle. At its base, along Lake Burley Griffin, the Parliamentary Zone has a remarkable water frontage and promenade. However, the inherent beauty of this place is often difficult for the visitor to grasp.

Contemporary buildings, which were sited in conformity with earlier masterplans, do not have a strong relationship to one another or to their surroundings. It is hard to get around on foot. Pathways often fail to connect obvious destinations, and are generally uninspiring. Orientation is difficult for visitors. Landmarks, identifiers or memorable places are underdeveloped or are not publicly recognisable. Signage is fragmented and interpretative information is limited. With one exception, all restaurants, cafes and visitor amenities such as public toilets are housed within the major cultural or government institutions.

Many remarkable national events have occurred in the public spaces of the Parliamentary Zone. Federation Mall and Parkes Place are rich with a history of people gathering for protest, commemoration and celebration. The Parliamentary Zone already has a long history as *the place of the people*.

Interest in the use of Parkes Place for Centenary of Federation events, and a sharp increase in the use of the foreshore promenade since the International Flag Display was installed, illustrate the potential, and need, for a people focus.

The National Capital Plan draws attention to the essential, yet mostly intangible, function of the National Capital as the symbol of Australian national life and values. At present there is little evidence of this in the public spaces of the Zone.

The landscape spaces have both quality and beauty, and include a number of discrete places such as the National Rose Garden, and yet there is little to draw people to these special places. The Zone gives little or no recognition to Indigenous people and our multicultural heritage. With the exception of the King George V Memorial, there is scant recognition of the persons and events that have shaped Australian history.

Character

The Parliamentary Zone is a splendid example of landscape and city planning boldly integrated with the landform of the Molonglo Valley. The valley's limestone plains have been transformed into a formal space, and the Molonglo River into a lake of beauty and drama.

Prior to Canberra becoming the National Capital, the landscape was one of cleared grazing land that had replaced indigenous vegetation. In the Parliamentary Zone nothing remains of this original vegetation. Today the landscape is comprised of fragments, most of which have been developed as settings for specific buildings. What holds these fragments together is the Griffin geometrical plan, especially the boldness and simplicity of the Land Axis and Lake Burley Griffin.

The character of the Zone reflects several major development periods. The first occurred in the 1920s with the creation of Old Parliament House and the associated gardens and formal spaces of Parkes Place. The second, from 1950 to 1970, included the construction of Lake Burley Griffin and the National Library of Australia and included a mix of deciduous and Australian species to accentuate the Land Axis and lakeshore. The third occurred in the 1980s with the construction of the High Court of Australia and National Gallery of Australia and the subtle planting of Australian species in the gallery's Sculpture Garden.

The last major development, in 1988, was Parliament House. This project was the result of an international design competition and it demonstrated how architecture, landscape and art could be successfully brought together. The process of building Parliament House renewed interest in Australian design and advanced Australian craftsmanship.

Over the years, development of the Parliamentary Zone has been of a high standard and representative of the different design styles, values and craftsmanship of successive generations.

Many Australians, however, find the formal and intensively maintained parkland character unfamiliar and hard to reconcile with their own landscape and urban experiences.

Indigenous people have had little opportunity to participate in the development of the Parliamentary Zone, other than by way of protest and through the mosaic by Michael Nelson Tjakamarra in the forecourt of Parliament House.



The Parliamentary Zone is a living record of the political events and social changes over the last 70 years - a role it will continue to perform.



The visual character of the Parliamentary Zone should be enhanced and developed with a combination of landscape and architecture that recognises Australian diversity and continues to demonstrate innovation and excellence.



Accessibility

For a place to be legible and accessible, buildings must relate to one another, their entrances must be clearly identified and their settings must be defined and enhanced.

Access within the Zone must be improved with a coherent traffic and pedestrian system, and the provision of visitor friendly parking and public transport.

Historically, roads and carparks have so dominated development planning in the Parliamentary Zone that they now form the visual setting for most of the buildings.

The buildings themselves have been placed in widely separate locations resulting in a sense of isolation, a loss of unity, poor connections between buildings and ill-defined entrances.

Road systems have been developed with function rather than spatial quality in mind, and public spaces have never been linked to each other, particularly in the area north of King Edward Terrace.

Queen Victoria Terrace isolates Parliament House and Federation Mall from Old Parliament House. King Edward Terrace has become a major through-road, creating a potentially hazardous division between the northern and southern parts of the Zone. Visual access from Commonwealth and Kings Avenues is obscured and carparks and extensive road networks (dating from the period when new Parliament House was to be sited north of Capital Hill) mar the area. On weekdays, commuters quickly fill the best carparks for visitors. Public transport is not visitor-orientated.

The primary pedestrian system has been partly established but there is no hierarchy of pedestrian links. The only designated cycleway has been incorporated into the lake promenade – which is still incomplete. There is no path connecting the National Library of Australia in the west with the High Court of Australia and National Gallery of Australia to the east.



Growth and Development

The National Capital Plan is the statutory 'blueprint' for Canberra's future development. 'The object of the plan is to ensure that Canberra and the Territory are planned and developed in accordance with their national significance'.

The National Capital Plan establishes principles and policies for the Parliamentary Zone. These include a requirement that planning and development of the National Capital should 'respect and enhance the main principles' of the Griffin plan.

The landscape of the Parliamentary Zone, as conceived by Griffin and developed over time by Charles Weston and others, gives it a unique structure and inspiring sense of scale, openness and grandeur. Buildings do not dominate this composition.

While much growth has already occurred, there will be a need to accommodate additional development associated with the expansion of the cultural institutions, the planning of new institutions and the space requirements of Parliament.

At present the National Capital Plan nominates the 1986 Parliamentary Zone Development Plan (approved by Parliament in 1987) as a guide for all future development in the Parliamentary Zone.

This plan gives priority to developments that symbolise the Capital, and through it the nation. In the plan, preferred uses for the Zone are those associated with government, cultural and judicial institutions.

Under the plan, permissible land uses include parliamentary uses, appropriate National Capital uses and other uses that complement and enhance the function and character of the area. This can include limited commercial and tourism facilities.

There has been debate about whether residential uses such as housing or hotels should be allowed in the Parliamentary Zone. Certainly residential uses associated with state hospitality, scholarship or similar national affairs could be considered but not general housing. There have been suggestions that State Circle's land uses should be changed from residential to allow for future growth in parliamentary requirements. At present there are no sound planning reasons or evidence to support this position.

Without compromising the character or structure of the landscape, there is ample space for parliamentary and National Capital uses in the Parliamentary Zone for at least the next 50 years. In addition, the Central National Area outside the Zone can readily accommodate any growth in ancillary uses such as offices and hotels.

Further development should occur in a planned and considered manner, carefully defined in extent and location.

Growth and development should be accommodated within the landscape structure of the Parliamentary Zone.

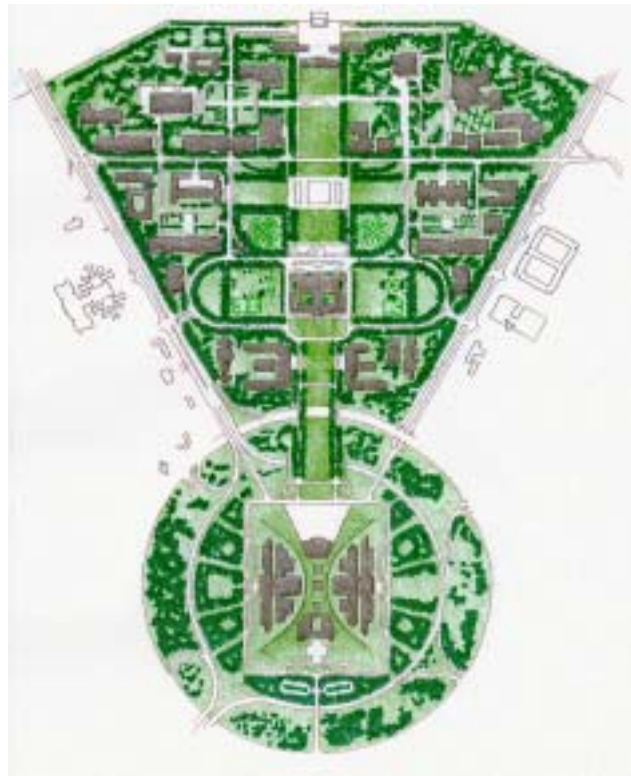
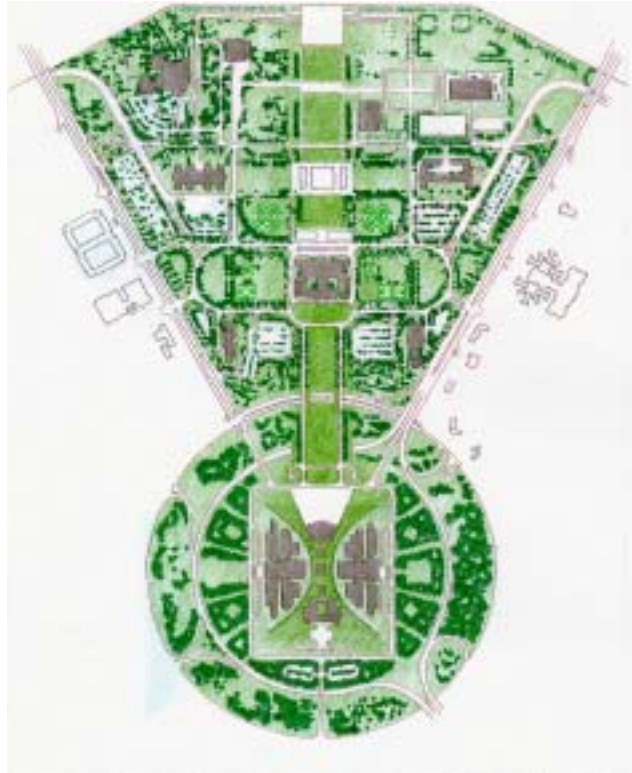


The principles and policies in the National Capital Plan provide a framework for growth and development in the Parliamentary Zone.

The significance of the Parliamentary Zone as the core of the Central National Area should remain the chief determinant of land uses in the Zone and its immediate surrounds.

Parliamentary Zone in 2001 (above) and in 2050 (below)

How growth and development might look with an integration of buildings and landscape.



Environment and Management

The National Capital Plan calls for progressive improvements to the quality of the landscape. This need still exists with some areas in a fragmented state and poor condition.

Conserving, managing and developing the environment of the Parliamentary Zone are not without challenges and costs. For example, the oldest tree plantings in Parkes Place are visually the most dominant and give the Zone its strongest spatial structure. The current Conservation Management Plan for this area nominates these trees for urgent replacement. Removal and replacement of the trees will introduce considerable change in the visual structure of the Parliamentary Zone.

Some important existing elements in the landscape, such as the Old Parliament House Gardens and the Reflection Pool fountains, have deteriorated badly over time and require refurbishment or reconstruction.

Contemporary sustainable environmental issues are now influencing management practices in the Parliamentary Zone.

The costs of energy and irrigation are focusing attention on 'green' energy sources, the rationalisation of water consumption and the selection of appropriate drought-tolerant plant species.

In the place of the people, more attention will be given to building materials that have a low level of embodied energy, do not require high-level maintenance and are not derived from endangered habitats.

Critical environmental management decisions must be based on well understood symbolic, cultural and heritage values.

Existing landscape and built elements should be reconstructed as a priority and strategically managed in order to retain their value.

Development and management must involve commitment to the principles of Ecologically Sustainable Development.



Investment and Ownership

Development and maintenance should be undertaken in accordance with a business plan that recognises appropriate opportunities for returns.



A collective and consultative approach to enhancement of the Parliamentary Zone should be pursued, to ensure all stakeholders take responsibility and have a greater sense of ownership.

Historically, developments in the Parliamentary Zone have relied heavily on Commonwealth funding, making the Zone an investment by all Australians.

Recurrent funding is required for maintenance and management, as well as for new works. To date, the revenue potential of the Zone has not been explored.

There are many stakeholders in the Parliamentary Zone. Over time, goodwill has ensured a reasonable level of cooperation between these stakeholders and the various government agencies that have had responsibility for the Zone.

As the cultural institutions, in particular, develop and expand their programs and projects, a more integrated business and investment approach will be required.

ORGANISATIONAL FRAMEWORK

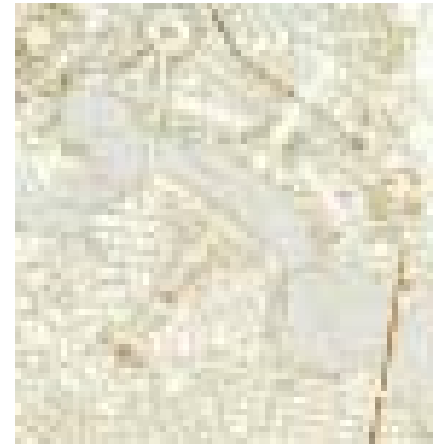
The Walter Burley Griffin plan for Canberra was structured on two organising lines – the Land Axis and the Water Axis - and on the great triangle, aligned on the mountains, which created the basic circulation system connecting the government centre south of the lake to two urban centres north of the lake. Griffin's plan for Canberra symbolised democracy and was designed to reflect the values of an emerging nation.

The Parliamentary Zone is at the centre of this composition and idea.

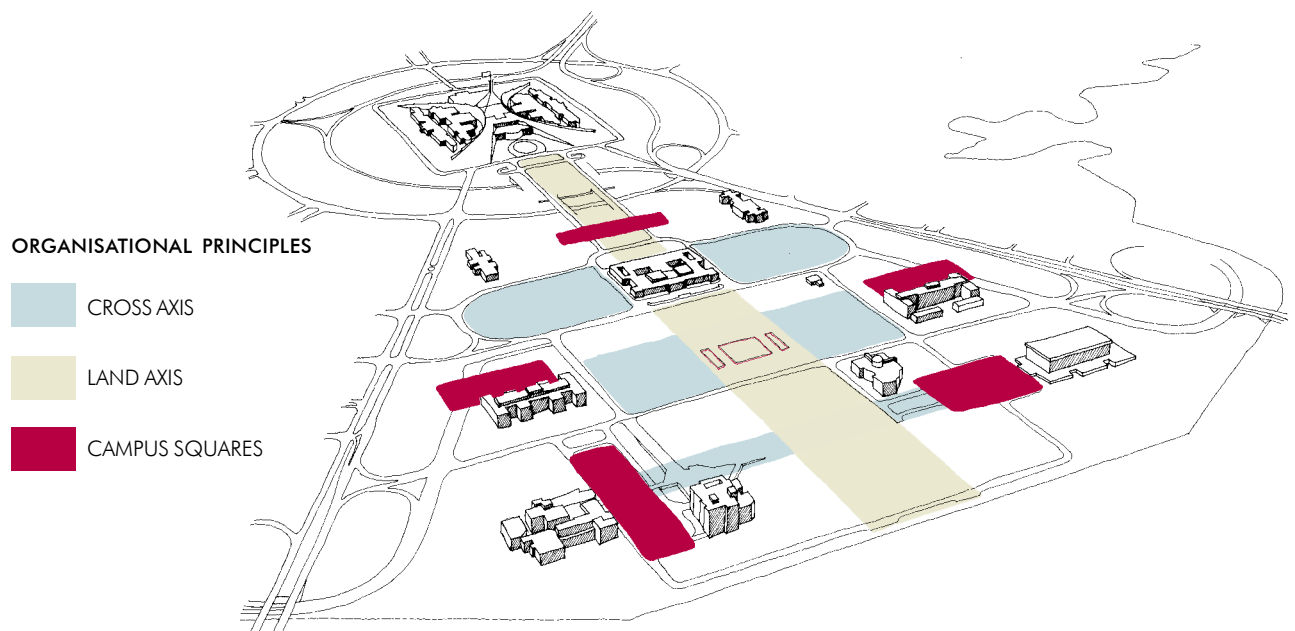
The Land Axis runs through the centre of the Zone from Capital Hill to Mount Ainslie. The Water Axis runs across the northern edge of the lakeshore bisecting the Land Axis at right angles. To the west and east the edges are defined by Commonwealth and Kings Avenues.

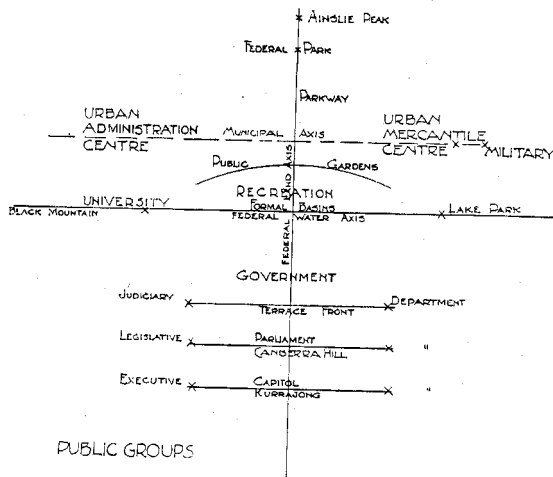
Within the Parliamentary Zone, Griffin proposed a series of terraces running at right angles to the Land Axis and parallel to the Water Axis. Griffin named this area the Government Group and aligned the functions of the judiciary, legislature and executive (and the associated bureaucracy) along these terraces. The Land Axis was the principal organising element for all these buildings and terraces.

Today the Land Axis is a grand 100 metres wide open landscape space and the Water Axis defines the central basin of Lake Burley Griffin. Both axes continue to connect the centre of Commonwealth Government to the city of Canberra.



GRIFFIN'S PRIZE WINNING DESIGN OF 1911





GRIFFIN'S DIAGRAM OF PUBLIC GROUPS

Whilst the axes remain as powerful an organising structure as Griffin envisaged, the concept of the lateral terrace development is only evident through the tiered composition of the lake edge, Old Parliament House and Parliament House.

Griffin's powerful organisational idea of axis and crossing may have been dormant for years, but still exists in outline and warrants further development. The dominant Land Axis with its complementary lateral spaces is part of the history of the Zone and can accommodate future prospects. The loose framework within which the existing buildings sit has ample capacity for the development of new buildings and landscape spaces.

To strengthen Griffin's spatial intent and to provide an organisational framework for future building and landscape development, it is proposed that within the Parliamentary Zone:

- The Land Axis remain the principal organising element.
- All future development is aligned at right angles to the Land Axis or Water Axis - including that adjacent to Commonwealth and Kings Avenues.
- The existing lateral geometry be made more prominent.
- Existing buildings be the anchors for future building development of a like or similar function.
- Commonwealth and Kings Avenues be restored as tree lined spaces.
- The intersection of the axes be marked on the lakeshore by a generous place for public representation.

This organisational framework reflects important fundamentals of the original Griffin design and will highlight the relationship between functions, building and landscape.

The framework is also receptive to many of the initiatives that have arisen from the review. (These initiatives are described in more detail later and include the development of campuses.) For example, a major lateral space crosses the Land Axis between the Treasury and John Gorton Buildings, and another links the National Library of Australia and the National Gallery of Australia. Over time, it is intended that each of these significant buildings will become the centre of new campuses of buildings that will be grouped around the central, iconic building. Such an approach will reinforce *the place of the people* and create meaningful functional relationships and landscape experiences.

