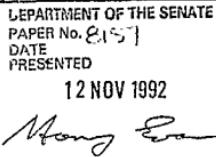




*The Parliament of the
Commonwealth of Australia*



*Joint Standing Committee
on the Parliamentary Zone*

*REPORT RELATING TO
PROPOSED WORKS IN THE PARLIAMENTARY ZONE*

*PARLIAMENTARY PARKLANDS INTERPRETIVE
TRAIL SYSTEM*

FORWARD PLANTING AND PATH SYSTEM

NOVEMBER 1992



*The Parliament of the
Commonwealth of Australia*

*Joint Standing Committee
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**REPORT RELATING TO
PROPOSED WORKS IN THE PARLIAMENTARY ZONE**

**PARLIAMENTARY PARKLANDS INTERPRETIVE
TRAIL SYSTEM**

FORWARD PLANTING AND PATH SYSTEM

NOVEMBER 1992

1.

MEMBERSHIP OF THE JOINT STANDING COMMITTEE ON THE
PARLIAMENTARY ZONE

(Thirty-sixth Parliament)

Joint Chairmen

Senator the Hon K W Sibraa
President of the Senate

Hon L B McLeay MP
Speaker of the House of Representatives

Members

Senator B R Archer

Senator J Coates

Senator M A Colston

Senator M E Reid

Senator K W Sowada

Hon J D M Dobie MP

Mr R G Halverson OBE MP

Hon A C Holding MP

Mr C Hollis MP

Mr M J Lee MP

Secretary to the Committee

Mr P F Bergin

PROPOSED WORKS IN THE PARLIAMENTARY ZONE

Under paragraph 1 of its Resolution of Appointment, the Joint Standing Committee is authorised to consider and report on matters coming within the terms of Section 5 of the Parliament Act 1974 by resolution of either House of the Parliament or by the Minister responsible for administering the Parliament Act 1974.

Section 5 of the Parliament Act 1974 gives Parliament control over the erection of buildings or other work within the Parliamentary Zone which is defined in the Act.

No building or other work is to be erected on land within the Parliamentary Zone unless:

- (a) if the land is within the precincts as defined by subsection 3(1) of the Parliamentary Precincts Act 1988 - the President of the Senate and the Speaker of the House of Representatives jointly have; or
- (b) in any other case - the Minister has:
caused a proposal for the erection of the building or work to be laid before each House of the Parliament and the proposal has been approved by resolution of each House.

BACKGROUND

The Committee has previously considered the Parliamentary Zone Landscape Management and Maintenance Study which identified the run down nature of the Landscape within the Zone. The members of the Committee have inspected the Zone on a number of occasions.

On 26 March 1992 the Minister for Arts and Territories wrote to the Joint Chairmen and referred three matters to the Committee for inquiry and report. One of these references was a proposal for The Annulus Trail System/Parliament House Trail System. This reference was the first stage of an interpretative trail system around Parliament House which would include many of the features of interest within the Zone. The Committee supported the initiative and reported to the Parliament in May.

THE PROPOSALS

Officers from the National Capital Planning Authority (NCPA) briefed the Committee at its meeting of 6 November 1992.

Parliament House Trail

On 28 October the Minister for Arts and Territories referred the second and the final stage of the Trail System to the Committee for inquiry and report. A copy of the Minister's letter and the briefing note is at attachment A.

The second stage involves the creation of an informal gravel path connecting with the existing path at Canberra Avenue and extending to Melbourne Avenue. The proposed path would be made from red Gininderra decomposed granite gravel. At areas of interest the path would widen to create spaces where information panels would be located and low Honeysuckle Creek sandstone free standing or retaining walls would enclose and define these spaces and provide casual seating. The final stage will take the path to Scrivener's Hut and complete the trail.

Work on the proposed second stage is planned for the financial year 1992/1993 at an estimated cost of \$50,000. The funding required for the final stage is in the order of \$97,000.

The Committee was concerned at the lack of resting areas along the trail, however it was suggested that the construction of a number of low walls at selected areas would provide appropriate resting places and the NCPA representatives advised that this suggestion would be adopted.

Forward Planting and Path System

The second proposal involves the creation of a path system and complementary tree planting within the Zone and was referred to the Committee on 5 November 1992. The letter of referral and briefing note is at attachment A. The work is in accordance with the Landscape management study and is estimated to cost \$200,000.

The proposal involves the construction of paths from the Lake foreshores to the old Parliament House as well as the planting of eucalypts, conifers and poplars.

CONCLUSION

Both of the proposals will add to the amenity of the Zone and will assist in the encouragement of walking paths within the Zone.

The Committee approves of the work and supports the proposals as amended.

RECOMMENDATION

The Committee recommends the approval of the following works within the Parliamentary Zone:

The second and final stage of the Parliament House Trail System;

The forward planting and path system.



(KERRY W. SIBRAA)
President
of the Senate



(LEO MCLEAY)
Speaker of the House
of Representatives



The Hon Wendy Fatin MP
Minister for the Arts and Territories
Minister Assisting the Prime Minister for the Status of Women

Senator the Hon Kerry W Sibraa
President of the Senate
Parliament House
CANBERRA ACT 2600

Kerry
Dear President



I am writing to you in your capacity as Joint Chairman of the Joint Standing Committee on the Parliamentary Zone.

As you are aware, the National Capital Planning Authority proposes to create a Parliamentary Parklands Interpretive Trail System to enable visitors to walk around Parliament House, between State and Capital Circles. The purpose of the trail system is to identify the many features and points of interest in the area close to Parliament House and to explain their significance. The Authority views the proposed works as within its function of fostering an awareness of Canberra as the National Capital.

The first stage of the Interpretive Trail System has already been approved by the Parliament and tenders are being called for the construction. The proposed works constitute the second and final stages of the Interpretive Trail System.

The works involve the creation of an informal gravel path connecting with the existing path at Canberra Avenue and extending to Melbourne Avenue. The proposed path would be made from red Gininderra decomposed granite gravel. At areas of interest the path would widen to create spaces where information panels would be located and low Honeysuckle Creek sandstone free standing or retaining walls would enclose and define these spaces and provide casual seating. Supplemental tree planting of indigenous eucalypts would be carried out to infill areas where the existing planting is thin and to create greater spatial variety, maintaining the desired informal native woodland character.

Work on the second stage is proposed to take place within this financial year at an estimated cost of \$50,000. This would take the trail as far as Melbourne Avenue. The final stage is proposed for later this financial year or in 1993/4, depending on funding. The completed trail would end at Scrivener's Hut.

As the proposed works are within the Parliamentary Zone, it will be necessary for the proposal to be approved by the Parliament in accordance with sub-section 5 (1) of the *Parliament Act 1974*. I wish to refer the proposal to the Joint Standing Committee on the

Parliamentary Zone for inquiry and report. If you agree, I will have officers of the National Capital Planning Authority arrange with the Committee Secretariat a time for presentation.

I have written in similar terms to the Speaker of the House of Representatives.

Yours sincerely



WENDY FATIN


5/11/92

PARLIAMENTARY PARKLANDS
INTERPRETIVE TRAIL SYSTEM

OCTOBER 1992



NATIONAL CAPITAL PLANNING
AUTHORITY

PROPOSED WORKS

The proposed works constitute the second and final stages of the Interpretive Trail System and involve the construction of paths and seating areas, provision of interpretive signs and the planting of native trees.

Stage 2 works are located between Kings and Melbourne Avenues, and Stage 3 works between Melbourne Avenue and Scrivener's Hut (opposite Flynn Drive). Locations are shown at Figure 1.

Stage 2

These works comprise the extension of the existing path from the PHCA site around to Melbourne, the construction of three informal seating areas and interpretive signs describing Parliament House, St Andrew's Church and the symbolism of Griffin's design for the city. Figure 2 depicts these works. There will also be additional planting of native trees between Kings and Melbourne Avenues to enhance the woodland character.

Stage 3

Stage 3 works complete the trail system around the Parklands. They include extension of the path from Melbourne Avenue to Scrivener's Hut, construction of informal seating areas and interpretive signs describing the Prime Minister's Lodge and the rare and endangered Rutidosis Daisy colony. Additional tree planting will also be undertaken. To permit safe pedestrian access under the Adelaide Avenue bridge widening of the pathway and retaining wall works are required.

