

*Joint Select Committee on the New and Permanent
Parliament House*

**REPORT ON THE
ALTERNATIVE SITES OF CAPITAL HILL
AND THE CAMP HILL AREA
FOR THE
NEW AND PERMANENT
PARLIAMENT HOUSE**

April 1969

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

*Joint Select Committee on the New and Permanent
Parliament House*

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COMMONWEALTH GOVERNMENT PRINTING OFFICE
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NEW AND PERMANENT PARLIAMENT HOUSE

JOINT SELECT COMMITTEE

Paragraph (1) of the Resolution of Appointment

- (1) That, having in mind proposals for the erection of a new and permanent Parliament House (in this resolution referred to as 'the Parliament building') and in that connection the need to examine the efficiency or otherwise of working arrangements in the present Parliament House and any changes in those arrangements that may seem to be desirable, a Joint Select Committee be appointed to inquire into and report on—
- (a) the accommodation needs of—
 - (i) the Senate, the House of Representatives and the Parliamentary staff in the Parliament building;
 - (ii) members of the public visiting the Parliament building; and
 - (iii) library facilities, and catering and other facilities and services in the Parliament building for Members of the Parliament and others;
 - (b) whether, and, if so, to what extent or in what manner, the following should be accommodated in the Parliament building—
 - (i) the Executive;
 - (ii) the press; and
 - (iii) communication services; and
 - (c) matters incidental to the foregoing matters.

**JOINT SELECT COMMITTEE ON THE NEW AND PERMANENT
PARLIAMENT HOUSE**

MEMBERS

Chairman

Senator the Hon. Sir Alister McMullin, K.C.M.G., President of the Senate.

Deputy Chairman

Hon. W. J. Aston, M.P., Speaker of the House of Representatives.

Rt Hon. J. G. Gorton, M.P., Prime Minister (in absence, Hon. B. M. Snedden, Q.C., M.P., Minister for Immigration).
 Rt Hon. J. McEwen, C.H., M.P., Minister for Trade and Industry (in absence, Hon. P. J. Nixon, M.P., Minister for the Interior).
 E. G. Whitlam, Esq., Q.C., M.P., Leader of the Opposition.
 Senator D. M. Devitt.
 Senator T. C. Drake-Brockman, D.F.C., Chairman of Committees.
 Senator D. McClelland.
 Senator Dame Ivy Wedgwood, D.B.E.
 L. H. Barnard, Esq., M.P., Deputy Leader of the Opposition.
 F. R. Birrell, Esq., M.P.
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 E. N. Drury, Esq., M.P.
 G. W. A. Duthie, Esq., M.P., Opposition Whip.
 Hon. G. D. Erwin, M.P., Minister for Air and Leader of the House.
 E. M. C. Fox, Esq., M.P., Government Whip.
 G. O'H. Giles, Esq., M.P.
 A. S. Luchetti, Esq., M.P.

Members added by Resolution of both Houses on 6 March 1969

Senator the Hon. K. M. Anderson, Minister for Supply and Leader of the Government in the Senate.
 Senator L. K. Murphy, Q.C., Leader of the Opposition in the Senate.
 Senator the Hon. V. C. Gair, Leader of the Australian Democratic Labor Party.

CONTENTS

	<i>page</i>
REFERENCE TO THE COMMITTEE	1
RECOMMENDATIONS	3
HISTORY AND COURSE OF THE INQUIRY	3
REASONS FOR THE COMMITTEE'S CONCLUSIONS	
Introduction	7
Visual eminence	7
Ease of building	8
The land axis	8
The Parliament building and its relation to other buildings	9
Interim accommodation for Members	9
Other factors	10
Summary	10
THE CAPITAL HILL AREA	
Summit architectural feature	11
Development of Capital Hill area	12
Control over Parliamentary Zone	12
BUILDINGS IN THE SITE AREA	
East Block and West Block Secretariats	13
Present Provisional Parliament House	14
Possibility of incorporation in new building	14
Possible alternative uses	15
Desirability of demolition	16
Financial aspects of retention and demolition	16
CONCLUSION	17
MINUTES OF PROCEEDINGS	19
APPENDICES	
I Submission from the National Capital Development Commission	*
II Submissions from Senators and Members	*
III Submissions received in response to newspaper advertisements	*
IV Transcript of Evidence	27

(NOTE: The three Appendixes marked with an asterisk (*) are not attached to this Report as they were circulated to all Senators and Members on 18 March 1969. Some additional copies are available from the Papers Offices of both Houses.)

JOINT SELECT COMMITTEE ON THE NEW AND PERMANENT
PARLIAMENT HOUSE

*Report on the Alternative Sites of Capital Hill and the Camp
Hill Area for the New and Permanent Parliament House*

REFERENCE TO THE COMMITTEE

1. On 26 November 1968, the Senate, without prejudice to its Resolution of 22 August 1968, 'That the Senate is of the opinion that the new and permanent Parliament House should be situated on Capital Hill', concurred in the proposal of the House of Representatives that the matter of alternative sites for the New and Permanent Parliament House, on Capital Hill or the Camp Hill area, be referred to the Joint Select Committee on the New and Permanent Parliament House for report.

RECOMMENDATIONS

2. The Committee, having inquired into the matter of the alternative sites, recommends:

That the new and permanent Parliament House be situated on Camp Hill.

The Committee considers that the foregoing recommendation should not stand in isolation but should be supported by the following supplementary recommendations:

- (a) That the summit of Capital Hill, the geometric termination of the avenues, be reserved for an architectural shaft or other feature of a symbolic nature which would not compete by reason of its mass, its form or its significance with the Parliament building but, if possible, complement and enhance the building's appearance.
- (b) That, apart from the symbolic structure at the summit of Capital Hill, no building be permitted inside the area of State Circle.
- (c) That the area of Capital Hill inside the inner ring road be effectively landscaped and developed as a garden area.
- (d) That the area of land bounded by King George Terrace, Commonwealth and Kings Avenues and their southerly extensions and taking in the symbolic structure on the summit of the hill be regarded as the Parliamentary Zone within which all development shall be subject to the approval of the Parliament.
- (e) That East Block and West Block secretariats be demolished.
- (f) That, upon completion of the new Parliament building, the present Parliament House be demolished and the area on which it now stands be developed as the forecourt of the Parliament.

The course of the Committee's enquiry and the reasons supporting its recommendations now follow.

HISTORY AND COURSE OF THE ENQUIRY

3. Early references to the history of the site for the permanent Parliament building in Canberra may be found in the following Parliamentary Papers:

- No. 153 of 1914-17: Design for Lay-out of Federal Capital City, Federal Parliament House, etc.—Correspondence between the Minister for Home Affairs and others and Mr W. B. Griffin.
- No. 346 of 1914-17: Documents necessary to complete foregoing Paper containing Griffin's Report explanatory of his Preliminary General Plan.
- No. 134 of 1920-21: Federal Capital Advisory Committee—Construction of Canberra—First General Report.

- No. 26 of 1923: Public Works Committee—Report on Erection of a Provisional Parliament House in Canberra.
- No. S2 of 1954-55: The Senate—Report of Select Committee on the Development of Canberra.
- No. 50 of 1957-58: Parliament House, Canberra—The Case for a Permanent Building—Joint Statement by President of Senate and Speaker of the House of Representatives and Report by Secretary, Joint House Department.
- No. 23 of 1958: Observations on the Future Development of Canberra by Sir William Holford, FRIBA, MTPI.
- No. 180 of 1964-66: Observations on the Permanent Parliament House by the President of the Senate, Senator the Hon. Sir Alister McMullin, K.C.M.G.

Other publications in which the matter is referred to are:

The Future Canberra—A long range plan for land use and civic design by the National Capital Development Commission (1964).

Parliament Houses—Comparative Studies of Existing Buildings with an examination of sites for a permanent building in Canberra prepared by the National Capital Development Commission to assist the Joint Select Committee on the New and Permanent Parliament House—March 1966.

4. On 26 October 1967, being its first meeting after re-appointment in the Twenty-sixth Parliament, the Joint Select Committee determined that it would first consider the matter of the site for the new Parliament building although its terms of reference did not specifically call for such an inquiry. The Hon. P. J. Nixon, Minister for the Interior, suggested that the Committee should express its view to Parliament as early as practicable because of an awareness that uncertainty on the issue impacted upon siting arrangements for other future major buildings in the Parliamentary Triangle.

5. At its next meeting on 28 November 1967, the Committee, by a majority decision, decided in favour of the lakeside site. The Committee's majority decision was, in fact, an endorsement of the decision made by Cabinet in July 1958. The Committee made its view known by a press release on 29 November 1967.

6. It is to be noted that the Committee, in making its decision of 28 November, had not seriously considered the Camp Hill site because of the existing House, which, it was assumed, was to stand and be used for some other purpose.

7. Knowing that the Government desired to raise the matter of the site in both Houses, the Committee, on 14 August 1968, brought up a special report on the site embodying the results of its findings of 28 November 1967 together with the documentary evidence supplied to it by the National Capital Development Commission.

8. The next day, the Prime Minister moved the following motion in the House of Representatives:

That this House is of the opinion that the new and permanent Parliament House should be situated on the lake-side site.

9. In moving the motion, the Prime Minister explained that its purpose was to enable each Member of the House to express his own individual view and judgment as to where the new Parliament House should be sited. By arrangement, both Government and Opposition Members had an entirely free vote. After further debate and amendment the House, on 17 October 1968, agreed to the following Resolution:

That this House is of the opinion that the new and permanent Parliament House should be situated on Capital Hill or the Camp Hill area and that the matter be referred to the Joint Select Committee on the New and Permanent Parliament House for report on the alternatives and that the Committee be requested to submit its report within three months; and that this Resolution be conveyed to the Senate seeking its concurrence to this procedure.

10. Meanwhile, the Senate, on 22 August, had voted by 42 votes to 6, that the new building should be situated on Capital Hill.

11. The Resolution passed by the House of Representatives on 17 October was duly considered by the Senate on 26 November and agreed to in the following terms:

That the Senate, having considered Message No. 78 of the House of Representatives, without prejudice to its Resolution of 22 August 1968, 'That the Senate is of the opinion that the new and permanent Parliament House should be situated on Capital Hill', concurs in the proposal by the House that the matter of alternative sites for the New and Permanent Parliament House, on Capital Hill or the Camp Hill area, be referred to the Joint Select Committee on the New and Permanent Parliament House for report and that the Committee be requested to submit its report within three months.

12. At its meeting on 28 November 1968, the Committee agreed that the National Capital Development Commission be requested to prepare a comprehensive report on the alternative sites providing the Committee with all the available information of relevance to the question including such matters as the necessary alterations to traffic routes, sketch plans of the alternative areas showing the proposed new House and its relationship to other buildings, statements relating to, or the arguments for and against, the desirability of removing the present Parliament building and other buildings in the areas, assessments of the remaining useful life of the buildings to be removed, maintenance costs of the present Parliament building and other buildings in the area and the scope for ornamental development presented by the alternative sites.

13. The Commission agreed to have the report prepared by 28 February 1969.

14. The Committee also agreed that experts in the field of town planning, architecture, etc. and other interested persons be invited to submit written material for the consideration of the Committee and that advertisements relating to the matter be inserted in the press of Canberra and the State capital cities.

15. These advertisements were inserted in each of the main morning newspapers in the six State capitals plus 'The Australian' and the 'Canberra Times' on 14th December 1968 and 18 January 1969.

16. In addition, the Chairman, on 4 February 1969, wrote to all Senators and Members asking if they wished to express a view on the matter, either by means of a written submission or by way of oral evidence before the Committee or by both means if they so desired.

17. Copies of submissions which the Committee received from the National Capital Development Commission, Senators and Members, and other persons who responded to newspaper advertisements were circulated to all Senators and Members on 18 March 1969. The submissions are attached to this Report as Appendixes I, II and III respectively. (Note: These Appendixes have been distributed to all Senators and Members and are not therefore attached to this copy.)

18. The time allowed by the Houses for bringing up the Report of the Committee being insufficient, Resolutions were passed in both Houses extending the time to the end of April.

19. The National Capital Development Commissioner, Sir John Overall, presented the Commission's submission to the Committee at its meeting on 17 March 1969. At the same meeting the Committee heard evidence from—

Mr Edward F. Billson, Dip.Arch., F.R.A.I.A., of Edward F. Billson and Partners, Melbourne.

Mr A. E. Rupert Purkis, M.Arch., A.R.I.B.A., A.R.A.I.A., of the Faculty of Architecture, University of New South Wales.

Mr Jonathan Rudduck, student of town planning, Goldstein College, Kensington, N.S.W.

Mr W. P. R. Godfrey, O.B.E., B.Arch., F.R.A.I.A., F.R.I.B.A., and Mr H. Seidler, M.Arch., F.R.A.I.A., Honorary Fellow of the American Institute of Architects

who together represented the Royal Australian Institute of Architects, and

Mr Edward Henry St. John, Q.C., M.P.

20. During its fourth meeting in relation to the site on 31 March, the Committee, accompanied by officers of the Commission, toured the central area of the city and the area behind Capital Hill and observed from various points a 120 ft height indicator mounted on Camp Hill, noting its elevation in relation to the flag pole on Capital Hill (also 120 ft high).

21. The Committee then heard evidence from—

Mr Walter Bunning, F.R.A.I.A., A.R.I.B.A., A.A.S.T.C., F.A.P.I., Senior Partner in the firm of Bunning and Madden, Architects and Town Planners;

Mr Peter Harrison, Dip.T.C.P., F.A.P.I., F.R.A.I.A., Senior Research Fellow, Urban Research Unit, The Research School of Social Sciences, Australian National University; and

Professor L. F. Crisp, M.A. (Oxon. and Adel.), Head of the Department of Political Science, School of General Studies, Australian National University.

22. After weighing carefully the evidence presented to it, the Committee decided, by a majority vote, to recommend to both Houses that the New and Permanent Parliament House be situated on Camp Hill.

REASONS FOR THE COMMITTEE'S CONCLUSIONS

Introduction

23. The Committee entered upon its inquiry with the knowledge that the House of Representatives probably possessed a pre-disposition towards the Capital Hill site and that the Senate assuredly had such an attitude. Such submissions as were received from Senators and Members fortified the view that Senators and Members generally, supplied with such information as was available to them at the time of their submissions, were in favour of the higher Capital Hill site. Added to this general pre-disposition, the Commission reported it was a fine site, that there was no impediment to construction there and that the differences in cost of a building on either site would be inconsequential.

24. In view of all these factors, it seemed, as a first reaction, that the matter could be easily resolved in a manner which would receive the approbation of the Houses without much further study. However, as further evidence was presented and as the study of the evidence proceeded, it became clear that the Committee would be unable to agree with the assumed more widely held opinion. The reasons for its conclusions on the main factors affecting the matter are now set out in some detail.

25. The new Parliament building will, it is hoped, be one of the finest Parliament Houses in the world and since the Commonwealth Parliament is the reason for Canberra's existence, the aim should be to ensure that, beyond any doubt, the building stands pre-eminent in this city.

Visual Eminence

26. The summit of Capital Hill is at the apex of the Parliamentary Triangle. Two of the city's main avenues lead up to it, both physically and visually, as do five other important avenues. These avenues will always give clear views of the summit unaffected by the later growth of buildings in Barton or the Parliamentary Triangle. It is, indeed, the road pattern rather than the height of the Hill which gives prominence to this site.

27. It is the view of this site from the avenues and from the central area of Canberra which is the main and probably the only factor which excites the imagination and establishes this site as pre-eminent in the opinion of those who have not studied the matter in all its aspects. It is, for instance, far more difficult to visualise the impact of a building on Camp Hill.

28. Realising this difficulty, the Commission* erected a sighting board 120 feet (the same height as the flag pole on Capital Hill) above the level of Camp Hill.

29. This sighting board was viewed by the Committee during the course of its meeting on 31 March. The result was surprising. Because the Capital Hill site is about half a mile to the south of Camp Hill, the sighting board appeared to be equal to or higher than the Capital Hill flag from positions in the north of the central city area. To the east and west, the heights appeared much the same and, to the south, probably the least important sector for visitor movement, the Capital Hill flag was, of course, higher.

30. As this matter is of considerable importance your Committee suggests that this device be erected whilst the matter is under debate in the Houses so that Senators and Members may assess the matter for themselves. (Prominence study No. 20 in the General Summation section of the Commission's report gives two photographic illustrations of these views.)

Ease of Building

31. Mr W. P. R. Godfrey, representing the Royal Australian Institute of Architects, stated that the location of a bicameral Parliament at the junction of the land axis and the axes of a number of radiating roads would impose severe restrictions on the designers of Parliament House and its environs. He added that Griffin regarded the problems posed as insoluble. With Griffin's view the Committee would, with respect, disagree. That architects of the highest Australian or international repute could not today design a fine building for Capital Hill is inconceivable. However, your Committee comprehends the architectural problems associated with this site as stated by the Commission and other witnesses, namely, that because it will be seen from all sides, it must present a fine appearance from each avenue. At the same time it must be designed to allow for expansion and also look finished and complete at each stage of its growth. (The National Library building was quoted as an example of this planning.) Further, the extension areas must harmonise with the existing structure and even add strength to its architectural form. Now, to make these provisions about one axis is not an easy task, but to make the same provisions about several axes is far more restricting for an architect.

32. On the other hand, the Camp Hill site has a directional character and being subject to less restrictions, it gives greater flexibility and so logically should enable a finer concept to be produced.

The Land Axis

33. Walter Burley Griffin's design for Canberra featured a 'water axis' (following the present Lake) and a 'land axis' aligned on Mount Ainslie and Capital Hill on which are today centred the War Memorial, Anzac Parade and the present Parliament building. Town planners have commented on this axis as being too long and uninteresting. Lord Holford described it as 'too long and too uneventful to register any marked impression on the beholder'.

*To avoid repetition of words, the National Capital Development Commission is referred to from time to time as 'the Commission'.

34. Mr Walter Bunning submitted in evidence that if the new Parliament House was to be placed on Capital Hill, then the open stretch of land necessary as a 'mall' (to give an unimpaired view from Parliament House) would be a long uneventful stretch of open space in which the main buildings are too far apart. He said the distance from the centre point of Capital Hill to the present Parliament House is 2,400 feet and this would mean that Parliament House would have no cohesion with other buildings in the Triangle in a civic design sense. On the other hand, if Parliament House were to be set on Camp Hill, this monotonous stretch would be relieved, by having a great building as a terminal feature not very distant from the Lake's edge. Thus the land axis would be terminated and defined in the way intended by Griffin.

35. The Committee can only agree that this professional advice has merit.

The Parliament Building and its relation to other buildings

36. The Committee was impressed with the evidence given by Mr Bunning regarding the relationship of buildings in a total design concept. Speaking of the development of the Parliamentary Triangle he said:

I feel that this sweep of buildings would create an on-flow with Parliament House as the edifice at the top so that they are all related and so that one helps to build up the other. I have always been impressed with the fact that in Canberra, no matter how big a building is, it looks rather small. That is because of the huge landscape. In a huge landscape, large buildings tend to shrink. The National Library is 450,000 square feet as at present built. It is half the size of the Parliament House proposed by Sir John Overall but with the two wings which have been planned and the extension of the basement, it will be one million square feet so that the National Library, with its central block as you know it now, and with two wings three storeys high and the basement extended, would reach an area of 900,000 square feet which was mentioned by Sir John. This, I think you will agree, does not look an immense building in that particular setting. It is a big building, but it is not dominating. One has to take that building and place it with its completed wings on Capital Hill to appreciate the fact that this will not be an overdominant building. I think it will be big enough. But if you took a 900,000 square feet building and set it at the top of Martin Place, where no doubt such a building will some day be, it would dominate the whole city. Set in the Parliamentary Triangle, however, I feel that it needs supporting buildings in order to make it more important. I have observed that in Brasilia that is exactly what has been done.

37. The Committee saw a slide illustration of this effect.

Interim Accommodation for Members

38. Mr St. John, in his evidence, referred to the need for increased accommodation for Senators and Members at the present time and stressed that the building of a new Parliament House should not delay this. In this regard Mr Bunning made the interesting suggestion that if the building were to go on Camp Hill, and so be near the present House, perhaps Members' rooms could be built in their final position for the new building instead of adding to the present building. Such a suggestion would, of course, depend upon a final plan being worked out. However, such a situation could

not arise for a period of 3½ to 4 years, assuming an approval to go ahead with the new building were forthcoming within the next year and would not therefore supersede the need for accommodation in the immediate future.

Other Factors said to favour the Camp Hill Site

39. Other matters put to the Committee as favouring the Camp Hill site were:

- (a) the backdrop;
- (b) the view;
- (c) shelter from the weather; and
- (d) historical considerations.

40. It was claimed that a building sited on Camp Hill would have the wooded slopes of Capital Hill to form a fine contrasting backdrop. But it was clear to the Committee that little, if any, of this backdrop would be seen if viewed from within the Parliamentary Triangle and if the building were tall, the view of Capital Hill would be obscured from any point along the land axis.

41. The second point, that the views from Camp Hill are more attractive than from Capital Hill, would seem of doubtful validity. Certainly, from Camp Hill the Parliamentary Triangle would be closer and since it is a 'controlled view' over an area especially developed, it would have some advantage. But from Capital Hill, the views to the west and down the main avenues are magnificent and Griffin, in the early days, referring to Capital Hill, wrote:

The views command not only the entire city, but, through gaps, the Yarralumla Valley and mountain chains of the Murrumbidgee watershed, the most spectacular features of the landscape.

42. It was claimed by some witnesses that the Camp Hill site received some protection from the prevailing winds from Red Hill and Capital Hill. Since the prevailing winds are westerlies or north-westerlies and these rises are roughly south of the site, such claims are patently inaccurate.

43. In the Committee's view, other factors far outweigh traditional and historical considerations in the determination of the site (that is, that the Camp Hill site was originally selected by Griffin) and the Committee places no weight on them.

44. Summary of Conclusions favouring Camp Hill

- (1) The view of a building on Capital Hill from the avenues leading to it is dominant and isolated. The very fact of its isolation, however, could mean that the building would not appear as impressive as a building sited as a culminating edifice in a total civic entity.
- (2) Although it is not visible in a direct line from the main avenues, Camp Hill provides a site of unexpected visual eminence which will be integrated with other enhancing buildings and be particularly striking when seen from the land axis.

- (3) The single axis on which Camp Hill is centred provides a less restrictive site and logically offers greater freedom for design and expansion.
- (4) By being close to the present House, it may offer advantage during the transition from the old House to the new.