STATEMENT OF OBJECTIVES

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
- establish comprehensive design management policies for the future

Intentions and Initiatives

For each of the objectives, there are stated **Intentions** which will guide all developmental and cultural and physical planning and management.

Initiatives are major works, plans, policies and other projects that address the Intentions.



IN ORDER TO

Balance politics and culture

The intention is to:

- locate national cultural institutions and key government agencies in *the place of the people*
- facilitate the staging of cultural and political events, activities and ceremonies
- provide opportunities to recognise Australian endeavour

The accompanying initiatives are:

Proposed Major Works –

Commonwealth Place
Walking Track
National Aerospace Centre

Plans, Policies and Projects –

Land Use and Development
Cultural Policy
Business Plan



IN ORDER TO

Welcome people

The intention is to:

- encourage the diverse population of Australia to visit
- provide spaces that are pleasant and sheltered
- improve the level of amenity and engender vitality (cafes, events, picnic spaces, etc)
- establish a program of appropriate events and activities in quality venues
- provide visitor-friendly public transport and car parking
- discourage through-traffic and encourage pedestrians and cyclists
- make it easy for people to find their destination

The accompanying initiatives are:

Proposed Major Works –

Commonwealth Place
East-West Promenade
Walking Track
National Aerospace Centre

Plans, Policies and Projects –

Cultural Policy
Orientation and Interpretation
Pedestrian Pathways
Access and Audit Plan
Car Parking
Shuttle Bus
Roads and Traffic





IN ORDER TO

Celebrate Australian history and society

The intention is to:

- create ceremonial and community events that reflect our nation's history, spirit and aspirations
- recognise the rich history and contribution of the Indigenous Australian people and of our multicultural society
- provide opportunities for people to interpret the role of government, the history of our nation and Australian achievement
- foster a sense of affinity and attachment to the National Capital
- conserve the unique heritage of the Parliamentary Zone for future generations

The accompanying initiatives are:

Proposed Major Works –

Commonwealth Place
Walking Track
National Aerospace Centre

Plans, Policies and Projects –

Cultural Policy
Conservation Management Plans
Orientation and Interpretation
Works and Reconstruction

IN ORDER TO

Represent Australian excellence

The intention is to:

- encourage the exemplary use of Australian innovation, creativity and diversity
- use Australian materials and craftsmanship
- demonstrate sustainable management practices
- adopt best practice design and building procurement

The accompanying initiatives are:

Plans, Policies and Projects –

Conservation Management Plans

Environmental Management Plan

Design Competition and Commission Guidelines

Business Plan



IN ORDER TO

Emphasise the importance of the public realm

The intention is to:

- encourage pedestrian activity
- improve the amenity of the open spaces
- establish a variety of public spaces that will support a range of activities
- establish a hierarchy of public spaces with the Land Axis as the principal space
- create a major focus for public representation
- provide good signage and interpretative systems

The accompanying initiatives are:

Proposed Major Works –

Commonwealth Place

East-West Promenade

Walking Track

Plans, Policies and Projects –

Campuses

Pedestrian Pathways

Orientation and Interpretation

Tree Planting





IN ORDER TO

Make access easy and open

The intention is to:

- provide a comprehensive system of paths, cycleways and roads
- make public spaces safe
- ensure that design is barrier free
- improve public transport
- locate car parks where they are central, safe and secure
- establish well signed, convenient routes to major destinations
- clearly identify the front entries to buildings

The accompanying initiatives are:

Proposed Major Works –

East-West Promenade
Walking Track

Plans, Policies and Projects –

Campuses
Pedestrian Pathways
Roads and Traffic
Car Parking
Orientation and Interpretation
Shuttle Bus
Access and Audit Plan



IN ORDER TO

Reinforce the integrity of the visual structure

The intention is to:

- maintain the integrity and prominence of the Land Axis
- symbolically recognise the intersection of the Land Axis and Water Axis
- emphasise Commonwealth and Kings Avenues as landscape edges
- align buildings normal to the Land Axis and Water Axis and to Griffin's proposed terraces
- enhance the existing character and quality of the landscape
- use lighting to emphasise the organisational structure, buildings and other special features
- plant trees to reflect seasonal changes

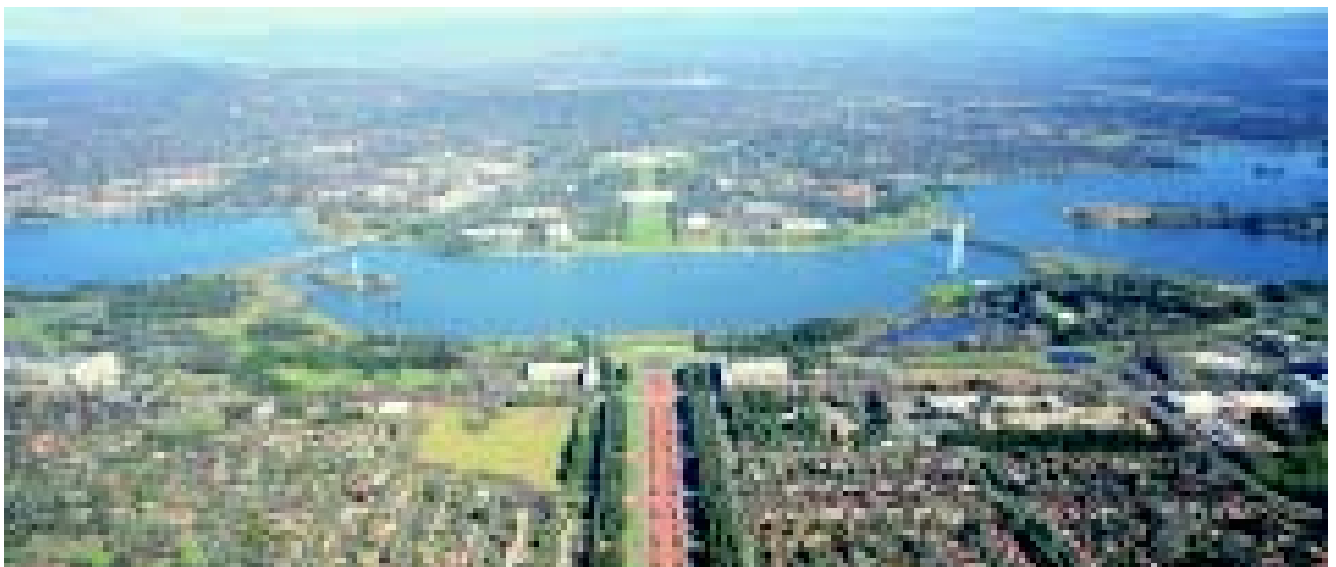
The accompanying initiatives are:

Proposed Major Projects –

Commonwealth Place
East-West Promenade

Plans, Policies and Projects –

Campuses
Pedestrian Pathways
Tree Planting
Conservation Management Plans
Works and Reconstruction





IN ORDER TO

Strengthen the relationship between buildings and landscape

The intention is to:

- provide ordered settings and relate buildings of similar functions, using the existing buildings as the focus
- locate a central court for each development group
- provide clear address and identity for all buildings from the central court
- align buildings normal to the Land Axis and Water Axis
- establish vistas from the Land Axis to the central development courts
- enhance seasonal, day and night landscape settings for buildings

The accompanying initiatives are:

Proposed Major Works –

East-West Promenade

Walking Track

Plans, Policies and Projects –

Campuses

Pedestrian Pathways

Land Use and Development

Tree Planting

Orientation and Interpretation

IN ORDER TO

Create a variety of urban spaces

The intention is to:

- establish a sequence of spaces that range from the Land Axis to the development courts
- provide a major focus for public representation and gatherings of national interest
- create spaces that will support vibrant activities of discovery and others for reflection or quiet enjoyment
- link buildings and places with a legible road and pathway network

The accompanying initiatives are:

Proposed Major Works –

Commonwealth Place

East-West Promenade

Walking Track

Plans, Policies and Projects –

Campuses

Pedestrian Pathways

Roads and Traffic

Tree Planting





IN ORDER TO

Establish design and management policies for the future

The intention is to:

- reserve sites for new buildings
- plan for a mix of appropriate future functions and land uses
- establish a viable financial framework for development and management
- provide a defined role for private capital, patronage and sponsorship
- develop sustainable environmental management practices
- conserve the unique heritage of the Parliamentary Zone for future generations

The accompanying initiatives are:

Plans, Policies and Projects –

Campuses

Land Use and Development

Environmental Management Plan

Conservation Management Plans

Works and Reconstruction

Business Plan



INITIATIVES

The Initiatives proposed address the Statement of Objectives.

The Initiatives include works, plans and policies that will give direction to the future use, development, planning and management of the Parliamentary Zone.

Realisation of the Initiatives is fundamental to reinforcing the Parliamentary Zone as *the place of the people*.

Some Initiatives have been ascribed working titles (e.g. Commonwealth Place). The eventual choice of names for these places will be considered by Government and will be an important step in building ownership of *the place of the people* for all Australians.

Proposed Major Works

- Commonwealth Place
- East-West Promenade
- Walking Track
- National Aerospace Centre

Plans, Policies and Projects

- Campuses
- Land Use and Development
- Cultural Policy
- Roads and Traffic
- Car Parking
- Shuttle Bus
- Pedestrian Pathways
- Orientation and Interpretation
- Access and Audit Plan
- Tree Planting
- Conservation Management Plans
- Environmental Management Plan
- Works and Reconstruction
- Design Competition and Commission Guidelines
- Business Plan

Commonwealth Place



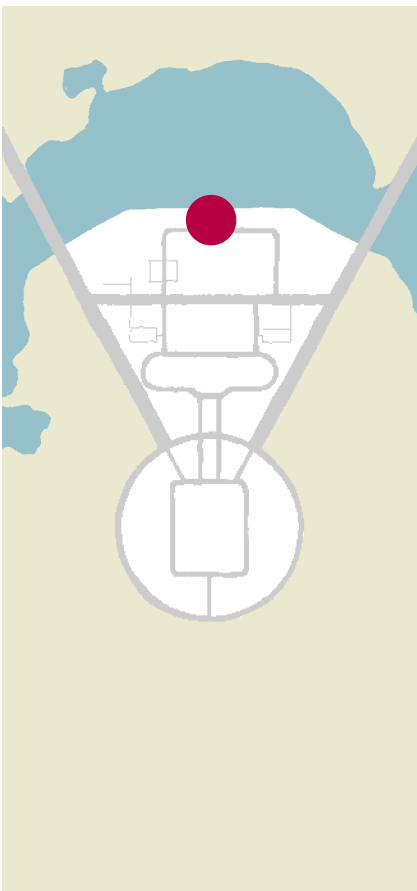
In his original design for the National Capital, Walter Burley Griffin emphasised representation of the Australian people in a variety of ways. Chief amongst these was his idea for a ‘Capitol’ building on Capital Hill (now the site of Parliament House), which would be a type of pantheon to honour the Australian people, their achievements and their values. At the same time, Griffin proposed a ‘Municipal Axis’ representing the civic values and cosmopolitan lifestyle of Australian society. This axis was Constitution Avenue, which formed the base of Griffin’s ‘Parliamentary Triangle’ and was situated across the lake from the Government Group. On this northern lakeshore, Griffin also proposed public gardens, and what we now know as Commonwealth Park, he nominated as a park for the people.

In the Parliamentary Zone, Griffin proposed a central terrace court for the Government Group of buildings. The terrace court was to be carried onto the roof of a central building of the waterway embankment, and an open forum integrated with his idea of a ‘Water-gate’. Until now many of these ideas for public representation in the capital have not come to pass. The Commonwealth Place initiative, the heart of *the place of the people*, responds to this continuing pressing need for a major public place at the centre of the Parliamentary Zone.

Commonwealth Place will provide a national forum for rallies, concerts, gatherings, ceremonies, markets, displays and exhibitions. These may include a ‘Hall of Heroes’ or special seasonal displays from Australian States and regions. It will be a place to meet and enjoy coffee or a meal. It will be a place to sit in comfort and watch activity on the lake and the foreshore.

The proposed site is the large open area on the Land Axis between the International Flag Display. The site extends down to the foreshore and up to the existing large grass embankment. In location, the site has no equal for the development of a public place of such national value.

Commonwealth Place will be approximately 12,000 square metres in area - the equivalent of 1.5 rugby fields, 18 tennis courts or the total ‘footprint area’ of Old Parliament House. Working with the site levels and respecting the vista of the Land Axis, the new public place will nestle into the ground, be sheltered on three sides like an amphitheatre and have a floor level which is roughly that of the waterfront pathway. Built in this way, it will offer shelter from strong winds and yet remain open to the sun and allow views of the lake. It will also be out of the line of sight from



Old Parliament House.

Surrounding the square (or plaza) will be a variety of uses including exhibition spaces, cafes, visitor amenities, restaurants and coffee shops. These facilities will be incorporated into a Great Verandah – a welcoming space for all visitors that exemplifies Australian hospitality and provides shelter.

Apart from its central location, the proposed site has the crucial advantage of being on the foreshore where now most public activity is concentrated. However, at present there are no public amenities such as tourist facilities, seats, food outlets or coffee shops in this area. The new facility will benefit from, and provide benefits to, the foreshore activity.

Commonwealth Place will also be connected to the proposed new pathways running parallel to the Land Axis and the proposed East-West Promenade from the National Gallery of Australia to the National Library of Australia. Pedestrian movement to the site will increase once these pathways are built.

Commonwealth Place will provide a balance between Parliament House, representing Australian democratic government and unity, and the Australian War Memorial, representing sacrifice and valour in the defence of our country and freedom.

After almost a century of development, Commonwealth Place presents an opportunity to give the Australian people a prime place in the heart of the Capital.





East-West Promenade

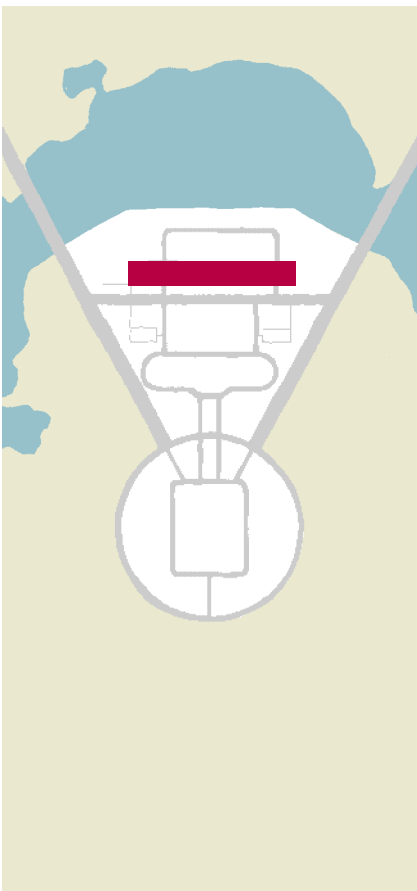
A major pedestrian link is proposed between the National Library of Australia and the National Gallery of Australia and the High Court of Australia.

The East - West Promenade will lead pedestrians into the entries of these institutions. In the case of the High Court of Australia, the promenade will provide for pedestrian access from the west to the existing paved forecourt, as was always intended but never constructed. With the National Gallery of Australia, there will be a direct connection between the promenade and the entry via the existing bridge. At the National Library of Australia the promenade will terminate at the front steps.

New paths running parallel to the Land Axis will also connect the East-West Promenade to both King Edward Terrace and Commonwealth Place.

The entrances to the three institutions do not align. To address this, the promenade will be designed as a series of spaces that will permit a direct view between the buildings, connected by a broad, staggered path. The 'steps' in the alignment of the path will be points where sculptures or kiosks could be sited.

Currently, visitors to the National Gallery of Australia or the National Library of Australia drive their cars between the institutions. The East-West Promenade is an important piece of infrastructure that offers people an alternative – a pleasant walk that will take them past other attractions, including Commonwealth Place.



Walking Track

With attractions such as the lake, the surrounding hills, heritage buildings, landscapes, galleries, libraries, archives, and museums, *the place of the people* will be suited for walking and strolling. A new path system - the Walking Track - is proposed to connect all of these attractions in such a way that moving from one place to another will become an experience of discovery and of reflection on our history and future as Australians.

The Walking Track will become another layer in the landscape of the Parliamentary Zone, and significantly, it would become a layer that recognises our pre-European heritage. The track itself would be set out based on Indigenous cultural precepts.

Many great urban parks have circuitous pathway systems that cater for strolling and discovery. The Walking Track will be rambling and natural in its character and will complement the formal, direct path system that exists for ceremonial as well as functional purposes. Together these path systems will enrich the experience of the landscape.

To further the guiding principles of this review - to more fully understand the collective experience and diversity of Australia - the track will present and help interpret Australian history using numerous gardens, totems and installations placed at intervals along its length. Just as ANZAC Parade is dedicated to the recognition of Australian service and sacrifice, the Walking Track will provide a unique and special place for the recognition of Australian achievement.

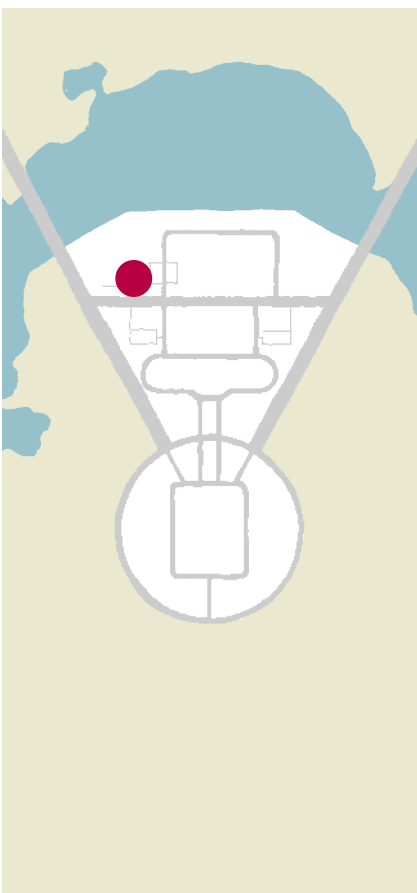
It is envisioned that the track will be completed over time, with sections being constructed as and when appropriate. What will be important about the track is not its finalisation but its evolution, and the participation and ownership of the Australian people in its creation. At the outset it is proposed that the traditional indigenous land owners be acknowledged in the process of establishing the track and that Aboriginal and Torres Strait Islander people and other Australian community groups become involved in designing sections of the track. Completion of the track will take time but like other community projects, participation will be crucial to public acceptance and enjoyment.

The completed route will be approximately four or five kilometres long. Along the way it will include most existing features as well as places for picnicking and resting and it will incorporate the commemorative and interpretive material described in the Cultural Policy.

The Walking Track will be a public project of great significance and its development in *the place of the people* will inspire a sense of ownership and accomplishment for all Australians.



National Aerospace Centre



A National Aerospace Centre is proposed as a major addition to the cultural institutions in *the place of the people*. The Centre will recognise and celebrate Australian achievement in aviation, space exploration, communications and satellite technology.

The Centre is intended to become the hub of a national and international network of exhibition and archive centres, all focused on the dynamic interpretation of aerospace history and ongoing achievements in these and allied fields.

An Interim Aerospace Council of eminent Australians has been established to advance the development of the Centre. The primary role of the Council is to promote the concept with interest groups and to advise the National Capital Authority on exhibition, capital and revenue strategies, business planning, organisation structure and the marketing and commercial aspects of the project.