COSTING

Estimated Cost of Works

Stage 2 \$ 50 000

Stage 3 \$ 97 000

Total \$147 000

INTERPRETIVE SITES

1. PARLIAMENTARY ZONE
2. THE NEW PARLIAMENT HOUSE
3. THE PRESBYTERIAN CHURCH OF ST ANDREW
4. GRIFFIN'S SYMBOLISM
5. THE LODGE
6. RARE PLANT COMMUNITY
7. SCRIVENERS HUT
8. STATE CIRCLE GEOLOGICAL FEATURE
9. THE FOUNDATION STONE FOR THE COMMENCEMENT CIRCLE

FINAL STAGE WORKS
Proposed for construction
this financial year
subject to funding
Interpretive Signs
Seating Areas
Retaining Walls
Gravel Path

measured 100m

PROPOSED STAGE 2 WORKS
Provide Interpretive
Sign in Seating Area

PROPOSED STAGE 2 WORKS
Additional Mass Tree
Planting between Kings
and Melbourne Avenues

PROPOSED STAGE 2 WORKS
Interpretive Signs,
Seating Areas and
Gravel Path

NEW PARLIAMENT
HOUSE ANNULUS
INTERPRETIVE TRAIL

NATIONAL CAPITAL PLANNING
AUTHORITY

FINAL SKETCH PLAN
TRAIL LAYOUT

COMBINATION BOUNDARY &
LANDSCAPE AREA HIGHWAY

1:50000

AN AUS

FIGURE 1
INTERPRETIVE TRAIL SYSTEM
STAGE 2 WORKS

PARLIAMENTARY PARKLANDS INTERPRETIVE TRAIL SYSTEM

The section of the Parklands formerly occupied by the PHCA has been reinstated to a lightly wooded grassland with informal seating areas. This character has established a concept and standard that is relevant to the remainder of the Parklands, and Stage 1 Works for the Interpretive Trail have previously been approved through the Joint Standing Committee on the Parliamentary Zone on this basis.

Figure 3 shows the Interpretive Trail System.

PATHS

The layout of the path system through the Parklands is designed to take advantage of the many interesting and varied features of the site and surrounding areas.

The 1.5 metre wide path is constructed of red Ginninderra decomposed granite gravel, as used at the PHCA site. At areas of interest the path widens to create spaces where information panels will be located. Low Honeysuckle Creek sandstone free standing and retaining walls enclose and define these spaces and provide casual seating.

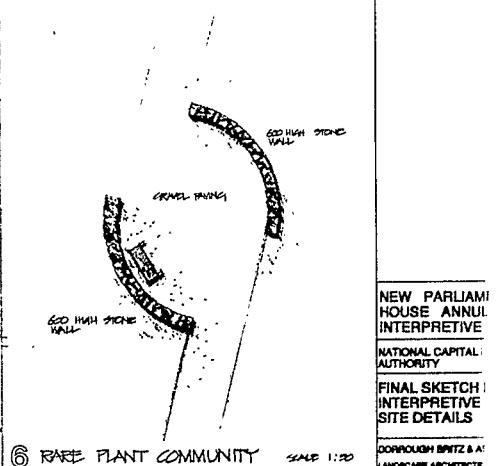
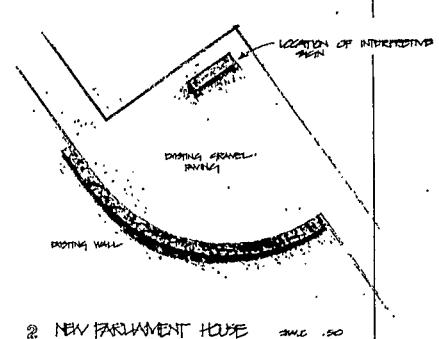
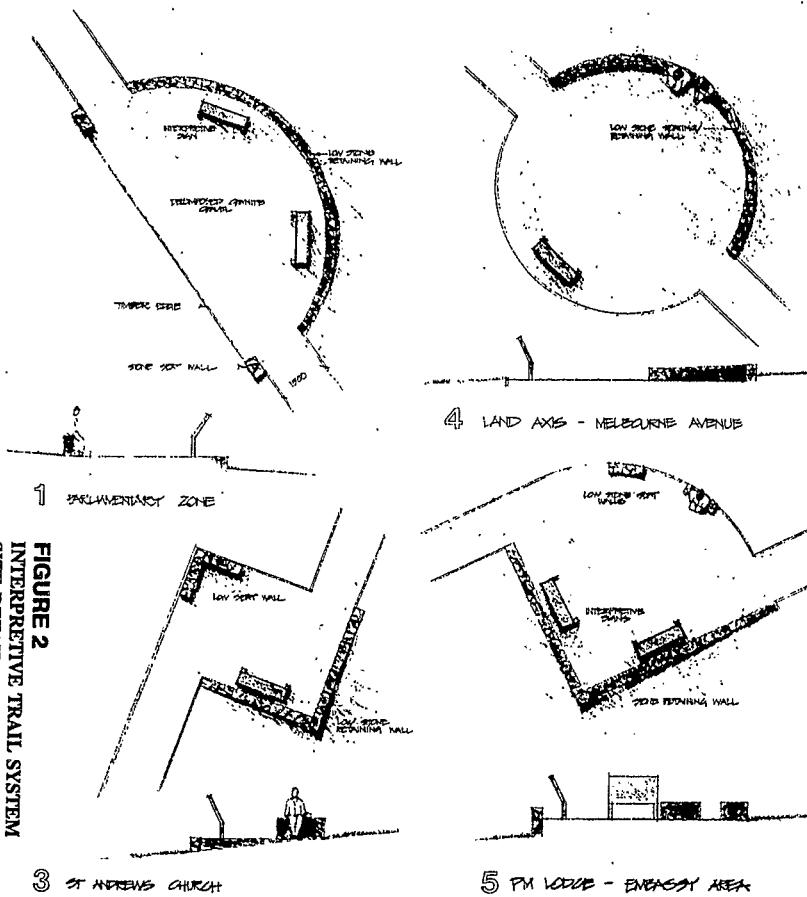
FEATURES OF INTEREST

Nine sites of interest have been defined. These are:

1. The Parliamentary Zone
2. New Parliament House
3. St Andrews Church
4. Symbolism of Griffin's Design
5. Prime Minister's Lodge
6. Rare Rutidosis Daisy area
7. Scrivener's Hut
8. State Circle Geological feature
9. The foundation stone for the Commencement Column

Two of these sites, Scrivener's Hut and the State Circle geological feature have been developed and identified with interpretive signs. A sign for the former PHCA site is to be installed as part of the Stage 1 works currently in the field.

FIGURE 2 **INTERPRETIVE TRAIL SYSTEM** **SITE DETAILS**



NEW PARLIAMENT HOUSE ANNUAL INTERPRETIVE NATIONAL CAPITAL AUTHORITY FINAL SKETCH INTERPRETIVE SITE DETAILS DORRROUGH BURTT & ASSOCIATES LANDSCAPE ARCHITECTS SCALE AND SHOWN DATE JANUARY

INTERPRETIVE SITES

- 1 PARLIAMENTARY ZONE
- 2 THE NEW PARLIAMENT HOUSE
- 3 THE PRESBYTERIAN CHURCH OF ST ANDREW
- 4 GRIFFIN'S SYMBOLISM
- 5 THE LODGE
- 6 RARE PLANT COMMUNITY
- 7 SCHREINERS HUT
- 8 STATE CIRCLE GEOLOGICAL FEATURE
- 9 THE FOUNDATION STONE FOR THE COMMENCEMENT COLUMN