THE CAPITAL HILL AREA

Summit Architectural Feature

45. Originally Griffin planned a building of some size on Capital Hill. He called it the Capitol 'that has a limited function, either as a general administration structure for popular reception and ceremonial, or for housing archives and commemorating Australian achievements rather than for deliberation or counsel; at any rate representing the sentimental and spiritual head, if not the actual working mechanism of the Government of the Federation'. He went on to say that 'Kurrajong (Capital Hill) is deemed too large and too high for a convenient working organisation of Parliament, but, being the only conspicuous internal eminence that has a skyline visible from practically every portion of the city, it lends itself to an architectural treatment that need comprise little more than in the necessary ramps, stairs, and terraces for outlook to make it, by its natural bulk, the dominating architectural feature'.

46. With Griffin's view, that the structure on Capital Hill should be the 'dominating architectural feature' the Committee emphatically disagrees. As has been mentioned before, the Parliament must possess the most dominating building in the city.

47. Asked about a structure for the summit of Capital Hill, Mr Bunning said he envisaged something like a circular form and of a symbolic nature—in the form of a vertical campanula with lifts to take people up to the top. It should be done in a way which would not conflict with towers which might possibly be built on the Parliament House.

48. Mr Harrison favoured the development of a national, peaceful symbol of Australian civilisation forming a fitting counterpart to the Australian War Memorial at the opposite terminal of the land axis. He further suggested that the structure should be not just a symbol but a working symbol on lines parallel to the Memorial. However, your Committee considers that this function can be better performed in the National Centre buildings which the Commission has now transferred from the slopes of Capital Hill to the northern part of the Parliamentary Triangle.

49. Your Committee considers that the suggestion put forward by the Commission offers the most appropriate treatment. This involves the construction of a 'vertical element' on Capital Hill at the geometric intersection of the radiating avenues. The Committee also considers that this structure should be of a symbolic nature, possibly commemorating the achievements of the people in peace and that the design of the structure should be carried

out integrally with the design for the new House so that it would not compete with the Parliament building in significance but rather complement and enhance the building's appearance.

Development of the Capital Hill Area

50. The Committee agrees with the Commission that, apart from the architectural shaft at the apex of the Triangle at the summit of Capital Hill, the Hill should be free of any other buildings. As has been mentioned before, the Hill is the focal point for several main avenues and it is highly desirable that it present an attractive scene from any approach. The absence of other buildings will cause attention to be focussed on the Parliament building and its associated symbolic shaft. The Hill should also be a popular viewing point for tourists.

51. The development of 'Commemoration Gardens', as suggested by the Commission, would accentuate the 'garden city' character of Canberra on the highest ground near the centre of the city. The 'natural' treatment of the Hill could provide a splendid contrast to the paved plaza to the north and provide a fitting backdrop to the Parliamentary building. The gardens may be developed to embrace such symbolism as is desired.

Control over the Parliamentary Zone

52. Down through the years it has been an embarrassment to the Parliament to lack control or be unsure of the extent of its control over the area of land surrounding the building.

53. By a notice made under the *Seat of Government (Administration) Act 1924-1926* and published in the *Commonwealth Gazette* of 15 August 1927 the Commonwealth land allotted to the Parliament was defined in a rather imprecise diagram which showed the area to consist of the building itself plus the two side Parliamentary gardens. Oddly and unfortunately the side roads separating these areas, on which there is always a good deal of pedestrian traffic associated with the Parliament, were not included as a Parliamentary area.

54. At present various Commonwealth Departments are concerned with aspects of the Parliamentary area and several statutes have application to it. Over time, much correspondence has flowed between the Parliament and the Departments in the matters of traffic control, parking facilities, police activities, control of demonstrations, public access to the building, roadway design, etc. It is felt that many of the problems which have arisen could have been avoided by having the whole area placed under the control of the Parliament through its Presiding Officers. Senators and Members using their own cars in Canberra will, for instance, be aware of the difficulties of parking which have arisen from time to time.

55. In view of past experience your Committee was interested to note that Professor Crisp, in submitting that the Parliament should be on Capital Hill, contended that—

for the adequate carrying out of that purpose Parliament should, by statute sponsored by the Presiding Officers, reserve to itself in perpetuity the whole of the land within State Circle, together with Camp Hill and the land down to

the front of the present temporary Parliament House, bounded by Commonwealth and King's Avenues. In that statute it should reserve to itself the ultimate disposal of the present Parliament House structure and those of the Nos 1 and 2 Secretariats and all decisions regarding structures or parking areas to be erected in these Capital and Camp Hill areas. It should thus, in keeping with the interests and dignity of Parliament, preserve these areas from ever again being subject to purely Executive decisions or use-planning and from invasion by ring-roads or structures extraneous to Parliament's own functions and purposes.

I believe that the present Parliament owes it to all its successors and to the people of Australia down the centuries to make this provision.

56. Earlier, on 29 June 1966, Geoffrey Sawer, Professor of Law at the Australian National University, in an article published in the *Canberra Times*, made reference to the legal title to Parliament House and its surroundings. Amongst other matters, Professor Sawer suggested that consideration should be given to legislation which would make Parliament a corporation for the purpose of owning property and vesting in it the legislative buildings for the time being and a specified area around those buildings so that Parliament itself will have undoubted control over such matters as security, parking and access generally as well as over management and the use of buildings.

57. The Committee agrees in principle with these views and in recommending that the building be on Camp Hill, recommends also that the area of land shown as the 'Parliamentary Zone' in the Commission's study No. 16, be an area in which all alterations and developments are subject to the approval of the Parliament.

58. It recommends further that the desirability of having this power incorporated in a statute be considered at an early date. This would not be a novel course. For instance, Public Law 570, 79th Congress, approved 31 July 1946, re-defined the boundaries of the Capitol Grounds in Washington to include as a part of the Capitol Grounds the areas immediately surrounding the Senate and the House Office Buildings and certain border streets and sidewalks.

BUILDINGS IN THE SITE AREA

East Block and West Block Secretariats

59. So that a judgment could be made on the desirability of removing buildings in the area of the two sites, the Committee requested the Commission to provide information relating to the remaining useful life and maintenance costs of those structures. The three buildings directly affected are (a) East Block, (b) West Block and (c) the Provisional Parliament House. The Commission in turn obtained information from the Department of Works and the Valuation Section of the Taxation Branch of the Treasury which is set out in Appendices 'A' and 'B' of the Commission's submission.

60. In summary, both Secretariat buildings are structurally sound but could require re-roofing in ten years' time, at a cost of \$40,000 to \$50,000 each. Neither building is functionally efficient, providing only second-grade accommodation, and both pose difficult security problems.

61. If, as the Committee has recommended, the new Parliament House is sited on Camp Hill, then the Commission recommends that the East and West Blocks should be phased out concurrently with that construction programme. The Committee endorses this suggestion.

Present Provisional Parliament House

62. All professional witnesses before the Committee agreed that, irrespective of which site might be chosen, the present provisional Parliament House should be demolished upon completion of the new building. This is a matter which at first sight might appear to be wasteful of taxpayers' money and so warrants very careful consideration. The Committee is therefore grateful to the Commission for its careful analysis of the problem in answer to the Committee's request of 28 November.

63. It is thought best to summarise this matter under four heads:

- (1) The possibility of incorporating the old building in the new building;
- (2) Possible alternative uses;
- (3) The desirability of demolition; and
- (4) Financial aspects of retention and demolition.

(1) *The possibility of incorporating the old building, or part of it, in the new building—*

64. This suggestion was put forward by a Senator and a Member and one witness before the Committee. The immediate appeal of the suggestion arises from the possibility of saving in building costs. Another argument was that part of the building should be retained and incorporated for historical reasons.

65. The Commissions view on the suggestion of incorporation was that the scheme would be a major restraint on the siting and architectural design of the new structure. Substantial expenditure would still be needed on internal renovation, reconstruction and re-equipping.

66. Mr Bunning agreed that the idea would be too inhibiting and advised that as much freedom as possible was required in arranging the massing of the new building if an architect is to be given the opportunity of creating a world-class building. In particular, Mr Bunning mentioned the following points:

- (a) that the architectural scale of the present building and its external expression is altogether too small and too poor to form the approach to a new building set behind it. As an illustration a comparison with the scale of the National Library, with its 70 feet high colonnade, clearly shows that the Library overshadows the present Parliament House;
- (b) that the external materials used in the present building are not in character with the national significance of such a building. To apply new richer materials, such as stone or marble, would not alter and improve the scale of the building. The arrangement of the fenestration is inhibiting;

- (c) that the internal arrangement of spaces in the present Parliament House is almost certain to be inhibiting to the functional arrangement of the plan of a new building behind it;
- (d) that the present building is out-of-date and this would require major alterations to the fabric of the structure in order to bring it up to modern standards of technology.

67. Mr Godfrey stated that he could not see any circumstance in which it would be economically sound to try to incorporate any part of a building of no great distinction in a new building which, it is hoped, would be of very great distinction.

(2) *Possible alternative uses—*

68. One reason advanced in 1967 for siting the new Parliament building by the Lake was that the old building could be retained and used as a conference centre. The Commission, in order to comply with the Committee's request for information relating to the demolition of the present building, approached the Valuation Board of the Taxation Branch of the Treasury for advice on the alternative uses to which the building could be put. The statement of the Valuation Board is contained in Appendix 'B' of the Commission's Report.

69. That part of the advice of direct relevance to the question of alternative uses states that the Chambers could be used for conference purposes but it is considered that lack of size could seriously hinder this use. Even if the present seating capacity were doubled, a maximum capacity in the vicinity of 300 would not satisfy all conference needs. The main library floor suffers from the impediment of central pillar supports which would make it unsuitable for conference purposes.

70. The wing areas could be used for departmental purposes but this does not comprise very good office accommodation. While some suites, for example those of the Prime Minister and the President of the Senate, are of a very high standard, many rooms, such as those for the press and minor officials, are very poor and verging on the sub-standard.

71. The report pointed out that there have been great changes in design and in the concept of office accommodation in the last twenty-five years and in comparison with present day standards, the office accommodation is poorly lighted and ventilated. Further, there is an inflexibility of lay-out consisting of small rooms suitable for only one or two persons and the accommodation provided could only be considered as temporary. Although the finish (joinery, etc.) of much of the area is of high quality, this does not improve design and can lead to high maintenance costs. The report concluded that no alternative use would be as economically valuable as its present use. Other uses would require alterations and any conversion is likely to be both difficult and expensive.

(3) *The desirability of demolition—*

72. The Commission stated that, with either site, the existing provisional building would seriously reduce the views in both directions along the land axis and would detract in a major way from the openness of the vistas.

73. The major impact of the provisional building would be to prevent that portion of the Triangle known as Parkes Place from being seen from main floor levels on both sites and the unsightly and obtrusive roof of the present building would appear prominently from the front of the new building on either site.

74. Mr Godfrey supported this view. He stated that he did not believe that the existing Parliament House could remain in a complex with the new Parliament House on Capital Hill or Camp Hill because the views would be cut so badly and the balance of the total so upset that it would not be a viable proposition. If it did remain there would be no centralised plan for the centre of Canberra which made any sort of sense. Although there would be some sentimental and economic objection to the demolition, he thought this would be less at the time of its removal.

(4) *Financial aspects of retention and demolition—*

75. The original cost of construction of the Parliament building in 1927 was \$1.5m. The total amount expended to date on capital works on the building, including the \$1.5m for initial construction, is \$3.9m. Based on an estimated future life of ten years for its present use, and having regard to the Department of Works' estimate of \$10.5m as a present replacement cost, the Commonwealth Valuers considered the present value of Parliament House, excluding land, to be \$2m at this time and based on existing use.

76. The inadequacy of the accommodation provided in the building, in almost every area, is well known to all Senators and Members. Current immediate requirements for additional accommodation are estimated to cost \$2.5m.

77. Generally the building is in good condition which results largely from the expenditure of a little over \$2m on maintenance from 1928 to 1968. As the building ages maintenance costs, which have averaged \$100,000 over the last three years, may be expected to rise. However, about ten years from now, the building will enter a new phase of substantial maintenance costs.

78. It is of interest to note the changing concept of building values as mentioned by the Valuers in their report (Appendix B of the Commission's Report). The old concept that a building remains of value for just as long as it continues to stand is passing. The fact is that buildings rarely fall down due to decay in their fabric. They are invariably demolished before the end of their physical life because they no longer serve a functional or economic purpose.

79. After thoughtful consideration of all the factors relating to the present building, your Committee sees no alternative to ultimate demolition upon the completion of a new building. Indeed the present and, what would

appear to be continuing, functional inadequacies and higher maintenance costs, especially after the next decade, prompt the Committee to suggest that an early start on the new and permanent Parliament House would be, in every way, a sound and practical move.

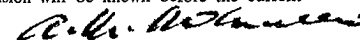
CONCLUSION

80. The object of your Committee has been to present to the Parliament, in a relatively short report, those factors which it considers of greatest significance in the determination of a site for the new Parliament building. Brief reference has been made to certain evidence which was considered to be of direct relevance to its conclusions. With the provision of the Hansard transcript of the evidence taken at the Committee's meetings on 17 and 31 March, which is attached to this Report, all Senators and Members will be in possession of all the evidence, written and oral, which was at the disposal of the Committee.

81. In addition, the models and diagrams prepared for the Committee by the National Capital Development Commission were displayed in the rear reading room of the Parliamentary Library from 18 March to 28 March.

82. Your Committee is most grateful to Senators and Members and all other witnesses who made submissions, written or oral. The Committee is particularly indebted to the National Capital Development Commission for the quality of its submission and the speed with which it was produced. As the Commission commented, the task, as it saw it, was not to submit a final conclusion on one site as against the other, but rather to bring out in an objective way the inherent potentialities, opportunities and challenges posed by the two sites so that a Parliamentary decision could be made in the light of all the relevant material. This approach has been much appreciated by the Committee.

83. Your Committee has been informed of the urgent need for a clear and final determination of the site so that the siting of other important buildings can be settled, and the Committee has therefore acted with as much speed as possible. It would now urge the Houses to proceed to an early debate on the matter so that the Parliament's decision will be known before the current period of sittings terminates.



A. M. McMULLIN
Chairman

Parliament House,
Canberra
17 April 1969

JOINT SELECT COMMITTEE ON THE NEW
AND PERMANENT PARLIAMENT HOUSE

Minutes of Proceedings

Twenty-sixth Parliament—Tenth Meeting

Parliament House, Canberra

Thursday, 28 November 1968, 9 a.m.

PRESENT:

Senator the Hon. Sir Alfister McMullin, K.C.M.G., President of the Senate
(Chairman).

Hon. B. M. Snedden, Q.C., M.P., Minister for Immigration and Leader of the
House (in place of Prime Minister).

E. G. Whitlam, Esq., Q.C., M.P., Leader of the Opposition.

Senator D. M. Devitt.

Senator T. C. Drake-Brockman, D.F.C., Chairman of Committees.

Senator Dame Ivy Wedgwood, D.B.E.

L. H. Barnard, Esq., M.P., Deputy Leader of the Opposition.

G. M. Bryant, Esq., M.P.

E. N. Drury, Esq., M.P.

G. W. A. Duthie, Esq., M.P., Opposition Whip.

G. D. Erwin, Esq., M.P., Government Whip.

G. O'H. Giles, Esq., M.P.

A. S. Luchetti, Esq., M.P.

Hon. P. J. Nixon, M.P., Minister for the Interior.

The following officers were in attendance:

From the National Capital Development Commission—

Mr W. C. Andrews—Associate Commissioner.

Mr A. H. Higgins—Project Officer.

From the Prime Minister's Department—

Mr G. J. Yeend—First Assistant Secretary

Mr I. F. Grigg—Assistant Secretary (Government Branch) { Government and
External Relations
Division.

The minutes of the meetings of the Committee held on 22 April, 30 May, 6 June
and 13 August 1968, which had previously been circulated to Members, were taken as
read and confirmed.

The Committee was informed of the following Resolutions relating to the site for
the new and permanent Parliament House which were agreed to by the House of
Representatives and the Senate respectively—

*Resolution agreed to by the House of Representatives on 17 October 1968 (Votes and
Proceedings, page 243)*

'That this House is of the opinion that the new and permanent Parliament
House should be situated on Capital Hill or the Camp Hill area and that the
matter be referred to the Joint Select Committee on the New and Permanent
Parliament House for report on the alternatives and that the Committee be
requested to submit its report within three months'.

Resolution agreed to by the Senate on 26 November 1968 (Journals, page 351)

'That the Senate, having considered Message No. 78 of the House of Represent-
atives, without prejudice to its Resolution of 22 August 1968, "That the Senate
is of the opinion that the new and permanent Parliament House should be

situated on Capital Hill", concurs in the proposal by the House that the matter of alternative sites for the New and Permanent Parliament House, on Capital Hill or the Camp Hill area, be referred to the Joint Select Committee on the New and Permanent Parliament House for report and that the Committee be requested to submit its report within three months'.

The Committee agreed that the National Capital Development Commission be requested to prepare a comprehensive report on the alternative sites providing the Committee with all the available information which is of relevance to the question including such matters as the necessary alterations to traffic routes, sketch plans of the alternative areas showing the proposed new House and its relationship to other buildings, statements relating to or the arguments for and against the desirability of removing the present Parliament building and other buildings in the areas, assessments of the remaining useful life of the buildings to be removed, maintenance costs of the present Parliament building and other buildings in the area and the scope for ornamental development presented by the alternative sites.

Mr Andrews, on behalf of the Commission, agreed to have the report prepared by 28 February 1969.

The Committee agreed that experts in the field of town planning, architecture, etc., and other interested persons be invited to submit written material for the consideration of the Committee and that advertisements relating to the matter be inserted in the press of Canberra and the State capital cities.

The Committee adjourned until the first week in March 1969 at a date and time to be determined by the Chairman and Deputy Chairman.

Minutes of Proceedings

Twenty-sixth Parliament—Eleventh Meeting
Parliament House, Canberra
Wednesday, 5 March 1969, 9 a.m.

PRESENT:

Senator the Hon. Sir Alister McMullin, K.C.M.G., President of the Senate (Chairman).
Hon. B. M. Snedden, Q.C., M.P., Minister for Immigration (in place of Prime Minister).
E. G. Whitlam, Esq., Q.C., M.P., Leader of the Opposition.
Senator T. C. Drake-Brockman, D.F.C., Chairman of Committees.
Senator D. McClelland.
Senator Dame Ivy Wedgwood, D.B.E.
F. R. Birrell, Esq., M.P.
G. M. Bryant, Esq., M.P.
E. N. Drury, Esq., M.P.
G. W. A. Duthie, Esq., M.P., Opposition Whip.
G. D. Erwin, Esq., M.P., Minister for Air.
G. O'H. Giles, Esq., M.P.
A. S. Luchetti, Esq., M.P.
Hon. P. J. Nixon, M.P., Minister for the Interior.

The following officers were in attendance:

From the National Capital Development Commission—
Mr W. C. Andrews—Associate Commissioner
Mr A. H. Higgins—Project Officer.

The minutes of the meeting of the Committee held on 28 November 1968, which had previously been circulated to Members, were taken as read and confirmed.

The Clerk reported the following Resolution agreed to by the House of Representatives on 25 February 1969 (Votes and Proceedings, page 344) and concurred in by the Senate on 26 February 1969 (Journals, page 387):

That the time for bringing up the report of the Joint Select Committee on the New and Permanent Parliament House on the matter of the site alternatives of Capital Hill and the Camp Hill area be extended until the end of April.

The Committee considered working arrangements for hearing evidence on the matter of the site for the new building and agreed—

- (1) That the submission from the National Capital Development Commission should be personally presented by the Commissioner.
- (2) That the Press should be admitted while evidence is being presented.
- (3) That the National Capital Development Commission's Report on the site may be handed to the Press if copies are requested.
- (4) That the following persons be invited to attend before the Committee:
 - (a) Mr E. H. St. John, Q.C., M.P.
 - (b) Rt Hon. A. A. Calwell, M.P.
(both of whom asked if they could give oral evidence)
 - (c) Mr Jonathan Rudduck
 - (d) Mr A. E. R. Purkis
 - (e) Mr J. H. McConnell
 - (f) Mr E. F. Billson
 - (g) Mr Peter Harrison
 - (h) Professor L. F. Crisp
 - (i) Mr W. Bunning
- (5) That after formal presentation of the Commission's submission on the site copies of the submission be circulated to Senators and Members.
- (6) That other submissions received by the Committee relating to the site be distributed to Senators and Members.
- (7) That, if requested, copies of the Commission's submission, and other submissions to the Committee, be given to prospective witnesses.
- (8) That prospective witnesses be invited to be present during the presentation of the Commission's submission.

The Committee adjourned until Monday, 17 March at 11 a.m. in the Senate Chamber.

Minutes of Proceedings

Twenty-sixth Parliament—Twelfth Meeting
Parliament House, Canberra
Monday, 17 March 1969, 11 a.m.

PRESENT:

Senator the Hon. Sir Alister McMullin, K.C.M.G., President of the Senate (Chairman).
Hon. W. J. Aston, M.P., Speaker of the House of Representatives (Deputy Chairman).
Hon. P. J. Nixon, M.P., Minister for the Interior (in place of the Leader of the Country Party in the House of Representatives).
E. G. Whitlam, Esq., Q.C., M.P., Leader of the Opposition.
Senator L. K. Murphy, Q.C., Leader of the Opposition in the Senate.
Senator T. C. Drake-Brockman, D.F.C., Chairman of Committees.
Senator D. McClelland.
Senator Dame Ivy Wedgwood, D.B.E.
F. R. Birrell, Esq., M.P.
G. M. Bryant, Esq., M.P.
E. N. Drury, Esq., M.P.

G. W. A. Duthie, Esq., M.P., Opposition Whip.
Hon. G. D. Erwin, M.P., Minister for Air and Leader of the House.
E. M. C. Fox, Esq., M.P., Government Whip.
G. O'H. Giles, Esq., M.P.
A. S. Luchetti, Esq., M.P.

The following officers were in attendance:

From the Prime Minister's Department—

Mr G. J. Yeend—First Assistant Secretary } Parliamentary and External Rela-
Mr I. F. Grigg—Assistant Secretary } tions Division.

The minutes of the meeting of the Committee held on 5 March 1969 which had been circulated to Members, were taken as read and confirmed.

The Clerk reported entry No. 13 in the Votes and Proceedings of the House of Representatives of 6 March 1969 recording the appointment of the Leader of the Government in the Senate, the Leader of the Opposition in the Senate and the Leader of the Australian Democratic Labor Party as full-time members of the Committee.

The Clerk reported advice from the Prime Minister appointing Mr Fox to the Committee in the place of Mr Nixon and also advice from Mr McEwen appointing Mr Nixon as his representative on the Committee when he is unable to be present. Representatives of the Press were admitted.