Various feasibility studies have been completed addressing objectives, exhibition and administrative requirements, siting operations and funding. A floor area of 10,000 square metres will be required for core exhibition spaces, offices and concessions. In addition, it has been proposed that a parking structure be located with the institution to cater for the parking needs it generates and any additional parking needs related to adjacent institutions or events.

A preferred site has been identified adjacent to the National Science and Technology Centre. Master planning for this site has started and includes investigating the staged construction of the Centre. Concurrently, opportunities for private sector investment and patronage are being explored.

An Aerospace Centre in *the place of the people* would demonstrate Australia's achievements and innovation in this exciting industry.

Campuses

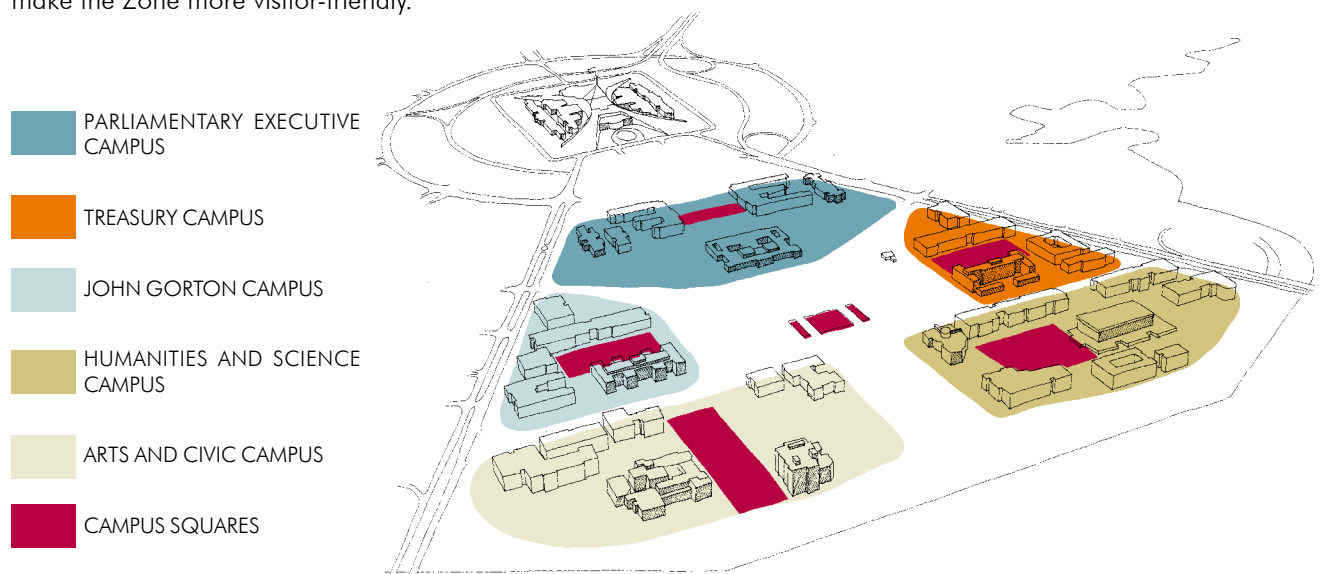
With the possible exception of the High Court of Australia and the National Gallery of Australia, the only discernible logic in the siting of the existing buildings in the Parliamentary Zone is to keep them well separated by their attendant landscape. Unfortunately this has exacerbated the perception of the Zone as being empty and more monumental than welcoming.

The creation of identifiable precincts, or campuses, is proposed to provide a sensible and flexible rationale for the location of new buildings, public spaces, commemorative works and even some events.

Essentially, this proposal is to use the existing buildings as 'anchors' for new development that has a compatible function. For example, a new government agency would be sited adjacent to either the John Gorton or Treasury buildings, while a new visual arts building would 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 would determine the character of the functions and uses for each campus, it is proposed that a court, or plaza or garden, would provide the focus to their layout. Each building in the campus, existing and new, would have a pedestrian entry fronting the court, and the courts themselves would 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 will be drawn up to 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, they 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.

It is proposed that five campuses will be formed in the Zone, with Parliament House as a sixth. These five campuses are:

- '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
- 'Arts and Civic' campus built around the National Gallery of Australia and the High Court of Australia

Because of their central position in the Zone and because they house large worker populations, the John Gorton and Treasury campuses are also the most appropriate sites for future car park structures. These structures could not only serve as car silos but also as centres for many convenient facilities and amenities such as dry cleaners, newsagents, flower shops and similar.

Campuses will also create opportunities for a more comprehensive approach to the management and maintenance of the public spaces and utilities in the Zone. It is envisaged that as a sense of pride and ownership grows among campus occupants, more consultative decision making processes will emerge within each campus. Issues related to open space management such as service standards, signage and interpretative information, events and public functions, will have a ready forum for consultation and coordination.

The establishment of campuses will create an obvious relationship between buildings and their landscape setting and establish identifiable and welcoming areas within *the place of the people*.

Land Use and Development

The place of the people will remain relevant if a balance is 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.

Current, 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. These land uses remain appropriate and relevant to future developments.

This review anticipates a 50-year timeframe for future developments including buildings, landscapes and associated works.

Accordingly, a number of sites within the Zone will 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
- Facilities and amenities for the public

The working population of Parliament House is probably now twenty-five percent higher than was envisaged in the early 1980s. Assuming this growth continues, Parliament House will need to expand in the first 10-15 years of the century. The first site proposed for this expansion will be the two existing car parks located either side of Federation Mall between East Block and West Block. Three storey buildings with multi-level basement car parking would yield considerable amounts of quality floor space.

Future growth of government agency functions could readily be accommodated in the campuses located around the Treasury and John Gorton buildings. Because they are at or near the centre of the Zone, these two campuses will also be the locations for low-scale structured car parks that will house the shuttle bus service as well as housing some limited retail amenities such as dry cleaners, newsagents and flower shops.

Expansion in the national institutions will occur over time. It is likely that the National Gallery of Australia and the National Archives of Australia will expand in the future, and provision has been made for this on sites adjacent to their present locations.





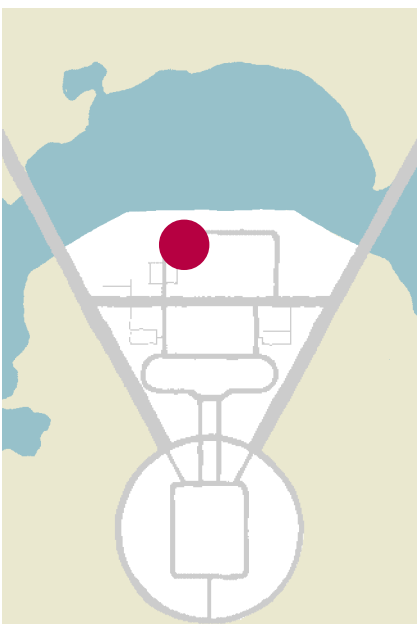
Any long-term requirements for new cultural institutions can also be accommodated in the proposed campuses. There are ample new building sites (many currently used for surface parking) associated with the Arts and Civic campus and the Humanities and Science campus. Typically, it is proposed that the National Aerospace Centre be sited next to the National Science and Technology Centre in the Humanities and Science campus.



The site to the west of the Land Axis and north of Edith Lyons Street (currently an informal car park) is the highest profile remaining site available for a new building in *the place of the people*. This site will be reserved for a significant national building, such as a National Theatre and Concert Hall.

King Edward Terrace will develop a 'mainstream character' over time with intersection changes, additional pedestrian crossings, broader paths and more consistent avenue planting. Providing concessions and convenient services for the public along the Terrace will reinforce this character.

Finally, Commonwealth Place - the new focus of public activities in *the place of the people* - will provide amenities and facilities such as restaurants, coffee shops, and exhibitions for the public.



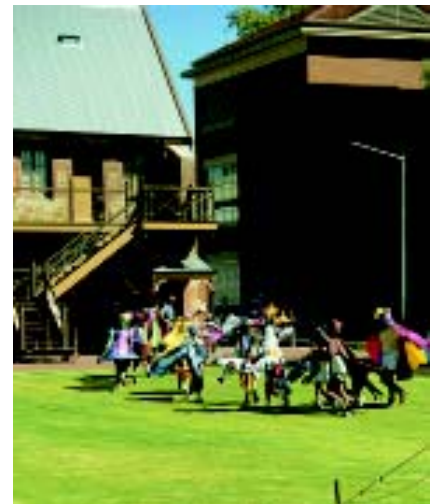
This site will be reserved for a significant cultural national building

Cultural Policy

Culture can be defined as the social landscape(s) of Australia. The Cultural Policy will promote *the place of the people* as Australia's major cultural precinct, showcasing Australian excellence and the diverse social landscape. This can be achieved through a program of activities and events and by identifying opportunities for commemoration and the recognition of individual and community achievement.

The Cultural Policy will identify:

- The broad goals and values used to define the suitable events, activities and subjects for commemoration and recognition. These goals and values should:
 - ~ reflect the values of the Australian community
 - ~ confirm the National Capital as a place for the reconciliation process
 - ~ encourage education and active citizenship
 - ~ aim to balance collective values with individual concerns
 - ~ increase ecological awareness
 - ~ recognise Australia's cultural diversity and cultural excellence
- The specific subject matter and the criteria for the selection of suitable activities and subjects. These criteria must ensure that a person, event, commemoration or recognition of achievement:
 - ~ has cultural significance for the nation (as defined in the Burra Charter
 - ~ 'aesthetic, historic, scientific, or social value for past, present or future generations')
 - ~ reflects the values of the Australian community
 - ~ contributes to the education of Australians
 - ~ exemplifies Australia's unique heritage
- Potential core projects and programs for implementation.
- Specifically the siting of commemorative material and events, this will be determined by their subject matter and affinity to a particular campus. Typically:
 - ~ State Circle and its intersections and Commonwealth Place could be used to recognise the States, Territories and, where appropriate, the regions of Australia
 - ~ Federation Mall could be dedicated to recognition of post- 1901 political history and achievement





- The Terraces (King Edward and King George) could be given over to an exposition of Australia's history, from 1788 to the onset of Federation.
- The Humanities and Science campus would commemorate writers, historians, compilers (of encyclopaedias, atlases and dictionaries), philosophers, educators, medical researchers, and scientists (pure and applied).
- The Arts and Civic campus would support recognition of visual artists, architects and designers, photographers, Chief Justices and Justices of the High Court of Australia, other jurists and significant issues connected with the law.

The lake foreshore and Commonwealth Place will be a landmark and a place of interaction for all Australians. As the centre for public activity in the Zone, it is here that the country's most significant nation-creators and nation-definers will be recognised. From here the Walking Track will wind its way through the spaces of *the place of the people*. Two categories of Australians will be included in these spaces:

- Distinguished individual Australians other than military (as a complement to ANZAC Parade and the Australian War Memorial).
- Those who have had an impact on the shaping of the nation.

In addition, suitable subjects to mark reconciliation could be spread throughout *the place of the people* in general accordance with these principles.

Similarly, the Cultural Policy includes a program of national cultural events scheduled to reinforce *the place of the people* as the permanent home of major national events, ceremonies and announcements.

The development and implementation of a cultural policy will engender a sense of pride and ownership among Australians in their National Capital.



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 the Civic, Barton or Fyshwick districts 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 all of these problems.

What makes King Edward Terrace such an attractive route is that it provides a direct connection from Northbourne Avenue to Wentworth Avenue and the city's south-east area. Currently there is no easy way for southbound traffic from Northbourne Avenue to get onto Parkes Way or Constitution Avenue and thence out to the Monaro Highway and the south-east.

Commuters who are familiar with the short cuts via the Terraces have no problem accessing the Zone. Visitors, however, do have problems as the entries to the Zone are not obvious and in most cases, at the intersection where they must leave the avenues, they cannot see their destination. The worst scenario is at the eastern end of King Edward Terrace where people must turn left off Kings Avenue onto an exit ramp in order to go right into the Zone.

Unfortunately, first time visitors trying to navigate their way through the Zone can find it just as confusing as entering. There is a lack of signage and there is no clear hierarchy in the road system. Dorothy Tangney Place, for example, leads into a car park and yet it is some 20 metres wide with two lanes in either direction.

Public transport is available to and from the Zone for the office workers but is not convenient for the visitor wanting to move about the Zone with relative spontaneity.

This lack of visitor public transport, the separation of the national institutions and the incomplete path system virtually force visitors to use their cars to move from one national attraction to another.



To assist in ameliorating some of the traffic problems, a number of improvements to the road layout and design are proposed. 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 address 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 will 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 is also being considered as a traffic calming and safety measure.
- Removing Bowen Place, Flynn Place, and the straight sections of Langton Crescent and Dorothy Tangney Place. This removal is possible if 'T' intersections are made at the intersections of King Edward Terrace, Commonwealth and Kings Avenues. 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.

After these modifications take effect, traffic travelling from the north to the south areas of Canberra would use alternative routes including Limestone Avenue, Fairbairn Avenue and Monaro Highway; or via Northbourne Avenue, London Circuit, Constitution Avenue and Parkes Way; or via Commonwealth Avenue, Capital Circle and Canberra Avenue. A citywide traffic review should be undertaken to establish the likely implications of loading these routes.

Rationalising traffic movement and making roads more convenient and legible will greatly improve the amenity, accessibility and visitor experience of *the place of the people*.

Car Parking

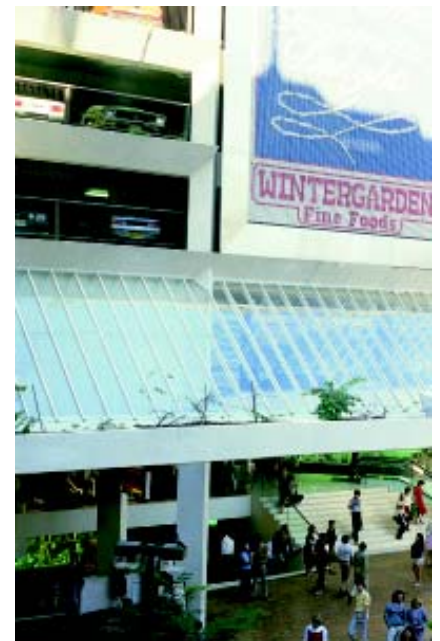
Surface car parking accounts for 14 percent (some 14 hectares) of the total area of the Parliamentary Zone (excluding the site of Parliamentary House) compared with 10 percent of the surface area occupied by buildings. Large surface car parks are adjacent to every office building, the national institutions and Commonwealth and Kings Avenues. The car parks dominate the landscape of the Zone and alienate sites that should be available for further development of the Zone. For many visitors their first impression is one of sterile car parks.

There also needs to be greater rationalisation and management of the use of the car parks. Visitors compete with commuters for parking. In a number of cases, commuters from offices in the Civic and Barton districts are parking - at no charge - all day in the Zone car parks, and catching bus services into Civic or walking into Barton. On occasion, during major exhibitions at the National Gallery of Australia, the underground car park has to be boom-gated until 9:30 am to prevent commuters occupying spaces set aside for Gallery visitors.

The parking initiative proposed for *the place of the people* is aimed at improving the experience of the visitor by creating convenient and safe parking areas, balancing parking demand and supply and reducing the use of the motor vehicle. The parking initiative is an important step toward applying more sustainable management and development practices and in establishing a 'greener' Zone.

To successfully establish the campuses in the Zone, future development must take place on some of the existing surface car parks. Obviously, as development increases there will be less surface car parking. Each new building will be required to provide space for its own parking needs either wholly or partly on-site. When buildings are sited on existing surface car parks, an assessment of the overall campus requirement will need to be made.

For the Parliamentary Zone to become *the place of the people*, there will have to be a reduction in the rate at which parking is provided. This will encourage commuters to make greater use of public transport and, in conjunction with other initiatives, such as completing a convenient and pleasant system of paths, the Zone will become a more accessible and vibrant place.





Nevertheless, demand and consolidation of parking will warrant the erection of structured car parks. It is proposed that these be located centrally in the John Gorton and Treasury campuses to serve the whole of *the place of the people*. These structured car parks will include some convenient amenities, such as dry cleaners, newsagents and flower shops. They could also be the home base for a shuttle bus that would operate at regular intervals connecting the car parks to the other campuses and buildings.

Viable structured car parking could only be introduced with, or following, the introduction of pay parking.

It is proposed that pay parking be introduced where commuters are displacing visitors. Combined with variable fees for preferential parking locations and improved public transport, pay parking may be an effective management tool. Whilst visitors would still be able to park free in some locations for short stays (1–3 hours), mechanisms could also be explored for the reimbursement of visitors who choose long-stay pay parking, through vouchers at the national attractions. All weekend and public holiday parking would be free.

There is also a high demand for parking in the Parkes and Barton districts, which are major employment centres adjacent to the Zone. Issues related to parking availability and equity for commuters in these areas will need to be addressed as the parking initiative is developed.

Providing parking in the Parliamentary Zone is an ongoing and significant management cost that should be equitably borne by the user. Pay parking would contribute funds to offset the maintenance of car parks and roads in the Parliamentary Zone, which at present escape the ‘user-pays’ principle.

The car parking initiative is consistent with the National Greenhouse Strategy and will balance the needs of the visitor with those of the commuter in a fair and equitable manner.

Shuttle Bus

A shuttle bus service is proposed to allow visitors to leave their cars at one destination and yet still explore all the attractions that *the place of the people* has to offer.

Ideally buses would run every 10–15 minutes and connect the national institutions, offices and public car parks within the Zone. The service could also include visitor information en route about the attractions, roles and significance of *the place of the people*. This service would augment the external public transport system.

A study is required to determine the most suitable shuttle buses, the fuel or power options (such as gas or solar power), passenger seat numbers and operation costs. Sustainability of the service will be critical although a subsidy may be necessary in the initial stages. As car parking structures are developed in the Zone, the shuttle bus may well become part of those commercial operations.

The presence of shuttle buses may also increase demand for links to other parts of the Central National Area. It is conceivable that in time an extended route might include the Australian War Memorial, ScreenSound Australia, and the National Museum of Australia at Acton. In the latter two cases, the suitability of ferry connections across the lake to link up with shuttle buses should be considered.

Shuttle buses will encourage people to use their cars less and will be a convenient and welcoming way for visitors to move around *the place of the people* and learn more about its relevance.



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*.

As with many of the other landscape elements in Zone, pathways have been installed at different times and mainly to serve particular buildings. The result is that around each building there are appropriate paths leading from car parks to entries but there is no comprehensive system through the Zone. The only landscape space that provides good pedestrian circulation is Parkes Place between King George Terrace and King Edward Terrace.

Most people will walk 400-500 metres in 5 minutes if the route is easy to negotiate. To encourage them to walk a greater distance requires a clear path that has along it points of interest, shelter and seating. At present, if a visitor took a five minute walk from the front entry of any of the existing buildings in the Zone, they would in most instances end up in the middle of the Land Axis, a road or a car park.