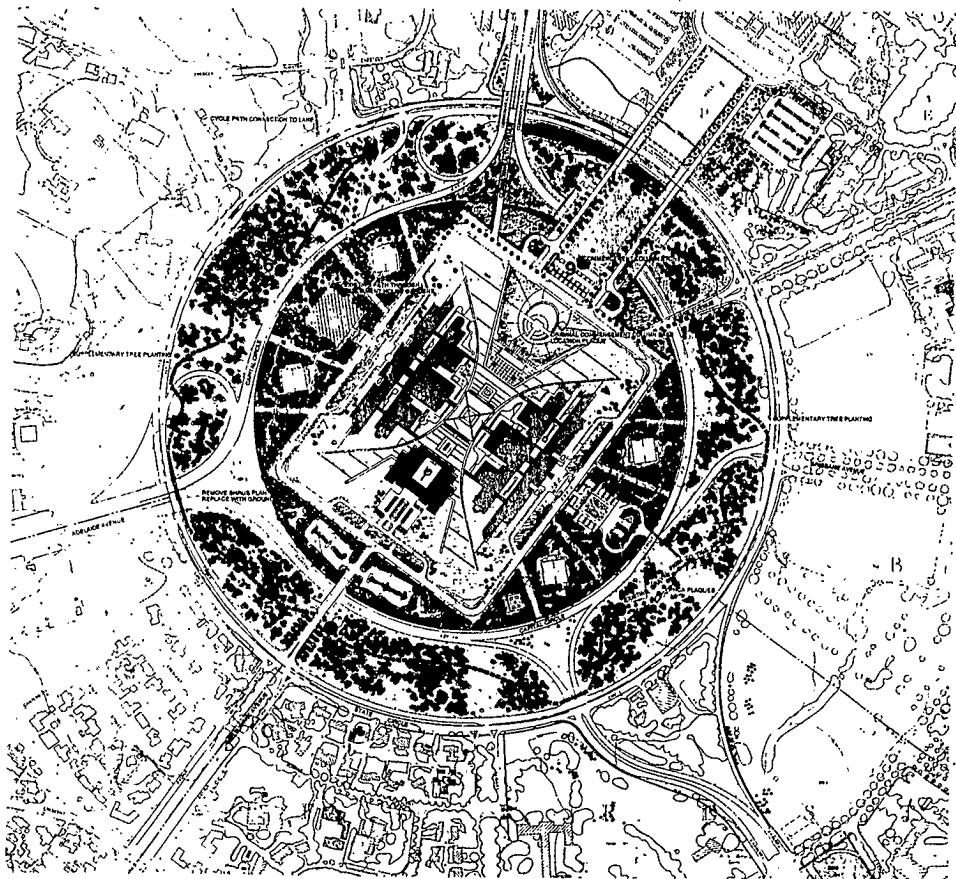


FIGURE 3
PARLIAMENTARY PARKLANDS
INTERPRETIVE TRAIL SYSTEM

NEW PARLIAMENT
HOUSE ANNULUS
INTERPRETIVE TRAIL
NATIONAL CAPITAL PLANNING
AUTHORITY
FINAL SKETCH PLAN
TRAIL LAYOUT
DORROUR BRITZ & ASSOCIATE
LANDSCAPE ARCHITECTS
SCALE 1:2500 DATE JANUARY 1992

PLANTING

Much of the Parklands already has the desired informal native woodland character. This will be reinforced when the newly planted trees in the PHCA area attain some maturity. However supplementary tree planting of indigenous eucalypts will be carried out to infill thin areas and to create greater spatial variety.

In the western area, the site of the Rutidosis daisy, there is a large number of weed species of small trees and shrubs. These will be removed under strict supervision to ensure that there is no disturbance to the daisy colony. In accordance with the management requirements for this endangered plant it is desirable to reintroduce native grasses to this area. It is intended that in the longer term that the site be re-established to be representative of the natural bushland indigenous to the area.

At some future date additional planting of indigenous species should be carried out at Scrivener's Hut area to better define the space. Native grasses will be introduced to the woodland areas where possible to enhance the Australian character.

The State Circle underpass at Adelaide Avenue is very restrictive. To assist in alleviating this problem the mature Grevillea shrub species to the Adelaide Avenue road batters will be partially removed and replaced with native ground cover planting.

INTERPRETIVE SIGNS

A standard for the signs in the Parliamentary Parklands has been established at the Scrivener's Hut location. These steel signs are of an elegant and practical design and should be repeated in all locations. The Stage 1 works which are currently being tendered for construction include the first of these signs.

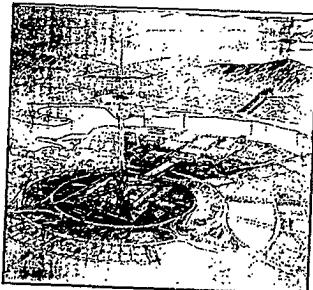
Parliamentary Zone

In 1912 Walter Burley Griffin won the competition for the design of the new national capital of Australia.

Griffin's plan brilliantly exploited the topography of the Canberra site using its natural features to locate and symbolically express the components of a national capital.

A land axis from Mt Ainslie through Capital Hill to Bimberi peak in the Brindabella mountains to the west is crossed by a water axis from Black Mountain through the lake edge formed by the flooding of the Molonglo River. A subsidiary municipal axis ran from City Hill, the centre of the business district, along Constitution Avenue to the Market Centre at Mt Pleasant, (now the site of the Russell Defence Offices). The triangle created by linking these topographical features forms the National Triangle with Capital Hill, the site of the new Parliament House at the apex.

Griffin proposed to use these axis to set the building levels and established a symbolism that reinforced the hierarchical functions of the capital city. The water axis at lake level established a base level for recreation and social activities, the highest level, for national activities was set by the land axis at 48 metres above lake. The level half way between was suitable for municipal and commercial activities.



Sketch of the Parliamentary Zone by
Mitchell Giurgola & Thorp Architects



Walter Burley Griffin's prize winning plan. At its heart was a series of lakes and a great triangle of avenues enclosing the major government buildings which would rise in terraces from the lakeshore to an architectural focal point on Capital Hill.

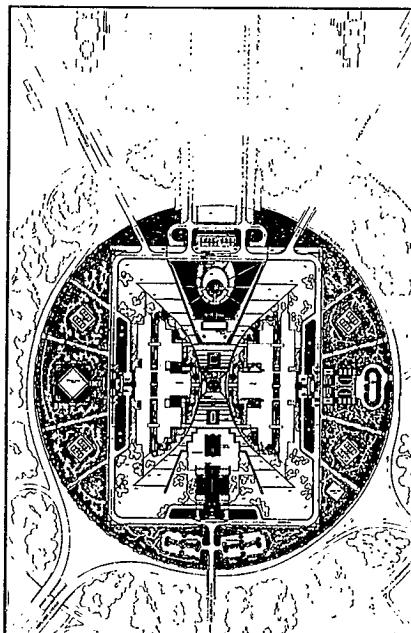
The New Parliament House

The origins of the New Parliament House can be traced to the foundations of Australia as a nation in 1901.

In 1908 the Federal Parliament voted for the National Capital and Seat of Government to be located in its present site. An international competition for the design of the National Capital in 1911 was won by Walter Burley Griffin, but a further competition in 1914 for a suitable design for a Parliament House was postponed due to the war.

In 1923 construction of a 'provisional' Parliament House was commenced, the completed building being formally opened by the Duke of York on 9 May 1927.

In 1965 a Parliamentary Joint Select Committee was established to enquire into the need for a New and Permanent Parliament House. A protracted debate on a site for the new building followed; the most favoured sites were the shores of Lake Burley Griffin, Camp Hill and Capital Hill; the latter chosen and confirmed with the proclamation of the Parliament Act of 1974.



Plan of the new Parliament House

A Parliamentary Joint Standing Committee on the New Parliament House was established in 1975 to undertake the planning, design and construction of the building.

On November 22nd 1978 the Prime Minister, Mr Malcolm Fraser, announced that the New Parliament House would proceed and be completed to commemorate the bicentenary of European settlement of Australia in 1988.

A two-stage, international competition for the design of the building was conducted in 1980, being won by the architects Mitchell/Giurgola & Thorp. Design and construction of the building was undertaken by the Parliament House Construction Authority.

The new Parliament House was opened by Queen Elizabeth II on 9 May 1988 and the first sittings of Parliament in the new building were held on 22 August 1988.

The Presbyterian Church of St Andrew

In 1924 the Federal Capital Committee invited various Christian denominations to apply for land leases in the new capital. On 18 January 1926 the Presbyterian Church was granted a lease on a site on the lower slopes of Capital Hill on which the Church would be expected to erect 'buildings worthy of the Capital of Australia and of the Presbyterian Church'.

The foundation stone of the Church, designed by John Barr ARIBA of Sydney and built by Messrs Simmie & Company of Canberra, was laid by the Governor-General, Lord Stochaven on 27 November 1929. As a result of the Great Depression only half of the proposed Church was built.

On 22 September 1934 the Church was opened by the Governor-General, Sir Isaac Isaacs.

Plans to complete the Church to its original Gothic design were abandoned due to prohibitive costs and in 1978 work began on a Peace Memorial Nave designed by Professor J C Haskell, Professor of Architecture at the University of New South Wales. This was opened on 22 September 1979 by the Governor-General, Sir Zelman Cowen, exactly 45 years after the original opening of the Church.



St Andrew's from the west in 1934 set in isolated splendour on the lower slopes of Capital Hill. The Manse, built six years before the Church, was the gift of the Ross Family of Holbrook.

Griffin's Symbolism

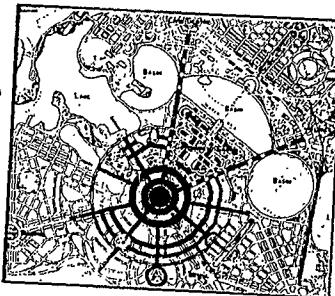
Capital Hill, the site of a 'Capitol Building' was the central most important site in Walter Burley Griffin's vision for the National Capital.