The following witnesses were admitted and introduced—

From the National Capital Development Commission—

Sir John Overall, C.B.E., M.C., F.R.A.I.A., F.R.I.B.A., F.A.P.I., A.M.T.P.I.—
Commissioner.

Mr W. C. Andrews, O.B.E., M.I.E.Aust., F.I.S.Aust., F.R.S.H., F.A.P.I.—
Associate Commissioner.

Mr R. B. Lansdown, B.Ec.—Associate Commissioner.

Mr Roger Johnson, B.Arch., Dip.C.D., F.R.A.I.A., M.A.P.I., A.R.I.B.A.,
A.M.T.P.I.—First Assistant Commissioner (Architecture and Civic Design).

Mr C. J. Price, B.E., M.I.E.Aust.—First Assistant Commissioner (Engineering).

Mr H. L. Westerman, B.E., A.M.I.E.Aust., M.A.P.I.—First Assistant Commis-
sioner (Planning).

Mr Edward Henry St. John, Q.C., M.P.

Mr Edward F. Billson, Dip.Arch., F.R.A.I.A.

Mr A. E. Rupert Purkis, M.Arch., A.R.I.B.A., A.R.A.I.A.

Mr Jonathan Rudduck.

Mr W. P. R. Godfrey, O.B.E., B.Arch., F.R.A.I.A., F.R.I.B.A., and

Mr H. Seidler, M.Arch., F.R.A.I.A. Honorary Fellow of the American Institute of
Architects.

together representing the Royal Australian Institute of Architects.

Sir John Overall read to the Committee a precis of the submission by the National Capital Development Commission entitled 'A Comparative Study of Capital Hill and Camp Hill Area Sites'—17 March 1969.

During the course of his address, Sir John Overall presented a short selected bibliography of reference material and the following papers:

Federal Capital Design Competition Extract from winning entry No. 29 by
Walter Burley Griffin (1912).

The Federal Capital Report Explanatory of the Preliminary
General Plan—Report to the Govern-
ment by Walter Burley Griffin.

Erection of Provisional Parliament Committee on Public Works, July 1923.

Observations on the Future Develop- Made at the request of the Common-
ment of Canberra wealth Government, May 1958, by
Sir William Holford, F.R.I.B.A.,
M.T.P.I.

Observations on the Provisional Parlia- Made by the President of the Senate,
ment House Senator the Hon. Sir Alister McMullin,
K.C.M.G., May 1965.

The Future Canberra

A Long Range Plan for Land Use and
Civic Design, presented at the request
of the Commonwealth Government by
the National Capital Development
Commission, 1964.

Parliament Houses

Comparative Studies of Existing Buildings
with an examination of sites for a
Permanent Building for Canberra, pre-
pared by the National Capital Develop-
ment Commission to assist the Joint
Parliamentary Select Committee on the
New and Permanent Parliament House,
March 1966.

The sitting of the Committee was suspended while the Committee, accompanied
by officers of the Commission, inspected the Capital Hill and Camp Hill sites.

The Committee resumed.

The Committee examined Sir John Overall and officers of the Commission.

The following persons were called and examined, in turn—

Mr Billson.

Mr Purkis—During the course of his address, Mr Purkis presented three
plans showing alternative sites for a Parliament House in the
Camp Hill/Capital Hill areas.

Mr Rudduck—Mr Rudduck distributed to the Committee a brochure entitled
'Siting the New Parliament House and an Outline Finishing off
Plan for the Central Area of Canberra'.

Mr Godfrey }
Mr Seidler } examined together.

Mr St. John.

The witnesses withdrew.

The Committee deliberated.

The Committee adjourned until Monday, 31 March, at 11 a.m. in the Senate
Chamber.

Minutes of Proceedings

Twenty-sixth Parliament—Thirteenth Meeting

Parliament House, Canberra
Monday, 31 March 1969, 11 a.m.

PRESENT:

Senator the Hon. Sir Alister McMullin, K.C.M.G., President of the Senate
(Chairman).

Hon. W. J. Aston, M.P., Speaker of the House of Representatives (Deputy
Chairman).

Hon. B. M. Snedden, Q.C., M.P., Minister for Immigration (in place of the Prime
Minister).

Hon. P. J. Nixon, M.P., Minister for the Interior (in place of the Leader of the
Country Party in the House of Representatives).

E. G. Whitlam, Esq., Q.C., M.P., Leader of the Opposition.

Senator the Hon. V. C. Gair, Leader of the Australian Democratic Labor Party.
 Senator D. McClelland.
 Senator Dame Ivy Wedgwood, D.B.E.
 L. H. Barnard, Esq., M.P., Deputy Leader of the Opposition.
 G. M. Bryant, Esq., M.P.
 E. N. Drury, Esq., M.P.
 Hon. G. D. Erwin, M.P., Minister for Air and Leader of the House.
 E. M. C. Fox, Esq., M.P., Government Whip.
 G. O'H. Giles, Esq., M.P.
 A. S. Luchetti, Esq., M.P.

The following officers were in attendance:

From the National Capital Development Commission—
 Sir John Overall—Commissioner.
 Mr W. C. Andrews—Associate Commissioner.
 Mr R. B. Lansdown—Associate Commissioner.
 Mr Roger Johnson—First Assistant Commissioner (Architecture and Civic Design).
 Mr C. J. Price—First Assistant Commissioner (Engineering).
 Mr H. L. Westerman—First Assistant Commissioner (Planning).

From the Prime Minister's Department—

Mr G. J. Yeend—First Assistant Secretary } Parliamentary and
 Mr I. F. Grigg—Assistant Secretary } External Relations Division.

The minutes of the meeting of the Committee held on 17 March 1969 which had been circulated to Members were taken as read and confirmed.

The Clerk reported a letter advising that the Prime Minister would like to continue the arrangement whereby Mr Snedden has attended the Committee in his stead when he is unable to be present.

Representatives of the Press and two witnesses, Mr W. Bunning and Mr P. Harrison, were admitted to the Committee.

The sitting of the Committee was suspended while the Committee, accompanied by officers of the Commission, toured the central area of the City and the area behind Capital Hill to observe from various points a 120 ft height indicator mounted on Camp Hill and its elevation relative to the flag pole on Capital Hill.

The Committee resumed.

Mr Walter Bunning, F.R.A.I.A., A.R.I.B.A., A.A.S.T.C., P.A.P.I., Senior Partner in the firm of Bunning and Madden, Architects and Town Planners, was called and examined.

Mr Peter Harrison, Dip. T.C.P., F.A.P.I., F.R.A.I.A., Senior Research Fellow, Urban Research Unit, The Research School of Social Sciences, Australian National University, was called and examined.

Professor L. F. Crisp, M.A. (Oxon. and Adel.), Head of the Department of Political Science, School of General Studies, Australian National University, was called and examined.

The witnesses, representatives of the Press and officers of the National Capital Development Commission withdrew.

The Committee deliberated.

Question—That this Committee recommend to both Houses that the New and Permanent Parliament House be situated on Camp Hill—put.

The Committee divided—

Ayes, 12
 Mr President (in the Chair)
 Mr Speaker
 Mr Snedden
 Mr Nixon
 Mr Whitlam
 Senator McClelland
 Senator Gair
 Senator Dame Ivy Wedgwood
 Mr Drury
 Mr G. D. Erwin
 Mr Fox
 Mr Giles

Noes, 2
 Mr Bryant
 Mr Luchetti

And so it was resolved in the affirmative.

Ordered—That a draft report be prepared and circulated to members of the Committee.

The Committee adjourned until a date and time to be determined by the Chairman and Deputy Chairman.

Minutes of Proceedings

Twenty-sixth Parliament—Fourteenth Meeting

Parliament House, Canberra
 Thursday, 17 April 1969, 9 a.m.

PRESENT:

Senator the Hon. Sir Alister McMullin, K.C.M.G., President of the Senate (Chairman).
 Hon. W. J. Aston, M.P., Speaker of the House of Representatives (Deputy Chairman).
 Hon. B. M. Snedden, Q.C., M.P., Minister for Immigration (in place of the Prime Minister).
 Hon. P. J. Nixon, M.P., Minister for the Interior (in place of the Leader of the Country Party in the House of Representatives).
 E. G. Whitlam, Esq., Q.C., M.P., Leader of the Opposition.
 Senator L. K. Murphy, Q.C., Leader of the Opposition in the Senate.
 Senator D. M. Devitt.
 Senator T. C. Drake-Brockman, D.F.C., Chairman of Committees.
 Senator D. McClelland.
 Senator Dame Ivy Wedgwood, D.B.E.
 L. H. Barnard, Esq., M.P., Deputy Leader of the Opposition.
 F. R. Birrell, Esq., M.P.
 G. M. Bryant, Esq., M.P.
 E. N. Drury, Esq., M.P.
 G. W. A. Duthie, Esq., M.P., Opposition Whip.
 A. S. Luchetti, Esq., M.P.

The following officers were in attendance:

From the Prime Minister's Department—
 Mr G. J. Yeend—First Assistant Secretary } Parliamentary and External
 Mr I. F. Grigg—Assistant Secretary } Relations Division.

The minutes of the meeting of the Committee held on 31 March 1969 which had been circulated to Members were taken as read and confirmed.

The Chairman brought up his Draft Report.
The Committee proceeded to the consideration of the Draft Report.
Paragraph 1 agreed to.
Paragraph 2 amended and agreed to.
Paragraphs 3 to 51 agreed to.
Paragraphs 52, 53 and 54 omitted and paragraphs 52, 53, 54, 54A, 54B, 54c and 54d inserted in place thereof.
Paragraphs 55 to 79 agreed to.
On the motion of Senator Dame Ivy Wedgwood, it was agreed that the Draft Report, as amended, be the Report of the Committee.
The Committee adjourned until a date and time to be determined by the Chairman and Deputy Chairman.

26

Joint Select Committee on the New and Permanent Parliament House
**ALTERNATIVE SITES OF CAPITAL HILL AND THE
CAMP HILL AREA FOR THE NEW AND PERMANENT
PARLIAMENT HOUSE**

TRANSCRIPT OF EVIDENCE

(Taken at Canberra)

MONDAY, 17 MARCH 1969

Present:

SENATOR SIR ALISTER McMULLIN
(Chairman)

MR W. J. ASTON (Deputy Chairman)

Senator Drake-Brockman
Senator McClelland
Senator Murphy
Senator Dame Ivy
Wedgwood

Mr Birrell
Mr Bryant
Mr Drury
Mr Duthie
Mr Erwin
Mr Fox
Mr Giles
Mr Luchetti
Mr Nixon
Mr Whitlam

Chairman—We have with us today Mr St. John, Q.C., Member for Warringah, whom you all know. He would like to give oral evidence later. I should like to introduce to the Committee our witnesses, who have been good enough to come to Canberra today to give the Committee their time and ideas. They are:

Mr Jonathan Rudduck, who is studying town planning at the Goldstein College, Kensington, New South Wales.

Mr A. E. Rupert Purkis, from the Faculty of Architecture, University of New South Wales. Mr Purkis, for his Master of Architecture degree, published a monumental work on 'Parliament Houses with particular reference to the Australian National Capital' and the submission which members of the Committee have has been taken from that thesis.

Mr E. F. Billson, who was associated in the early days with Mr Walter Burley Griffin. Mr Billson surely provides a most interesting, historical link with the early

planning of the city and the area of interest to us.

Mr W. R. Godfrey and Mr H. Seidler, of the Royal Australian Institute of Architects. The President of the Institute, Mr J. A. McConnell, is at present overseas. In his absence, the Institute has been good enough to arrange for Mr Godfrey and Mr Seidler to appear as members of the Institute. The names of both of these gentlemen are, I am sure, familiar to us because of their architectural works.

As it is difficult to judge just how long our hearing today will take, I thought it inadvisable to call more witnesses for today. The remaining three witnesses will be asked to appear at our next meeting. I now call on Sir John Overall to address the Committee and in doing so I think I should congratulate the Commission on the quality of the document it has presented and the fine illustrative material it has prepared for display.

Sir John Overall, C.B.E., M.C., Commissioner, Mr W. C. Andrews, O.B.E., Associate Commissioner,

Mr R. B. Lansdown, Associate Commissioner, Mr Roger Johnson, First Assistant Commissioner (Architecture and Civic Design),

Mr C. J. Price, First Assistant Commissioner (Engineering), and

Mr H. L. Westerman, First Assistant Commissioner (Planning), National Capital Development Commission, were called and examined.

Chairman

Sir John, will you proceed now, please?—
(Sir John Overall) My submission reads:

I am very pleased to present this evidence and, in doing so, should like to refer to some of my colleagues from the Commission in the matter of any subsequent questions that the members of the Committee may put.

In the actual presentation of the evidence I would propose to give a précis of the submission which you have before you. At question time, however, I think it would be desirable for me to call upon one or other of my colleagues to answer those questions which deal

with matters in the area of their own specialist professional concern.

As well as questions and answers which will come at a time to be decided by you, Sir, I should also wish to make available to you and the members of the Committee a tour of inspection of the sites and places to which I shall have made reference in my submission.

With your agreement, therefore, Mr Chairman, it would not be my intention merely to read the pages which are contained in the document of evidence which has been distributed to Members, but rather to comment on the main points in it, understanding that the amplification of these points is contained in the full text which you have with you.

I have prepared a short bibliography of reference material. It is only a selected bibliography, but it is part of the reference material we have. It is:

'The Federal Capital Design', the winning entry No. 29 by Walter Burley Griffin.

'The Federal Capital', report explanatory of the preliminary general plan of a report to the Government by Walter Burley Griffin.

'The Erection of a Provisional Parliament House', report of the Parliamentary Standing Committee on Public Works in July 1923. This is quite a significant document.

'Observations on the Future Development of Canberra', made at the request of the Commonwealth Government; submitted in May 1958 by Sir William Holford of London.

'Observations on the Provisional Parliament House', made by the President of the Senate, the Hon. Sir Alistair McMullin, in May 1965.

'The Future Canberra', a document prepared by the National Capital Development Commission, which is a long range plan for land use and civic design presented at the request of the Commonwealth Government by the Commission in 1964.

'Parliament Houses', comparative studies of existing buildings with an examination of sites for a permanent building for Canberra prepared by the National Capital Development Commission to assist the Joint Select Committee on the New and Permanent Parliament House in March 1966.

My statement continues:

It is the Commission's wish to ensure that the best possible Parliament House is developed on whichever site is chosen. Parliament is the reason for Canberra's existence and its building in our view must be precise should be subordinate. If in fact all other development is to be related appropriately to it in a fine national capital, then a clear and final decision is needed. Only in this way can all other action associated with the development of the central areas be undertaken so that the siting of the Parliament building is, in fact, enhanced.

It is hoped that a decision will be made on the site as soon as reasonably possible in order that complementary development of the central areas of Canberra can proceed and that indecision should not creep in. Obviously sufficient time must be made available for this and other evidence to be studied in appropriate depth by the Committee, but the Commission would urge that, if at all possible, a recommendation be made early, so that debate in both Houses of Parliament can

go forward with a view to a decision on the site being available prior, I would hope, to the end of the session. This would permit the planning and development of the central areas to carry forward without delay.

As I pointed out to you, Mr Chairman, in my introductory letter, it is necessary to plan the Parliamentary Triangle in recognition of the need to create a special quality in this environment.

In order to make a comparative study of the two sites it has been necessary to make an assumption about the size of the future Parliament House but this does not predetermine the architectural character of the future building.

CHAPTER 1

I turn now, Sir, to the first chapter of the submission which deals with the terms of reference.

The Joint Select Committee on the New and Permanent Parliament House met on 28 November 1968. The minutes of that meeting contain the following passage:

The Committee agreed that the National Capital Development Commission be requested to prepare a comprehensive report on the alternative sites providing the Committee with all the available information which is of relevance to the question including such matters as the necessary alterations to traffic routes, sketch plans of the alternative areas showing the proposed new House and its relationship to other buildings, statements relating to the arguments for and against the desirability of retaining the present Parliament building and other buildings in the area, assessments of the remaining useful life of the present Parliament building and other buildings in the area and the scope for ornamental development presented by the alternative sites.

In conducting the analyses the Commission established a special project group in its own organisation to make a detailed investigation of aspects of the problem. The work of this group and of the Commission has been aided by a wide range of reference material which has been available and of which this is some.

A study has been made of the documentation of the planning of Canberra and, in particular, of the location of the Parliament House, reaching back to the report of the assessors in 1912 on the designs submitted in the Canberra competition. Advice to the Commission has been available from the Joint Select observers at earlier meetings of that Committee. Mr W. C. Andrews, an Associate Commissioner, was also abroad from September 1968 in Europe and America on a series of discussions associated with the Commission's planning of the central area. To work with Mr Johnson on central area planning, the Commission was fortunate to have the services available of Mr John Kirkpatrick of the firm of Skidmore, Owings and Merrill of San Francisco. Mr Kirkpatrick has been recently involved in development proposals for the United States Government for Pennsylvania Avenue and The Mall in Washington and has an extensive background in civic design, architecture and landscaping.

In the following evidence references are made to the planning of the areas adjacent to the Parliamentary

Triangle and Capital Hill and then to the general planning intention for the Parliamentary Triangle itself.

These references, I believe, are necessary preliminaries to allow the detailed analysis of Camp Hill and Capital Hill to be seen in full context.

I refer you to illustrations numbered 1 and 2 which show in general outline our thinking on the future development of the Capital Hill and Camp Hill sites.

CHAPTER 2

The second chapter of the submission reviews the evolution of the Canberra plan extending over a 59 year period from 1911 to 1969.

The chapter reiterates Walter Burley Griffin's theme for the central area and his evidence before the Parliamentary Works Committee in 1923 when he strongly opposed the building of the existing provisional Parliament House in front of the site he wanted for the permanent Parliament House, which was Camp Hill.

His design is shown on illustration No. 3.

Events leading to the construction of the present Parliament House are detailed on page 5 and are familiar to you, and I do not think I need to go over this here.

Coming further on in history, you recall that the Senate Select Committee's report on the development of Canberra, tabled in 1955, recommended Capital Hill site and in 1957 the then Sir William Holford visited Canberra at the Government's invitation and submitted a report.

In 1958 the National Capital Development Commission submitted its observations on the Holford report and made three major recommendations which are set out on page 6. In regard to the Parliament House site the Commission's report stated of the lakeside site: 'The site is the only suitable one in the Parliamentary Triangle unless the present Parliament House were demolished'.

The Government of the day accepted these recommendations in July 1958 and authorised planning to proceed involving the lakeside site for Parliament House. The Commission planned on this basis for 10 years until the matter came up for debate in Parliament in August 1968 and, as you know, the lakeside site was rejected and the alternatives of Capital Hill and the Camp Hill area were referred to this Committee for consideration and recommendation back to the Parliament.

CHAPTER 3

In chapter 3 I deal with the assumed user requirements for a New and Permanent Parliament House.

As I said earlier, this submission has been forced to make certain assumptions because no final decision is yet available on the size, let alone the site, of the New and Permanent Parliament House.

The existing building measures some 250,000 square feet gross and membership of the Parliament is at present 124 members of the House of Representatives and 60 senators. It is estimated the population of Australia at the year 2000 could be between 24 million and 25 million people. Proportional increases in the membership of Parliament would take this figure of members and senators to 370. Again on assumption, it might reasonably be assumed that space requirements for members and senators to handle the increasingly complex legislative processes would increase proportionately. Allowing for present pressures for expanding this existing building we reached

a figure in the order of 900,000 to 950,000 square feet gross as a broad appreciation of a space need which could develop over a period. This would be three to four times the size of the existing provisional building.

It is believed that this assumed building volume is reasonably consistent with information which this Committee has so far received.

It is important also to note that such developments would require parking areas for some 1,200 vehicles, including visitors' cars. Furthermore, a Permanent Parliament House merits a large scale setting predominantly landscaped with facilities for members and senators and public areas.

CHAPTER 4

In chapter 4, which begins on page 9 of the document, reference is made to the three buildings which could be directly affected by the siting of the Permanent Parliament House. These are the East Block, West Block and the provisional Parliament House.

Appendices A and B contain in detail the advice obtained from the Department of Works, Canberra, and from the Valuations Section of the Taxation Branch of the Treasury on the future economic life of these buildings.

In brief, the office accommodation which East Block provides is generally of less than acceptable standards and the same may be said of West Block.

The provisional Parliament House has stood the test of time and is considered to be structurally sound. However, current immediate requirements for additional accommodation and equipment are estimated to cost \$2.5m. The original building and extensions are illustrated on diagram No. 4, which follows page 12 of the submission.

The total amount so far expended on capital works on this building, including the initial construction and additions made in 1947 and 1965 and a new roof put on in 1958 amounts to date to \$3.9m. Details of individual items of expenditure on maintenance on this building are set out on pages 10 and 11 of this chapter as well as in Appendix A, but it should be mentioned that maintenance costs incurred by the Joint House Department alone have risen over the 10-year period 1957-1968 to 1967-1968 from about \$30,000 a year to about \$50,000 a year. Recent assessments by the Department of Works on the need to replace electrical and mechanical items alone indicate a likely additional expenditure based on present day prices of \$100,000 in 5 years, a further \$350,000 in 10 years and an additional \$500,000 in 15 years.

Based on an estimated future life of 10 years for its present use and having regard to the Department of Works \$10.5m estimate of present replacement costs, the expert valuers consider that the present value of Parliament House excluding land is \$2m.

This value is at today's date and is based on existing use; but the value of the improvements could be significantly less if it is based on some alternative use.

CHAPTER 5

In chapter 5 the evidence deals with the planning of areas flanking the parliamentary triangle and Capital Hill because, quite clearly, these contiguous areas are of importance to the final result and have to be studied in some detail to achieve an approach which is realistic.

I realise, of course, that all that is required is for the Commission to illustrate to the Committee possible land uses in these areas, understanding that these

possible land uses may not, in fact, be the actual uses finally settled on.

I refer you now to illustrations 5 and 6 which define the areas studied in detail and which demonstrates the use to which land is currently put.

This chapter explains what already exists in the areas flanking the parliamentary triangle and Capital Hill and points up some of the developments which are already recognised as being needed.

The movement of traffic is, of course, very important in the planning of the central areas and the existing road pattern of central Canberra is based on the original Griffin plan—a concept formed before the motor car had become a major factor in town planning.

The current plan for metropolitan Canberra envisages a desirable reduction of traffic pressure on the central area road system in two ways. One is the development of town centres in the expanding metropolitan area which most significantly reduces congestion and concentration in Canberra City and in the parliamentary area. The other is a system of peripheral and separate freeway systems connecting outer town centres and Canberra City. This has the important function of allowing the internal roads to perform their original function of serving old Canberra and, importantly, the parliamentary area.