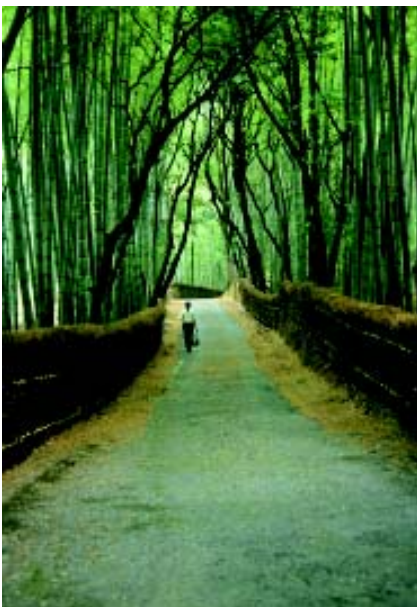


Typically, a person walking from Parliament House to the lake will start out on the concrete pathways of Federation Mall, will then negotiate the roads and car parks around Old Parliament House, then cross King George Terrace and take a gravel path through Parkes Place before crossing King Edward Terrace (provided there is a long enough break in the traffic). Finally, the pedestrian will walk nearly half a kilometre on grass, without paths, down to the lake. Along this whole route there is no specific signage and precious few seats.

A legible and consistent path system, connecting all the parts of *the place of the people*, will be gradually introduced and will improve the pedestrian experience.

The first paths to be installed will 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 will run down each side of the open space that forms the Land Axis to the lake. Pedestrian crossings will be provided on King Edward Terrace along these paths at appropriate points to afford a safe pedestrian environment.

The East – West Promenade will make a major contribution to the path system in the northern section of the Zone.



In the vicinity of Old Parliament House, it is recommended that the existing perimeter roads be replaced with an expansive paved plaza or square. 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 is to be linked to the existing system, encouraging access and especially cycling around the lake. All major attractions will be similarly connected, and secure facilities for cycle storage is to be installed at these locations.

Completion of the pedestrian pathways will help make *the place of the people* welcoming, accessible and legible.





Orientation and Interpretation

Good orientation and interpretation will create a positive first impression and enjoyable experience for people visiting *the place of the people*.

In 1995, principles for a signage system that would assist people in finding their way around the Parliamentary Zone and reinforce it as a special area were developed. A hierarchy for signs was established which includes:

- identification signs which relate to street entrances of the key national institutions and public places
- secondary signs which 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 new system of signs will ensure continuity in the form of the sign, consistency in message content and easy updating and extension.

New identification signs have already been installed at the High Court of Australia, the National Gallery of Australia and Old Parliament House and are being developed for the National Library of Australia and the National Science and Technology Centre. The identification signs are designed to increase the civic quality of the major public institutions and respond to the architectural character of the buildings they identify.

Prototype signs for the program of secondary and directional signage have also been installed at the National Gallery of Australia. This program will be progressively implemented between 2001 and 2003.

It is proposed that interpretative signage will be included at commemorative and dedication points and at the entrances to gardens, places and venues. These signs will provide brief notes on the historical background, cultural significance and importance of these places.

Good orientation and interpretative material will engender a sense of comfort for those who work in *the place of the people* and will build understanding about the National Capital for visitors.

Access Audit and Plan

The legal obligation to provide access for people with disabilities is now well established under the *Disability Discrimination Act 1993*.

Approximately nineteen percent of the population have a disability, and the elderly population as well as parents with small children may encounter difficulties with access and services.

Compliance with access requirements in standards and codes is being addressed incrementally in most of the buildings in the Parliamentary Zone as part of new works or refurbishment. This initiative focuses on providing equal access through consistent linkages between transport, buildings, streets and public areas.

An access audit will be undertaken, followed by action plans that will prioritise works to ensure access throughout the Zone. At the same time guidelines will be developed to ensure there is consistent detail design of public spaces and compliance with all relevant standards and codes. A mobility map will be prepared once the first barrier free circulation loop within the Zone is completed.

These initiatives will make *the place of the people* more accessible to many more people and will enrich the experience of the public spaces for many workers and visitors.



Tree Planting



In *the place of the people*, formal tree planting reflects the ground pattern of roads and formal spaces and it is the tree planting which establishes the character and beauty of the spaces.

This initiative proposes to conserve and strengthen the existing planting and to introduce new tree planting that will 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. It is proposed to replace trees and to extend the planting where appropriate to preserve the visual strength of the Land Axis.

The tree planting on Commonwealth and Kings Avenues is patchy and 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*) and their progressive removal has commenced. 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 will 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 is proposed 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 will be used to identify this as a new cross axis mimicking the older tree planting of the avenues.

Tree planting is fundamental to the enduring design concept of Canberra and to the character and structure of *the place of the people*.



Conservation Management Plans



The evolution of the Parliamentary Zone landscape over the last 70 years reflects our changing political and social values.

It is essential to understand the meaning and relevance of these changes in order to manage the landscape so that the 'sense of place' remains for future generations.

Conservation Management Plans have been prepared for Parkes Place and the Old Parliament House Gardens. Both of these places were developed in the 1920s. The layout of these places, their relationship to Old Parliament House and the selection of tree species all reflect the efforts of early builders to create scale, structure and sheltered spaces. The selection of the exotic evergreen and deciduous trees that establish these spaces arose from their understanding of the extremes of the climate, their familiarity with these species and, to some extent, experimentation with the planting of these species elsewhere on the 'limestone plains'.

Because of their age, these plantings now present management problems that demand bold solutions.

In Parkes Place, the trees which divide the space into a series of formal axes and 'rooms' are in a state of decline. To replace individual trees as they decline would compromise the grandeur and character of the avenues, for the trees would soon be of widely differing ages and heights. The Conservation Management Plan nominates the spaces themselves and their character significant. To maintain the character of these tree-lined spaces it will be necessary to adopt a long term commitment to the progressive removal and replanting of complete rows of trees. This will temporarily change the appearance of Parkes Place but ensure it is well managed for future generations.

The Conservation Management Plan for the Old Parliament House Gardens recognises their significance as an extension of the building and as a recreation space for early generations of parliamentarians. Plans for the reconstruction of the gardens will preserve the original design intent and make the gardens more accessible and enjoyable for the public.

It is proposed that Conservation Management Plans be developed

for other areas in *the place of the people*.

The first of these areas will be the National Gallery of Australia Sculpture Gardens. Although only partially completed, the Gardens are an outstanding example of the use of Australian native plants. These gardens are now 20 years old and the planting within them has been successful. However the faster growing species are short-lived and require a diligent maintenance regime to preserve the integrity of the original design.

The gardens of Parliament House and Federation Mall will be the next important areas requiring Conservation Management Plans. These landscape spaces also comprise predominantly native plants, and although fast growth species are desirable in some regards, they pose problems for long-term management. The intentions of the original designers will be recorded and plans developed to ensure appropriate objectives are set for long-term management of these areas.

Conservation Management Plans will guide the evolution of *the place of the people* with respectful acknowledgment of the heritage of the landscape.



Old Parliament House Gardens master plan

Environmental Management Plan



In becoming *the place of the people*, it will be important that the Parliamentary Zone not only caters for the public but also reflects environmental values and demonstrates a commitment to creating a better environment.

To achieve this, a comprehensive Environmental Management Plan will be prepared to guide future development and asset management. This strategy will aim to:

- minimise energy use by encouraging the use of public transport and renewable energy sources
- promote ecologically responsive design throughout the Zone
- promote the use of landscape and building materials that are appropriate both to the environment and to the function they serve
- reduce waste and establish a comprehensive approach to waste management and recycling
- establish an optimal 'water budget' for the Zone through the use of drought-tolerant species, water storage and recycling, and limit the areas under irrigation

The associated site development guidelines will promote:

- use of microclimatic data to ensure good solar access, sun and wind protection and natural ventilation for buildings and public spaces
- materials and construction details that reduce energy use and obsolescence
- integrated design of public spaces and buildings
- design that ensures public spaces are safe and accessible
- landscape design that is suited to the harsh local conditions
- the rationalisation of building services into common easements

Memoranda of Understanding between the National Capital Authority and other Commonwealth agencies within the Zone will include:

- agreements on a comprehensive approach to waste reduction and management
- commitments to minimise energy use and purchase 'green' power
- campus master plans to rationalise parking, slow traffic, encourage alternative transport modes and establish a diversity of activities

A precinct approach will be undertaken for asset management services. Campus management service contracts in the Zone will stipulate:

- management objectives for each campus, to protect and enhance its symbolic significance
- agreed standards of quality and integrity to be maintained in each campus
- acceptable energy and water use budgets

The Australian Greenhouse Office have canvassed the purchase of 'green' power and the institution of a zone-wide contract for waste management and recycling.

An energy and water use audit will be the next step in formulating energy and water budgets for *the place of the people*.

With the pursuit of sustainable principles at the critical planning, implementation and maintenance stages for each project, *the place of the people* will demonstrate leadership in contemporary development and management.

Works and Reconstruction



A rolling schedule of works will continue to be implemented in *the place of the people* to improve public amenity, to conform to access, safety and health standards, to replace ageing infrastructure and to add commemorations and gifts from various sources.

In the recent past this program has facilitated the:

- development of designs for the reconstruction of the Old Parliament House Gardens
- installation of the International Flag Display adjacent to the Land Axis
- improvements to the National Gallery of Australia and High Court of Australia entry from King Edward Terrace
- refurbishment of the Lobby Restaurant
- reconstruction of paths in Parkes Place
- construction of a new cycle path ramp from Commonwealth Avenue bridge to the lake shore

The current works program includes the:

- recommissioning of the Parkes Place Fountains
- design development of the identification signs for the National Library of Australia and the National Science and Technology Centre
- design and construction of Magna Carta Place
- design competition for Constitution Place
- new landscaped entrance to the John Gorton Building
- refurbishment of the East Block and West Block car parks



Design Competition and Commission Guidelines

Major new buildings, urban design elements and landscape works in *the place of the people* will be designed largely by open competition. This will offer equity for all Australian design professionals and further the objective to reflect Australian excellence.

Design competitions have the potential to engender public and professional interest in a project, they provide for an open, transparent process and offer good value for money.

A design competition also allows the sponsor a wide degree of choice in purchasing a winning design concept. This is not always the case with other methods of selecting a designer.

The minimum standard for the conduct of competitions will be as outlined in the *Architectural Competitions Handbook* (Royal Australian Institute of Architects, 1995). This sets out guidelines, responsibilities and procedures for:

- the competition sponsor
- involvement of the professional design institutes
- a Professional Adviser
- the competition method
- the competition conditions
- the competition jury and jury report

The competition process is adaptable to most projects and can generate a wide range of responses. Competition formats can be developed to suit a full range of projects of the type that will be found in *the place of the people*.

There may be future circumstances where it is appropriate and in the interest of all parties to commission design works by other means. The National Capital Authority will reserve this right.

Business Plan

The funding and investment implications of the initiatives proposed by this review require a clear resolution. Accordingly, a Business Plan will be drawn up to integrate public and private investment sources.

The plan will analyse the commercial viability of each project, and set out the key business opportunities and risks. It will also examine the interplay of government and private sector funding to schedule the financial commitments required for each project.

Financial modelling will examine the impact of any variations in the key assumptions about each project and provide flexibility in the evaluations over time.

The financial model will include general profit and loss and balance sheet information and will develop detailed cash flows for each project. It will list capital expenditure requirements, revenues, operating expenditures, working capital and ongoing funding from both private and public sectors.

Business planning will also focus on the provision of adequate funding for maintenance and minor new works.

The financial capacity of agencies like the National Capital Authority will be largely defined by the need to manage investment on behalf of the Commonwealth in existing infrastructure, landscape and heritage assets. The maintenance and preservation of this extensive range of existing assets and new assets that will arise from this review will take priority in the Authority's budget process. Some minor works will also be implemented through the Authority's ongoing Works and Reconstruction Program.

Although the Commonwealth Government can provide additional capital funds for the development of new assets, access to these funds is in competition with other pressures on the Federal budget.

It is not expected that the Commonwealth will be able to provide all the funding required to deliver the initiatives of this review. New revenue streams will therefore need to be developed. These may include the introduction of user charges for commuter car parking in the Zone and there may also be opportunities from leasing of premises for restaurants and cafes.

Any calls on additional Government funding will focus on major new works.

The implementation of the Parliamentary Zone initiatives will inevitably involve more significant reliance upon the private sector. Examples of potential areas for investment include:

- patronage of projects of national significance and interest such as the reconstruction of the Old Parliament House Gardens, and the reconstruction of the Reflection Pool fountains (which already includes funds bequeathed by an individual)
- financial contributions by community groups for some new works, especially commemorative works (as is already the case for most memorials) or other works associated in some significant way with these groups
- sponsorship by individuals or community groups of special projects and events
- joint ventures to deliver new cultural institutions or programs such as the construction and operation of the National Aerospace Centre. This approach will require the undertaking of due diligence on each of the project components under the scrutiny of external probity auditors, in addition to the usual finance and budgetary controls

Projects considered viable for private sector investment will be professionally documented, with key marketing objectives and outcomes. In this case, the Business Plan will identify and integrate market profiles with the various proposals.

The most likely outcome is that *the place of the people* will be developed and maintained using a variety of revenue and capital injection methods. The Business Plan initiative will provide a framework within which decisions can be made about which approach is best for each project.

IMPLEMENTATION

Staging

The proposed initiatives could be implemented over a fifty year timeframe. This will ensure progress in the development of the Parliamentary Zone of Canberra – *the place of the people*. The key milestones in this 50 year horizon are:

2001 Centenary of Federation

The National Capital is the physical manifestation of the decision to form a federation and establish a Commonwealth Parliament. The anniversary provides a unique time to reflect on our nation's history and to look forward to our future with confidence. Advancing the establishment of the Parliamentary Zone as *the place of the people*, and marking this significant date is an obligation rather than an opportunity.

2002 – 2013

The decision to establish a National Capital city was followed with an heroic determination to create that capital. In the first decade, a site was chosen, the land was surveyed and an international competition was held for its design. The announcement of Walter Burley Griffin's winning design in 1912 should be seen as one of the great planning decisions of the 20th century. In 1913 the National Capital was named Canberra. All three of these centenaries – selection of the site by Parliament, the design competition, and the laying of the foundation stone - warrant recognition and should be reflected by real progress in the development of *the place of the people*.

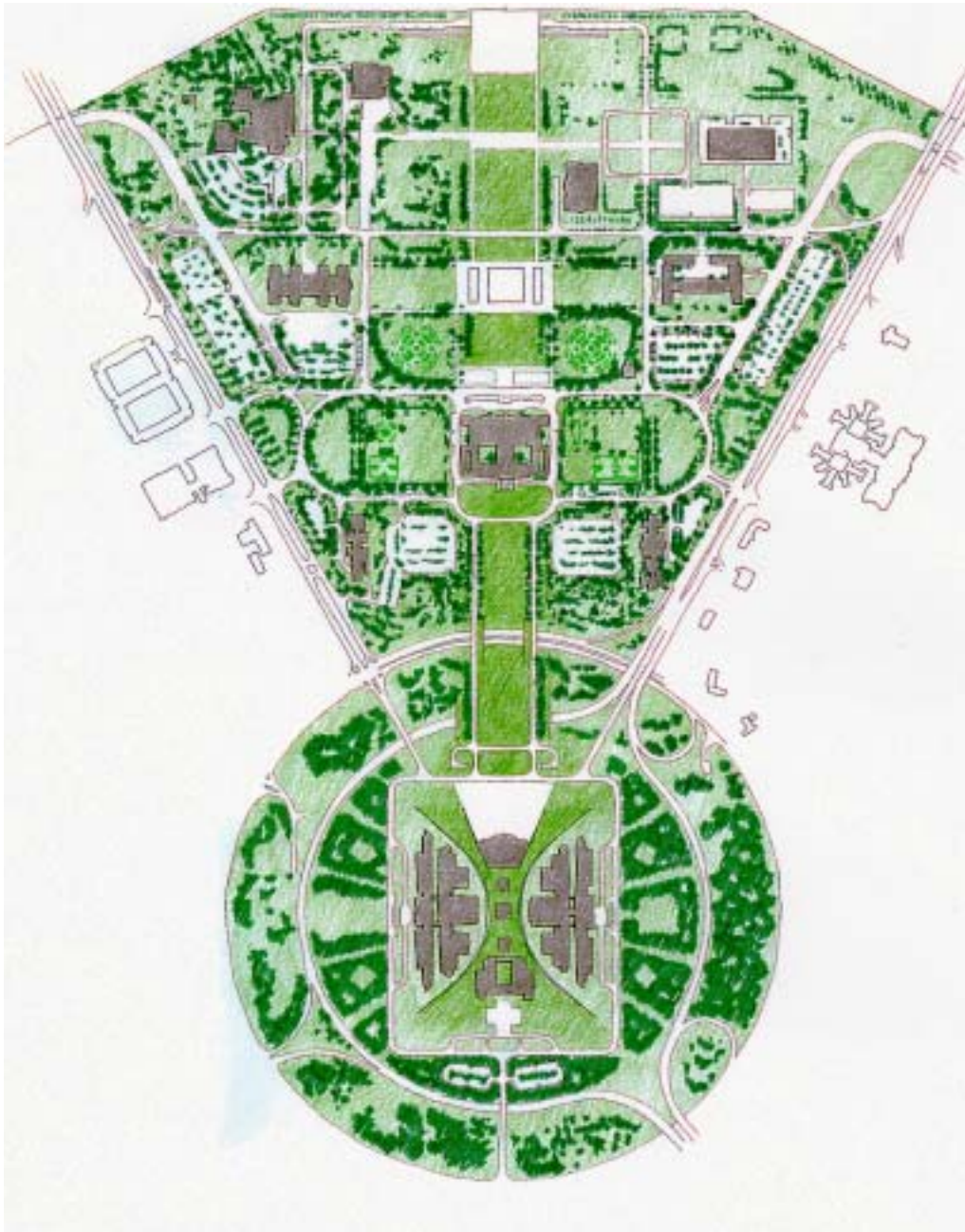
2014 – 2025

The *Plan of Lay-out of the City of Canberra and It's Environs* was formally published and came into effect in 1925. The first quarter of the 21st century should mark the consolidation of the seat of government and a growing sense of affinity among Australians for the National Capital.

2026 – 2050

This period will mark the centenary of the first stage of the construction of the Parliamentary Zone, most importantly the opening of Old Parliament House and its Gardens. By this time *the place of the people* will have reached maturity and Australians will be able to take real pride in the achievement of a beautiful and vital National Capital.

The following plans illustrate indicative development. All projects, including building expansions and new development, would be subject to an agreed need, feasibility assessment and Government approval.