Griffin conceived Capital Hill as the centre of Canberra and the physical and symbolic centre of the nation

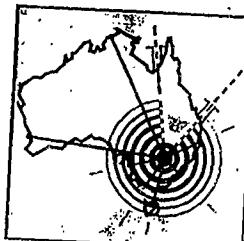
The concentration of power at the nation's heart and Australia's links with the British Empire were expressed by a series of concentric roads around Capital Hill. The innermost road was Capital Circle, then State Circle, National Circuit, Dominion Circuit and Empire Circuit.

The democratic concept of the direct link between the States and the Federal Government is expressed in the radiating Avenues, each named according to a State Capital and pointing in the geographical direction of that Capital.

The location of the new Parliament House on Capital Hill emphasises with Griffin's idea to create a building for the people of Australia.



Ring roads to Capital Hill symbolically express the concentration of power in Canberra and Australia's links with the British Empire.



Graphic indication of the link between State and Federal governments. The seven radial avenues run in the same direction as the State capitals after which they are named.

The Lodge

In 1925 the Federal Capital Commission engaged Messrs Oakley & Parkes, Melbourne architects, to prepare designs for a temporary official residence for the Prime Minister to be occupied by him until such time as a permanent monumental Prime Minister's residence is constructed and thereafter to be used for other official purposes such as for the President of the Senate or the Speaker of the House of Representatives.'

The Lodge was built in 1926 by James G Taylor of Glebe NSW and first occupied by the Prime Minister, The Right Honourable S M. Bruce, after the opening of the Provisional Parliament House on 9 May 1927

Bruce was succeeded as Prime Minister by J H Scullin who declined to occupy the Lodge, preferring to stay at the Hotel Canberra.

The Lodge was reoccupied in 1932 with the election of J A Lyons. All subsequent Prime Ministers have used it as their place of residence when in Canberra, except for Joseph Chifley (1945-49) who chose to stay at the Kurrajong Hotel

Minor additions and alterations to the building were carried out in 1953 during the period when R G Menzies was Prime Minister. In 1966, Sir Robert retired after a record 16 years as Prime Minister and was succeeded by Harold Holt.

Alterations to the grounds and the addition of a swimming pool were carried out between 1968 and 1970 and the realignment of Adelaide Avenue at this time resulted in the need to erect a brick wall on the boundary.

The Lodge still remains as the 'temporary' residence of the Prime Minister, awaiting the decision to build a permanent home on another site.



Rural tranquility in the National Capital, The Lodge in 1930

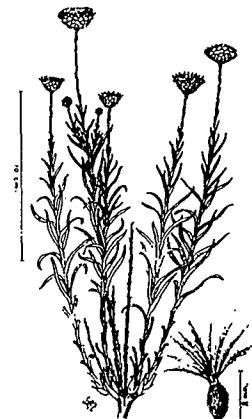
RARE PLANT COMMUNITY

This area is one of the few remaining sites of the rare and endangered plant *Rutidosis leptorrhynchoides* (Button Wrinklewort). Once plentiful locally and on the basalt plains west of Melbourne, its distribution now appears limited to a few small colonies locally and even fewer populations within railway reserves in Melbourne.

Its serious and widespread decline is due to habitat alteration and destruction, grazing by domesticated animals and pasture improvement. Its natural habitat is confined to open *Themeda triandra* (Kangaroo grass) grassland and eucalypt woodland.



Typical habitat of the Button Wrinklewort is the native grass eucalypt woodland, once common but now restricted to small areas



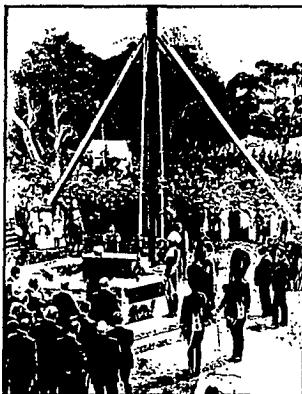
Rutidosis leptorrhynchoides (Button Wrinklewort)
A slender or bushy perennial herb 25-35 cm high with dense clustered yellow daisy like button flowers.

Management measures to preserve the remaining colonies include protecting the habitats from alteration or damage, managing the sites so that they are retained as 'natural' habitats, maintaining genetic diversity by preserving discrete colonies and relocation of plants if under threat of destruction.

The Foundation Stone for the Commencement Column

The foundation stones for a proposed Commencement Column, located on the grassed area north of this site commemorates the naming of Canberra by Lady Denman, wife of the Governor-General, Lord Denman, on 12 March 1913.

To mark the occasion stones in the base of the column were laid by Lord Denman, the Prime Minister Andrew Fisher, and the Minister of State for Home Affairs, King O'Malley.



The Governor General, Sir Tomas Denman, lays the first of three foundation stones for the Commencement Column on Capital Hill on the 12 March, 1913



The Prime Minister, Andrew Fisher, calls for three cheers after Lady Denman has announced the name of the Capital is "Canberra"

The column base consists of six granite blocks representing each of the original States. A four sided granite obelisk 8m in height and symbolising the four corners of the British Empire was to rise above this base, but owing to the outbreak of the World War I was not constructed.

The column base was originally sited on Capital Hill, in what is now the Forecourt of the Parliament House. It was relocated to its present location and rededicated on 12 March 1988.

PARLIAMENT ACT 1974

WORKS IN THE PARLIAMENTARY ZONE

PARLIAMENTARY PARKLANDS INTERPRETIVE TRAIL SYSTEM
STAGES 2 AND 3

The National Capital Planning Authority has proposed works in the Parliamentary Zone involving the creation of an Interpretive Trail System to enable visitors to walk around Parliament House between Capital and State Circles. The purpose of the trail system is to identify the many features and points of interest in the area close to Parliament House, and to explain their significance. This proposal falls within the Authority's responsibility of fostering an awareness of Canberra as the National Capital.

The proposed works constitute the second and final stages of the Interpretive Trail System. The first stage has already been approved by the Parliament.

The works involve the creation of an informal gravel path connecting with the existing path at Canberra Avenue and extending around Parliament House to Scrivener's Hut. The proposed path would be made from red Ginninderra decomposed granite gravel. At areas of interest the path would widen to create spaces where information panels would be located and low Honeysuckle Creek sandstone free standing or retaining walls would enclose and define these spaces and provide casual seating. Supplemental tree planting of indigenous eucalypts would be carried out to infill areas where the existing planting is thin and to create greater spatial variety, maintaining the desired informal native woodland character.

Work on the second stage is proposed to take place within this financial year at an estimated cost of \$50,000. This would take the trail as far as Melbourne Avenue. The final stage, to be constructed at a later date, subject to funding, would complete the trail at Scrivener's Hut.

The attached drawings describe the proposed works. Figure 1 highlights Stage 2, the object of this proposal. Figure 2 details a section of the proposed trail showing a rest area, and figure 3 shows the overall plan for the Interpretive Trail System.

The works proposal has been referred to the Joint Standing Committee on the Parliamentary Zone for inquiry and report. If the Committee recommends that the works proceed, the Minister for the Arts and Territories proposes to move under sub-section 5 (1) of the *Parliament Act 1974* that the House approve the work.



The Hon Wendy Fatin MP
Minister for the Arts and Territories
Minister Assisting the Prime Minister for the Status of Women

6 NOV 1992

SERIAL NUMBER

by Speake
The Hon Leo McLeay MP
Speaker of the House of Representatives
Parliament House
CANBERRA ACT 2600

Leo
Dear Speaker

I am writing to you in your capacity as Joint Chairman of the Joint Standing Committee on the Parliamentary Zone.

The National Capital Planning Authority proposes to create a path system, with complementary tree planting, in the Parliamentary Zone. As you are aware, the National Capital Planning Authority took over responsibility for the management of national land from 1 July 1992. The proposal falls within this function.

The proposal is for the construction of primary mall paths from the foreshore to Old Parliament House and the construction of concrete steps linking the path to the Foreshore Promenade. The path would be constructed of granite gravel with a concrete edge. Planting would be along the new mall paths to create shelter and structure. This would include planting of Eucalypts north of King Edward Terrace and advanced conifers and poplars in the Heritage precinct. Enclosed is the National Capital Planning Authority's proposal in detail.

As the proposed works are within the Parliamentary Zone, it will be necessary for the proposal to be approved by the Parliament in accordance with sub-section 5(1) of the *Parliament Act 1974*. I wish to refer the proposal to the Joint Standing Committee on the Parliamentary Zone for inquiry and report. If you agree, I will have officers of the National Capital Planning Authority arrange with the Committee Secretariat a time for presentation.