The chapter explains in detail the function of the major roads in the parliamentary area and recognises the increasing demand for departmental offices and private offices to be readily available relatively close to the Parliament. This involves, to a significant degree, the use of the areas flanking the parliamentary triangle and Capital Hill and, I should say here, that the Commission believes that all development in these areas should recognise the fact that the future permanent Parliament House is the dominant element.

This has far reaching design implications because of the degree to which—depending on height—development of the alternative Parliament House siting would be seen from and overlook the whole of this outer area.

The Commission believes that development surrounding State Circle should be of a controlled height with any tall buildings carefully located to preserve the views between them. The Committee's specific request for information dealing with 'necessary alterations to traffic routes' is dealt with in detail on pages 14 and 15 of this chapter. The main point emerging from our studies into this question is the confirmation of the earlier studies that the construction of the Capital Hill Ring road should be proceeded with and that none of the alternatives for road connections with Capital Hill could compare with the ring road for its combination of flexibility, function, effectiveness and respect for the formal geometry of Griffin's plan.

The relationship between the ring road design and the alternative sites for the permanent Parliament House will be referred to later in this submission.

CHAPTER 6

Chapter 6, beginning on page 16, with important illustrations numbered 7 to 11, deals with the planning of the parliamentary triangle, including the Capital Hill area. The parliamentary triangle lies within boundaries established by Kings and Commonwealth Avenues and the lake.

Answers by Sir John Overall

This chapter also takes in the Camp Hill area and Capital Hill but the actual siting and studies for the new and permanent building are dealt with in detail in the following chapters. It is axiomatic, however, that for the effective use of either of the alternative sites this vital sector of the environment to Parliament House should be both functional and aesthetically pleasing.

The functions which the parliamentary triangle and the Capital Hill area should be designed to serve would include:

- (a) Parliament House
- (b) National centre
- (c) High Court
- (d) Central government offices
- (e) Open space
- (f) Facility of movement
- (g) Accommodation for people such as tourists and other visitors.

As a general statement these conditions pre-determine that the design of the parliamentary triangle area requires one of broad spaces and building relationships by the lake edge, rising in height and becoming narrower towards Camp Hill and as Kings Avenue and Commonwealth Avenue converge.

I should say here that the planning concepts have a substantially common character whichever site for a permanent Parliament House is chosen, and the possibility of a group of National Centre buildings on Capital Hill seems to disappear in both cases. One of the common elements in both of these cases is that the proposed new site of a National Centre is as part of a group of buildings around the northern or lakeside part of the triangle. The details of how both sites could be developed to accommodate the new Parliament are set out on page 18 of the text of this chapter and briefly they are these:

Camp Hill would be a broad platform containing parking and services for Parliament with pedestrian and vehicle access to the Parliament building which rises above this platform.

The Capital Hill siting study is dominated by the vistas along the land axis being kept open and the completion of the parliamentary triangle position being marked by an open amphitheatre built in the northern slopes of Camp Hill.

CHAPTER 7

Chapters 7 and 8 now specifically deal respectively with the Capital Hill site study and the Camp Hill area site study.

In dealing with the alternative sites it should be noted immediately that a broad cost appreciation leads one to the conclusion that a decision in favour of either site should not be influenced by costs. They are broadly of the same order for both sites.

Also both sites are able to accommodate a building volume of some 900,000 square feet which has been assumed, and each site has room for a notional expansion provision of a similar order. Space would be available for future growth over subsequent decades.

The illustrations numbered 12, 13, 14 and 15 deal specifically with the Capital Hill site being selected, and the associated and complementary use to which Camp Hill could be put is given in some detail on page 23.

The summit of Capital Hill is 175 feet above the lake surface and 75 feet above the summit of Camp

Hill and is the geometrical apex of the central triangle. Seven avenues radiate from State Circle and this broad pattern has increased the natural prominence of Capital Hill so that any building or group of buildings on its summit would be clearly seen from the major avenues.

Satisfactory road approaches to the summit of Capital Hill could be designed and I refer you to illustration No. 13. On page 20 of this chapter, details are given of the type of surrounding road and landscape development which we feel could be appropriate.

I must mention here one or two of the architectural implications which are inherent in the Capital Hill site.

Capital Hill is sufficiently dissociated from other development in the parliamentary triangle to be considered as a separate site which is independent of other buildings. The all-round nature of the site requires an architectural solution which is equally satisfactory when viewed from all sites. It also needs a treatment which will allow later additions that will not reduce the impact of the original design. Of course, the building must grow. The site is a formal one and will need very skilled and careful design.

CHAPTER 8

Then, as I said, chapter 8 similarly deals with the Camp Hill area site study.

As I mentioned earlier, cost is not a significant factor in the merit of both sites as they are broadly of the same order of cost.

An essential quality of Camp Hill is its visual integration with the rest of the triangle. Camp Hill itself is the spur running from Capital Hill into the triangle and the hill itself merges very gradually into the adjoining areas. For purposes of this siting study the Camp Hill area has been defined as extending to King George Terrace, taking in the site of the provisional Parliament House.

As indicated earlier, Camp Hill would accommodate a building volume of some 900,000 square feet together with a notional expansion provision of a similar order, with plenty of room for further growth.

The illustration No. 20 shows the relative prominence of the two sites if a tall element were introduced into the architecture of the new parliament house. Access to the Camp Hill site would be relatively simple and would allow road linkage with the major system within the triangle which serves the Library, government offices and the future high court.

The directional character of the Camp Hill site—that is, it has a defined front and rear elevation—would give a beneficial impetus to architectural design of the initial building and to subsequent extensions.

This chapter is illustrated by plates 16, 17, 18 and 19.

CHAPTER 9

I would now like to indicate to you, Sir, that chapter 9 is an itemised response to the terms of reference established by the Joint Select Committee in its request to the Commission on 28 November 1968. With the permission of the Committee I will not read them here. But now as the main threads of the analysis contained in this submission are drawn together in the following chapter I think I should read it in full since it is, in fact, the general summation of the Commission's evidence.

CHAPTER 10

SUMMARY AND CONCLUSIONS

A decision on the siting of the new and permanent parliament house, in all probability, will be made on individual principle, reflecting the particular understanding of physical and philosophical requirements of parliamentary purposes and national purposes.

There are advantages in and indeed a need for a determination of the siting question; it is also important in the context of the uneasy calm which has fallen over the development of the balance of the parliamentary triangle. The National Gallery building, buildings for major government departments, for the High Court, the Harold Holt Memorial, have been already held in abeyance pending the preparation of these studies.

The review of the parliamentary area which was put in hand by the Commission in January 1968 was very materially modified on 15 August 1968. The debate in the Parliament on the siting of the parliament house commenced on that day, introducing a new set of conditions which affected the whole of the parliamentary area. The final decision was that the Capital Hill site and the Camp Hill area should be assessed in the context of the present day requirements for the Parliament. During the debate, reference was also made to the possibility of the eventual demolition of the existing provisional parliament building.

Arising from the debate in both Houses of the Parliament, the Joint Select Committee of the Parliament on the New and Permanent Parliament House was asked to undertake an inquiry into the two sites. From that request, this comparative analysis springs. The Commission's task has not been to submit a final conclusion on one site as against another; rather to bring out in an objective way the inherent potentialities, opportunities and challenges posed by the two sites so that a parliamentary decision could be made in the light of all the relevant material.

As an essential complement to these comparative analyses, the Commission moved into two additional conceptual studies. The first of these related to what is described in the report as the outer areas. These areas are the environs of the triangle and Capital Hill, and were introduced into the study because of their increased importance with the move of a permanent parliament house from the lakeside to one of the southward sites.

The second of these conceptual studies proceeded within the parliamentary triangle and Capital Hill itself. In addition to the work associated directly with studies of the siting of the parliamentary building, a major review of the broad land use dispositions and design concepts for the parliamentary triangle proper has been brought to a broad conclusion.

In general terms, it has been established that for the parliamentary triangle a notional design concept capable of staged development is available, providing a satisfactory background for the location of a parliamentary building on either Capital Hill or the Camp Hill area.

Turning directly to the detailed analysis related to the two alternative siting possibilities, early consideration was given to the existing provisional building. Authoritative advice has been available on the present character and maintenance cost of this building which cost initially \$1.5m. It can be said summarily that the provisional Parliament House is in good structural condition reflecting the fact that during the course of its life \$2m has already been spent on maintenance

and \$2.4m in extensions. Some 10 years from now, the building will enter a new phase of substantial maintenance costs.

An important consideration in forming a judgment on the provisional Parliament House is what appears to be its rapidly approaching inadequacy for the purposes of the Parliament. An estimate to meet present urgently needed additions is of the order of \$2.5m. A national assessment of the 'client requirements' for a new and permanent building indicates that a building of the order of some 900,000 square feet gross could be needed by about the turn of the century assuming the predicted level of population growth. The existing provisional structure contains some 250,000 square feet. It is obvious therefore that if the envisaged requirements for the Parliament are to be met in any reasonable degree, the present building must be virtually doubled and then redoubled in size in the next 20 to 30 years. Multiplied extensions do not appear to be a sound investment or to offer the opportunities for rational design, economic construction and efficient function which it is considered the Parliament of the Commonwealth should enjoy.

There is, in addition, a third consideration which is relevant. The continued existence of the provisional building when Parliament was located at the lakeside was an element in the composition which could be accepted. However, the location of a new Parliament house either on Capital Hill or the Camp Hill area holds in an aesthetically based conclusion that leads strongly to an aesthetically based conclusion that the existing building, while it might remain for its useful life, could not be seen as remaining in perpetuity. Views of a permanent building, especially from the Parkes Place area, would be seriously reduced, while from the main floors of the new House itself on either Capital Hill or Camp Hill, that portion of the triangle known as Parkes Place, between King George Terrace and the lake would be completely shut off from view.

The combination of these three considerations of increasing maintenance costs, rapidly approaching functional inadequacy and material impediment to views in both directions, has led to the conclusion that demolition of the provisional Parliament House could be only a matter of a decision about time. Obviously, the building could be retained for a period and there would be a judgment to be made on interim uses for the building and on actual dates of demolition, but it could not be conceived that the provisional building would remain indefinitely.

The Commission considered carefully the possibility that the existing provisional building should be incorporated in a new and permanent structure. This would have the apparent advantage of retaining the provisional building in perpetuity as part of a total design concept comprehending both the old and new portions. It would, by definition, avoid a decision on demolition. The Commission's view is that the advantages of such a scheme would, in the long term, be more apparent than real. Incorporation of the provisional building would be a major restraint on the siting and architectural design of the new and permanent structure. Substantial expenditure would still be needed on internal renovation, reconstruction and re-equipping. In the Commission's view, incorporation of the existing provisional building in a new and permanent structure would not be a supportable economic proposal and would be a second class solution from the viewpoints of design, convenience and quality.

One of the matters mentioned during the parliamentary debate was that of traffic, and reference was

made to the proposal to introduce a ring road within the circumference of State Circle. Alternative forms of traffic movement have been assessed therefore as has the impact which the ring road would make on major development on Capital Hill. It is the Commission's considered view that the ring road does not create a design impediment to a new and permanent parliament house on Capital Hill and, in fact, the proposed traffic system best fits into the parliamentary environment.

The essence of the comparative studies can be summarised briefly. Two sites have been available for analysis. Each is well located relative to the national areas. Each is generous in dimension, provides ample room for continuing expansion, for generosity in development and for imaginative architectural solutions. Either site provides a tremendous opportunity for a fine building.

The sites have some individual differences. The Camp Hill site has a directional character and this would seem to make it a somewhat easier task to establish a design of quality for a building which is complete in itself at the moment of occupation and must be capable of continuing expansion over the next decades. Obviously, the expansion elements must sit harmoniously with the first stage central structure and should add strength to its architectural form. Camp Hill appears to present no special challenge in this respect.

The Capital Hill site, because of its all-round character, would require an architectural solution of a different kind; the building must present a fine appearance from all points of the compass, for the Parkes Place area is not evenly spaced around State Circle. The design of a building in the round for continued expansion is a challenge which architects would have to meet. It would require superlative architectural talents.

Whichever of the two sites is finally decided on, Capital Hill and Camp Hill, taken together, have a shared functional and design purpose. This purpose is to provide for the Parliament building, a fine setting for it and for the location of elements of national and commemorative interest. The total area is large, some 150 to 160 acres. In the Commission's view, Capital Hill/Camp Hill can be considered as falling into two zones—firstly that zone which is related to the buildings, uses, expansion and convenience of the Parliament itself, and, secondly, the commemorative zone, described in this report as the Commemoration Gardens.

The siting studies already presented in this report illustrate the alternative locations for the parliamentary zone and the Commemoration Gardens, dependent upon which site for Parliament House is finally chosen.

The development of Commemoration Gardens offers also the opportunity for concepts of symbolic value to be developed. With a Capital Hill Parliament site, the Gardens could be on Camp Hill. If Parliament were to go on Camp Hill, then the summit of Capital Hill, the virtual centre of the Gardens, could be developed with an architectural shaft or feature which would possess a limited symbolism on a geometric centre. The design of any structure on the high ground of Capital Hill obviously requires association with the design of a Parliament building on Camp Hill and, in the Commission's view, the design of these two elements could proceed ultimately as one exercise.

There was a strong and recurring emphasis on symbolism in the parliamentary debate. This appeared

to be presented in two ways. There was the major emphasis on the symbolism offered by the concept of a fine building mass located on a topographical eminence viewed readily from the avenues and from the city at large and possessing the quality of dominance.

There was another concept, the view that Parliament should be seen to be involved with public activity; this was a concept of association with the whole seat of government, as opposed to the separation underlined by a Capital Hill location.

A common element in both concepts is the idea of visual eminence. The Commission has studied, therefore, the possible requirements for a parliamentary building. It has studied the visual impact of a building of this general functional character and volume as it might be located on Capital Hill or in the Camp Hill area, and has concluded that in terms of visual eminence, every opportunity exists on each site to create an impressive visual feature. Insofar as symbolism is related to visual eminence, adequate opportunities for a satisfactory form of development exist.

An appropriate way to sum up the studies on visual eminence and symbolism would be to comment that the Capital Hill site is dominant, detached and obvious. The Camp Hill site is prominent and is associated with other development in the triangle and with general public activity. Visual eminence is assured in either siting.

A new and permanent parliament house on Capital Hill has a self-evident location and symbolism; a new and permanent parliament house in the Camp Hill area is the culmination of a complex which possesses the its own symbolic quality of a different kind. This is the symbolism of association. Sir Alistair, that concludes this part of the Commission's presentation of evidence.

I have just heard that the inspection cannot be carried out. The crane is out of service, possibly as a result of some accident. It is suggested that the inspection will have to be deferred until a later date. Perhaps Mr Andrews may care to comment on that. (Mr Andrews) The inspection which was shown on the notice paper was intended to give an opportunity to members of the Committee not only to inspect the sites but also to gauge the visual impact of the sites from different points within the parliamentary triangle. It involved the setting up of a crane on Camp Hill of the same height above the ground as the flag pole is on Capital Hill. I regret that in the last few minutes the advice has come through that the crane which was intended to be in place at 11 o'clock this morning did not appear and that it may have had an accident—it being a portable crane. Therefore, I regret to say that the inspection will have to be deferred.

Thank you. In view of that I think that if members of the Committee have any questions to ask Sir John Overall they should start on

that straight away.—(Sir John Overall) Very well.

Mr Duthie

Sir John, in your report you have emphasised the fact that the present Parliament House will have to be demolished if the Camp Hill site is chosen. Would the Commission come to the same decision if the new and permanent parliament house were to be built on Capital Hill? In other words, would the present Parliament House have to go, wherever we put the new one?—The Commission is of the view that parliament house should go on either site because of the association with the work of Canberra and with the national centre itself. I should like to describe this national centre. It will give an opportunity for the building of a great national place, consisting of a series of museums and galleries, the High Court, the National Library and other associated buildings. It will be a place where people can gather and where tourists would go. As you will see when you go out on the inspection, it will be a great pity if the whole of this area were shut off from the Capital Hill site or the Camp Hill site.

Chairman

On the plan from the floor level of Capital Hill, with Parliament House standing as it does now, where would the vision take you down towards the Lake?—This illustration indicates an artist's impression of a view from the Capital Hill site going right down to the Lake, if the present Parliament House were removed.

Would you see only the Lake?—If the present Parliament House were not removed, it would be rather difficult to see the Lake at all from over the present Parliament House. An inspection is the only way in which this can be demonstrated.

Mr Bryant

Would not it be worthwhile going in the bus, if it is there, and having a look so that we can get ourselves orientated on these matters?—I believe it probably would.

Chairman

We can take advantage of the crane at a later date.—Yes. I suggest that that be done. I think it would be rather difficult to describe

Answers by Sir John Overall
Answers by Mr W. C. Andrews

and talk about the sites without having an inspection.

Mr Aston

I would like to see that done. We could have a look at these matters when we inspect the sites. Assuming that the new parliament house is built on the Camp Hill site, is the area to be set aside for public buildings in the parliamentary triangle large enough to accommodate all future buildings in the area, or if the new parliament house were built on the Capital Hill site, is it envisaged that offices might be set aside outside the parliamentary triangle, on the other side of King's Avenue or State Circle?—Perhaps I could refer to the diagrams and the models. If the new parliament house were placed on Camp Hill we propose to set aside the whole area which I have indicated as the parliamentary area, and the dotted white lines indicate the possible doubling or trebling of the 900,000 square feet originally proposed in the white centre which I have indicated. Assuming that East and West Blocks were demolished, the area could take considerable additional expansion. Answering your question, the Commission believes that a national centre, where the symbols of government could be placed, could quite properly be placed in the area which I have indicated. The use of this area should be limited to symbols of government, such as those I have outlined—galleries and museums. The first gallery which we hope to develop shortly will be placed here. There will also be the High Court, the National Library which has considerable symbolism, and the archives. Surely one or two office buildings could well remain. Those office buildings, and the other associated elements which have some proximity to parliament—there are many associated elements, groups and interests outside the Public Service—could properly be located in this area, as well as in the centre itself. On the other side foreign government embassies and chancelleries could be located. We believe that the areas developed to the right of King's Avenue could provide expansion space for other interests which are associated close to government.

My understanding of your report is that regardless of whether the building is erected on Camp Hill or Capital Hill the central area should not be used?—We believe so, yes. The avenues are of great significance and the central line is of great significance, but whatever happens along the openings the associated

avenues on to Capital Hill should be reserved and respect should be shown for them.

Would it place any restriction on the design?—No, we do not consider that it would. Perhaps Mr Johnson, the Commission's chief design architect, may wish to answer your question?

Chairman—Do you want Mr Johnson to answer your question now or would you prefer to make an inspection first?

Mr Aston—I may be satisfied after I have had a look at the position.

Chairman—I think we should now proceed with the suggested inspection. Following the inspection we will adjourn for lunch.

Luncheon adjournment

Mr Aston

If the Committee were to reach a decision on site which was accepted by the Government, how long would it take to prepare plans and build a Parliament House? I think this has a bearing on whether this House ought to be demolished, as suggested. I wonder how long the Commission envisages for the planning stage. After the Government made a decision on the site and it was shortly to go ahead, how long approximately would it take before we could be in occupation of the new Parliament House? Because the Parliament has to continue, whether a new House is being built or not, in a place such as this which is inadequate, it would be advantageous to know how long it would take and it also has a bearing on the demolition or not of this House.—The time, of course, depends on the size of the building. If one accepts the assumption we have made of 900,000 sq ft—a large building—the Commission believes that a programme taking eight years from the time when a decision is made would be involved. It would take 3 to 4 years to plan and develop, on the assumption that there would be many consultations with the Committee, and 4 to 4½ years to build.

This morning there was mention of the increasing maintenance costs of this building. Has any consideration been given to alternative uses of this building to pay for the additional maintenance, such as letting it to overseas conference organisations, or keeping the building as Australia's first national Parliament House? Could some means be used to use it for conferences, overseas delegations and so forth, to pay for the maintenance of the

building? I know that the expenses would be extremely high, but at the same time we need a conference hall in Canberra, apart from the one that may be incorporated in the new Parliament House. Has any thought been given to some alternative use in relation to that?—I would like to be supported by my fellow Commissioner, Mr Lansdown, on this question in a moment. Consideration has been given to alternative uses for this building, particularly when consideration was being given to placing the Parliament on the lakeside site. At that stage alternatives were considered, but even at the best it was assumed that these chambers were not convertible other than for a limited use and a major conference hall would need to be built as an accretion or addition to this building. So there would need to be a major hall with conference facilities, as we understand them, to hold upwards of 800 to 1,000 people, with the associated facilities, and they could not be seen to be in this building now. That would be an addition. There is no doubt that at that stage some uses were considered for this building but we do not think it would be appropriate to spend money on it if Parliament goes behind it to either of the two sites. Perhaps my fellow Commissioner, Mr Lansdown, might add to my remarks very briefly. As a result of your request to us we have been in touch with the Department of Works and the Valuer-General and we have now information on maintenance costs which were not available to us previously. (Mr Lansdown) I think the essence of our conclusion was that whatever would be done with this building if Parliament were to vacate it would be in the nature of a very subordinate use. In other words, it did not come through strongly as being an effective and efficient conference centre. It is not large enough of itself to provide the sort of facilities that will be necessary. We did consider in a broad way the possibility of government department use of some kind but when one looks at the nature of the lay-out, the type of construction and the very large internal space, in some ways one forms the conclusion—I hesitate to call it second class—that in some types of use the end result that would occur would not be as effective or as efficient or as simply useful as we would want.

Chairman

There have been various estimates and you have quoted various figures, but what is finally to become of the roof of this place? It is all

right to maintain the building below the roof. You can do that, but is this roof likely to continue to be efficient and satisfactory? It is a patched up business now. Do you consider that it will ever be necessary at some stage to have another roof over the place?—(Sir John Overall) Reports from the Department of Works indicate that a major renovation is necessary in 15 years, whatever happens. To be crude, the walls are solid, but if you compare this with a battleship the guts of the battleship have worn out. The electric light, plumbing, heating and air conditioning—all of these things have limited life and these would have to be changed. The roof itself has obvious shortcomings, but it was replaced, I think, about 20 years ago or thereabouts.

Part of it.—In large measure. This is combined with the fact that for its present use the building is insufficient now and other increments have to be added. As I mentioned this morning, the use would probably be doubled or quadrupled every 30 years, from the information we have. This would suggest that there would be many additions or accretions a bit at a time and this is palpably inefficient. Palpably the boilers and all of the other equipment that goes to serve a major building—transportation, lifts, elevators—should have a life which is related to one point of time and then we should build from there.