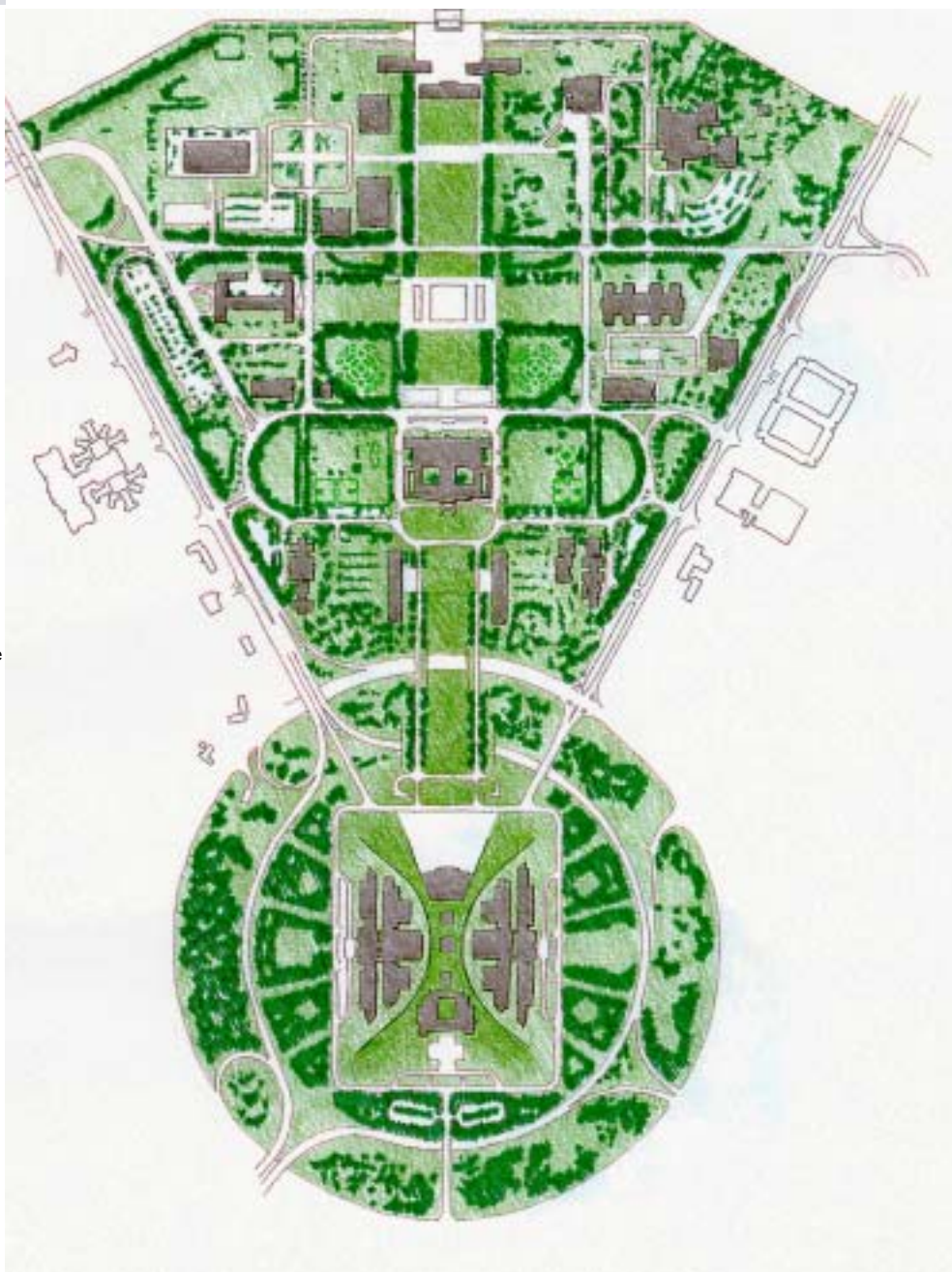


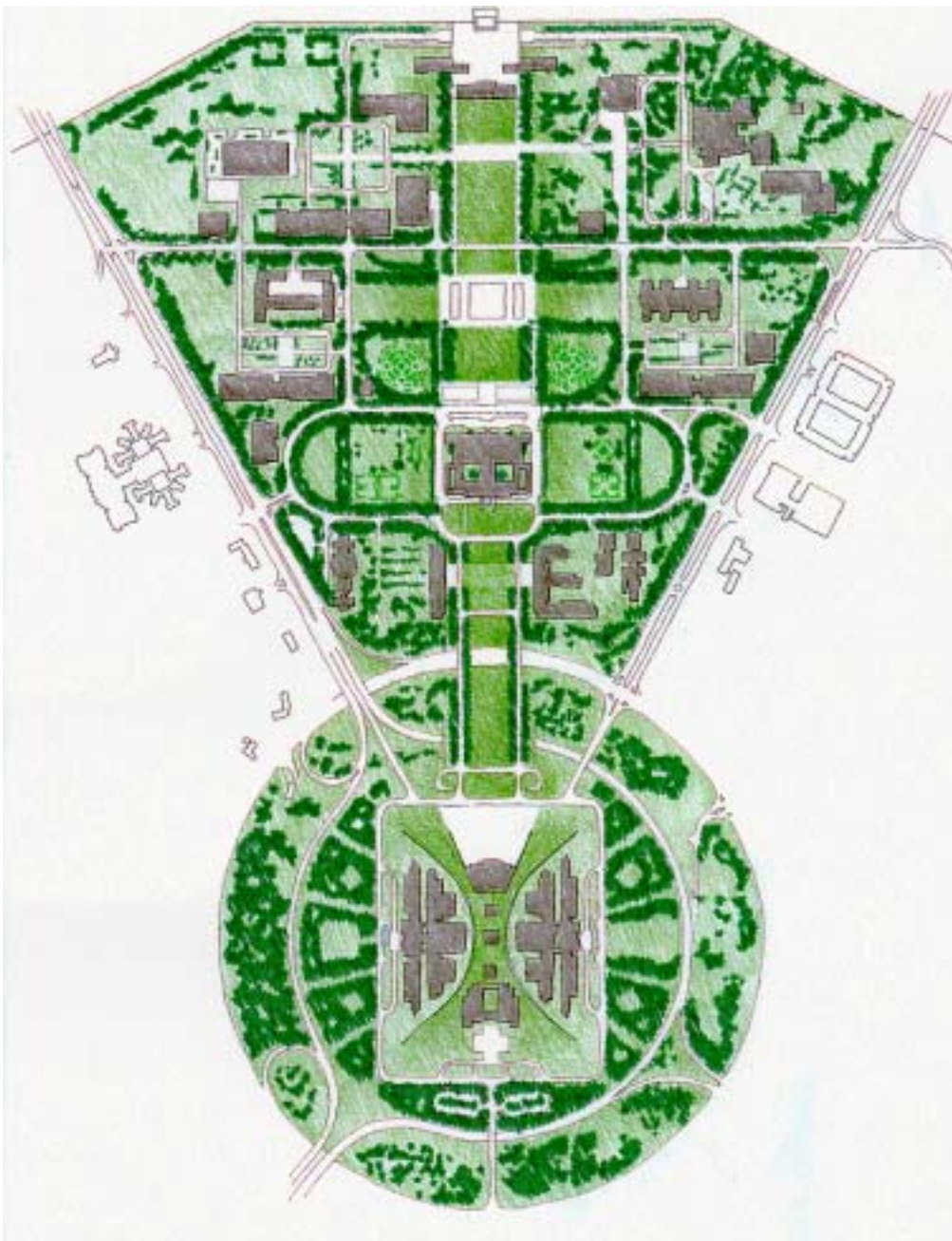
2001

- Conduct a design competition for Commonwealth Place and East-West Promenade
- Complete the Parkes Place fountains
- Complete Magna Carta Place
- Construct additional signage around the National Library and the National Science and Technology Centre
- Start Old Parliament House Gardens reconstruction
- Draft amendment to the National Capital Plan
- Prepare Design Development Guidelines for the National Library & National Gallery campuses
- Execute Memoranda of Understanding on the Management of the National Library and National Gallery campuses
- Prepare the Business Plan
- Establish the National Aerospace Centre funding program
- Undertake the Access Audit Plan
- Prepare the Cultural Policy
- Prepare a process for indigenous participation in the Walking Track
- Prepare Environmental Management Plan
- Prepare detailed strategy for Car Parking management and commence implementation
- Complete Phase 1 of Commonwealth Place (square paved, services provided and grass banks reinstated) and East-West Promenade
- Conduct a design competition for Constitution Place
- Conduct extensive Walking Track consultations
- Conduct a special design competition for whole (or part) of the Walking Track
- Investigate the operation of a Shuttle Bus Service
- Prepare a tree replacement program
- Establish the Avenue and Land Axis Planting program
- Commence construction of the Walking Track

2002–2012

- Allocate a prime reserved site for a new national institution
- Establish the National Library campus square
- Prepare Design Development Guidelines for the remaining campuses
- Ensure the remaining campus Memoranda of Understanding are in place
- Complete Constitution Place
- Complete the Old Parliament House Gardens reconstruction
- Complete the National Aerospace Centre (stage 1)
- Shuttle Bus Service established
- Complete Commonwealth Place
- Complete construction of the East-West Promenade
- Establish the King Edward Terrace streetscape
- Complete the Pedestrian Pathways
- Complete the Orientation and Interpretation systems
- Complete the Conservation Management Plans
- Complete the National Archives of Australia extension
- Complete the first building in the John Gorton campus
- Establish two parking stations (including amenities)
- Remove Bowen Place
- Complete the King Edward Terrace 'T' intersection with Kings Avenue
- Establish portal buildings as the 1st stage of Parliament House expansion
- Continue the Walking Track construction
- Continue the Tree Planting



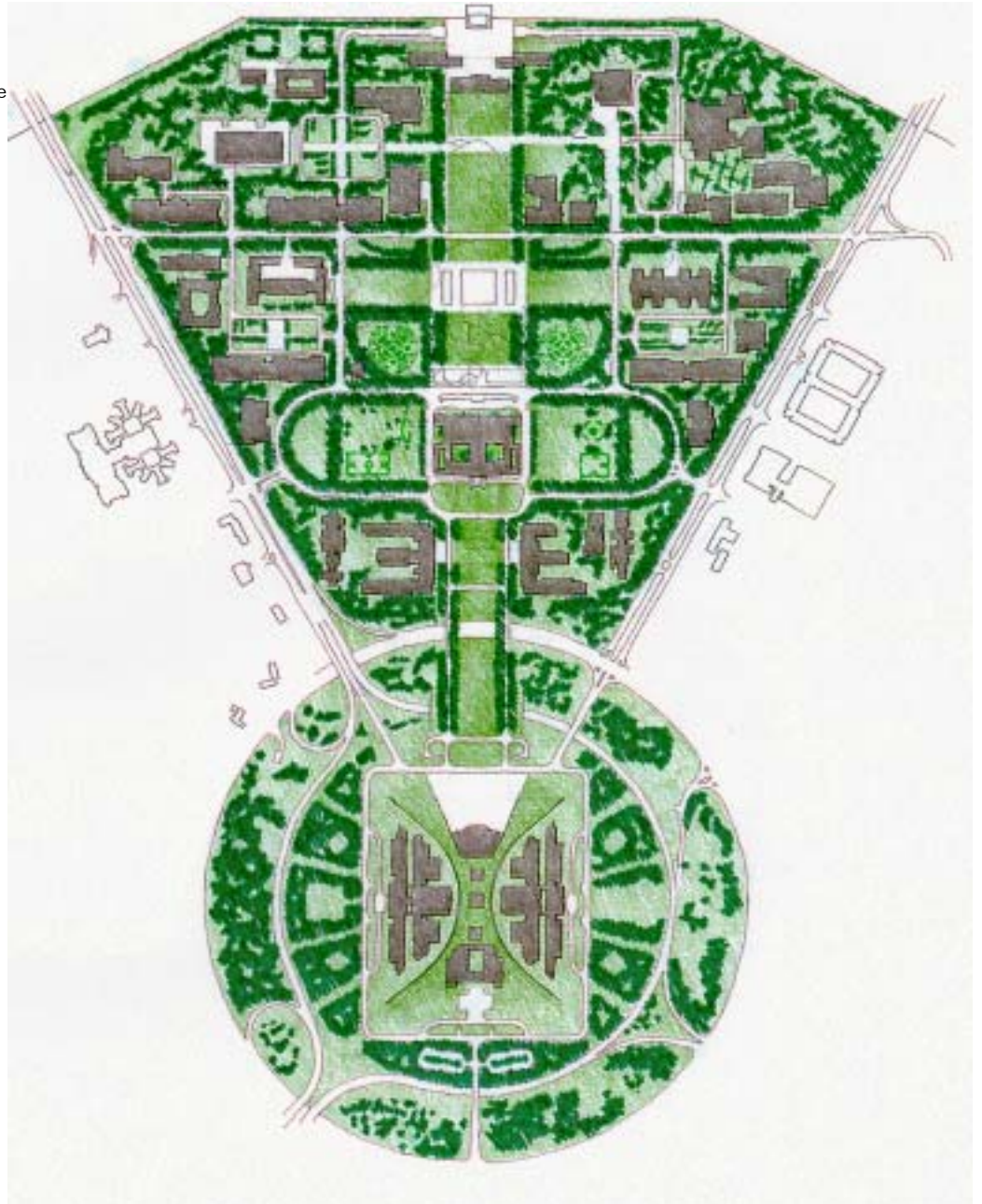


Before 2013–2025

- Allocate further reserved sites
- Complete the National Aerospace Centre (Stage 2)
- Establish the Treasury campus square
- Expand the National Gallery of Australia
- Remove Flynn Place
- Complete the King Edward Terrace 'T' intersection with Commonwealth Avenue
- Complete all car parking structures
- Walking Track in progress
- Continue the Parliament House expansion

2026–2050 and beyond

- Complete the Walking Track
- Consolidate all of the campuses
- Complete Parliament House expansion
- Review the Parliamentary Zone



Responsibility

The Commonwealth of Australia is responsible for the planning, design, development and land management of the Parliamentary Zone. The National Capital Plan, which came into effect in 1990, is the major statutory document that describes the Commonwealth's intentions for the development of the National Capital.

Whilst there are many stakeholders, key responsibility for the Parliamentary Zone is invested in:

- the National Capital Authority under the *Australian Capital Territory (Planning and Land Management) Act 1988*
- the Minister for Regional Services, Territories and Local Government under the *Australian Capital Territory (Planning and Land Management) Act 1988*, several Commonwealth Ordinances, and the *Parliament Act 1974*
- the Parliament of the Commonwealth of Australia under the *Parliament Act 1974*
- the Presiding Officers under the *Parliamentary Precincts Act 1988*
- the Australian Heritage Commission under the *Australian Heritage Commission Act 1975*

The National Capital Authority

The National Capital Authority is the statutory arm of the Government of the Commonwealth of Australia responsible for the custody and development of those areas of Canberra that are of national significance.

In the Parliamentary Zone, the National Capital Authority is responsible for works approvals for all building and landscape projects, and for planning and management of public land, including services and public events.

The character of the Parliamentary Zone is also the responsibility of the Authority and it is required to undertake projects for the enhancement and maintenance of public places. These projects include commemorative works, parks, gardens, tree plantings, fountains, paths, car parks, jetties, signage and lighting.

The Authority fosters an awareness of Canberra as the National Capital and facilitates and manages significant events and ceremonies in the Parliamentary Zone.

The National Capital Authority is committed to ensuring that the National Capital is a source of pride for all Australians – a place that embodies our heritage, aspirations, unity and values.

The Minister for Regional Services, Territories and Local Government

The Minister is responsible for approving amendments to the National Capital Plan and for laying works proposals for the Parliamentary Zone before both Houses of Parliament.

The Minister has a major role to ensure that Canberra remains a National Capital that provides a common link to all Australians.

The Parliament of the Commonwealth of Australia

The Parliament of the Commonwealth of Australia takes a profound interest in the development and enhancement of the National Capital. Clear responsibilities are evident in:

- *The Parliament Act 1974* which requires that works undertaken in the Parliamentary Zone must have the approval of both Houses of Parliament
- The appointment of a Joint Standing Committee on the National Capital and External Territories to inquire into (amongst other things) matters associated with works in the Parliamentary Zone
- The process for amendment to the National Capital Plan whereby approved amendments may be disallowed by either House of Parliament.

The Parliament of the Commonwealth of Australia will have a major role in guaranteeing that the Parliamentary Zone is revitalised in accordance with its national significance.

The Presiding Officers

The President of the Senate and the Speaker of the House of Representatives are the Presiding Officers of the Parliament of the Commonwealth of Australia and have responsibility for the control and management of Parliament House and the Parliamentary Precincts.

The Presiding Officers have a particular interest in making Parliament House and its setting real symbols of democratic government at work for all Australians.

The Australian Heritage Commission

The Australian Heritage Commission encourages the public to take an interest in the natural and cultural environments that are of special value and significance to our nation. The Commission seeks to engender a greater understanding of heritage issues and advises on the protection of the National Estate. The Commission is concerned that no actions are taken lightly that would have an adverse effect on the estate.

The Parliament House Vista – with the Parliamentary Zone and Old Parliament House at its centre - is a place which is entered on the Register of the National Estate. A number of individual buildings and sites in the Zone also appear on the Register of the National Estate Database including the National Rose Garden, the National Library of Australia, the King George V Memorial, the Sculpture Garden and the John Gorton Building.

The Commission will be the advocate for heritage values in *the place of the people* making sure that this important cultural environment remains relevant for future generations.

The National Capital Plan

The object of the National Capital Plan is to ensure that Canberra and the Australian Capital Territory are planned and developed in accordance with their national significance. As such, the Plan articulates and underpins the Commonwealth's intentions for the National Capital.

Within the National Capital Plan there are principles, policies and detailed conditions for planning, design and development in the Parliamentary Zone. In particular, the Plan currently stipulates that development must be guided by the 1986 Parliamentary Zone Development Plan.

Procedures for amending the National Capital Plan are set out in sections 14 to 24 of the *Australian Capital Territory (Planning and Land Management) Act 1988*. In essence, amendment of the National Capital Plan requires public consultation, liaison with the Australian Capital Territory planning authority, submission to the Minister for Regional Services, Territories and Local Government for approval, and Parliamentary scrutiny.

Actions

In recognition of the national symbolism and significance of the Parliamentary Zone, it is important that this review has currency. Different Governments and generations of managers, planners and designers will be asked to make considered judgements about the Parliamentary Zone. Whilst flexibility is desirable, clear guiding principles and comprehensive urban design and management policies are required to ensure that the Parliamentary Zone does not deteriorate and lose its meaning and relevance.

Implementation will be achieved through:

The Corporate Business of the National Capital Authority

The Review will drive the corporate objectives of the National Capital Authority for the Parliamentary Zone. Many initiatives have already been incorporated into the Authority's 1999 – 2000 Business Plan and Works and Land Management programs. This will continue to happen in accordance with the proposed implementation staging. The Authority is committed to delivering *the place of the people*.


Amendment to the National Capital Plan

The objectives and initiatives developed during this review will complement and enhance the principles and policies in the National Capital Plan. Whilst the initiatives are consistent with the objectives of the National Capital Plan, changes will need to be made to the detailed provisions of the 1986 Parliamentary Zone Development Plan.

For a number of the initiatives to have a real effect - such as the Cultural Policy and the Campus planning - amendment to the National Capital Plan will be required.

As part of the implementation of this review, it is proposed that a draft amendment of the National Capital Plan be prepared. There may also be amendments to incorporate principles and policies or detailed requirements that derive from development of the initiatives, for example urban design principles and policies for the various campuses.

Amendment to the National Capital Plan will provide an opportunity for the Australian community and Government to endorse the future planning policy and development directions for *the place of the people*.



Monitoring and Review

The National Capital Authority will monitor and review progress on implementation. Regular reports will be provided to the Commonwealth Government and to the public.

The success of the initiatives in meeting the review's objectives will be tested by appraising the satisfaction of the major stakeholders – the Australian people.