I have written in similar terms to the President of the Senate.

Yours sincerely

WENDY FATIN





NATIONAL CAPITAL PLANNING AUTHORITY



**PARLIAMENTARY ZONE
FORWARD PLANTING AND
PATH SYSTEM**

NOVEMBER 1992

PARLIAMENTARY ZONE FORWARD PLANTING AND PATH SYSTEM

INTRODUCTION

In the year 2001, Australia will celebrate one hundred years of Federation. The Parliamentary Zone houses the paramount governing, legal and cultural institutions should be the focus for this centenary. Recognising that the existing landscape quality of the Zone does little to inspire our 'National Spirit', the NCPA has engaged in an extended process of review and improvement which will enhance its amenity.

This process began in 1991 with the commissioning of SF Landscape Consultants to undertake a Landscape Management and Maintenance Study. This study addressed the need for greater landscape development and better management of the Parliamentary Zone, and identified several key issues in relation to both the path system and the trees. In response to the report's recommendations NCPA is undertaking a number of specific studies which will result in a series of upgrading and improvement works.

Of these studies a program of forward tree planting and upgrading of the pedestrian path system are the subject of this briefing paper. These projects are described in the following pages. Funds totalling \$290 000.00 have been allocated in this financial year to commence these programs.

BACKGROUND



In the Parliamentary Zone, development (over the last 60 years) has been of an ad hoc nature, particularly in regard to the location and construction timing for major buildings and national institutions. As a consequence the landscape development has followed this pattern, deriving its structure from a relationship with individual buildings rather than from the desire for the creation of a coherent landscape structure. The result is now a landscape which is disjointed, erratic in quality, character and lacking in amenity.

It is the aim of these projects is to begin to overlay a coherent landscape structure over the Zone. To achieve this it is necessary to:

- critically appraise the existing character and quality of the landscape, particularly considering the spatial structure created by the trees and paths, the circulation pattern and the condition of the trees.

- draft broad design principles which cover the siting, detailing and materials of paths, the massing, layout and species for selection for trees.

- establish a program of removal and replacement of trees and for the repair of paths which accords to the design principles.

- ensure there is adequate and sustained financial commitment to the program.

ISSUES

Immediate concerns are for the degrading landscape and the ineffective path system.

The tree canopy is perhaps the single most important element in establishing the landscape character and structure of any open space. The key issues in the Zone relating to the trees and the structure they create were identified in the SF Landscape Consultants report:

Firstly, the evergreen tree canopy in the older area of the Zone, (between King Edward and King George Terraces) is progressively being lost.

It is clear from Griffin's and Weston's work that they intended the Zone to have a predominant evergreen canopy with deciduous trees providing accents to reinforce such elements as entries. This intent is rapidly being lost. The exotic evergreen tree species have not withstood the harsh conditions, and as they have declined, they have been removed. As a result the ratio of evergreen trees to deciduous is changing, with the deciduous trees beginning to dominate. If this continues there will be a very drastic change in the landscape and visual quality of Zone



- it will be very bleak and open during the winter months.

Secondly, the most obvious and acute difference in landscape character and quality is expressed along the foreshore. While the new promenade plantings will help to unify and express the line of the foreshore, there is currently an imbalance between the open, exposed spaces around the National Library and the extensive informal plantings of Eucalypts around the Australian National Gallery and High Court.

Thirdly, both Kings and Commonwealth Avenues do not have the bold definition or consistent character which are appropriate to their status. To a large extent this is due to the loss of formality in the layout and spacing of the Avenue Trees. As trees have declined, (particularly in the median), they have not been replaced and informal groupings of trees have been included.

More importantly the English Elms, which were intended to be the predominant street tree have not performed well and are being overcrowded by the Chinese Elms.

While the strength of the planting character is foremost in creating amenity, the level of pedestrian usage is largely dependent on the effectiveness of the pedestrian path system. To date the development of a path system in the Zone has been unco-ordinated. Circulation systems are discontinuous and lacking in legibility for users. A lack of amenity in the location and treatment of the existing paths has discouraged a higher level of usage ...

"It has not been designed and developed to encourage walking, nor to create shelter from winter winds and summer sun over the relatively long distances between buildings, nor does it connect points of interest for tourists with signs and seats to facilitate such movements. The result is that beyond the immediate environs of major buildings there are few pedestrians to be seen."

Parliamentary Zone Development Plan 1986

The manner in which the system has evolved has been that paths have been constructed adjacent to roadways and link to buildings rather than



integrating to form a continuous system. This approach has compounded the problem as these paths have been constructed of materials associated with their 'parent' buildings (to present an address), resulting in a lack of consistency in quality and type of materials. The result is a plethora of unrelated surfaces across the Zone.

Allied to the problems of development are those concerning aging paths. The difficulty in matching materials for damaged pavements makes maintenance complicated and sometimes expensive. Deterioration of paths due to vehicle damage (usually maintenance vehicles) is also of concern, raising questions of selection of materials, quality of construction and management/maintenance techniques.

DESIGN PRINCIPLES

From the analysis work undertaken the Zone has been split into Sectors which represent areas of similar landscape character (refer to Figure 1). With these Sectors established it was then possible to draft design principles for each Sector and establish an overall priority for planting in the Zone.

The pedestrian system overlays these sectors and design principles have been developed to establish a hierarchy of paths and appropriate treatments (refer Figure 2).

PATH HIERARCHY

The path system should provide effective pedestrian connections to the Parliamentary Zone and more particularly between the major institutions within the Zone. The system should provide legibility of the system for pedestrians, and path treatments should create suitable amenity and character.

It is proposed to:

- clearly differentiate between different paths in the Zone by establishing hierarchy of three levels

- emphasise the Mall and Lake Foreshore as the primary path system



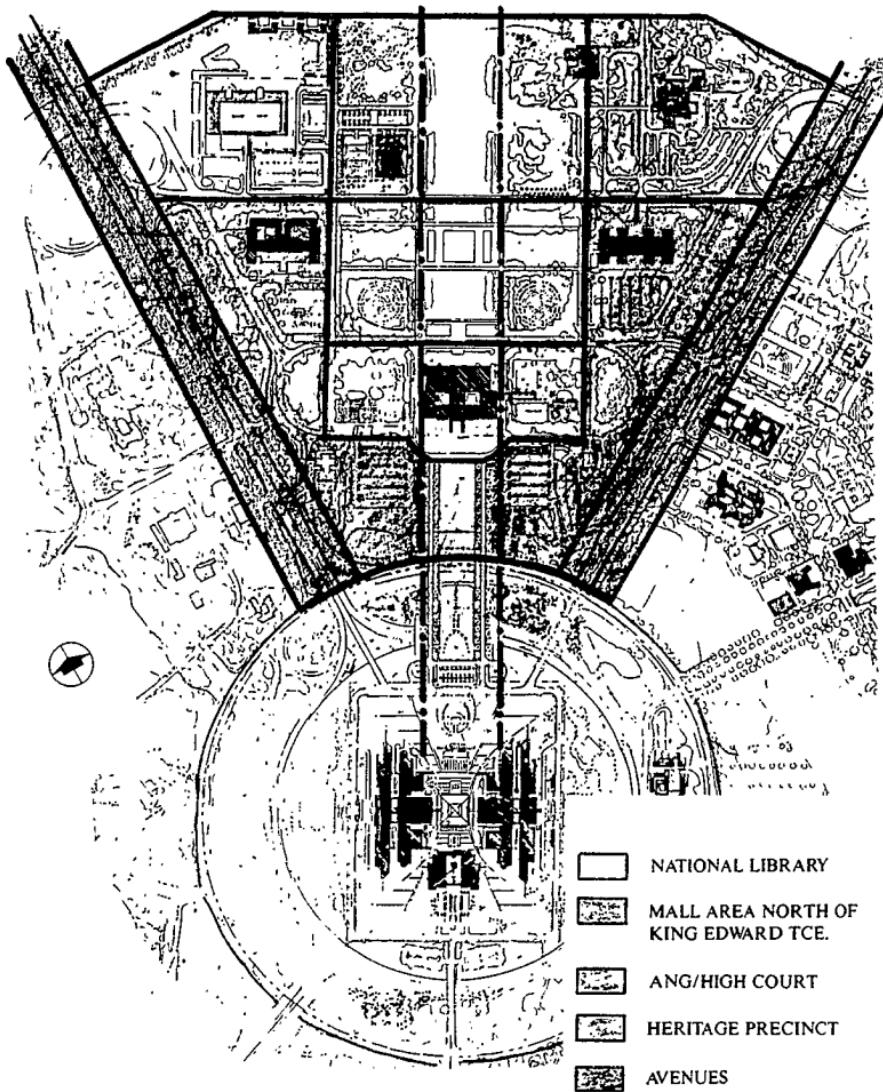


FIGURE 1 LANDSCAPE CHARACTER SECTORS.