Mr Duffie

When this place was first planned and built as a provisional or temporary building, was it at that stage definitely the opinion of the planners that it would be demolished at some time when a new Parliament House was built? Griffin wanted it on Camp Hill. Did he envisage this place being demolished in toto when his new Parliament House was built on Camp Hill?—I think that is a very good question. It was covered in one of the appendices I referred to this morning, in the report on the erection of a provisional Parliament House by the Parliamentary Standing Committee on Public Works in July 1923. The arguments you are canvassing now were in fact canvassed then in an inquiry similar to this. Members raised the question as to whether a provisional House should be placed on part of the Camp Hill site. It was generally the view of the Committee, subsequently debated in Parliament, that the building should be located that it would permit, when it was demolished at the end of its useful life, the new Parliament House to be built behind it on Camp Hill. On

the evidence to that Committee, and Griffin gave some, the members decided that they would not like to take any action that would prevent the grand design for the centre of Canberra as proposed by Griffin, with his pivotal point, as he described, it, of Parliament on Camp Hill, from being completed. That is the reason for the location on this site. Evidence was given—I cannot find the exact words at this moment—in which it was variously estimated that the life of this building would be 50 years but it might last for 30 or so years thereafter. It was built in 1927 and 40 years have now passed. That was the general view of the Committee at that time.

Chairman

You say the life of the building was estimated to be 50 years. Is it not a fact that most of the rafters and beams in this building are wood instead of steel? The only place where steel beams are used is in King's Hall. Is that not so?—I would like my fellow Commissioner, Mr Andrews, to describe the structural content, but I would like to add that the provisional building is the grey area in the plan and it has been added to many times. There is some timber and there is some concrete. (Mr Andrews) It is correct that the steel beams placed over King's Hall are a comparative recent addition. There is a considerable amount of spanning of some of these spaces that would not now be carried out in a standard procedure, including the considerable use of timber to span some of the larger spaces. Evidence of some of the problems inherent in the continued and long term use of the building is set out in the appendix attached to the Commission's submission.

Mr Bryant

Is the ring road part of the parliamentary system or the general traffic system of Canberra?—(Mr Overall) It is part of the general traffic system, but it is subordinate to the use of Parliament. In the Commission's view it is necessary for the effective working of the central area. Again I would like our Director of Design in the engineering sense, Mr Price, to speak on this because it is a most significant point. (Mr Price) The ring road, as we have come to know it, is a very vital part of the working of the traffic system of Canberra. As well it is a very important part of the working of the area inside State Circle. Burley Griffin left us with a plan which had a

node in the area which has to be passed through to get from one side of the town to the other. Each of these areas is an activity centre of its own, the City, Russell and inside the State Circle area. We have these three nodes. The problem facing the handling of traffic in Canberra is that the traffic from the outlying areas has to pass to and beyond the City and the traffic has to come to the activity centres. In the statement of evidence, mention has been made of the steps that have been taken to relieve the central area of the pressures of traffic, in particular in the area of Capital Hill and the Parliamentary Triangle. This is done, as stated, by having a plan that provides for activity centres in towns that are in outlying areas which relieve the pressures on the City and hence reduce the traffic to the City. In addition there are freeways developed well remote from the Parliamentary Triangle activity centres. Nevertheless there is left a residual amount of traffic which finds its way from the old part of Canberra and has to find its way to the City, as well as traffic that comes from other areas into the Parliamentary Triangle. I am speaking at length because the notion of the ring road is a very vital part in making the Parliamentary Triangle and the area inside State Circle work, as well as providing for the movement of traffic through to other parts of Canberra. The traffic that is left to be handled in this area is handled in two ways. The first is by sending as much as we can via King's Avenue and avoiding the area altogether. Furthermore in the future there could well be a further bridge at the end of Black Mountain point, which again will relieve the pressures of traffic on the Parliamentary Triangle. But the traffic that has to find its way through to the City and to other parts, such as Russell, is coming from Adelaide Avenue from the Woden area and from parts of the old north Canberra and is of such a volume that it has to be handled in a free flowing manner. The thought of introducing stopping points, traffic lights and intersections along the route would result in a condition that would be unacceptable in any city. In addition to the free flowing movement of this traffic, which is already introduced, there is the need to introduce into the Parliamentary Triangle some 10,000 vehicles in due course which have to find their way to Parliament House, to offices and all the necessary establishments that are in the Triangle, in the departments. We have then a problem of through traffic and traffic that has to turn

into the Triangle and into the area inside State Circle. A number of alternatives have been examined over the years, commencing in 1962, to handle this traffic. We have explored the feasibility of upgrading State Circle by introducing interchanges, loops and so on. We have looked at the feasibility of providing another route on one side of State Circle but still within State Circle. We have looked at the feasibility of providing a complete by-pass over the lake at Acton and so on. But we come back all the time to the proposal of providing an inner ring road which sits in the landscape on the whole, provides the opportunity to convey through traffic separately from the traffic that has to turn and move into the Triangle and does not deny the opportunity of using the whole of the area inside State Circle. To answer the question, the ring road is not only a vital part of our traffic planning but is also an essential part in the operation of the parliamentary triangle and the area inside State Circle.

What will happen to the 40 acres outside State Circle? Will that be accessible? Inside the ring road is 85 acres and inside the parliamentary triangle is 130 acres, so there will be more than 40 acres outside the ring road.—The ring road in the plan might appear rather deceptive. The area inside State Circle is not a cone. It is rather a number of spurs coming out in different directions. In designing the ring road an effort has been made to protect the main access and to make the most of the valleys to provide the ring road viaduct to give ready access into the inner area and from this area to the outer area. These occur on the Acton side and the Brisbane Avenue side. So access from State Circle into the whole of this area is free and uninhibited. Similarly, access from the centre into these other areas is without interference from the ring road. It is not an underpass; the ring road is rather carried on viaducts. For this reason it is proper to regard the area inside State Circle as being of use, whether for gardens or something else.

Senator McClelland

Referring to the Capital Hill site you said that to design a building to present the fine appearance from all points of view that would be required would need people of superlative architectural talents. Do we possess such people in Australia?—(Sir John Overall) I rise to the challenge. There is no doubt in my mind that in Australia we have as fine a group

of architectural people operating as operates anywhere. Equally it may be said that there has been criticism of architectural design in many countries of late. If you go overseas you can see the quality of buildings. Many are good and many are not so good. I have no doubt that we have in this country skills equal to any in the world but nevertheless there are difficulties in achieving a design, and these should be appreciated. A site such as Capital Hill presents difficulties. I would ask Mr Roger Johnson, the Commission's Chief Design Architect, to comment. (Mr Johnson) There may not be unanimity amongst architects about the difficulties of the Capital Hill site, but to put one view, I think that many of the difficulties arise from the fact that it is a centralised site. It has seven avenues concentrating on it—coming to a focus. It also has the land access coming to a focus on it. This means that any building you put there has these formal requirements. The site has definite formal requirements and these are passed on to the building you erect there. For instance, you could say that if viewed along any of these avenues you want to see a particular part of the building. That is one restraint. You may be able to do this in the first instance. You may produce a fairly formal building to fit a centralised formal site. It becomes more difficult when you come to the inevitable extensions, because each element of the Parliament is likely to want to extend in a particular way and not necessarily to balance another element, say, on the other side. When you look at the planning programme of Parliament House you can see that ideally it wants to be a fairly informal sort of building. This way it could expand easily—that is, more loosely connected elements which could expand in their own way. The building itself would then be what it wants to be. That is, the functional expression of the building ideally should not be constrained. The difficulty of the Capital Hill site is that there are restraints in this way. You have a building which ideally should be planned for the first stage and for extension in a more informal way, and yet you are planning for a formal site. This is the main point. Obviously you can regard it as a challenge but there is no doubt that it is a difficult one.

Senator Murphy

Suppose you provided for extension upwards. Would that remove some of the difficulties?—You could expand upwards but it a

very difficult way of expanding. It is difficult to do this without disrupting the activity going on in the existing building. Also it is not an economical way of expanding. Also it presupposes that in the first instance you know exactly how you will want to expand at any one time. We are not always sure of this when we do design in the first stage. (Sir John Overall) There are considerable difficulties, over a long time scale, in expanding vertically. This building must survive for centuries. Vertical communication is not easy if you are to provide for an indefinite expansion vertically. Elevators would be different. I know of hardly any building in any city where architects have found a formula to enable them to expand vertically when one realises that lifts and elevators have a habit of running out their useful life and requiring change over a period. So it would be rather difficult to change and add any increments.

Mr Giles

I find it hard to reconcile that statement with your statement this morning that there is no real cost difference between buildings on the alternative sites. It seems to me that there are marked differences in the cost of moving earth on the one hand and expansionary costs on the other. Would you elaborate on your statement of this morning that there are no real cost differences?—We felt that it was a fair and reasonable statement to say that there was no significant cost differences because in a building to house the Parliament, which will last for centuries and which will cover almost 1 million square feet—that is a vast building—the building costs will be the major element and the costs involved in earth movement would be a relatively small percentage difference. Certainly there may be a variation between one percentage and another but in the Commission's view we felt that it was a valid assumption, on the basis that the building costs are predominant, not to assume that the site costs were relatively insignificant and should not sway the result.

The second point of the question related to expansionary costs.—I am a firm believer in looking at the history of other places and the way in which buildings have expanded. I am a believer in not having an incomplete unit in the first place in any case. Parliament is Parliament and needs to accommodate the expansion of the Parliament itself. The expansion of members and their accommodation should

be dealt with in a nucleus which could be a separate building but may be connected, as they are in Washington or other places, by a tunnel or an underground connection of some kind, but certainly I believe it is undesirable to provide a building which is not complete in itself but able to expand in foreseeable ways in the future but in ignorance rather than have projections or bricks sticking out and adding to it. Both sites, I would think, should not have particular problems in this regard. The flatter one obviously might have some slight advantage. There is no reason why the others could not be accommodated.

Mr Duthie

Have you made a complete and thorough examination of the foundational qualities of Camp Hill and Capital Hill? Envisioning a tall building, have you decided which would be the better site from the point of view of foundational qualities?—Yes we have. I will ask our chief engineer, Mr Clive Price, to elaborate in a moment. In the Commissions view both sites have no problems in relation to foundations but Mr Price might add to that. (Mr Price) We have had investigations undertaken over a period of years in the area of Camp Hill and the inside area of State Circle. This has been done in the form of seismic survey. In general there are no problems with either site which cannot be handled in the normal way in building. We have not drilled a particular site for a particular type of building and that would have to be done at a later stage, but there are no areas of concern with either site.

Chairman

Do I understand that if you had to put additions vertically on a building on Capital Hill you would run into difficulties in maintaining the balance and the various approaches to it? It is pretty hard to look 300 or 400 years ahead although you can reasonably anticipate what the need might be. Costs could be higher on the Capital Hill site than on the Camp Hill site.—(Sir John Overall) We believe there is no marked difference. On the diagram we have shown a building on Capital Hill. You can double the area by having wings. You can have buildings within or without the inner ring road and the outer circle. There are other areas available as well. Naturally the hill slopes and these can be accommodated. In the Commission's view this

would be carried out over generations and probably different architects and different governments would be involved. We feel there is reasonable flexibility with both sites.

Mr Erwin

What is the thinking concerning car parking on both hills? Is it underground or surface car parking?—We have not carried out a design study on car parking but undoubtedly in our view the stage is coming soon—in fact it is probably arriving—where covered car parking would need to be provided—this is a reasonable vision in any major city—and it should be accommodated below the surface. We would have in mind that there would be provision of covered car parking on any site. In the central areas, as Canberra grows and becomes a large city there is no doubt in our mind that the value of the land and the amenity that is created should be preserved and surface car parking should not occur.

Mr Bryant

When you start building on Capital Hill you will have to take something off it, but that would apply equally to Camp Hill, would it not? I suppose the question of height is not really important, you can build as high as you like to recover it.—I think that is a fair question. That is so. On both sites you would have to take height off. Obviously on the lesser slope you would take off less than on the other. I think there is another characteristic that should be mentioned. A hill is a hill when it is a hill. I am reminded of one of the things Griffin himself stated quite frequently in various reports, including the one to which he put an annexure, and that is that the hill is a very fine elevated and prominent site as a hill as it stands. It is less so, of course, if you level it.

Chairman

It appears that we have exhausted our questions to you for the time being but we may need you later to answer questions. Did you want to show some slides at this stage?—No. We had slides showing what the views would be if we had a certain elevation and the effect of the existing House. They can be shown if you want to see them but not otherwise. As mentioned this morning, we found that the crane could be available when you wanted it.

It was suggested that we could see that this afternoon but, subject to your agreement, I

would rather push on with witnesses and see that when we have the matter more in focus. Are the two poplars shown on the two drawings behind you the ones at present in the court yard?—Yes. This perspective illustrates the present Parliament House removed from the third terrace. Those are the two poplars in the triangle. The second illustration is accurately prepared on the basis that the perspective would be foreshortened for a Parliament House on Capital Hill. The distance is another half mile further back.

It has been very useful to see the areas which would be confined by the two schemes. It has helped us a great deal.—Thank you.

The witnesses withdrew

Mr Edward F. Billson, of Edward F. Billson and Partners, Architects, 66-68 Jolimont Street, Melbourne, was called and examined.

Chairman

Will you proceed now, please, Mr Billson?—I appreciate your invitation to contribute to your deliberations concerning the selection of a site for the permanent parliament house. I may be able to tell you something of the views of Walter Burley Griffin, with whom I was associated as a young architect. As you are possibly aware, Griffin's terms of engagement by the government of that time required him to devote one-half of his time to the capital and allowed him one-half of his time for his private practice. I joined him first as a draftsman and later as an associate. The office operated differently from the architect's office of today. It was more like a family concern. There was a great deal more intimate contact and discussion between the principal and the staff. Hence I became familiar with his philosophy of town planning and architecture. I retain vivid recollections of the man, his aspirations, his idealism, his disappointments and his frustrations.

At the time there was much conflict between the Department of Works and Griffin over his ideas. A situation developed in which there was continuous opposition to the Griffin design—in fact, to anything concerning his ideas. This did not sway him, influence him or deter him. He was a passive man, with his ideas based on a firm philosophy. It was evident that he was unequivocally wedded to the principles that governed his thinking. There can be little doubt that the siting of the principal buildings of the city was a dominant

thought, and not the least important was the placing of parliament house. A study of the winning design reveals that the city's plan radiates from Capital Hill, which is the focus of the three main avenues and the dominant point of the landscape. It was urgent that the seat of government be constructed with as little delay as possible. He set about organising a worldwide competition for the design of parliament house. Here again he was to be disappointed, because the escalation of World War I changed plans and the competition was called off, necessitating the payment of considerable compensation to the many international competitors who had been engaged on the design. It is interesting to reflect that had this not happened the winning design would have sited parliament house on Camp Hill in accordance with the Griffin plan.

Subsequently, against Griffin's advice, the *Department of Works* proceeded with the temporary building located right in front of the site designated for the permanent building. This appeared to be a further obstruction to the Griffin plan. I remember that he was noticeably disappointed. He remarked, paraphrasing the words of Clemenceau, the French Premier: 'Temporary buildings have the habit of becoming permanent'. Surely this need not be so. I believe that too much emphasis has been placed on the preservation of this building. It was erected as a temporary stopgap of bricks and stucco. It cannot be rated as a first class piece of architecture. The planning is piecemeal and not consistent with fine architecture. It does not stand up to critical examination. It has a front and a mess at the back. Therefore I urge that you do not let it intrude into your judgment. At the appropriate time it should be razed. It will have served its purpose. To me, preserving it and altering it to serve some entirely different purpose is unthinkable. I believe that architects in general would agree. It will cost a fortune to alter and maintain. If this boggy did not exist, the site doubtless would be where Griffin designed it, reserving Capital Hill for an edifice of some truly national purpose. Griffin thought that the purpose could be to preserve archives, perhaps with the States having some representation within it. It could be a great repository for Aboriginal lore, Captain Cook's memoirs and things of that kind. This building could have some emphasis, thereby being the focus of the various avenues that converge on it.

Griffin did not consider the city as a series

of unrelated buildings. He envisaged the city plan as a unified concept directly related to the natural features of the site. Hence we can appreciate the axial relationship of the site for the principal buildings, which any radical change will disturb. Griffin was first and foremost a landscape architect or, as we would call him today, a town planner. He maintained that the natural landscape was to be preserved at all costs and that buildings should grow out of the site naturally. This was one of the principles of what he called 'organic architecture'.

In his plan the siting of parliament house on Camp Hill allowed great scope to be given, with landscape treatment in the foreground for ceremonial purposes, and terraces and garden craft leading down to the lakes and flanked by governmental buildings. This would provide a suitable terminal to the vista looking over the other way from the War Memorial. From the steps leading up to the house the principal vista of Canberra can be envisaged, looking down the terraced gardens across the lakes, along Anzac Avenue and terminated by the War Memorial. Here we have a grand idea, a magnificent prospect, a worthy setting for the seat of government, with adequate space for ceremonial occasions.

I support the Griffin idea of Camp Hill. Adding to what I have prepared, I refer to the address given by Sir John Overall. I gathered that although he did not state it in so many words he really thinks that Camp Hill is the more suitable site. Griffin envisaged parliament house as a broad building, which I think it must be. The very nature of the plan dictates this. This would sit best on Camp Hill, with its broad expanse. Looking at this diagram of the Capital Hill suggestion, you will see that the building is put end on to the vista. I feel that it is not ideally sited in that respect. Yet that is probably the way it should be on that site. However, down on Camp Hill it can spread out across the site and close the vista this way. These things I am speaking about are more inspirational than anything else. You are dealing here with something for all time. What you do now is of the utmost importance because it sets the note. You will either make a beautiful city or you will compromise. I have one or two other comments to make. Sir John referred to the need for a highly skilled architect. The building would have to look right from all directions. Is not that the very essence of architecture? It must look right from all directions. Architecture is

not a facade, it is four-square. It must look right from every angle. That is one of the great criticisms I have of this building. If you go up the hill and look back, it is just a mess. It is a facade and nothing else. I do not think there should be any loss of sleep if it is decided to recommend that ultimately this building is demolished. Actually, it is sufficiently far in advance of the Camp Hill site to allow you to carry on Parliament while the new building is erected, and then transfer without interruption. I think that is a great point in favour of the proposition. I think this is to be the most important building in Australia and I agree entirely that it must be really great. Whether we have within our own country sufficient architectural talent I could not say, but I would advocate that this be wide open to the world. You have to think big; you must not be parochial. No doubt one of our local fellows will win it, but I would suggest that. When you mention competitions, the unfortunate circumstances in Sydney come to mind; but this should never have been. It reflects very seriously on those who do the brief, that it was inadequate and incomplete. If you state precisely what you want, it is for the architect to solve your problem and give you that; but if you do not state it and you get something else, I hardly think you can blame the architect because he did not anticipate what you wanted. In the preparation of the brief, the Commission is well equipped to come into this problem with all its ramifications and get down to a proper set of requirements. Then I think you can go ahead fairly well with the competition and be sure that you will get the right answer. Sir John really stole a lot of my thunder with his very complete analysis of these problems. He went into the cost of maintenance of this building. I think that should be very impressive to all who heard him. This building has always been a headache to maintain. To attempt to convert it to some other purpose would never be satisfactory. This is a makeshift and I suggest that it is unworthy to occupy such a prominent position. As to holding meetings of strikers in this building—in front of Parliament House—all these things argue against its retention. I would not have a bar of it personally. It has done its job reasonably well and now we are going to have something to which we will all point with pride—the seat of government in Australia.

Mr Bryant

Perhaps my question arises out of my conceit as a member of this Parliament, but I

would ask: Why is a museum a more focal national point than Parliament House would be, when thinking of the use of the Capital Hill area?—Do you mean on top? It just happens to be at the axis of the main avenues, Commonwealth Avenue and Kings Avenue. One feels that this should be marked architecturally; not in a very expensive way, not a very big building. This would be a monument with some political emphasis.

Mr Nixon

Are you aware that it is not planned that if Camp Hill were to be used, Capital Hill would be marked by a building, but by a symbol?—I understood that, but I was developing that idea which Griffin used to talk about. Somebody said that he wavered on whether Parliament House should be on Capital Hill, but not to my knowledge. I was 7 years with him and I think I got to know him fairly well in that period. I was in my formative years and I retain very vivid memories of all this.

Chairman

He was quite definite about where it should be?—Yes, quite definite.

Mr Aston

Did Burley Griffin have an idea at that stage that it would be rather difficult to build a bi-cameral Parliament House on Capital Hill?—No, he accepted that as our form of government. He did not consider Capital Hill as the site for the reason I thought I made clear. This is a long building and he could not see it sitting on top of the hill, which falls away in all directions. As a basis for it marking the actual top of Capital Hill architecturally, it would form a nice composition with the building spreading out and this other thing rising behind it.

Chairman—Thank you, Mr Billson. It is interesting that you should be here with us as an association with the days of Burley Griffin.

The witness withdrew

Mr A. E. Rupert Purkis, Master of Architecture, A.R.I.B.A., A.R.A.I.A., Faculty of Architecture at the University of New South Wales, was called and examined.