The Parliamentary Zone Review Advisory Panel members have been invaluable to the review process. The Authority will continue to seek expert advice and critique on major initiatives as they develop.

Specific archives will be established to record progress on implementation, and events of significance.



Consultation and Participation

The consultative and participatory approach that has been taken during this review will continue for a number of the major project initiatives.

Policy development work will be undertaken in consultation with stakeholders and with the input of expert advice. Major new policy or policy changes may require particular endorsement by the Commonwealth Government.

Major public place projects, commemorative works, artworks, and the design and siting of buildings will be undertaken in consultation with proponents and interest groups and with the approval of the National Capital Authority and the Parliament of the Commonwealth of Australia.

Cultural events and activities will include many people from the community whose views and expectations will be incorporated into planning and whose participation will enrich the occasions.

All Australians have an opportunity to make comment on proposed amendments to the National Capital Plan. Amendments to the Plan are subject to the Minister's approval and either House of Parliament can disallow them, in whole or in part.

There will be on-going opportunities for many people to contribute to the establishment of the Parliamentary Zone as *the place of the people*.

APPENDICES

PEOPLE IN THE NATIONAL CAPITAL

Photography competition commissioned by
the National Capital Authority in 1999
for second year students at
Canberra Institute of Technology



First Prize ~ Penny Boyer



Second Prize ~ Steve Woods



Third Prize ~ Gary Lynach

- Purpose of the Review
- Review Process
- The National Capital Plan
- Principles and Policies
- Method
- Historical Master Plans
- Study Context
 - ~ Site and the Central National Area
 - ~ Urban Context
 - ~ Heritage Context
 - ~ Environmental Context
- Buildings and Users
- Consultations
- Bibliography
- Project Credits



Purpose of the Review

In 1986, the National Capital Development Commission (NCDC) published the Parliamentary Zone Development Plan (PZDP). The purpose of this plan was to:

...establish a physical pattern of roads, subdivision and potential building sites as a basis for future development proposals...

The plan was based on four principles:

- Complete the Griffin Land Axis.
- Identify sites for future buildings.
- Progressively improve the quality of the landscape.
- Improve transport, parking facilities primarily for visitors, and consumer facilities.

Two years after this plan was prepared, the New Parliament House was opened and within another year the Australian Capital Territory had self-government, and the National Capital Plan was written.

The Commonwealth ensured that its interests and intentions were maintained in the planning, design and development of the Territory, by establishing the National Capital Planning Authority (NCPA). As part of its functions, this agency was charged with the preparation and administration of the National Capital Plan and was the sole planning agency responsible for Designated Areas – those areas of land that have the special characteristics of the National Capital.

Chief amongst these Designated areas is the Central National Area (CNA), of which Lake Burley Griffin and the Parliamentary Zone are at the heart.

The National Capital Plan used as its basis the 1986 Parliamentary Zone Development Plan in regard to the policies and principles set out for the Parliamentary Zone. While this document proposed future national institutions and associated infrastructure works in a Washington-styled 'mall' along both sides of the land axis, little of the plan has eventuated. Only the National Science and Technology Centre and associated

siteworks conform to the 1986 plan. Nothing else has been built.

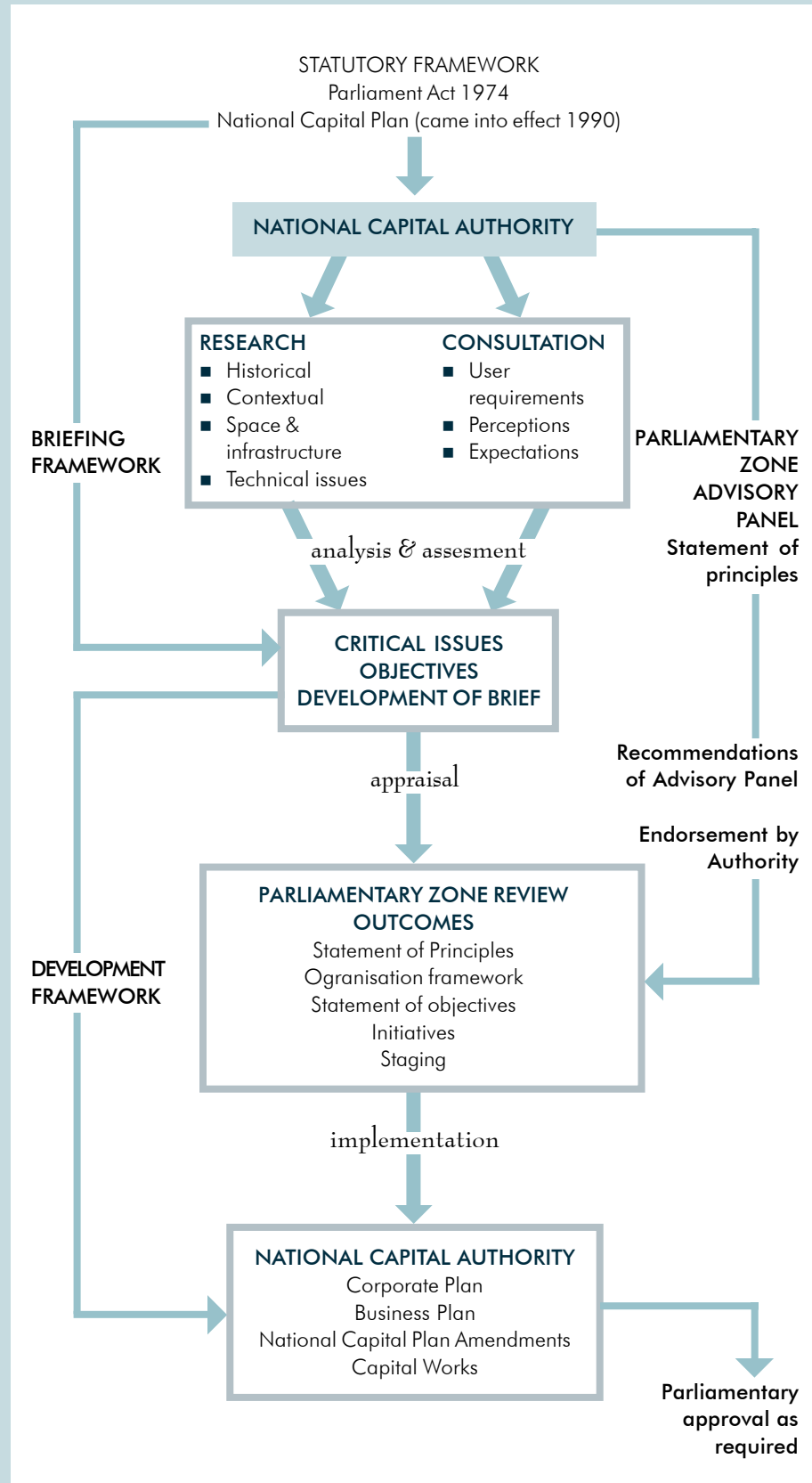
In 1995 the NCPA undertook the Central National Area (CNA) Study which encompassed all the designated areas around Lake Burley Griffin. As part of the study, research was undertaken into Australian's views of the National Capital. This CNA Study produced (or proposed) several projects such as the Parkes Place Conservation and Management Plan; Master Plans for the National Gallery of Australia/High Court of Australia Precinct and Old Parliament House Gardens; the King Edward Terrace Streetscape Plan; and the Placemaking and Wayfinding study. Shortly thereafter, in July 1996, the NCPA's name was changed to the National Capital Authority (NCA).

In 1998 the Federal Government announced that the National Capital Authority would be undertaking a strategic review of the Parliamentary Zone and would initiate the development of a master plan. By this time certain aspects of the Zone were considered to be major public planning concerns. These concerns included, the perceived lack of vitality in the Zone, through traffic and car parking, problems, the physical isolation of major buildings from each other, an ageing landscape and the need for a greater level of interpretation and representation of our diverse heritage.

The continued success of the important national institutions and the Federal Government's recent commitment to a continued departmental presence through the refurbishment of the Administration (now John Gorton) and Treasury Buildings, have added impetus for these concerns to be addressed in this review.

As well as responding to current issues, the objective of this review has been to refresh and promulgate a historical vision for the Parliamentary Zone. The review also provides an innovative and practical procedure for translating this new vision into reality.

Review Process



The National Capital Plan: Principles and Policies

The *Australian Capital Territory [Planning and Land Management] Act 1988* created the statutory framework and the division of responsibility between Federal and Territory governments for the management of Commonwealth land in the Australian Capital Territory (ACT). Under the ensuing legislation, the National Capital Plan came into effect in 1990. The object of the Plan is to ensure that Canberra and the Territory is planned and developed in accordance with its national significance.

The Parliamentary Zone, which is the “physical manifestation of Australian democratic government and is the home of the nation’s most important cultural and judicial institutions and symbols” (National Capital Plan 1990), is at the core of the Commonwealth’s interest in the planning of the Capital.

The *Parliamentary Precincts Act 1988* defines the extent of the Zone. This Act provides that no building or other work can be erected on land within the Zone unless:

- the President of the Senate and the Speaker of the House of Representatives jointly have; or
- in any other case the Minister has;
- caused a proposal for the erection of a building or work to be laid before each House of Parliament and the proposal has been approved by resolution of each House.

The National Capital Authority is also required to give works approval under the *ACT (Planning and Land Management) Act 1988* before any construction can be undertaken.

The National Capital Plan addresses the Parliamentary Zone by listing the following principles and issues:

1.1.2 Principles for the Parliamentary Zone

- (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 National Capital.
- (2) Opportunities should be taken 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

- (1) Major national functions and activities that are closely connected with the workings of the 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.
- (2) The preferred uses of 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.
- (3) 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.
- (4) 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.

In addition, the National Capital Plan refers to the Parliamentary Zone Development Plan (National Capital Development Commission 1986) as the document which it is to guide all future development.

Method

Research

A detailed literature and plan search was undertaken concentrating on a series of sources relevant to the Parliamentary Zone. Although some of this material has been eclipsed by later events, it reveals something of the Zone's planning and social history and provides a context for many of the decisions that have been made over time. To communicate something of this context, the material has been distilled into a 20th Century Chronology charting national events in politics, economics, federalism, infrastructure development, Canberra. (refer to Parliamentary Zone Review Background Papers)

Advisory Panel

Early in the project the Authority appointed an Advisory Panel to assist with the review. Chaired by Authority member, James Birrell, the panel also included Michael Ball, Romaldo Giurgola, AO, Geraldine O'Brien and Professor James Weirick.

Consultation

To canvas the opinions and ideas of people in regard to the development of the Parliamentary Zone, a program of consultation was conducted across a broad cross-section of people. Focus Groups were convened in many Australian locations to record what the public thought of Canberra and to get their response to some early project initiatives. Detailed briefings and discussions were held with some 27 Stakeholder groups, including the national institutions and Government Departments in the Zone, business, community and key national design and planning professional groups.

Statement of Principles

The Advisory Panel developed a Statement of Principles to guide and focus the work of the review. This fundamental piece of work resulted in the projects theme - *the place of the people*.

Identification of Critical Issues

In the next stage of work the results of the research, the various consultation inputs and an appraisal of the existing condition of the Zone were used to compile a list of Critical Issues for the review. The issues that have been highlighted in the review are those that will make the Parliamentary Zone *the place of the people*.

Organisational Framework

The Organisational Framework was developed to show how future development in the Zone could be ordered to meet the Statement of Principles. This Framework is essentially spatial principles that reflect the important fundamentals of the original Griffin design and highlight the relationship between functions, building and landscape.

Objectives

In response to the analysis of the critical issues, a set of project objectives was developed. These objectives elaborate on the Statement of Principles and are important in qualifying the character of the future development of the Zone.

For each objective, a series of intentions to further guide development have been identified.

A number of key initiatives, have also been listed against each objective.

The project objectives, the intentions and initiatives combine to form a Statement of Objectives.

Initiatives

The initiatives are major works, plans, policies and other projects that address the objectives and intentions. The scope of these initiatives and their importance in developing the Parliamentary Zone as *the place of the people* have been described in the report.

Implementation of the Plan

Implementation of the initiatives outlined is to be incremental over a 50-year period. To illustrate how this might occur, the years 2001, 2002-2013, 2014-25 and 2026-2050 onwards have been selected as the four stages of implementation. 2001 and 2013 are to be important dates for Canberra. In the first year of the 21st century, the nation will be celebrating the Centenary of Federation; 2013 will be the centenary of the naming of Canberra. Beyond these dates, the time frames of 2014 – 25 and 2026 – 2050, are nominal and include hundreth anniversary of important events in the Capital. These periods have also been used to illustrate what can be achieved over the fifty years with consistent commitment and investment in the Parliamentary Zone.

To supplement government funding, the Authority is developing a business plan to indicate how financing and operation of the initiatives might be accomplished.

Historical Master Plans

The following sequence of master plans summarises the planning and design history of the Parliamentary Zone. The first of these plans is the Griffin Plan of 1918 which was the basis of the final plan which was given legal standing through gazettal in 1925.

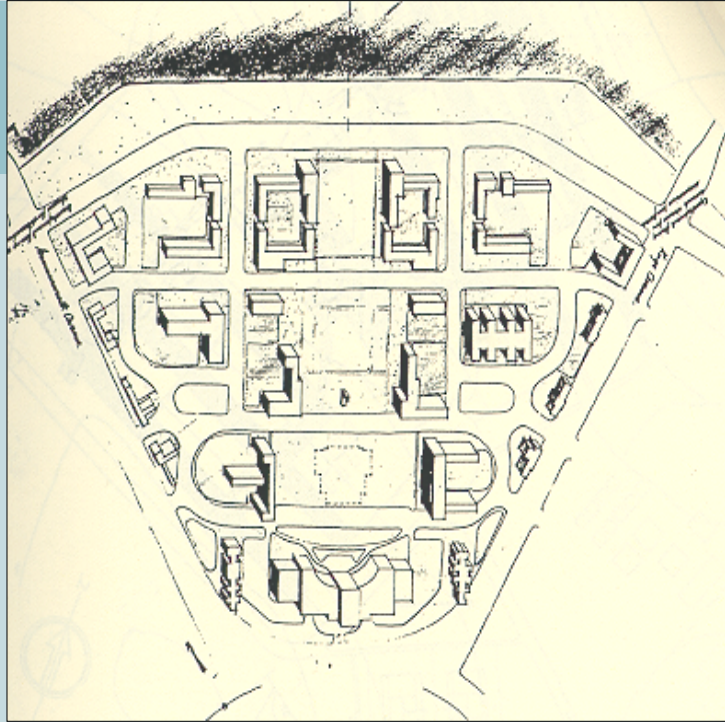
The last is the 1986 Parliamentary Zone Development Plan prepared by the National Capital Development Commission (NCDC) .

All the plans are presented as they were drawn.



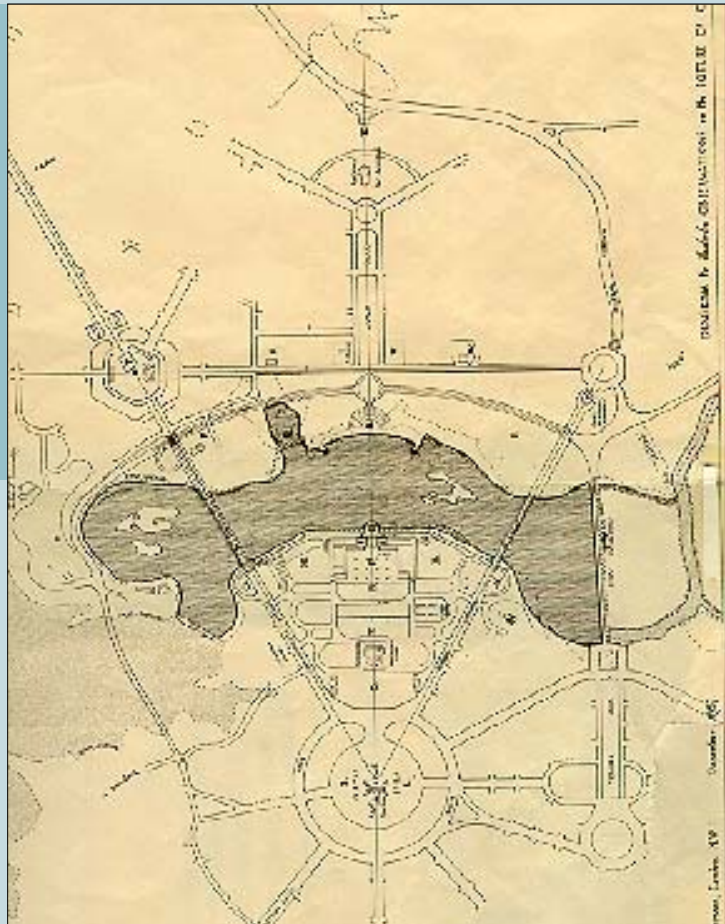
The 1918 Griffin Plan as codified in the 1925 Gazetted Plan for Canberra

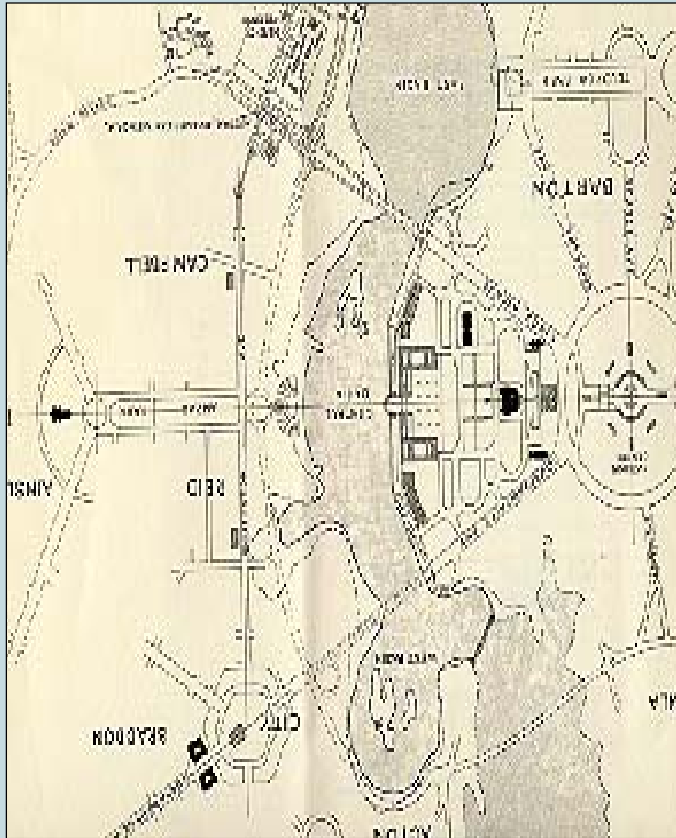
Department of
the Interior
proposal,
1954