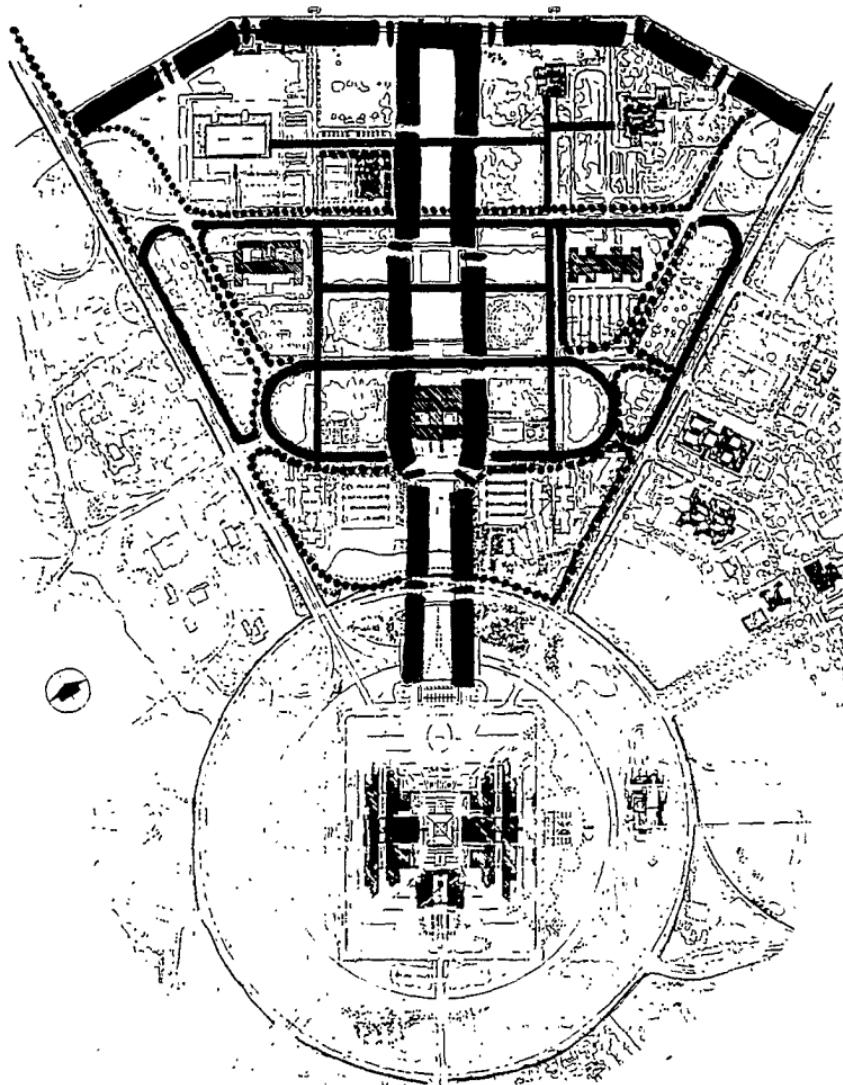


FIGURE 2 PATH SYSTEM HIERARCHY.

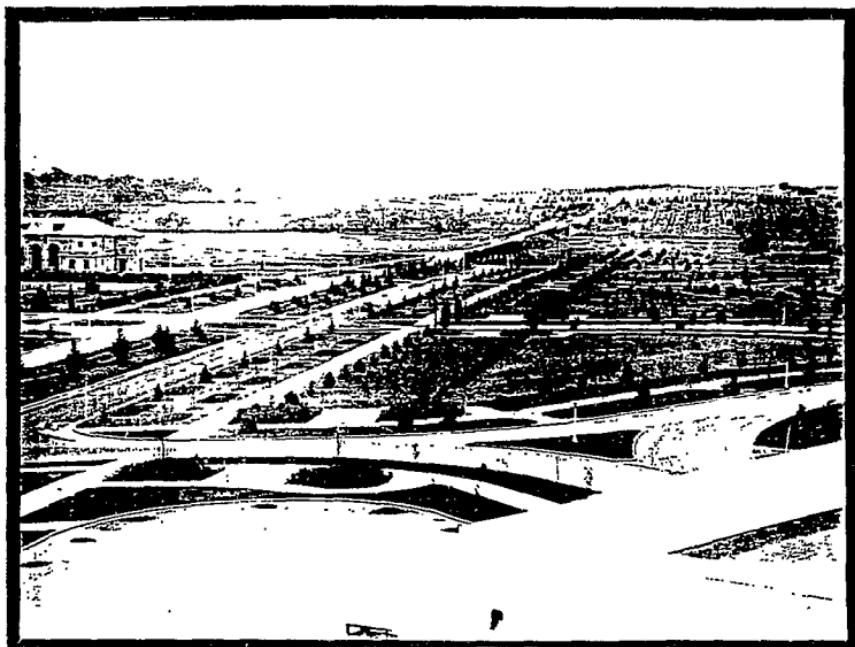


FIGURE 3 COMMONWEALTH AVENUE (LATE 1920s).

- link the major institutions and features with the secondary path system
- provide additional cross connections and minor links with the tertiary path system

emphasise the levels of hierarchy with consistent materials and treatments

Primary - concrete edged gravel path. Gravel can be progressively upgraded to granite. Granite paving will continue to be used around new major buildings (eg National Science & Technology Centre).

Secondary - exposed aggregate concrete paving with joints expressed with unit pavers

Tertiary - exposed aggregate concrete

develop paths in conjunction with a tree planting programme to ensure a suitable level of amenity for pedestrians.

THE AVENUES

To reinforce the importance of the avenues it is necessary to firstly, reinstate something of their original formal layout (refer to Figure 3) and secondly, ensure their treatment is consistent and continuous for their length.

It is proposed to:

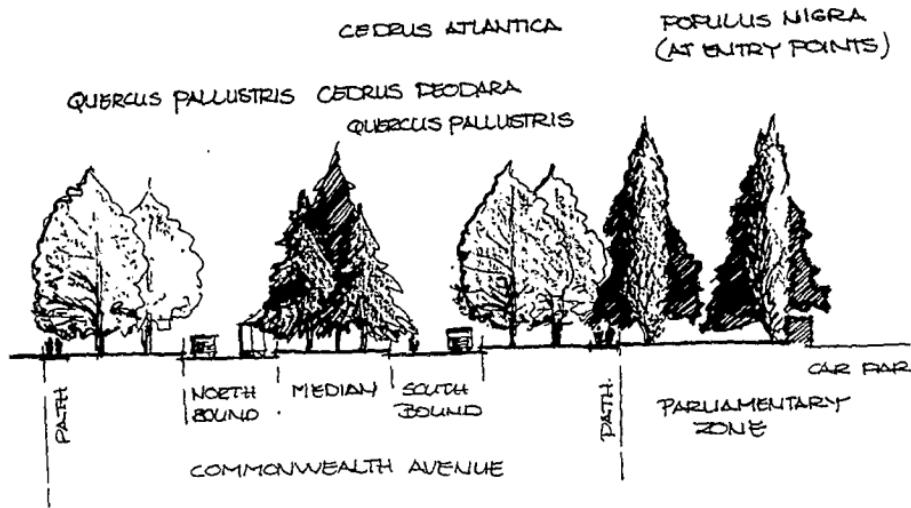
- reinstate three rows of conifers in the median.

- two rows of deciduous trees with strong autumn colour, either side of the carriageway.

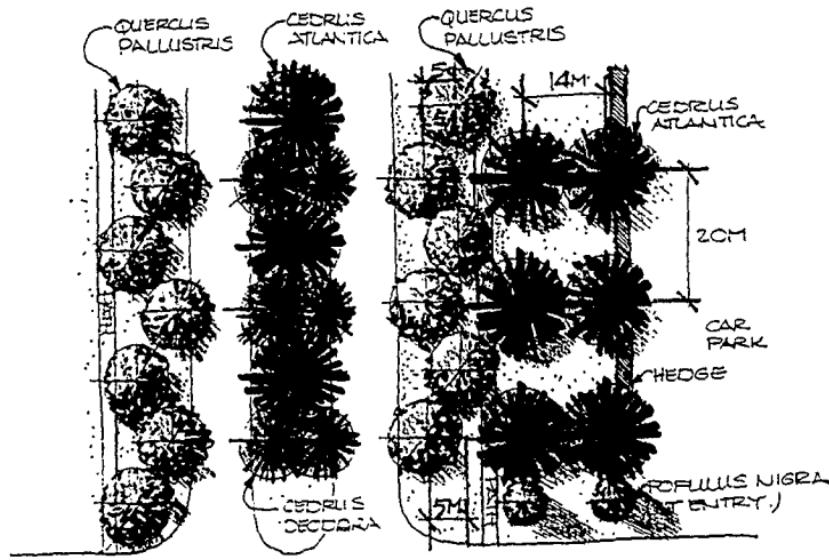
- two rows of conifers behind the deciduous trees to provide a background and screen to the car parking.