Chairman

There has been a pleasant association between Mr Purkis and myself. He came to

Answers by Mr E. F. Billson
Answers by Mr A. E. R. Purkis

me as an enthusiastic young architect with ideas. I was able to give him a little assistance. It has been well rewarded because he has taken a keen interest in the building of parliament houses. That is why we are having the benefit of his information this afternoon. I know of his enthusiasm and I was very pleased to be able to encourage him in his work—Thank you, Mr Chairman. I think I should mention how I came to be involved in such a controversial subject as a new parliament house for Canberra. Some years ago I was looking for a thesis subject for a Master of Architecture degree. Having spent some time in Canberra I was aware that there would be a need for a new parliament house. In fact, very few had been built in recent years. It seemed a worthwhile academic exercise to make a study of this building type. Little did I know when I started that I would in fact have to consider so many other factors in coming to a conclusion. My own brief did not include the design of a building of this type because it seemed to me that the programme was so involved and would take years and years of research that it would be virtually impossible to come up with a solution that would be reasonably satisfactory in all respects. In fact, this is the very thing that the present Committee is doing. It is writing a programme for building. In the beginning I found it necessary to make a study of a number of sites of similar buildings overseas. One thing that came out of this was the importance of the location of the site within the city. In some of our older cities—cities that grew organically—there was, perhaps, a royal palace, a court or something of this nature, the crown controlled the site and this was obviously the best place for parliament house. When we moved into the nineteenth century we had a different concept altogether of building a special city for parliament. This is the position we have in Canberra. Griffin, as we all know, won this competition. I was not aware until I studied his plan in some detail as to why, in fact, he designed this triangle. The triangle is related very carefully to the most important parts or to the topography of Canberra—the hills and the mountains. The triangle means something inasmuch as the legislature or the parliament must in fact be the pivot point of the whole triangle. From this he designed in sequence from this building. So that, in fact, there is the supreme authority of parliament and coming out in all directions you have all the other things which emanate from parliament itself. This makes sense when one looks at his

plan. I wondered why so many people had not seen the importance of this when deciding on altering or amending his plan. The significance of the hill site was further brought home to me on a visit I made 18 months ago to many overseas cities where parliament houses have been built either recently or in history. A new one was at Kuala Lumpur where the Parliament House, which is a very modern structure, is built on a very pleasant knoll. As you drive around you see the building sitting there in isolation. But it is pleasantly sited. Nearby is a sort of national war memorial which is also sited on a knoll. This might be something we could consider in Canberra—that, in fact, we have no sort of national shrine and we might think of having something close by when we finally decide on a site for the new parliament house. We might think of making some sort of national shrine. The other building of note is the Capitol in Washington which, from a plan, looks as if it is merely at the end of a long vista—not quite so long as we have in Canberra. It is quite significant that there is a rise in the ground and this massive structure sits very comfortably in scale with the whole landscape. Again an elevated site was chosen. I will refer again to this matter in a moment when I give my conclusions on the siting. One other thing that I think we must consider at this stage when looking at the site is the type of building that will be provided. Looking at the growth in the number of members or the growth of the Parliament that has taken place in the last 40 years, it would seem to me that the most important thing is to design a chamber which must be allowed to grow. We might in fact provide more accommodation and in some way screen it and bring it in as the number of members increases. There is also a tremendous demand for what is known as blue ribbon areas around the two chambers. Apparently everybody wants to be in this area. But it is not possible, so we have to think of what I have called a complex of structures, whereby one has a central building which would be the parliament building and then perhaps a cluster of buildings around this main structure. These might include members' offices, executive suites and things of this nature. This is what is happening in Europe, London and of course in Washington where the Capitol houses only the two chambers, a very few committees and a number of offices which relate more to the administration of the building and also to services such as rest rooms, lounges and refreshment rooms. So I think we could see what

will happen in the future in Canberra and make allowance for the parliament house itself to be in the most important position, and also for the other buildings which will have to be placed around parliament house at some future date. I think that this changing need was brought out by Mr Johnson. He referred to need to provide for this natural growth. It looks to me that if one tried to put a simple, single building, as is shown on this diagram, it might be a little misleading in some ways, because the parliament house is shown as a white mass. I think that perhaps this could be considered to be the central part of the parliament house, but I think that there must be other buildings surrounding this building which will be required in time. The discussion which has taken place about the provisional building relates mainly to the significance of height. One of the things that I have done recently is to compare a section taken through the main access of Canberra. If you look at the Canberra plan, the important things are that the ground slopes from the War Memorial down to the Lake, then there is the very low level land on the side of the Lake and then the ground begins to climb again fairly slowly up towards Capital Hill. If you look at Camp Hill or Capital Hill from the side you get a different view from the one which we had this morning. The further back you go—of course you are also rising—the better view you have of both Camp Hill and Capital Hill. I think that if the Committee goes on another visit to see these sites it should perhaps go elsewhere. This is the way in which most people see Canberra. They do not see Canberra from the Lake. When you see Canberra often you are driving a car along one of the main avenues or connecting roads, so the view you have is a changing view. You have to consider the view of this key building, because it is the pivot of Canberra itself, from a number of parts; in fact, from almost any part of Canberra. The main access is 2½ miles from the War Memorial to Capital Hill. It is 2 miles from the War Memorial to Camp Hill. It is about 1½ miles to the site on the Lakeside. I think that one must bear in mind these distances in relation to heights. With the present Parliament House remaining there is no doubt that the view of the Lake and also the view from the Lake will be obscured. With the new parliament house on Capital Hill, you would, I think, be able to see probably most of parliament house from the Lake. You would certainly see it from the War Memorial. But you would, I think, have this horizontal band

of white in the landscape in this present building. The idea that occurred to me in 1966 when I was writing this thesis was that it might be considered possible to alter the present Parliament House. Of course, at that stage there was virtually no talk of it being demolished. It did seem feasible that with the new accommodation provided, which is of a reasonable standard, it might in fact be difficult to convince people that one could demolish a building in which a fair amount of capital had been invested. It seems feasible to consider the removal of some of the main parts of the structure. These parts rise quite high. In the case of this middle part here it could become part of the courtyard complex leading up to one of the hill sites. In the long term it would be preferable for the whole of the building to be removed. This is something which could be given consideration if the concept of total removal is unacceptable. In 1964, whilst working on my thesis, I sent out questionnaires on this to all members of Parliament and senators. One of the questions I asked was whether there was any sentimental attachment to this building because of its historical value. What surprised me was that only about 2% of those who replied thought that this building had any value at all. They were virtually all in favour of wiping it and having a new parliament house. In conclusion, I wish to run over one or two of the comments I made in my submission in response to a newspaper advertisement on the matter of the site. I refer to page 5 of my submission, which is the second submission in the document containing the submissions received. I referred to the Camp Hill site and said:

In chapter 6 Camp Hill was shown to be the best alternative to the lakeside site.

This was written in 1966, of course. I went on to say that Camp Hill justifies further consideration because it satisfies idealistic theories of parliamentary symbolism. This seemed important to me after having read Griffin's own comments. I also said that it justifies further consideration because Camp Hill can be seen from elevated and low lying parts of Canberra. This seems important when it is realised that so many of the people visiting the building will be coming here for the first time. I think that a slightly elevated building gives them a sense of reference or direction. I said on that occasion that it was accessible from two roads. Again, I am not aware of the detailed planning that is going into roads in Canberra. One of the other significant things I pointed out was that Camp Hill is protected

from prevailing winds by Capital Hill and Red Hill. I refer in particular to the westerly wind which blows during winter. Another thing that should be mentioned is the value of the backdrop provided by Capital Hill to Camp Hill. A building on Camp Hill would have this natural landscape setting with Australian gum trees forming an interesting background, in which case I would expect that area to be restocked. The points on page 6 of my submission have been better put by Sir John Overall this morning. They relate to the demolition of the provisional building and the justification for maintaining it. I think that the reports I have heard of the present building condemn it anyway as far as restoration is concerned. I have referred to the question of whether one could justify complete demolition at an early stage. The partial demolition of the building, which may be feasible, would have to be studied in detail. The two office blocks on the wings which run parallel to the main axis could form points of reference to a building on the higher ground. I think that covers what I wish to say.

Mr Bryant

You referred to idealistic theories on parliamentary symbolism and suggested that Camp Hill fits that better than Capital Hill.—I do not think that it necessarily fits it any better, but I feel that the Capital Hill site is the preferable position for it. Instead of being dead centre it would be slightly off centre on, shall we say, the leeward side. I think that somewhere in the position which I indicate would be a natural place for it. I still feel that it would be a piece of sculpture rather than a building because it is virtually on a point where it will be seen from all phases. The main value of the Capital Hill site is that it is resolved within the triangle rather than being outside it. One could argue with the other site that the interesting backdrop would be quite important to the building. There is no doubt that both sites are magnificent ones. It is really a question of weighing up the pros and cons of each site.

Chairman—Thank you for your attendance.

The witness withdrew

Mr Jonathan Rudduck, Student of Town Planning, Goldstein College, Kensington, New South Wales, was called and examined.

Chairman

You would like to make a submission to the Committee?—Yes. Thank you for the

opportunity to submit evidence to the Committee. I am a little nervous and I hope you bear with me. I have some rather deep interest in the central area partly because one of my earliest memories in childhood is of arriving at Canberra Railway Station when I was, I should say, 1½ to 2 years old. Canberra is part of my life; I have spent so much time here. I went to primary school here and then I went to Yanco Agricultural High School. After that I spent a period of about 3 years jackerooing in Queensland and 1 year in the Kimberleys. After that I went to university and I am in my fourth year of Town Planning. My interests in the area are that I would like to see a few things happen here. One of the more minor things actually is the site of parliament house, but with the passing of time it has become quite a critical issue, which the Committee is here to consider. I suggest that the site of parliament house be considered as part of the overall plan for finishing off the central area of Canberra. Too much piecemeal development has been taking place in the central area since its inception and it is a pity if at this late stage we cannot more or less cut out the rot and finish all the major areas off from the one drawing board. In other words, if possible I would like very much to see one designer designing the new parliament house and the future buildings of the central area. This would give the area an air of common purpose which is very much lacking at the moment.

The second part of my submission is that revolving around the symbolism of parliament house. Canberra was designed as a centre of government and one of the main symbols of government is the parliament house. But also Canberra has been developing into the cultural and historical centre of Australia. This in itself deserves another building to house this national cultural function. Such a building was put forward by Griffin in his capital. Again it was put forward by Lord Holford in his report. It is not a new concept by any manner or means. The point I wish to make is that the national centre for cultural and historical purposes is more important than parliament house, because the national centre represents the summation of Australia's achievement, of which government plays a part in the Australian way of life. This part played by government is not greater than the overall picture. There is a German term used in psychology—forming the gestalt picture, in which the overall concept is more important than the parts which make

it up. I like to think in these terms in relation to the siting of parliament house.

I say that parliament house should be part of an overall plan for finishing off the central area of Canberra. I have gone to the trouble of preparing an outline plan; it is only a diagrammatic plan. In no way are any other people involved with it. I do not think some of the ideas have been put forward yet, but basically this plan revolves around making the planning of Canberra from two dimensions into three dimensions. We have on the plan two axes. One is the land axis, which goes from the summit of Mount Ainslie across to Capital Hill. Griffin also referred to this land axis as going as far as Mount Gingera on the border between the Australian Capital Territory and New South Wales. The second axis is the water axis. In Griffin's plan the water axis was parallel to the central basin. I feel that this is not right. From my own observations I feel that the water axis tends to follow the essential path of water in the lake. I have tried to illustrate it in the top photograph, the yellow one at sunset. One can see the flow of water starting from the central basin, sweeping through the central basin, going past the hospital and swinging out towards the hills. I propose to make a third axis which comes out of the lake in the central basin. It is called a sky axis, its height matching the proportions and perspectives of the other axes. It is a rather bold proposition to put to the Parliament and to Australia, but we are a young country and we can challenge the world with such an axis. I have tried in the few photographs I have produced to draw in what I believe is the sky axis. Unfortunately I have not had time to finish the title. The axis itself would not obstruct the land axis vista, which comes from Anzac Parade, across Lake Burley Griffin, up Parkes Place to Parliament House and Capital Hill. I have here some photographs taken from an aeroplane over Canberra. They show that this will be quite a high structure. What is the use of the sky axis? It is basically one of aesthetic purpose, but it is also a very suitable form for an office block. We have here today Mr Seidler, who has built Australia Square tower in Sydney. It is a block of offices. I have in mind that something of that sort could be used for the sky axis. The sky axis would also be a very important attraction for people. People are attracted to high central locations so that they can see the whole city in a bird's eye view. One has only to think of the visual assets of such high structures as the

Eiffel Tower in Paris, the PMG Tower in London and, in a different way, the Sydney Harbour Bridge.

The second part of the finishing off plan is concerned with the proposed national centre on Capital Hill. I propose that the national centre or cultural centre be built there. There will then be a pole that will attract people. We have, with the sky axis, an attraction point for people and, with the second attraction point on Capital Hill, we will create a field of attraction in some ways like the field of attraction between the poles of a magnet. People will move between these two poles. One of the major advantages of having people moving between the two poles is that an important building located in the path of those moving will enhance its value by the number of people moving to it. I propose that Camp Hill be the site of Parliament House. I have tried to sum up my arguments in the little brochure that most of you have before you.

Several questions remain. One is: What use will be made of the space opposite the National Library? I think it is quite appropriate for a function such as the High Court of Australia, which could be built there. Sir John Overall and the Commission have proposed in the plan showing Parliament House on Capital Hill that the national centre be put down here near the lake. One criticism that comes to mind straight away is that people will be attracted to this area more than to the area where Parliament House is. Parliament is a house for the people. If it is isolated on Capital Hill they will not move up to it as easily as they would if it was built on Camp Hill, between two attraction centres for people.

Then we have the problem of the existing Parliament House. Should it be demolished or should it be retained? This will have to be decided by the Parliament. I have tackled the hardest problem of all by keeping it. I believe quite seriously that part of this building should be kept, and that is the front half. It will have to be restored and in the restoration it can be fitted in with the new Parliament House, which will grow immediately behind and spread back over the Camp Hill area as far as needed. I use the diagram showing the new building on Capital Hill to illustrate how the front half of the existing building could be retained, with the new building spreading back over Camp Hill as far as needed. The proposal is adequately illustrated in the brochure. I come to the view from Camp Hill.

Unfortunately today there was an accident with the crane, but when I was on Camp Hill I pointed to a tree up which I climbed so that I could get an idea of the height. When I was up there I took a series of photographs giving a panoramic view. It starts at the Brindabella Range in the west, comes round to Black Mountain, the hospital peninsula, the Treasury, the Library and sweeps round over the top of Parliament House. One can see the lake over the roof. It then comes to the Administration Building and if there were not quite so many trees one could see Russell Hill. It then sweeps on to the Queanbeyan hills in the east. This view is quite spectacular. That is the view from Camp Hill at the moment. The view I envisaged as the official view from Parliament House, from the point where parades will be addressed and dignitaries will be met, will be on the axis with this height and more or less over the front part of the existing building.

In summing up my evidence, I express the hope that the Committee will consider my outline plan for finishing off the area perhaps as a diagrammatic suggestion. I had forgotten one part and perhaps it is the most important of all. I propose a land axis tunnel which would link Anzac Parade with Parkes Place. It has some rather good uses. Firstly, it would service the sky axis, which would come out where the pointer is now resting. Secondly, it would provide direct access from Anzac Parade to the Parliamentary area for parades for visitors and for tourists visiting the central area. They may wander round the Commonwealth gardens here and cross by perhaps the most direct route to the parliamentary area. Thirdly, the land axis tunnel could have a rapid transit route in the bottom of it. There is a little cross section of the tunnel in the brochure. Rapid transit is a rather costly item at the moment. It is one from which many people shy away but it is something which might solve our problems. The biggest problem associated with the central area will be parking. If cars are allowed to come into the area in increasing numbers each year it will turn into a huge parking station. I propose that parking stations be provided at suitable sites on other parts of the line so that people may come by train into the central area. It also has the advantage over the existing road pattern that the time taken from outlying government departments into the central area will be greatly reduced.

Mr Bryant

By rapid transit do you mean moving footpaths?—No, I propose a sort of suburban rail system, but better than the one in Sydney.

Answers by Mr J. Ruddock

Mr Aston

You have suggested keeping the front portion of the present building. How far back would you go?—I have thought about terminating it as I indicate on the diagram.

What use would you have for the portions retained?—The front half has seen so much history that it is a pity to destroy it. It could be used as an historical repository for Parliament. It can also be used as a reception area for people arriving here. They could be met on the steps of Parliament House, assemble in King's Hall and then move into the new Parliament directly behind. Also it could be used as an international convention centre. The points raised this afternoon would suggest that the building is too small for a convention centre but I think that it could play a major role for conventions.

Chairman

If you were to retain the front part of the existing building you would do away with the kitchens. You would be some considerable distance back from the front of the present building. The two trees in the diagram are the trees in the courtyard.—If you retain the front half it would be here and the new building would come from behind.

Would you have much elevation?—I feel that the elevation can be adequately achieved by bringing the official rostrum up to the roof. It has a very nice vantage point. This illustration of the sky axis is taken from the centre of the roof of the present building. The new building could start at about the trees in the courtyard.

Mr Nixon

Would you put a new front on this building?—I would retain the front half.

And you would design a new section?—Yes, I think a new style could merge behind the present building. I say this with confidence because in thinking this problem through I have thought about the final design of the buildings. There is one piece I would like to submit. It is a small sculpture I have made. It is a representation combining the three axes. The vertical one is the sky axis. This sweep is the water axis and the short one is the land axis. The piece of gold represents the Australian War Memorial and I have used the piece of opal to represent Parliament House. The arms represent King's Avenue and Commonwealth Avenue. It is perhaps a little hard to

grasp the meaning of my representation but if one remembers that Black Mountain is here and the Brindabella Ranges are here and to the east are the Queanbeyan hills, one can see how this fits in.

Chairman

Let us come back to the existing building. As a member of the younger generation do you attach any sentimental importance to the present Parliament House? As it is a provisional Parliament House do you not think that it would never have attracted the same sentimental attachment as might a building established as a permanent building?—I think most young people do not revere anything that is old until they start to grow up a little. It is only in the last few years that I have started to appreciate any value in this building. I feel that as I become older I will attach more significance to this old building, sufficiently so already to put forward a case for keeping it.

Senator Murphy

I am interested in the sky axis. You said that you should not have the sky axis upon the land axis because that would obscure the view up and down, but if you shift it to the side will you not end up with a gestalt that looks like a picture that is not hanging right—something asymmetrical and out of place. Would you not achieve what you are seeking—a land axis there, a water arc bending around Capital Hill and a suitable sky axis, meaning a tall building—if you were to place something on Capital Hill which was at the centre of those radiating roads and would it not be preferable to have any such sky axis, whether it was where you suggested or on Capital Hill, a government kind of building, either Parliament House or something like it, rather than offices or a tourist centre, which seemed somewhat out of place with the concept there?—I feel that the greatest force of a very strong vertical element in this central area is achieved when it is put very close to the intersection of the land axis and the water axis. It is not on the centre of the land axis. It is just off centre so that the view is retained down the axis. If you look at this photograph you will see how the view is retained down the land axis. I suggest that the sky axis should be high enough to be seen from all parts of Canberra, or at least to the centre of the new development in Canberra—from the Woden Valley District Centre and from the Belconnen

District Centre. Why have a high visual feature? It gives people the opportunity to communicate at least visually with the centre of Canberra. Although they live several miles away in Belconnen they can still feel a part of the centre of Canberra. The highest such structure in the world at present is in Moscow. It is 500 metres high. I believe that we have plenty of stamina, guts and gumption in Australia to go a little higher than the Russians, perhaps only 50 metres higher but still higher.

Chairman

Some doubts seemed to be raised in debate about the quality of the foundation had the Parliament House been erected on the lake shore. I do not subscribe to that. Are you satisfied with the foundations of the tower?—I think so. If the bearing capacity of the foundation material is not sufficient the load of the tower can be distributed over a greater area, perhaps like a gum tree with roots spreading over a greater area. As to the second part of the question about it being on Capital Hill, I feel that the greatest force from the vertical element is achieved when it is in the lowest part of the valley. It could be a lot better than on Capital Hill.

Mr Duthie

What are your main reasons for maintaining the front half of the present Parliament House?—I accepted this challenge because a lot of people will say: 'Do away with the old building'. But when they are confronted with the problem of having to keep it, if the Parliament so decides in a vote, I believe that I can show satisfactorily that the new Parliament should be built behind it retaining the existing front of the House.

As an entrance?—As an entrance, as an historical repository and as a conference centre.

Mr Whitlam

I am interested in the concept of a sky axis. Djakarta has established a very big landmark with a column visible for miles around. Is there any virtue in having, say, a column of water such as there is in Geneva or on the lake side in Chicago? This is about 300 ft as against 1,000 ft.—I think the Geneva fountain is 400 ft high. I do not think that is sufficiently high for here. It has to be high enough to be seen above the skyline with the hills around Canberra.

Mr Duthie

How high would that be?—I think the minimum height is about 1,200 ft or 1,300 ft, but the higher it is the better it will be. Say it was 2,000 ft high. That is higher than the Moscow tower to which I referred. The distance from Kings Avenue bridge across North Terrace to the bridge is about 6,000 ft. It is only one-third of that distance, but when that distance is erected in the centre it will be quite a height.

Mr Nixon

The column in Djakarta was first built to represent symbolically the great glories of Sukarno. Will the one here represent something?—It will represent an indication to the heart of the Australian capital.

Mr Bryant

In other words, a physical representation of the centre so that everyone has a signpost.—If you are interested I can tell you that I got the idea when I was a jackaroo. When you approach a homestead or perhaps a bore hole you see a windmill above the skyline of the bush and you know where you are going. If such a feature is built in Australia tourists, as they drive to Canberra, will be able to see from perhaps fifteen miles away where they are heading.

Chairman

Of course at night it would be illuminated.—Yes.

Mr Duthie

The Empire State Building in New York is about 1,600 ft, is it not?—I think it is only 1,000 ft.

Chairman

That is getting away from the point. According to your material, you favour the Camp Hill site?—Yes.

Mr Luchetti

But you would not have it on the top of Camp Hill, you would have it in closer proximity to the existing building?—Yes, mainly because you have roads going into the site. I think they should be kept. Sir John

Overall this morning presented a case for retaining as much of the physical planning developments of the area that were claimed for the lakeside site. If Parliament House is on Camp Hill most of those developments and investments in roads and so on can be retained. If Parliament House in on Capital Hill major alterations will be needed. One point I did suggest last year in a letter to the editor of the 'Canberra Times' was that the inner ring road be put in a tunnel—perhaps initially in an open cut trench but later on it could be covered, thus liberating the space above it for future development of this national precinct area.

Mr Bryant

Which do you envisage would be the greatest visiting points, the national centre, Parliament House or one or two other places?—You have three major visiting points. One is the sky axis, another is the cultural centre—the national centre—and the third is Parliament House. It is very hard to say which building tourists to the central area would come to see. I feel that the three would rank on par. Camp Hill, being in the centre of the two poles, would be the most advantageous site for the Parliament House because it is in the direct view of pedestrians. I visualise the whole centre area being developed as a pedestrian precinct.

Senator Murphy

About how big would be the base of the sky axis that you envisage in the lake?—I am afraid that I have not the engineering abilities to work that out. I would hope that from this illustration the base could be determined. I would like to be able to see from the official vantage point of parliament house the front part of the east block of Anzac Parade and the central part of the axis of Anzac Parade.

Mr Whitlam

It is a colossal obelisk in your illustration.—Yes. I have not shown the detail in this at all.

It is not an Eiffel Tower or Tokyo Tower, is it?—No. It is rather like this speaker coming up here.

Would it have as big a diameter as Australia Square?—I feel so, yes—perhaps bigger. I think it probably would have to be bigger.