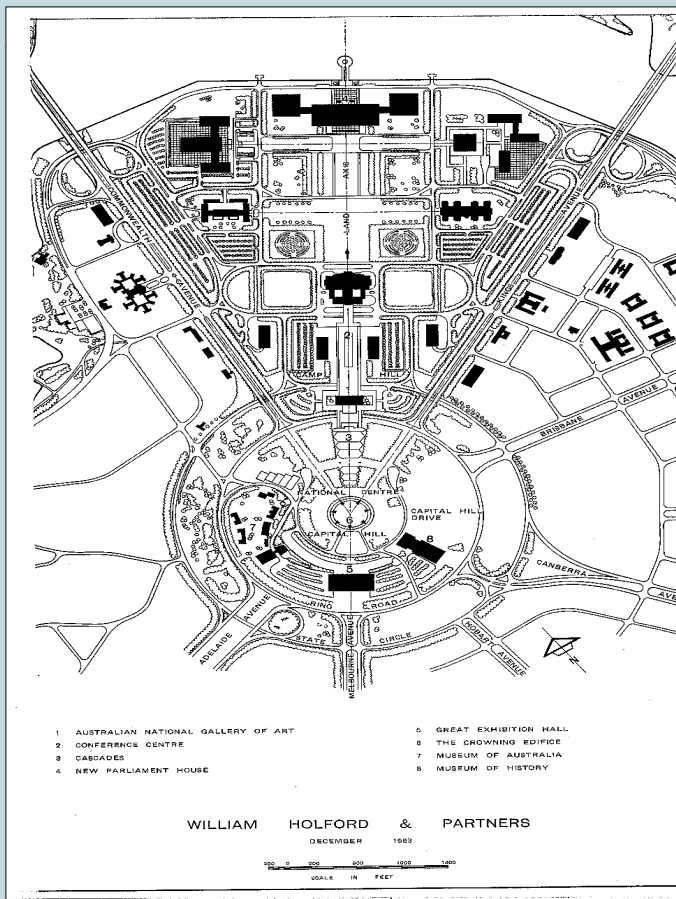
Plan prepared
by Lord Holford
(commissioned
by the NCDC to
review the
Development of
Canberra)

"Diagram to
Illustrate
Observations
on the Future
Direction of
Canberra",
December 1957



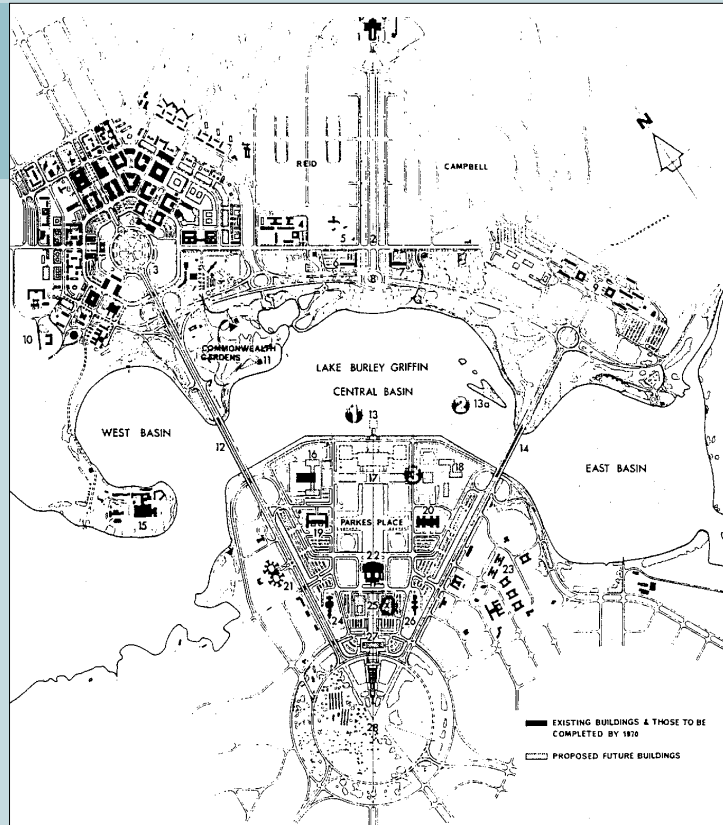


The 1958 NCDC response to Lord Holford's plan adopting his proposal for a lakeside Parliament House

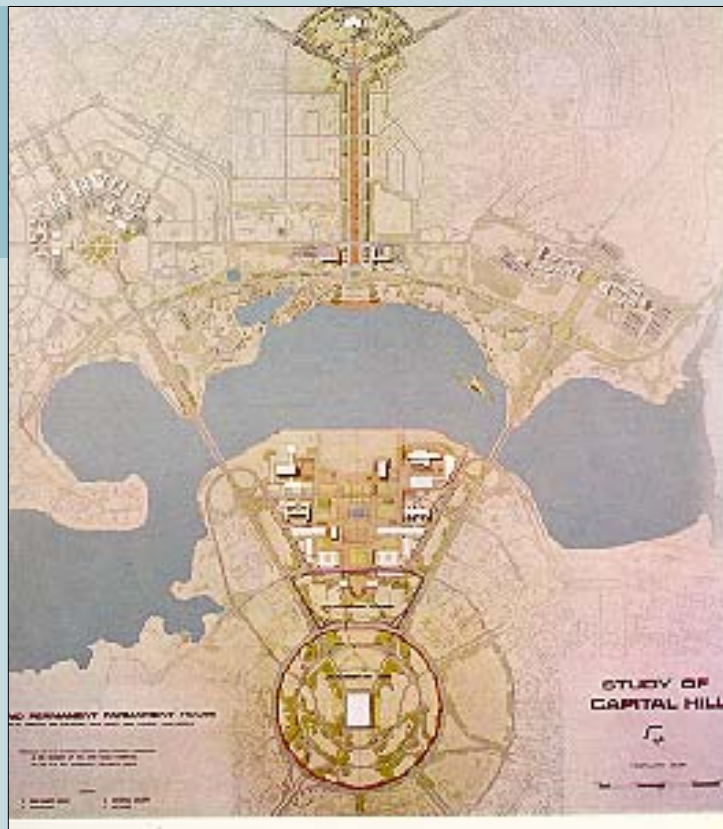


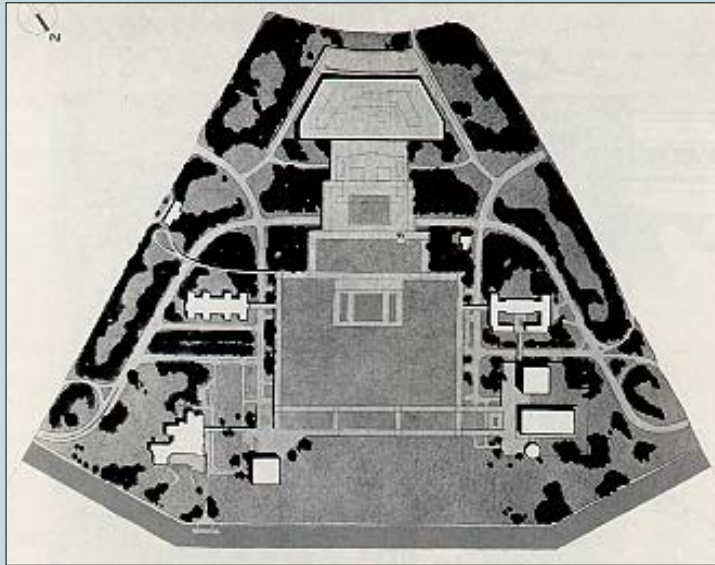
Lord Holford's plan of December 1963 showing the National Gallery of Australia on Camp Hill, the National Library of Australia masterplan and the incursion of expressway roads and interchanges into the Parliamentary Zone

Canberra, the
Central Area,
NCDC February
1965



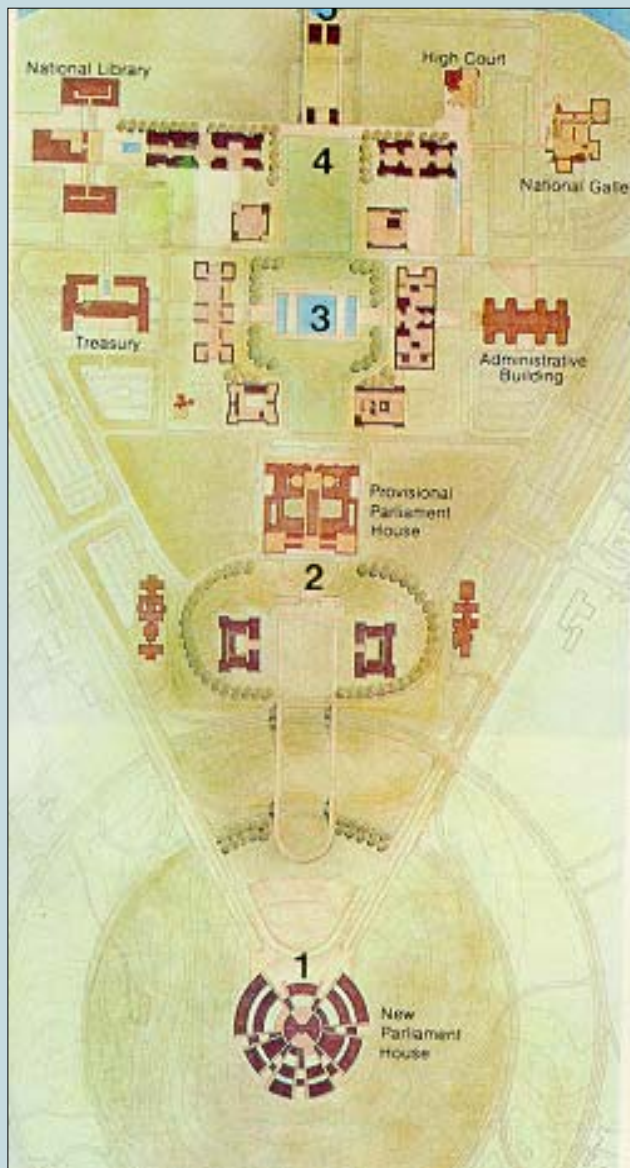
Comparative
Study of Camp
Hill and
Capital Hill for
the siting of
Parliament
House, NCDC
1969





Parliamentary Zone Planning Design Study, NCDC, 1971. The High Court of Australia and National Gallery of Australia are linked to the National Library of Australia with a major footpath.

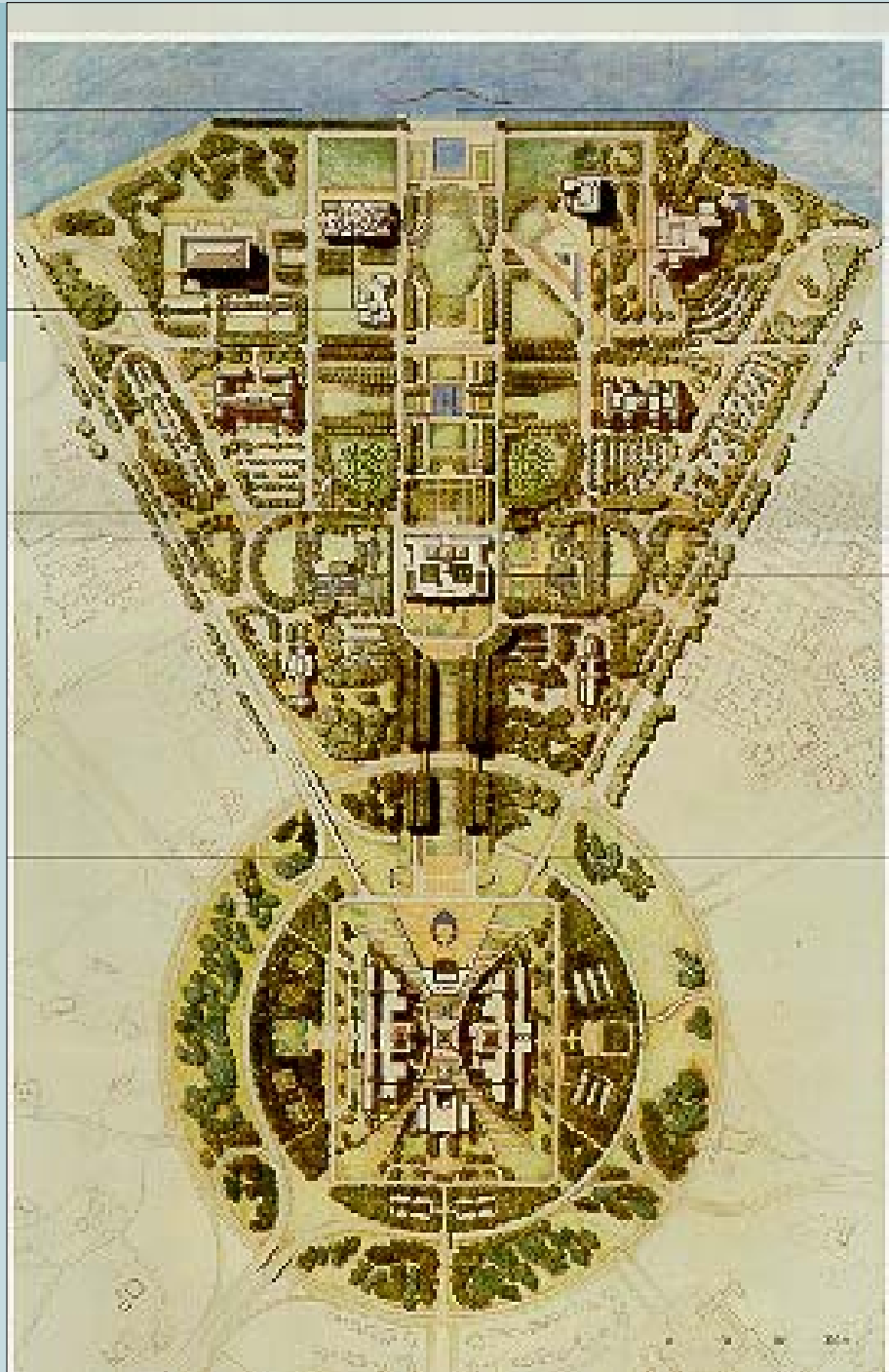
NOTE: Parkes Place is rebuilt as a grand-scale square and Parliament House is on Camp Hill



Parliamentary Zone Planning and Design Study, NCDC 1980.

NOTE: Parliament House is on Capital Hill and the overall scheme echoes the 1918 Griffin model.

Parliamentary Zone Development Plan, NCDC 1986. The plan was based on styling the Land Axis on the Washington Mall. It identified a site for a new National Archives of Australia building north of the National Science and Technology Centre.



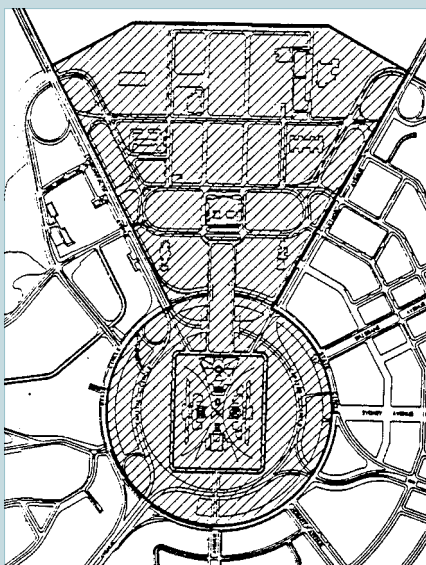
Study Context

The Site and the Central National Area

The study area for the review is the Parliamentary Zone as defined in the *Parliamentary Zone Act 1974* and as amended by the *Parliamentary Precincts Act 1988*. In these acts the Parliamentary Zone is described as:

... the area of land bounded by the lines commencing at a point where Commonwealth Avenue intersects State Circle ... and thence in a northerly direction along Commonwealth Avenue to Lake Burley Griffin ... and thence extending in an easterly direction along the shore of Lake Burley Griffin to a point where Kings Avenue intersects with the said Lake shore ... and thence in a southwesterly direction along Kings Avenue to State Circle ... and thence in a straight line, being an extension of Kings Avenue to its intersection with Capital Circle and thence clockwise around Capital Circle to a point where it intersects with a straight line extending Commonwealth Avenue from the point of commencement ...

To place the work of the review in a



Parliamentary Zone as defined by Schedule 3 of *Parliamentary Precincts Act 1988* and as inserted into *Parliament Act 1974*

meaningful context, it is appropriate to consider where the Zone fits in the plan of the Capital.

The Parliamentary Zone is a key element in the physical plan of Canberra and by virtue of its symbolic importance is at the core of the Central National Area. This area is that which clearly exhibits the special characteristics of the National Capital and embraces the main National Capital uses and national institutions (National Capital Plan, p17).

The Central National Area is described as:

- The Parliamentary Zone and its setting
- Lake Burley Griffin and Foreshores
- the Australian National University
- the Australian Defence Force Academy
- Royal Military College, Duntroon
- Campbell Park and the Canberra Airport
- Royal Australian Air Force Base Fairbairn
- The diplomatic areas at O'Malley and West Deakin

The 'Parliamentary' or 'National' Triangle is not delineated in any statutory sense, however, it is an identifiable area and one that is important to understanding Griffin's plan for Canberra. In essence, the three points of Capital Hill, City Hill and the Russell Apex, and the connecting avenues of Commonwealth, Kings and Constitution define the triangle. More broadly, the Triangle encompasses Parliament House, the Parliamentary Zone, Kings and Commonwealth Parks, ANZAC Parade and the Australian War Memorial.

Urban Context

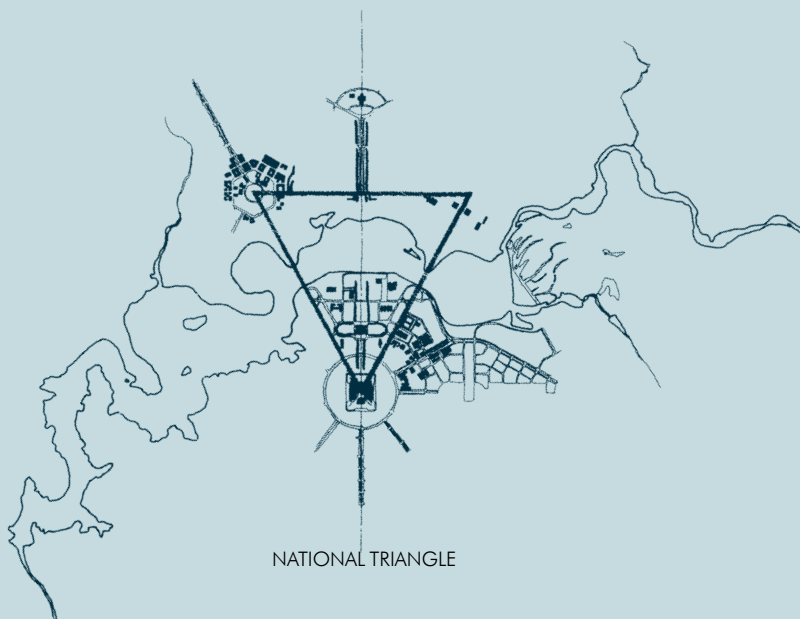
The Canberra plan of Walter Burley Griffin, and the city which has evolved from it over time have a definite geometric centre and considerable embodied symbolism.

From its conception the Griffin plan was centric. It was built up step-by-step,



commencing with the natural setting of mountains and the Molonglo River valley. At its centre it focused on a place marked by the coincidence of a massive triangle and an artificial lake. At the apex of the triangle, Griffin placed what he called 'the Capitol' - a structure symbolising the Australian people, their values and achievements.