Refer to Figure 4.





SECTION.



PLAN.

FIGURE 4 PROPOSED PLANTING FOR KINGS & COMMONWEALTH AVENUES

To achieve a consistent character will require new planting of Oaks and conifers plus the progressive removal (over a 10 - 20 year span) of the existing elms and conifers.

It is proposed that the tertiary paths in this sector will be 2.4m wide and constructed of exposed aggregate concrete.

THE 'HERITAGE' PRECINCT

Figure 5 is a plan (circa 1924) of the proposed 'Permanent Planting' for the 'Federal Capital'. The significance of this plan is that it demonstrates the commitment to the creation of a strong, landscape structure which emphasised circulation, spatial geometry for the Zone and gave it some amenity - it extended well beyond creating a building setting for Parliament House. (This commitment is evidenced in the comparatively high level of funding allocated for tree planting by the Federal Capital Advisory Committee in their 1924 budget - 20 000 pounds over three years - refer Attachment 1.)

Much of this original planting has been lost as the road layout has changed adjacent to the Avenues.

Between King George and Edward Terraces it is proposed to reinstate the character of this original planting. This will require:

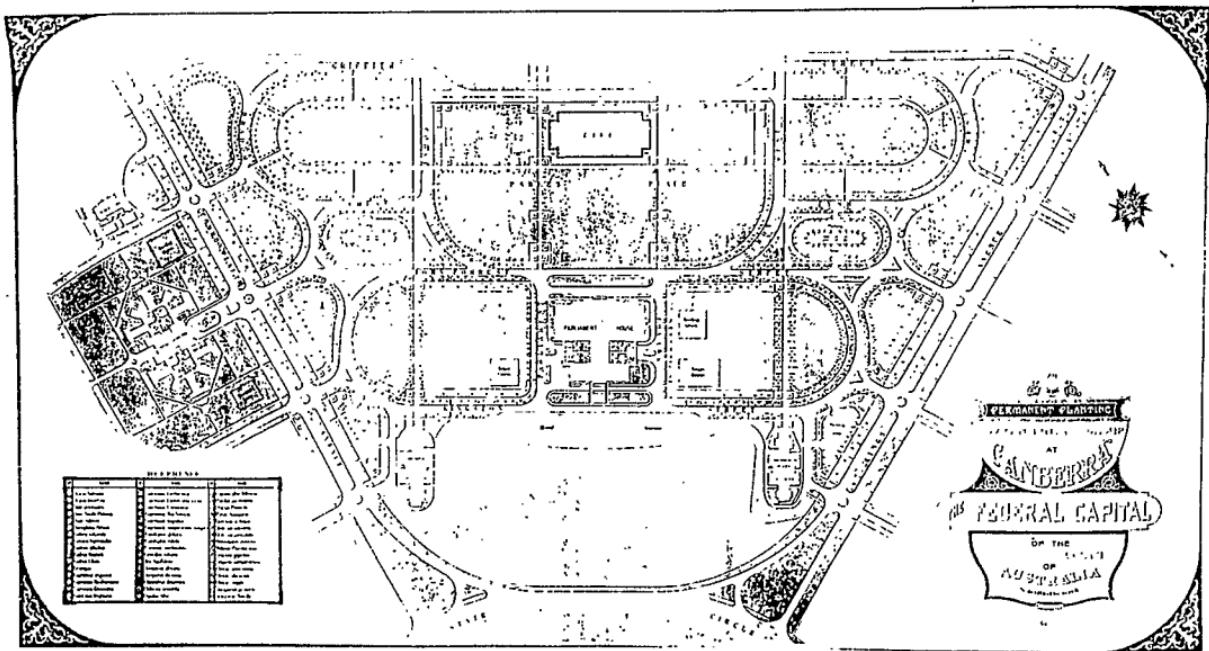
- using the poplars to make intersections of paths and roads along the land axis.
- the progressive removal of the poor Coniferous trees and their replacement with similar species.

The Eucalyptus elata are to remain in the land axis to provide visual continuity along the mall.

This central 'heritage' landscape has many valuable qualities and offers pedestrians the greatest amenity. As it is starting to decline the replanting of this area has a high priority.



FIGURE 5 PERMANENT PLANTING - FEDERAL CAPITAL (PLAN CIRCA 1924).



MALL AREA NORTH OF KING EDWARD TERRACE

This area has the least amenity and is devoid of any spatial structure.

It is proposed to:

- extend the spatial structure of the Heritage precinct by creating a series of 'rooms' with the tree planting' (Figure 6).

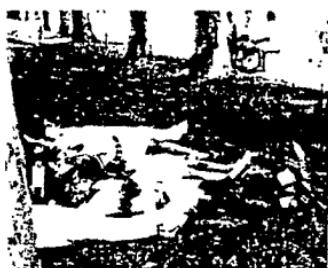
- strengthen visual expression of the Mall by reinforcing the planting with another row of trees to the inside and along the Mall road (Figure 7).

To provide continuity in character along the foreshore in front of the National Library and the Australian National Gallery, it is proposed that the predominant species be natives. To provide links to the 'Heritage Precinct' it is proposed to use Poplars to create accents (Figure 8).

The Mall paths are proposed to be granite gravel with a concrete edge (refer Figure 9). In the long term this may be reviewed and a more hard wearing pavement may be incorporated into the centre.

NATIONAL LIBRARY

To increase the amenity and shelter of this area and to 'balance' with the Australian National Gallery and High Court it is proposed to plant the area with Eucalypts. The spatial layout in this area may need to be more formal than it is for the Sculpture Garden.



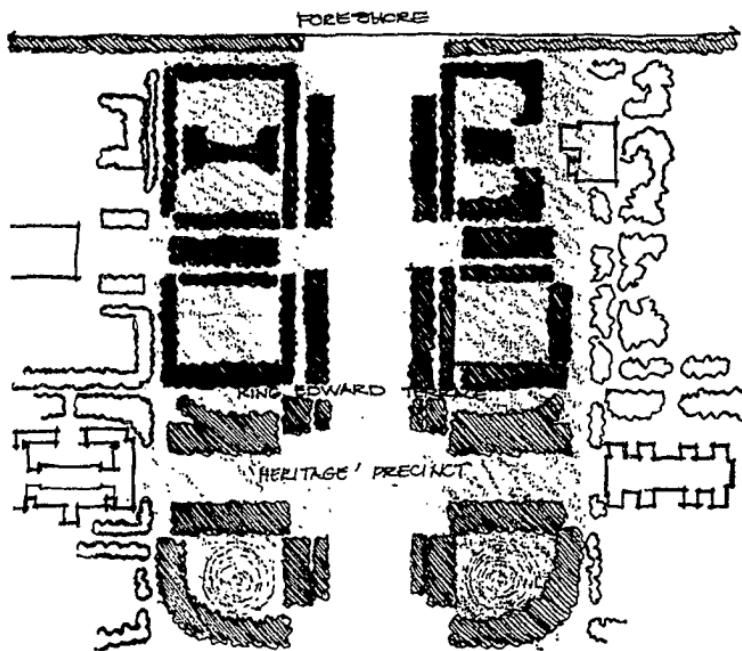


FIGURE 6 EXTEND SPATIAL STRUCTURE OF HERITAGE PRECINT NORTH TOWARD FORESHORE.

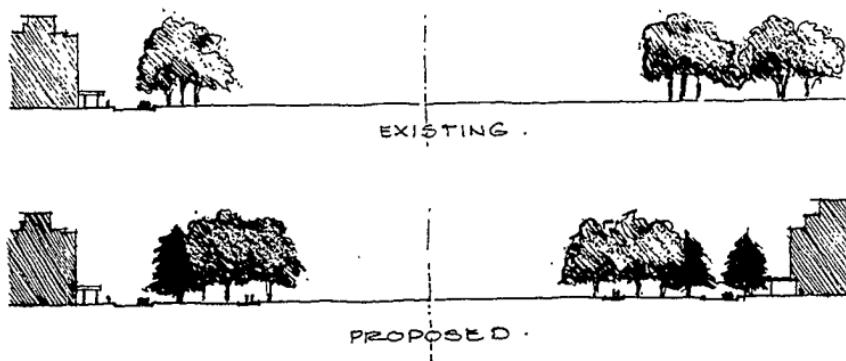


FIGURE 7 STRENGTHENING VISUAL EXPRESSION OF MALL.