Chairman—Thank you very much, Mr Rudduck, for the trouble to which you have gone with these coloured illustrations. You have put forward an interesting scheme.

The witness withdrew

Mr William Purves Race Godfrey, O.B.E., B.Arch., F.R.A.I.A., F.R.I.B.A., senior partner of Godfrey & Spowers, Hughes, Newton & Lobb, Melbourne, and past president of the Royal Australian Institute of Architects, and

Mr Harry Seidler, M.Arch., F.R.A.I.A., Honorary Fellow of the American Institute of Architects, principal partner of Harry Seidler & Associates, Sydney, were called and examined.

Chairman

In the absence of the President of the Royal Australian Institute of Architects, Mr McConnell, who is overseas at present, we are privileged to have you gentlemen with us this afternoon representing the Institute. Both of you are well known to us and your work speaks for itself. I suggest that you work out between you what you want to do, and then we will question you.—(Mr Godfrey) It has been agreed that I should read some notes first. First of all, I wish to apologise for the absence of Mr McConnell, who has taken a very keen interest in this matter. Mr Seidler and I are only second best. A submission from the Institute, in fairly brief form, was forwarded to the Committee. Perhaps it would clear the air if I read it first. It reads as follows:

A. Consideration is limited to the alternative sites (1) Capital Hill and (2) the Camp Hill area.

B. CAPITAL HILL

(1) The location of a bicameral parliament at the junction of the land axis and the axes at a number of radiating roads would impose severe restrictions on the designers of parliament house and its environs. Griffin regarded the problems posed as insoluble.

(2) A land axis, having for its terminals the War Memorial and parliament house on Capital Hill would be too long and out of scale with the special character of Canberra—a view supported by Rolford and one which led to his recommending the lakeside site.

(3) The functional relationships between a parliament located on Capital Hill and other buildings, existing and projected, within the parliamentary triangle would be seriously deficient.

(4) The preparation of an adequate area for parliament house on Capital Hill would almost certainly reduce its elevation to something approximating that of Camp Hill.

(5) The outlook from Capital Hill is excessively suburban.

(6) The location of parliament house within the projected ring road would precipitate serious traffic and access problems. Alternatively it would seem that an entirely different road system for the area, devised from the Griffin plan, would have to be provided.

(7) The existing provisional Parliament House would have to be demolished to provide an unobstructed view of Capital Hill from the north along the land axis.

C. CAMP HILL

(1) Camp Hill is the site planned by Griffin for the permanent parliament house and the only real impediment to its use for this purpose is the existence of the provisional building. On this, Ed Bacon writes, 'The problem of how to build a new building in front of, over or behind the old Parliament House, while raising a number of practical questions, should not be the deciding issue—the issue now before Australia is whether or not it will preserve the integrity of the plan for its capital.'

There is little doubt that the provisional Parliament House could be retained during the construction of the permanent building in the Camp Hill area, even though it might have to be demolished eventually. This could prove to be an advantage in that it might facilitate stage construction or progressive occupation of the new building.

It might well be that the provisional building could be retained in whole or part in the new building composition.

(2) The Camp Hill site would have none of the disadvantages of the Capital Hill site outlined above. On the contrary, it would fit easily into the plans already developed for the parliamentary triangle.

(3) Use of Camp Hill for the permanent parliament house would leave Capital Hill unprejudiced for future development 'to symbolise Australian sentiment, achievement and ideals' as Griffin envisaged.

D. CONCLUSION

The Camp Hill area is superior to Capital Hill as a site for the new and permanent parliament house. Its use would preserve the integrity of the Griffin plan and the only real impediment to its use is the existing provisional building which has already outlasted its allotted 50 years of use. That is not accurate but it is near enough.

The Griffin site should not be discarded unless serious preliminary architectural studies reveal difficulties beyond those readily apparent. The value of such studies would surely justify any delay occasioned to Parliament in arriving at a final decision.

The preparation of a preliminary brief outlining the accommodation required and describing functional relationships would be a pre-requisite to a start on architectural studies. It is understood that the Select Committee is already equipped to prepare such a brief.

That is the paper as it was presented. I think it would be fair to comment that a great many of these points have already been ironed out today, due partly to Sir John's excellent exposition this morning which shows how much work has been done on such aspects as traffic and the relationships of the various units in the triangle itself. On the whole, there are only a few points in our submission that

may be taken as an addition to what has already been given to you. I think the Institute would like me, as a result of what has been said this morning, to emphasise a couple of points. Then I would like my colleague Mr Seidler to have a further word on the subject. One point which does not seem to me to have had, per se, as much currency as it might, is Parkes Place and its use. It has always seemed to me in studying this plan that Parkes Place, one of the largest civilised or finished assembly areas in the country, is such an important unit in the triangle that if the triangle is to be the heart of Canberra, Parkes Place is such an important area that Parliament must be associated with it, if for no other reason than to symbolise the association of the Parliament with the people. It is fundamental to democratic principles. That is a point which needs emphasising. When we said in our paper that we rather favour the Camp Hill site, I think we did not say one of the things which came up this morning, and I would like to underline it. We did not say directly that this was because of the remoteness that would otherwise be imposed on the Parliament in taking it far away from the centre of the triangle, from Parkes Place, as opposed to its position if placed on Camp Hill. This remoteness would be wrong. If that has not been sufficiently stressed in the Institute's paper, I would like to make that point now. In talks with my President I have come to believe that a point which has become very critical in today's argument should also have additional emphasis; that is the demolition of the present Parliament House. I am well aware that this is a touchy subject and it has to be handled carefully. I am well aware that many people have reasons for wishing Parliament House to be retained, some economic and some sentimental. But I believe that it is absolutely necessary and integral in either of the plans that a finite end to the present Parliament House should be determined. This does not seem to me to be out of relationship to the proposal, to quote the plan, to build a new Parliament House, which as Sir John said this morning might take 8 years, by which time it would be reasonable to say that the present Parliament House had done a pretty good job. I would imagine that there would be far less objection at that time to its removal. But it is quite clear from town planning and an architectural point of view that it cannot live with either plan. If it does, there is no centralised plan for the centre of Canberra that makes any sort of sense. (Mr Seidler) I think

a great deal has been said on the things we set out to prepare and put to you during the day's proceedings. I would like to add only two points which I hope may help illuminate the subject. The first is the fact that there are probably today only two instances where new parliament houses have been built in our own time. They are in the city of Chandigarh, the new capital of the Punjab in India, and Brasilia. You have probably seen both these examples. In taking these instances literally, one thing to be learned is the form, the parliament house design in this day and age used in solving the problems of this time. The thing that sticks in my mind is that they are very complex buildings and that they are performing an integral part of other facilities, an integral part of government. Each building is not an isolated monumental structure on top of a hill. It is two chambers with a vast amount of office space, numbers of offices and room, not only for the public to congregate but also for traffic to come and go. Without showing pictures of these buildings, I think these two instances in our own time should emphasise the necessity to bring Parliament House closer to the existing facilities of the parliamentary triangle. To place it within the circle would, I think, produce inevitable functional difficulties, however much it might be argued that these could be overcome by mechanical means. Nothing would take the place of a new building to be an integral part together with the administration centre, the courts, and so on, within the triangle. So far I have the impression people say: 'Why is not it the best thing to put the most important building on top of a hill? This is a place where everybody can look at it. This is the most dominant position. This is the right place to put parliament house.' This, to me, is indicative of what I can only call nineteenth century aesthetics or nineteenth century man who thinks in terms of monumental work in traditional classical terms. This again could be argued as a matter of opinion. Some people may say: 'I still like it that way.' Let me make one other point. It has been mentioned that this building might well form the basis of an international competition because we may be ambitious enough to want the best that can be offered in the world. Placing myself in the frame of mind of potential competitors, confronted with the problem of designing a building at the intersection of several axes—given the complex of the town plan of Canberra—I can assure you that this would act as nothing less than a deterrent to really

capable designers wanting to design a building in present day aesthetic terms. It has been stated that the building would have to look good from all sides. This, as somebody said, should go without saying. But if it were to look good from all sides and at the same time be placed in such a compromising position of having to cater for, as I can only call again, nineteenth century aesthetics, as an integral part of Griffin's plan, it would deter people and would act as shackles to the imagination of those who want to produce a building that answers the present problem not only rationally but also aesthetically. I think this would be very different to designing a building that is related to a single axis. This is not only from a rational point of view but also from the point of view of what the building has to do. It has chambers, ancillary places and a relationship to open areas that would be very important to the building. This would be a much more colourful situation. This is comparable to what has happened in Brasilia where there is a single axis, but a non-symmetrical building has been made to form the focal point of the single axis. There is one last point I want to make. It has not been brought up before, except by Senator Dame Ivy Wedgwood. When we were on top of Capital Hill she said: 'We have to look down at all these roofs.' Please do not underestimate the importance that these roofs will assume when an important building is placed in this location, because whatever else may be said about Canberra from a certain level above the lake where the axis really counts, when you are on top of the hill the immediate location of roof tops takes on reasonable importance, and I think that this would be very unfortunate for those not only looking down the axis but also looking down the countryside. I think that is about all I have to say.

Senator Drake-Brockman

Could you tell me what you mean by this paragraph in your statement:

Use of Camp Hill for the permanent parliament house would leave Capital Hill unprejudiced for future development 'to symbolise Australian sentiment, achievement and ideals'.

What is all this about?—

Chairman—They are the words of Burley Griffin.

Senator Drake-Brockman

You are endorsing those words.—I think this simply says that Burley Griffin intended

for there to be not a building of such a complex function as a parliament house on Capital Hill.

In other words, that there would be a building.—There could be a building. I do not think it says that there shall be.

Would not you run into the same sort of trouble, as you are talking about running into with a parliament house being erected there?—The point I was making was that competitors in a competition to design a building that is truly of our time would be less within the scope within which they like to work, being confronted with a situation where they must work on the focal point of several intersecting axes. This is not the framework within which present day architecture is normally composed. I think that what is suggested here is not a complex building, but some kind of element that takes its cue from Griffin's plan.

Chairman

The building in which the Dead Sea Scrolls are housed in Jerusalem is not a very big building.—I have not actually seen it, but I have seen photographs of it.

It is in a prominent position, but it is not a very big building. It would not detract from buildings on the surrounding hills.—No, that is so.

If parliament house were to be built on Capital Hill do you envisage a building of a circular nature, similar to what they have in New Delhi? Would you have to construct a circular building to maintain the balance, looking at it from all angles?—Far be it for me to detract from the idea of circular buildings, but they have the problem that they do not lend themselves to change with time. You certainly cannot add to them. It has been pointed out that it is almost impossible to add to a building in the vertical. You cannot add to it in the horizontal.

Mr Nixon

It was made perfectly clear in the House of Representatives, as recorded in 'Hansard', that Senator Drake-Brockman was not concerned if Capital Hill was the site. What was suggested for Capital Hill—it has been demonstrated by these maps—was that with the National Gallery complex moving down to the lake, wherever the site of parliament house is, there would be a symbolic structure of some type, not necessarily a building.—

Answers by Mr H. Seidler

Mr Bryant—Was not the Art Gallery to be built there?

Mr Nixon—It is now proposed that the National Gallery complex ought to go down to the lake. As you can see on the two plans, and as you can see on the site of Camp Hill—Sir John Overall may say something about this if there is any doubt about it—what is envisaged for Capital Hill, if the parliament house is to be built on Camp Hill, is a symbolic structure. This point wants to be cleared up because there has been a great deal of doubt about what will be built on Capital Hill if Camp Hill is chosen as the site for the new parliament house.

Sir John Overall—Perhaps I may comment here. The Commission has always been aware of the debate in the Houses which took place 4, 5 or 6 months ago. I think the point was made quite clear there that parliament should be pre-eminent. I think we admitted in evidence this morning it was our view that this is the major building in the centre. Griffin certainly had the idea that a small element might be placed on Capital Hill, although his drawings were a little out of focus in one direction. But certainly it is the Commission's view that some symbolic element, designed as part of parliament house and complementary to it, might be surmounted on Capital Hill. Even in earlier days we never had in mind a large structure on Capital Hill. The galleries and so on were at the foot. I think Griffin stated which is in some of the papers that I waved around this morning, that his view was that Capital Hill itself is a fine hill, a dominant hill, but that it loses its form if it is flattened. His idea, and I think he used these words, was that it should be treated in the form of terraces—and perhaps steps—rising to some small, symbolic element on the top, but that the hill itself should retain its character and be a viewing platform. This is what we have proposed.

Mr Luchetti

In your submission you said that the preparation of an adequate area for a parliament house on Capital Hill would almost certainly reduce its elevation to something approximating that of Camp Hill. Of course, the preparation of Camp Hill would also reduce its height, would it not? Is it a fact that a building platform on Capital Hill would always be about 50 ft higher than one on Camp Hill?—(Mr Godfrey) I think that is true. At present there

is something of the order of a 75 ft difference in the two. That is probably quite correct. However, I am not quite sure of the significance of the question.

I will simplify it for you. If the taking of X feet from the top of Capital Hill destroys it in certain respects, will not the taking of a similar amount off Camp Hill also destroy it in certain respect?—Yes, it certainly will. But there is a difference. In the first case you are removing the top from the largest, most prominent and most important hill in the central area, as has been pointed out already. In the second case, although Camp Hill is an elevated site, I should imagine that the amount of earth-works necessary to produce a satisfactory site for a parliament house would be very much smaller. There would be a reduction in the height, but I imagine that it would be very largely a flattening out process where cut and fill is used to produce the table needed for a parliament house site. There would be terraces or some form of sloping from there down towards Parkes Place and the lake. I feel that one is a very simple site to deal with and lends itself to the kind of development necessary for a parliament house.

Would the size of Capital Hill be a handicap?—No. If you take the whole lot off Capital Hill it is a handicap. Do you mean the size of the site?

Yes.—No, that is not a handicap, but in my opinion the losing of the height of Capital Hill is more important than the losing of the lesser height which would have to be taken off Camp Hill.

Would you give us more details on the severe restrictions which would be imposed on the building of a parliament house on Capital Hill? You said that severe restrictions would be imposed. You referred to the bicameral system of parliament and the difficulties involved. In view of the fact that we have been told by the Commissioner, Sir John Overall, that the cost would be no greater and that there would be no insuperable difficulties, would you tell us what severe restrictions would be imposed?—The answer to that question is quite simple. Neither the President, who prepared this document, nor, as far as I am aware, anyone else very closely associated with the architectural submission in this case knew anything about what the Commission was in fact doing. I did not know, and I am sure that the President did not know either, that the two sites could be regarded as com-

parable from the point of view of difficulty or cost. That is one of the items in our paper which was superseded this morning.

Senator McClelland

As a practicing architect, do you regard the view of the building or the view from the building to be most important consideration in the selection of a site for a parliament house?—Both of them are equal. I cannot say that you can differentiate between them. If a building is correctly designed arch-itecturally it should have views which are equally as good from it and towards it. I do not think that you should over-emphasise one of them.

Mr Bryant

I am interested in the views which have been expressed regarding a view of suburbia. The embassy area of Canberra hardly qualifies for that term. Surely it is just as valid to have a parliament house overlooking the suburbs as it is to have one overlooking Treasury officials and High Court judges. It seems that the view is being expressed that Parliament is in some way a part of the governmental complex. I cannot follow that. Parliament seems to me to be the centre of the whole operation of Canberra and Canberra is what grows from the Parliament and not the handful of places in the parliamentary triangle. Is there any reason why we should not look at it as the centre of a city of people?—(Mr Seidler) There is nothing wrong with looking down on suburbia and we do this in our cities. But I think there is a great difference when one is talking about the most representative building in the country. I do not consider suburbia to be commensurate with the importance of the building and what it means. One has to understand what Griffin meant from a town planning point of view to really experience the great land axis. I think that the importance of a building is more indicative if it is oriented that way.

It is likely that the building will be over 100 ft high.—Yes. That comes into the design of the building.

Not many people will be accommodated on the ground floor but will be on the fifth, sixth or tenth floors, so that what will be seen will be cancelled out by the height of the building. If it is erected on Camp Hill and one is accommodated on the top floor one will most

probably be looking over Capital Hill anyway.—I think you would be predisposed to look in all directions from a building on the top of a hill. I think what should be stressed is the importance—I think this was mentioned before—of the ease of relating the building. It will be easier to place it on Capital Hill. It will be in closer proximity to the other facilities, too.

Mr Aston

A lot of emphasis has been placed on the carrying-out of the plan of Walter Burley Griffin. This plan has already been departed from about forty times. I am prepared to depart from it again if we can get what we want. I wish to make that point clear. Although the plan has served very well, I do not see any reason why we should adhere to it at this point of time. If a building were to be placed on Camp Hill would it be absolutely necessary to demolish the whole of the present Parliament House or could part of it be retained and incorporated in the new building? If a building were erected on Capital Hill would it be necessary to demolish the present Parliament House or could it also be incorporated?—(Mr Godfrey) Two questions have been asked. I suppose one could examine the prospects of incorporating part of the present Parliament House in the Camp Hill site, which has been mentioned twice this morning and is also mentioned in our submission. I disagree with this idea. I believe that I am permitted to say so. I cannot see any circumstance in which it would be economically sound to try to incorporate any part of a building of no great distinction in a new building which we hope will be of very great distinction. The kind of thing which usually happens with this sort of incorporation and of which one should be warned, is that you scrape off the outside plaster and you scrape off the inside plaster. You then have a brick shell and you try to hide the fact that it is there. It is inevitably what would happen with this building. To carve pieces out of the middle to preserve the axial view to some other building seems to be thoroughly bad economics and something that no architect would advise a client as a general rule to do. The problem is somewhat difficult to answer in relation to the second half of the question, that is, if the site is Capital Hill. I can only go back to what I said earlier. I do not believe that the existing Parliament House can possibly remain in a complex with the new parliament house on Capital Hill or

Camp Hill. It seems to me that the views are cut so badly and the balance of the total is so upset that it is not a viable proposition. I suggest that there is no retreat from the fact that something has to be done about this building.

Senator Murphy

It seems to me that if Camp Hill becomes the site you will have a fairly restricted view of the parliament house. You will be able to see it from inside the triangle. Even some of that may be obscured. You would see it from the other side, from the War Memorial. There would be a fairly narrow lane or cylinder along which you could see it. On the other hand, if it is on Capital Hill, a little forward from where it is shown in the first diagram, you would be able to see it not only from the same areas from which you could see it on Camp Hill but also from City Hill and the other axis and all the other roads and suburbs around Capital Hill. If they can be seen from parliament house they can also see it. Is it correct that on the one site you would have a very limited number of places from which you could see it and on Capital Hill it would be seen generally from around Canberra?—(Mr Seidler) As has been pointed out, the net total difference between the possible sites is about 50 ft. To me it is not a great deal of difference. It might be four floors if the building is a high rise building. If it is a low building I do not think it would make any appreciable difference. The sum total of difference between the Camp Hill site and the Capital Hill site is about 50 ft vertically.

Would not other buildings get in the road? It would seem to me to be difficult to see Camp Hill from all of the roads leading in. If the building were on Capital Hill it could be seen as you approached along those roads. If it were on Camp Hill it would probably not be seen because it would be off the line of approach and obscured by buildings within the triangle?—

Chairman

I might help by saying that this was the idea of bringing the crane into operation, was it not, Sir John?—(Sir John Overall) Yes. I feel it is absolutely desirable for members of the Committee to see the crane. It does present quite vividly the picture from a structure of the same height. I think this is the best way to prove it. It can be arranged at short notice.

Answers by Mr W. P. R. Godfrey
Answers by Mr H. Seldler
Answers by Sir John Overall

Mr Bryant—Once you get behind Capital Hill you will have to have a fair sized building on Camp Hill.

Mr Whitlam—The solution is to put it on Mount Ainslie from where you could see it much further.

Chairman—It would appear to me that with the very best of intentions it would probably be 8 to 10 years—I would favour 10 rather than 8—before the new parliament house is erected and it would be largely the responsibility of people at that time in power to make that decision. All that we can say at the present time is that this old building would interfere with the value of these two sites. When all is said and done, the recommendation that should come from us would be that either one of these sites is satisfactory. A side observation would be that the present Parliament House would restrict the value of either of the sites. I am trying to take a little of the emphasis away from the question of removal of the existing Parliament House. Let us make up our minds as to which of these two sites would be the better.

Senator McClelland

Assuming that the Capital Hill site were chosen, do I understand you to say that it would be desirable or it would be a matter of necessity that a round structure be chosen? Would it be possible to build a rectangular structure on Capital Hill?—(Mr Seidler) If, as it appears, people have a preconceived notion that this building must be seen along all axes, and that is the advantage of the site on the hill, I would say that a very restrictive theme will have to be adopted in order to make this viable and feasible for a long range of years to cope with all of the extensions and additions that will inevitably occur. This, I feel, is simply not feasible on all of the available basic evidence. Any building that will serve its purpose in 10 years will need to be a very different building in the next century. To have this predominant form which is equally viable immediately it is finished and 50 years later on the face of it seems a physical impossibility. In other words, unless a finite, multi-axial building is placed on the top of the hill you will not get this joy of seeing it along every axis. I think you are likely to get a low building that will grow, that will be asymmetrical. It may have a vertical element containing some offices and these other features will cancel each other out. What you are after will

prove to be ultimately impossible. There must be greater freedom to cope with one axis, about which it will balance in some tangible way, to gain this very valuable physical proximity to other facilities without being separated by the road system around Capital Hill.

Senator Murphy

Is there any disadvantage in being close to other buildings? Is it possible that the closer you get to other buildings the more conditioned the ultimate character of the Parliament House building will be by the buildings already erected inside the Triangle? In other words, if you have a building or a number of buildings of a certain type already erected, is it possible that the closer you get to them the more the tendency will be for you to erect something that will fit in with them rather than leaving yourself free if you are a little detached to build something that seems appropriate not only for this century but for the next?—I am afraid one must be very subjective in this and that is the way I would feel about it. I think the only thing that would be of relevance in the design of the building is the town planning context in which it is placed, not the adjacent building. I would hope that the new building would not draw its character from the immediately adjacent structure as to its architectural quality. I can only emphasise that I think greater freedom exists by being, first of all, not limited by this multi-axial intersection but on the one axis, but still having this immense advantage of the great monumental open space available at its front. That is the area leading down to the lake. I think you would be denied this with the building higher up. I do not think that freedom would exist on the top of the hill, as you think it would. It is a great restriction.