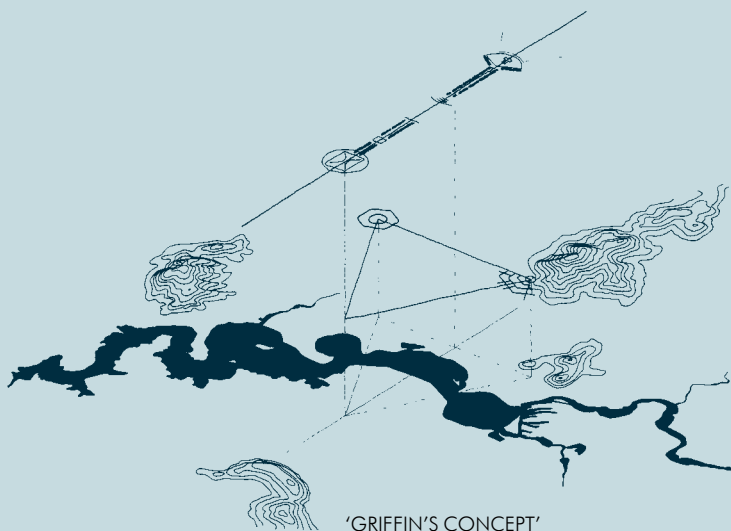
Inside the main triangle, Griffin defined a smaller triangle that bordered the southern edge of the lake and contained the Government Group. Griffin located the Parliament House on Camp Hill (behind Old Parliament House).



Across the lake, the Civic and Market Centres signposted the other two corners of the main triangle. These apexes were connected to the third, the 'Capitol', by three avenues, Commonwealth, Kings and Constitution. This last avenue connected the two urban centres and established a base to the triangle, that Griffin called the 'Municipal Axis'.

Two axes gave the city its cohesion: a Land Axis joining Griffin's 'Capitol' Hill to Mount Ainslie and secondly, an east-west Water Axis, which was more abstract than real, but which provided Griffin with another formal element that joined the city to its natural environment.

Griffin envisaged a city of 25,000; Canberra is now a city of more than 310,000. The *Plan of Layout of the City of Canberra and Its Environs* was gazetted in 1925 and has been gradually modified and implemented according to the planning values and needs of successive generations. The form of the city we have today is a product of rapid growth in the 1960s and 1970s and the National Capital Development Commission's management of that growth.



At the core of the city, Griffin's original plan has been partially realised. Two sides and two points of Griffin's larger triangle have

been developed and the remaining point and base will be physically defined with the completion of the extension of Constitution Avenue to the Russell Apex in 2000. However, the smaller inner triangle, the Parliamentary Zone, remains relatively incomplete.

The Parliamentary Zone has been the subject of numerous master plans and its current fragmented form is the legacy of those studies. The road pattern in the Zone is a hybrid of 1920s formal *beaux arts* design concepts around Parkes Place and Old Parliament House with 1970s freeway interchanges (at the entries and edges of the Zone). Of the buildings in the Zone, only two, the John Gorton and Treasury buildings, are sited in positions determined by reference to the original Government Group of the Griffin plan. The protracted decision making process [c1920 - 1974] regarding the site for Parliament House itself, brought about the construction of two houses, [opened in 1927 and 1988] neither of which are on Griffin's nominated site of Camp Hill.

Of the panoply of government departments originally planned for the Zone, only two are located there. The other departments are located across Kings Avenue into the Barton district, around State Circle or out into the town centres of Canberra.

The Parliamentary Zone has, however, retained its potential to be developed as a place of national and popular meaning. The siting of the permanent Parliament House on Capital Hill in place of Griffin's 'Capitol' building, does not affect the potency of the idea for a national people's place, nor remove the need for it. Similarly the development of the cultural buildings and the High Court of Australia on the lakefront present opportunities for new works that can integrate them and give a greater sense of cohesion to their siting.

There are several features from previous plans for the Zone that are worth developing into any future scenario. These include:

- A** The Zone being developed as the focus of national consciousness. This was originally embodied in plans for the Capitol and subsequently realised in part in the Australian War Memorial and Parliament House.
- B** The Zone, particularly the landscape, being an appropriate 'vehicle' for the reconciliation between Indigenous and non-indigenous Australians and for an expression of the ethnic diversity of the national community.
- C** The opportunity for a central plaza or gathering place that embodies the idea of national unity and represents ordinary people and their stories.
- D** The nexus between formal, geometric design and the landscape being developed to create meaningful, useful spaces. This was a hallmark of the Griffin work.
- E** The need to balance the cultural and political institutions in the Zone so that it is not merely Parliament's front garden, but a garden that is of interest to every citizen.

Heritage Context

A number of Parliamentary Zone sites and buildings appear on the Register of the National Estate, or on the Register of the National Estate Database, both maintained by the Australian Heritage Commission. Inclusion on the Register itself has legal status under the *Australian Heritage Commission Act 1975*. The Parliament House Vista which is listed on the Register has the Parliamentary Zone and Old Parliament House at its centre.

The Central National Area has a strong sense of symmetry based on the Land Axis. The Parliament House, Old Parliament House and the Australian War Memorial are located on the axis. In addition, the landscape features of Federation Mall, Parkes Place and ANZAC Parade are also located on the axis. Other major features in the area are generally balanced about the axis. These include: East and West Blocks, the gardens of Old Parliament House, the Portal Buildings, the eastern and western parts of the National Rose Gardens, the John Gorton and Treasury buildings, the National

Gallery of Australia/High Court of Australia group and the National Library of Australia/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 about the Land Axis.

The national triangle and the Land Axis extending along ANZAC Parade form one of the notable twentieth century urban axes in the world and have a scale and proportion that convey a sense of the 'majestic' which is only fitting for a national capital.

Other sites of heritage significance in the Parliament House Vista include Old Parliament House and its Curtilage, the National Rose Gardens, the King George V Memorial, the Commencement Column Monument, the Capital Circle Geological Unconformity, East and West Blocks, the John Gorton [Administration] Building, the National Library of Australia and surrounds and the Aboriginal Tent Embassy. The Australian National Gallery Sculpture Gardens and Parliament House are listed as 'Indicative'.

Environmental Context

Prior to the development of Canberra, the landform of the Parliamentary Zone consisted of several small rounded knolls, rising above the flood plain of the Molonglo River to Capital Hill. The first knoll, Cork Hill, was located between the lake edge and King Edward Terrace. The second, Camp Hill, is located behind the Old Parliament House and was Griffin's proposed location for the permanent Parliament House. When Lake Burley Griffin was constructed in the 1960s, two terraces adjacent and parallel to the lake edge were created. At this time Cork Hill was removed and a large level area was formed on the Land Axis between the foreshore terraces and King Edward Terrace. This area is now used as a venue for many national and regional events. Camp Hill was regraded when Federation Mall and the associated road works for Parliament House were constructed.

The Parliamentary Zone now rises a total height of 61 metres (from the top of the lake edge wall at RL556 metres, to ground level at the base of the Parliament House flagpole

at RL617 metres). On the Land Axis back from the lakeshore, a steep embankment rises approximately 8 metres to form a grassed terrace at RL564 metres. The land then rises gently up the Land Axis to the base of the steps at the entrance to Old Parliament House. Behind Old Parliament House, Federation Mall rises evenly to the forecourt of New Parliament House at RL591 metres. The original form of Capital Hill is expressed in the architecture of Parliament House. From the centre line of the land axis, the land gently falls away towards Kings and Commonwealth Avenues.

The gentle falling slope of the Land Axis from Old Parliament House to the top of the lake shore terraces reflects the catenary curve of ANZAC Parade, which rises up from the northern shore of the lake towards the Australian War Memorial.

The landform of the Zone provides good views over Lake Burley Griffin from several key areas. From the steps of Old Parliament House, there are views over most of the Central Basin and from the open areas of the Land Axis, particularly the terraces, there are quite expansive water views.

Soils within the Parliamentary Zone are generally poor and underlain with sedimentary rock which is invariably less than 1.0m from the surface, particularly in the area between King Edward Terrace and Lake Burley Griffin where Cork Hill was removed. Extensive site preparation of ripping, excavation and supplementary topsoil placement is generally necessary to provide adequate growing conditions for trees.

Canberra's climate is a cool temperate: mean annual rainfall is approximately 635mm and is usually evenly distributed throughout the year with an average daily temperature range of 20 to 7.1 degrees Celsius. However, occasional conditions of extreme heat and dryness in summer, and extended periods of severe frosts in winter, have a significant effect on plant growth and survival. Prevailing winds are from the north west and are adverse in winter, particularly when combined with low temperatures. Whilst the foreshore is very exposed to winds, tree cover throughout the remainder of the Zone offers some shelter. In summer the lake increases the humidity of the

immediate environment and has a cooling effect, particularly when wind blows across it towards the site.

Before Canberra became the National Capital the area was cleared of the native woodland for grazing stock. Today the landscape of the Parliamentary Zone is a mixture of exotic and native species that represent several historical layers related to the site's development. The basic structure of the landscape reflects the Griffin geometrical design and road plan.

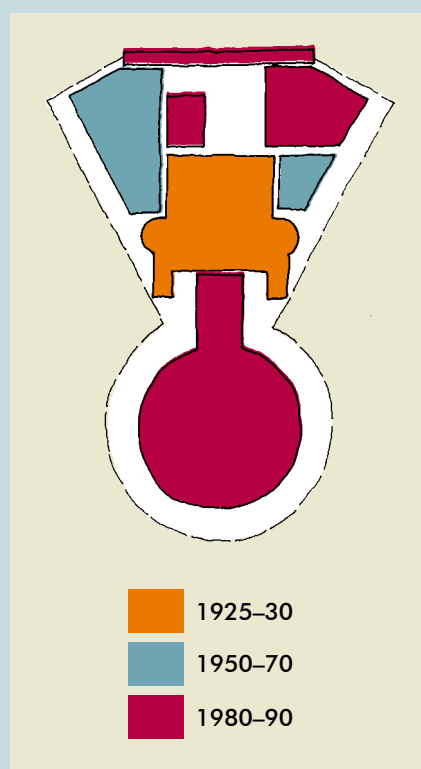
Landscape development in the Zone relates to three character periods. The earliest stage of landscape development came with the opening of Provisional Parliament House in 1927. This initial layer of landscape is exotic in character and uses evergreen coniferous trees for structure and deciduous trees for accent. No doubt the selection of these species was a response to the need for shade and shelter in an area exposed to the strong north-westerly winds. The layout was formal with richly detailed garden areas. The basic structure of this landscape remains but has been progressively degraded with each change to the road layout and inconsistent maintenance over time. The exotic species of the original landscape are now reaching maturity and require a high level of maintenance.

A variety of styles emerged in the three post war decades with the construction of Lake Burley Griffin and the National Library of Australia and improvements to Kings and Commonwealth Avenues. This landscape consisted of eucalypts and casuarinas along the land axis, scattered eucalypts throughout the large surface car parks, the introduction of English Elms along Commonwealth and Kings Avenues, and deciduous trees around the National Library of Australia, along King Edward Terrace and along the Lake foreshore in front of the National Library of Australia. The hybrid nature of this planting did not extend the formal and exotic landscape character established in the earlier period.

The 1980s period signified a change in the character of planting. The altered approach comprised informal native planting associated with the construction of the High

Court of Australia, the National Gallery of Australia and Parliament House. The informal planting of Australian species was a significant departure from the largely formal character of the earlier landscape. The native planting created secluded outdoor places for the enjoyment of visitors and the informal parkland character reflected the changing values of a society with an appreciation of the Australian landscape.

The existing landscape structure is now disintegrating. The original evergreen trees are rapidly declining, leaving a fragmented and predominantly deciduous landscape in the older areas of the Zone. Eucalypts are scattered throughout the Zone and, with the exception of the Land Axis and around the National Gallery of Australia, they do not make a significant contribution to the landscape structure. A return to an evergreen framework, specifically on the land axis, would create more landscape definition and unity throughout the seasons.



Buildings and Users

The Parliamentary Zone (excluding Parliament House and its circular site) is 102.75 hectares or just over a million square metres in area. Existing buildings consist, broadly, of Old Parliament House, government departments and national institutions with the following total floor areas in square metres:

Old Parliament House (1927)

- Old Parliament House
25,000 sqm
-

East Block and West Block (1927)

- National Archives of Australia, Australian Electoral Commission
12,000 sqm
-

Lobby Restaurant (1968)

- 160 sqm
-

Treasury Building (1970)

- Department of the Treasury
37,000 sqm
-

John Gorton Building [including 2 basements] (1956)

- Department of Finance and Administration; Department of the Environment and Heritage
55,000 sqm
-

National Library of Australia (1968), High Court of Australia (1980) National Gallery of Australia (1982)

- 90,800 sqm
-

National Gallery Extension (1998)

- 3225 sqm
-

National Science and Technology Centre (1988)

- 14,000 sqm
-

Total floor space = 237,185 sqm

Expressed as a ratio of the total site area: 0.23:1

Parliament House (1988)

- 96,700 sqm
-

List of Consultations

Focus Groups

Focus Groups were conducted in the winter of 1999 in all capital cities, in two additional coastal cities and in inland towns. Determinants for the selection of the focus group participants included two age groups (15–35 and 35–55), labour force status, level of education and income.

There were also two Aboriginal and Torres Strait Islander focus groups held.

Youth

Apart from the Focus Group consultations, there were two specific youth consultations. The first took place in June 1999 during the Rotary sponsored visit to Canberra of selected high school students from all over the country. The students were taken on a tour of the Parliamentary Zone, the Central National Area and the National Capital Exhibition at Regatta Point. At Regatta Point, Authority staff led a seminar where the students broke into groups and developed their ideas for the Parliamentary Zone.

The second youth consultation took place in Old Parliament House during the Prime Minister's National Youth Forum. At both consultations, very specific and insightful ideas emerged for further testing in the review itself.

Stakeholders

To complete the initial program of consultation, the key Parliamentary Zone stakeholders were briefed at separate meetings. The agencies and organisation consulted included occupants of the Zone, other national institutions, parliamentary bodies and the chief heritage, cultural and indigenous organisations. These meetings discussed the project and its ramifications in detail and served to create an awareness of the review in the stakeholder community on the one hand, and an awareness of stakeholder concerns on the other.

The following were consulted:

- The Australian Centre for Cultural Diversity Research and Development (26/5/99)
- The National Library of Australia (7/7/99)

- National Gallery of Australia (7/7/99)
- National Science and Technology Centre (12/7/99)
- National Archives of Australia (14/7/99)
- Old Parliament House (20/7/99)
- High Court of Australia (11/8/99)
- Screensound Australia (12/8/99)
- Australian Electoral Commission (13/7/99)
- Joint House Department (19/8/99)
- National Museum of Australia (19/8/99)
- Council for Aboriginal Reconciliation (Prime Minister and Cabinet) (20/8/99)
- Australian War Memorial (23/8/99)
- ACT Council for Reconciliation (23/8/99)
- National Gallery of Australia Council (25/8/99)
- Canberra Tourism and Events Corporation (26/8/99)
- Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) (31/8/99)
- Joint Standing Committee on the National Capital and External Territories (1/9/99)
- Ngunnawal elders Don and Ruth Bell (7/9/99)
- Australian Heritage Commission (9/9/99)
- National Youth Roundtable (26/9/99)
- Aboriginal and Torres Strait Islander Commission (ATSIC) (30/9/99)
- National Trust, ACT (30/9/99)
- ACT for Trees (14/10/99)
- Department of Administration and Finance (26/10/99)
- Australian Centre for Cultural Studies (29/8/99)
- Australian Centre for Christianity and Culture (15/12/99)
- ACT Department of Urban Services, Planning and Land Management (23/12/99)
- ACT Minister for Urban Services (22/2/00)

Professional Groups

Short briefings were provided at national meetings for key design and planning professional councils. Further detailed consultation will be undertaken on specific initiatives as part of the implementation. This process is seen as ongoing. The groups to be consulted in the future will include the Royal Australian Institute of Architects, The Royal Australian Planning Institute, the Institute of Landscape Architects of Australia, and the Institution of Engineers.

Bibliography

Specific Texts

Parliament Act 1974. Defines the Parliamentary Zone and Parliament's works approval function.

Australian Capital Territory (Planning and Land Management) Act 1988. Created the National Capital (Planning) Authority and the National Capital Plan.

National Capital Plan. Sets out the statutory planning responsibilities for the designated areas of Canberra.

Parliament House Vista, Register of the National Estate, Australian Heritage Commission

There are many planning and design investigative studies that are of direct relevance to the Zone because the contents contribute to its character or to the vision of what it might be. This material has been searched, and wherever feasible and applicable, the contents were used. The most significant of these documents are:

Australian Parliament (1955): Report of the Select Committee Appointed to Inquire Into and Report Upon the Development of Canberra. An historical resource which includes Griffin's four reports, the 1925 Gazetted Plan, and a bibliography.

National Capital Development Commission (NCDC)/Sinclair Knight and Partners (1979): Parliamentary Zone Access Study. A traffic study of the Parliamentary Zone commissioned at the time of the competition for Parliament House.

NCDC (1980) Parliamentary Zone Planning and Design Study. A reinterpretation of the Griffin's scheme for a Government Group. Also contains a discussion of the siting of the Archives building.

NCDC (1982) Parliamentary Zone

Development Plan. A Design study identifying those works which are to be constructed as a result of the New Parliament House.' Includes proposals for a 'mall' north of Old Parliament House and for the space that eventually became Federation Mall.

NCDC (1986) Parliamentary Zone Development Plan. Proposals for the siting of the National Science and Technology Centre and National Archives of Australia buildings as well as ideas for the Land Axis. In 1989 the Parliamentary Zone Development Program set out a proposed implementation timetable.

National Capital Planning Authority (NCPA)/SF Landscape Consultants (1992) Parliamentary Zone Landscape Management and Maintenance Study.

NCPA, (unpublished, 1995) Central National Area Study - Design Report

Other Sources

Holford, Lord William (1958) Observations on the Future Development of Canberra, ACT

Muller, Peter (1976) 'The Esoteric Nature of Griffin's Design' (Unpublished - Griffin lecture)

Inglis, K.S. (1985) 'Ceremonies in a Landscape: Scenes in the Making of Canberra' in Daedalus v114 [42]

Patrick and Wallace Pty Ltd (Unpublished, 1989) Old Parliament House Gardens Conservation Study and Management Plan

NCPA (1991) Landscape in the Central National Area, Canberra - seminar papers.

Tonkin Zulaikha Harford et al (Unpublished,

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		Page 35	Pegrum (personal collections) Pegrum (personal collections)
		Page 36	NCA Gay Williamson Gay Williamson
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Page 43	Gay Williamson Pegrum (personal collections) Gay Williamson	Page 32	Adam Azzopardi
Page 44	Gay Williamson Gay Williamson	Page 50	Adam Azzopardi
Page 45	Gay Williamson Pegrum (personal collections) NCA Pegrum (personal collections)	Page 58	Adam Azzopardi
Page 46	NCA ~ <i>People in the National Capital</i> , Photography competition, photographer Arata Kikkawa NCA NCA ~ photographer Andrew Campbell	Page 59	Adam Azzopardi
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Page 51	Gay Williamson Gay Williamson		
Page 52	NCA ~ photographer Alan Benson NCA NCA		



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*To build the National Capital in the hearts
of all Australians*