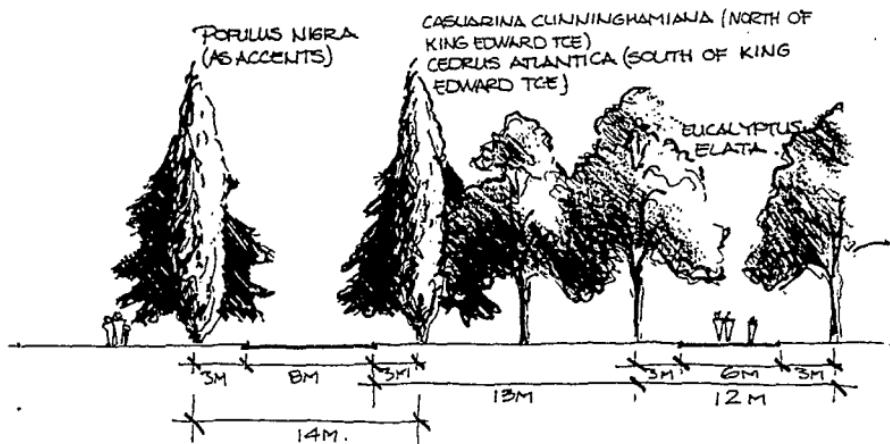


FIGURE 8 PROPOSED PLANTING AND PATHS IN MALL.

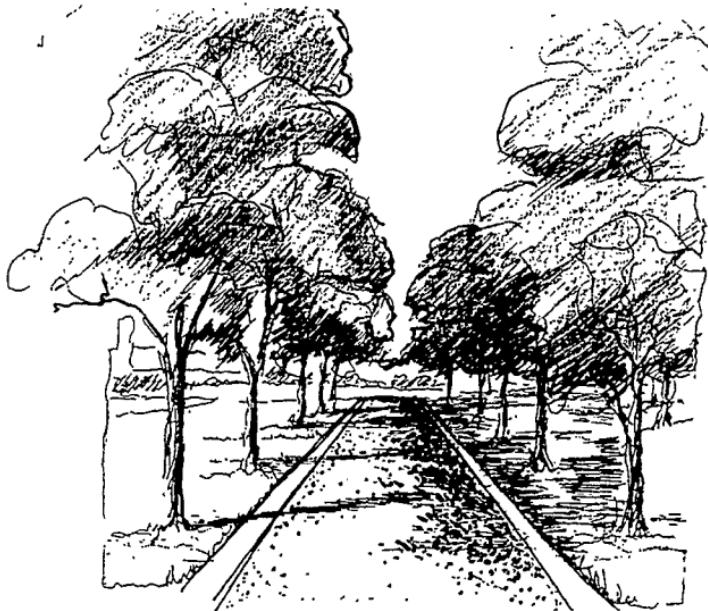


FIGURE 9 MAIN AXIS PATHS GRAVEL WITH CONCRETE EDGE.

INITIAL WORKS

As there is only \$150 000 for the planting and \$140 000 for the construction of paths in this year's capital works budget. It is proposed to:

- construct the primary mall paths from the foreshore to Old Parliament House. The initial estimates for this work is \$140 000 and this includes
- 6m wide gravel path with a concrete edge.
- construction of concrete steps and link to the Foreshore Promenade.
- plant along the new mall paths to create shelter and structure. This will include the planting of Eucalypts north of King Edward Terrace.
- advanced conifers and poplars in the Heritage Precinct.



APPENDIX "H"—continued.

ESTIMATE OF COST—FIRST STAGE—continued.

Description.	Estimate of Cost.	Expenditure per Annum.		
		First Year.	Second Year.	Third Year.
Brought forward	1,114,700	352,700	582,300	179,700
ENGINEERING CONSTRUCTION—continued.				
Electric Telephones—				
Trunk lines	.. .. .. ..	40,000	.. ..	.. ..
..		15,000	.. ..	45,000
Exchange equipment	.. .. .. ..	15,500	.. ..	10,500
Subscribers	.. .. .. ..	54,000	.. ..	39,000
Fire alarms	.. .. .. ..	2,500	.. ..	1,500
Wireless Station	.. .. .. ..	4,000	.. ..	4,000
Plant—				
Traction; Power house; construction; miscellaneous	.. .. .. ..	36,000	31,000	5,000
Store buildings	.. .. .. ..	5,000	4,000	1,000
Roads in settled areas	.. .. .. ..	56,800	10,000	20,000
Footpaths	.. .. .. ..	2,500	700	700
Improvements to approach roads	.. .. .. ..	15,000	5,000	5,000
Cemetery and road	.. .. .. ..	4,000	3,000	1,000
MISCELLANEOUS.				
Tree-planting	.. .. .. ..	20,000	6,000	6,000
Moving official furniture and some purchase*	.. .. .. ..	51,300	.. ..	25,000
Moving private furniture*	.. .. .. ..	49,500	.. ..	35,500
Synchronized clock system	.. .. .. ..	1,200	.. ..	1,200
Fire Station equipment	.. .. .. ..	3,000	.. ..	.. ..
Contingencies	.. .. .. ..	25,000	5,000	10,000
Totals	.. .. .. ..	1,789,000	417,400	688,500
				633,100

*Vide details shown on supporting Schedule H1.

SUPPORTING SCHEDULE H1.
(Vide Appendix "H.")

ESTIMATED COST OF TRANSFER FROM MELBOURNE TO CANBERRA.—OFFICERS, OFFICIAL AND PRIVATE FURNITURE.

Official furniture, &c., for—

Governor-General (removal and some purchase)	.. .. .. ..	.. .. .. ..	.. .. .. ..	£23,000
Parliament (removal and purchase)	.. .. .. ..	.. .. .. ..	.. .. .. ..	10,000
Hostel (purchase)	.. .. .. ..	.. .. .. ..	.. .. .. ..	20,000
Prime Minister, President of Senate, and Speaker	.. .. .. ..	.. .. .. ..	.. .. .. ..	3,000
Central Administrations and Government Printer (removal)	.. .. .. ..	.. .. .. ..	.. .. .. ..	10,000
Central Administrations (purchase of supplementary)	.. .. .. ..	.. .. .. ..	.. .. .. ..	2,000
Local Administration (purchase)	.. .. .. ..	.. .. .. ..	.. .. .. ..	3,000
Secretariat—Central Administration (purchase)	.. .. .. ..	.. .. .. ..	.. .. .. ..	2,000
				£51,300

REMOVAL OF PRIVATE FURNITURE, AND TRAIN FARES, ETC.

Central Administration Officers—

Married, 351 (in cottages) at £60 and £20 equals	.. .. .. ..	.. .. .. ..	.. .. .. ..	£23,080
Married, 127 (in hostels) at £25 equals	.. .. .. ..	.. .. .. ..	.. .. .. ..	3,200
Unmarried, 593 at £7 equals	.. .. .. ..	.. .. .. ..	.. .. .. ..	1,200
				£26,480

(Averaging roughly £35 per official.)

Civil (local) Administration Officers—

Married, 100 at £70	.. .. .. ..	.. .. .. ..	.. .. .. ..	£7,000
Unmarried, 90 at £7	.. .. .. ..	.. .. .. ..	.. .. .. ..	630
				£7,630
				£43,110

Say, £43,500.

PARLIAMENT ACT 1974

WORKS IN THE PARLIAMENTARY ZONE

FORWARD PLANTING AND PATH SYSTEM

The National Capital Planning Authority has proposed works in the Parliamentary Zone involving the creation of a path system and complementary tree planting. The proposal falls within the Authority's responsibility for managing national land.

The proposal is for the construction of primary mall paths from the foreshore to Old Parliament House and the construction of concrete steps linking the path to the Foreshore Promenade. The path would be constructed of granite gravel with a concrete edge. Planting would be along the new mall paths to create shelter and structure. This would include planting of Eucalypts north of King Edward Terrace and advanced conifers and poplars in the Heritage precinct. The proposal is shown in further detail on the attached sketches.

The estimated cost of the works totals \$290,000.

The works proposal has been referred to the Joint Standing Committee on the Parliamentary Zone for inquiry and report. If the Committee recommends that the works proceed, the Minister for the Arts and Territories proposes to move under sub-section 5(1) of the *Parliament Act 1974* that the House approve the work.