Mr Drury

In that case would there be greater restriction in relation to future expansion on the Capital Hill site as well as greater restriction in relation to architectural design? I am thinking of future expansion and possible additions.—I am not really fully in the picture, but we have the word of Sir John Overall that both sites are equally suitable. In other words, when level the hill would apparently provide enough room to cater for expansion, as would the Camp Hill site.

Mr Duthie

Would it not be necessary to take a lot more of the top of the hill off to make that expansion possible, thinking of 400 years ahead? If it was not done at the beginning, it could not possibly be done later without greatly interfering with the architectural design of the building, could it?—I can only say again that I feel greater freedom would exist outside this circular road pattern. That would ultimately form a limitation.

Chairman

If you take Capital Hill and you get it down to the size required for a Parliament House that will last for 400 years, would there be difficulties in the way of additions to that if they had to be made? I suppose that is asking an unreasonable question of you. We assume that for centuries ahead Parliament will be as it is now. But who knows? It may take a different form and it may require more services and more buildings. Would Capital Hill provide that space if it were necessary? I suppose it depends on how much you take off it.—Or how big the diameter of the inner ring is that you are able to build. As Sir John pointed out, space for expansion is available to the east.

Senator Murphy

Have you thought about the possibility of necessary expansion of the other buildings already within the Triangle? If you are talking of functions, there seem to be a great deal of functions already collected inside what will probably be a very congested area fairly shortly.—(Sir John Overall) I think this is a very good question. We believe that the national centre itself comprises symbols of government—national symbols. As I mentioned earlier, they are not offices. They are a series of museums and galleries, which could be placed on one flank. The High Court, as the Supreme Court in another place, does not grow in large measure and would remain somewhat the same over centuries. My understanding is that it would be that way. The National Library has a site which will enable it to grow on the area provided to at least the size of the Library of Congress, which has about 12 million or 15 million volumes now. The other buildings there are purely archives. It really is a national centre with these symbols within it. Personally I would feel, as some other members have already said, that the Govern-

Answers by Mr H. Seldler
Answers by Sir John Overall

ment offices are quite subordinate. We have a policy, and it is supported, I think it can be reasonably said, by the Government now, that most of the Government departments can be reasonably decentralised to have traffic move in both directions away from the centre. It is only the few policy making departments, which the Government decides it will have, that need to be located in the centre. We believe that in large measure these could be provided for outside the Triangle itself. The national centre to me is quite a symbolic thing and does contain national symbols. This is the relationship that we as a Commission and our advisory body, the National Capital Planning Committee, suggest.

Mr Duthie

Do you envisage any other type of such symbol being developed in the next 100 or 200 years?—There are only 4 or 5 symbols. I have looked at these overseas in many capital cities. One asks: What are the symbols of a national capital? You find in Washington that only 4 or 5 elements have a symbolic nature. There are a few monuments, the Congress building, the White House, the Lincoln Memorial, maybe the Washington Shaft and the Jefferson Memorial. All of these can be provided for in the centre. I would say that from the lake to and including State Circle and the area without it is an area about equal in extent—it contains the three parliamentary sites that have been considered—to the central area of Sydney from the harbour to the railway station and from the bridge approaches to Hyde Park, and that provides for a city of 2 million that will grow. That area is some where near 500 acres by the time you take the area within National Circuit, and that is about equal to the central area of Sydney which contains a vast conglomeration of office buildings and institutions of the State.

Chairman—Thank you for your evidence, gentlemen. You have been kind enough to come along here and we appreciate the point of view of the Institute as you have expressed it.

The witnesses withdrew

Mr Edward Henry St. John, Q.C., Member of the House of Representatives for the Division of Warringah, was called and examined.

Chairman

Mr St. John, will you please proceed?—Thank you for the opportunity to address you

today. I may say that my ideas have been evolving during the course of the day. Members of the Committee may be familiar with what might be described as my hobby horse, but I believe that it is a not unimportant one. It is parliamentary reform and in this regard the necessary accommodation must be provided if Parliament is to function effectively. I do not wish to espouse a view in favour of Capital Hill or Camp Hill, preferring to wait until the matter has been considered fully and we have the benefit of the Committee's report. *Prima facie*, I feel that the onus rests with those who wish to depart from the Griffin plan. We chose this plan and I suppose we owe something to his memory. On the other hand, I am sympathetic with those who favour Capital Hill. It seems to me that the initial question and one which has not been adverted to today might be what the architects apparently call the brief—that is just what do we wish to establish on the site, whichever one it may be. In all of the discussions to date we have contemplated one building, but Professor Crisp has put forward a view which I believe is well worth careful study. It is that we would be better off with a complex of buildings—a building for the Parliament, for the legislative chambers and associated services; a building for the executive; a building for members and their staffs; and possibly a fourth building for the news media. Professor Crisp contemplates Capital Hill as being the best site for the complex. He visualises the buildings within the central Parliament building being established to the rear of the apex of the triangle with Capital Hill—that is, perhaps tucked away in the valleys which lie behind the present site of Capital Hill. If that has something to commend it, it seems to me that it has great relevance to the question of the site. Professor Crisp suggests Capital Hill as being preferable to Camp Hill. I should like to quote shortly from what Professor Crisp has said.

This matter of a complex has been considered and is still being considered by the Select Committee. What we have before us today is the matter of a site. I think it best to keep this in mind. On these other angles we all have definite ideas. What we are really after today is some information about the sites.—Thank you. I stress that if we accept the idea of a complex of buildings rather than one building it is worth considering whether Professor Crisp is right when he says that for a complex of buildings Capital Hill is preferable

to Camp Hill. It is for this reason that I suggest that a decision as to whether you want one building or a complex may precede the question of the site. Once you decide on a complex you have to consider the two sites.

The Committee was thinking along the lines of the requirements of Parliament House. Whether we call it a complex or not, all of the activities to which you have referred would be kept in mind. This is something to be considered. I do not think Professor Crisp's views are very different from what we have been investigating.—It seems to me that a complex would offer great advantages when it comes to extending. With one building you would have great problems but with three or four separate buildings the problem of extending is more easily solved. What I wish to put to the Committee particularly is that everything which is considered should be subject to the overriding consideration that we need a great deal more accommodation here and now and that we cannot afford to wait 8, 10 or 15 years for it. In considering the site we need to consider not only the kind of building and the time within which it would be built, whether we should demolish the existing building, but also how these decisions will affect the provision of further accommodation here and now. I hope to submit that whatever is done should not prejudice the erection at the earliest possible moment of additional accommodation for use by the Parliament during the 8, 10 or 15 years before the new building is erected. In elaboration of that I would like to make a number of points. Firstly, I think it is accepted that the House will need to accommodate many more members than at present. This is accepted as something to be achieved in the ultimate. It is something that we need here and now. Provision must be made for this within the period of the planning and building of a new Parliament House.

Would you accept a figure of 370 at the turn of the century?—I think there is an optimum beyond which we should not go and it may be that 370 or 400 is in that area but on the other hand it seems to me that 124 members in the House of Representatives and 60 in the Senate is far too small for the national Parliament as of now. This is a matter to be gauged not merely by reference to the population but by reference to the nature and complexity of the responsibilities we have assumed. We need a far greater range of specialist

skills represented by our members. For example, we do not have in the Parliament an engineer, a scientist or an exponent of the social sciences. We have plenty of lawyers but all too few of the other professions. We do not have any eminent retired senior officers of the Services. These are a few of the categories of people we might hope to see in a greatly expanded Parliament. Again, we need a much greater reservoir of talent for the Ministry. At the present time, thinking only for the moment of the House of Representatives, if the numbers are close almost every second member on the government side would need to be a minister. Even at present the preponderance of ministers is too great to enable the back bench to show real independence. Somebody, whose name I shall not mention but who has had a lot of experience, has said that almost every member could rely on being rather friendly with one or two other members and by the time each minister has spoken to his one or two friends his chances of real independence on the back bench have been forfeited. I believe that we need the additional accommodation immediately or as soon as it can be erected. I would hope that no decision would be made relating to the site which would prejudice the provision of that accommodation.

Mr Nixon—Mr Chairman, it may be of advantage if Sir John Overall were to give a brief explanation of where we stand in relation to accommodation at the present time. It may foreshorten and allay Mr St. John's fears.

Chairman

Mr Speaker and I—he more so than I—have been considerably concerned about the urgent and pressing problem on the House of Representatives side. We have been discussing the position with Sir John Overall to see what can be done before the new building is erected. Sir John, would you outline what you think would be an alternative way of getting over the difficulty?—**(Sir John Overall)** I should like to call on my colleague Mr Andrews who has been handling this matter. **(Mr Andrews)** Designs were prepared some time ago for additional accommodation in the form of a new three storey wing on the Senate side of the present Parliament House and extensions to the rear of the building to improve the kitchen and dining accommodation with some rearrangement of the present uses to meet known requirements for a period of

about eight years. Authority was given for these studies in September 1967 and this was an agreement to a request contained in a letter from the Presiding Officers dated August 1967 asking that the Commission report on this matter. The requirements for these extensions were obtained in the case of office accommodation with the help of the Presiding Officers and officers of the Parliament. The kitchen requirements were provided through the good offices of the Joint House Department. In addition, there was known to be a requirement for some improvements in the accommodation for the Prime Minister and Cabinet. Authority for this work to proceed has not been given to the Commission, this being in large measure due to the known intention to debate the site of the permanent parliament house and to the actions which arose from this debate in the final session last year. The extensions involved were quite considerable and were estimated to cost in the vicinity of \$2.5m. Once the matter of the site is firmly determined it may well be that Parliament and the Government may wish to issue instructions for the planning of a new parliament house to commence. If all necessary approvals are given it could be, as Sir John mentioned this morning, a minimum of eight years before the new building would be ready for occupation. In the event of a decision being taken to proceed with the permanent building, the Parliament and the Government may prefer to consider a form of temporary extension to the provisional building to meet the most pressing needs for accommodation in the interim. A number of alternative possibilities are available to achieve this form of solution and preliminary estimates indicate that the cost probably would be somewhere about one-quarter of the cost of the permanent additions previously mentioned. As a matter of fact this would involve study of such alternatives as three storey accommodation in either or both courtyards of the present building. (Mr St. John) May I say that I am very much relieved to hear of this. Could I make a couple of observations? First of all, in what was contemplated previously provision was to be made for all kinds of things—kitchen, library, accommodation for Ministers and so on. Insufficient provision was to be made for a separate office for each member.

Mr Nixon

That is not quite right. That is not as it was planned.—I have a letter from the Clerk in

which I was told, if I remember rightly, that the additions provided separate offices for only 64 out of 96 members. If that is so, it leaves 32 members still called upon to share offices.

Chairman

I have forgotten the details. In the larger scheme costing \$2.5m there would have been much more accommodation available for members but almost from the day on which it was finished it would not have been large enough and demands would have been coming in immediately.—It appears to me that provision of a separate office for each member is an absolute minimum requirement and I was dismayed to think that in all these elaborate plans a separate office was not to be provided.

Mr Bryant

I do not think they asked the members.—That is not the fault of the Commission. It is the fault of someone who gave instructions to the Commission. I do not doubt that provision could be made, and if provision were made along with other desirable things I would be very much relieved. My worst fears on this point were confirmed when I read the Commission's submission this morning in which it is stated on page 29:

It is pertinent to comment that the provisional Parliament building is 250,000 square feet and the space requirement for the new parliament house could be three or four times as great. The possible need to spend large sums on any of these three buildings in order to provide up to date and useful accommodation for the occupants would obviously raise questions as to the wisdom of that expenditure in the light of the longer term programme of development.

That seems to me to be a warning signal that the Commission and the powers that be were contemplating a scheme which might very well prejudice the erection of these very necessary additions. Even the next ten or fifteen years are of grave importance to the life of this nation. Even if it means erecting some temporary accommodation at an expenditure of a few million dollars and pulling it down when the new building is completed, we should contemplate that expenditure with equanimity. I am sure the Americans would and we must. It seems to me there are three possible solutions. One is to contemplate the building of the additions and their demolition at the same time as the existing House which might be at the same time as the new house goes up or some years later. A friend of mine, a town

planning consultant, has advised that in matters of planning of cities one must take the long view. In some cases in cities of the past it took centuries to realise the ultimate plan. We should view with considerable equanimity the possibility of what someone regarded as an eyesore being demolished even ten or fifteen years after the new building was erected if it means that this Parliament will have the accommodation needed during the next ten or fifteen vital years. Without wishing to sound alarmist, there is a real danger to parliamentary democracy in this country.

Chairman

The general thinking of the Committee and of our advisers has been that it is desirable to plan a building which will be the final building. You plan it large enough. If you start planning by half measures and you have to add to it later the cost becomes very high. It was stated that it was nearly hopeless to start putting up a building and adding to it as you went along. I think that the proposal which will go before Parliament finally will be for a final building. It may be a little larger than is required at the present time but there will be use for it. I would regard that as desirable if the new house were built. It would not be desirable to have members in the present building. I would want them to be in the new building which would have to be large enough to house them and provide the services required.—If Camp Hill were chosen I should not think that the old House would be too far away for members to make their way to the chamber. Professor Crisp actually suggests that we could have a system of electronic voting. I imagine that that is well worthy of consideration. But even if that is out of the question, it seems to me that it would not do us any harm to have to go on a moving staircase, or some such thing, from this accommodation up to the new house. If that is not considered necessary and if the building is to be self-sufficient, as you suggest, Mr Chairman, I believe that Mr Curtis and Mr Harrison will agree that there is no real reason why we cannot erect additional accommodation now and leave it in existence at least for some years if it is thought too wasteful and too expensive to demolish it. We could leave it in existence for 10 to 15 years, so giving it a total useful life of, say, 30 years. By so doing we would provide the means whereby Parliament in Australia could really function during the next 10 to 15 years, or however long it is until the new house is erected.

I think the proposals that would come forward would probably be as accommodating as the \$24m proposal which is in suspense.—I am very much relieved to hear that. Perhaps that will save you the necessity of hearing me much further.

No. We are interested in hearing what you have to say.—Finally let me say that it seems to me that Parliament really is only as effective as its private members can be. I would say that at the moment it is virtually impossible for them to do their job effectively. As you well know, in the Representatives they share an office. That means that they have no privacy for telephone calls, vital interviews and so on. They even talk in the passages and out in the courtyards in order to have some privacy. They have no provision whatever for personal staff. Unless and until we get additional accommodation, that is out of the question. We are told that we must specialise. But there is a limit to the number of subjects in which any one man can specialise. As things stand at the moment, we are so inundated with constituency matters, mail and publications that it becomes laughable to think that we can even pretend to be a sovereign parliament, with the existing accommodation and facilities.

You wait until we build this new parliament house. There will be plenty of accommodation then. Don't you worry about that.—I am very much afraid that by the time it comes I shall not be here. What I am concerned about, with respect, is those additional accommodation facilities that we have been promised. It seems to me that this is a matter which should concern us far more even than the new parliament house, although I believe that that is a very important matter.

Both can be considered at the one time. We are not overlooking the additional works that are needed here. We must have some regard for the wisdom of spending a large sum of money compared with getting accommodation that would be quite satisfactory for a period of years.—Let me make this concluding statement: I am well content with the thought that, while considering this very important matter of the new parliament house and the best site for it, side by side with that we shall have some accommodation—no matter how temporary it may be—which will be sufficient to enable members of the Parliament to do their job effectively. With respect I say that that means a separate office for each member; some provision for staff for members; and providing

at least for the possibility of additional members, which I believe are very necessary. Then, of course, as you well know, Mr Chairman, we must have much more space for the committee system which is now expanding in the Senate.

That is completely inadequate. That is why I am rather anxious to see the new parliament house built as quickly as possible.—Thank you.

The witness withdrew

The Committee adjourned

MONDAY, 31 MARCH 1969

Present:

SENATOR SIR ALISTER McMULLIN
(Chairman)

Mr W. J. Aston (Deputy Chairman)	Mr Barnard
Senator Gair	Mr Bryant
Senator McClelland	Mr Drury
Senator Dame Ivy Wedgwood	Mr Erwin
	Mr Fox
	Mr Giles
	Mr Luchetti
	Mr Nixon
	Mr Snedden
	Mr Whitlam

Chairman—The first business is the consideration of the minutes of the last meeting, held on 17 March. As copies of these minutes have been circulated to members, I take it that they do not desire to have them read. (Minutes confirmed, on motion by Senator Dame Ivy Wedgwood, seconded by Mr Bryant.)

Members of the Committee have a copy of the order of business for the day. I take it that there is no objection to the admittance of the Press while evidence is being presented, as was the case with our last meeting. As indicated on the business sheet, we have three witnesses to hear today. This part of our proceedings should last until mid-afternoon. Having heard our witnesses, members of the Committee may feel that they would like the National Capital Development Commission representatives to be recalled for further examination. In any case, after some deliberation I feel that the Committee may be in a position to reach a decision on the matter of the site by this evening.

If members have no other Committee business to bring forward, I shall have the

Press admitted, together with those witnesses who are waiting.

First of all we are to visit several points in the central city area to observe the height indicators on Capital and Camp Hills. Mr Andrews of the Commission will be in charge of the tour. Witnesses and the Press are welcome to accompany us.

(The Committee then proceeded on inspection of sites.)

Mr Walter Bunning, F.R.A.I.A., A.R.I.B.A., A.A.S.T.C., R.A.P.I., of Bunning and Madden, Architects and Town Planners, 100 Bathurst Street, Sydney, was called and examined.

Chairman

Will you present your submission, please, Mr Bunning?—Yes. It reads:

I am senior partner in the architectural firm of Bunning and Madden and have conducted a practice in Sydney since 1945 with a branch in Canberra since 1958. My firm won the Royal Institute of British Architects Bronze Medal in 1959 for Anzac House in Sydney which was the result of an Australia and New Zealand wide competition. We were awarded the Sulman Medal for Liner House in 1961.

I was partner in charge of the design of the National Library of Australia in Canberra and during the concept and construction of this building have taken a deep interest in the future planning of the parliamentary triangle. My firm also designed the Parkes Place plaza and improvements in conjunction with officers of the National Capital Development Commission.

On the planning side for nearly 20 years I held the position of Chairman of the New South Wales Town and Country Planning Advisory Committee, which was a statutory body established by the New South Wales Government in 1945 to advise on all matters of planning in the State. This embraces all matters of civic design, including the Cumberland County Scheme and such detail as the selection of the site of Sydney Opera House.

PREAMBLE:

The following is written on the assumption that when a new parliament house is built the Government will be seeking a building of a scale and standard that will reflect Australia's growing importance in world affairs and will be an inspiration to Australian citizens. I have in recent years made personal visits to most countries of the world and have been particularly impressed with the new House of Congress in Brasilia and in Chandigarh. I have also inspected the House of Parliament in Delhi. I was struck by the exciting originality of both Brasilia and Chandigarh and the dignity and magnificence of Delhi. I have closely inspected the House of Congress in Washington and am familiar with the design of the Malaysian Parliament at Kuala Lumpur.

My assumption is that Australian development now demands that it be no longer governed from temporary

accommodation and that a building which will reflect the aspirations of this country, of genuine creative originality, be erected as the headquarters of national government and that it be at least equal to, or better than, the examples mentioned above.

Therefore, in order to achieve the result envisaged it will be essential that the site selected should give the architect the greatest freedom in design or, in other words, that it places the least restrictions on imagination and offers scope for a wide variety of solutions.

NECESSITY FOR URGENT AND FINAL DECISION:

Because the site for parliament house is the hub about which the whole Canberra plan revolves it is urgently necessary to decide the future location of this building, once and for all.

While the design of the building itself is, of course, of the greatest importance, it is inseparable from the total environment of the parliamentary triangle as a whole. The total environment of this area, both as a setting for parliament house and for the siting of future major government buildings, is the broad base which must receive consideration.

With the decision to abandon the lakeside site a vacuum now exists which will continue with serious consequences in delaying the programme of public buildings until the total environment of the parliamentary triangle has been re-oriented to the final focus of the House itself. A different focus is required in the case of each alternative.

ALTERNATIVE SITES:

Originally the two sites under consideration were the lakeside site and Capital Hill. The Camp Hill site was not considered because it was thought that the existing Parliament House would never be demolished. Of the two sites under consideration I was a strong advocate for the lakeside. However, now that Camp Hill has become an alternative I am of the opinion that it has very strong arguments in its favour.

EXISTING TEMPORARY BUILDING:

It is my view that a necessary corollary to the consideration of both present alternatives is that the present provisional Parliament House be demolished. The reasons for this are as follows:

- That the incorporation of the present building is too inhibiting to any future design for a great building. As much freedom as possible in arranging the massing of the new building is essential if the architect is to be given the necessary opportunity to create a world-class building;
- that the architectural scale of the present building and its external expression is altogether too small and too poor to form the approach to a new building set behind it. As an illustration a comparison with the scale of the National Library, with its 70 feet high colonnade, clearly shows that the Library overshadows the present Parliament House;
- that the external materials used in the present building are not in character with the national significance of such a building. To apply new richer materials, such as stone or marble, would not alter and improve the scale of the building. The arrangement of the fenestration is inhibiting;
- that if Capital Hill is selected as the favoured site then the present Parliament House forms

a major impediment to the view from the Hill. It is an untidy group of buildings, when seen from the rear and from a higher level;

- that the internal arrangement of spaces in the present Parliament House is almost certain to be inhibiting to the functional arrangement of the plan of a new building behind it;
- that the present building is out-of-date and this would require major alterations to the fabric of the structure in order to bring it up to modern standards of technology.

This evidence now proceeds on the basis that it is agreed that the present Parliament House should be demolished. This then leaves the whole depth of the land from Parkes Place to the ring road surrounding Capital Hill available for the Camp Hill alternative.

In considering the two alternative sites Camp Hill (marked A on attached plan) and Capital Hill (marked B) the matters are taken up under the headings to aesthetic, architectural design, functional and historical considerations.

AESTHETIC CONSIDERATIONS:

The essential features of Griffin's plan for Canberra are, firstly, the parliamentary triangle (bounded by King's and Commonwealth Avenues and the basin of Lake Burley Griffin) and, secondly, the land axis and water axis. The important land axis centres on Mount Ainslie and Capital Hill. On it is set the War Memorial, Anzac Parade and the provisional Parliament House.

In spite of its importance, the land axis from Capital Hill to the War Memorial tends to be an uninteresting flow of open space, because it lacks incident to hold the eye.

In order to give some idea of the scale of the building, I have made two diagrams. The one marked A relates to Camp Hill. On that I have placed the new parliamentary building of Brasilia and on the one marked B, which is Capital Hill, I have placed the parliamentary building of New Delhi. I have put them on to give an idea of the scale. I do not suggest in any way that these buildings should be adopted. I have merely used these two workable buildings as a demonstration of the sort of size these two particular buildings would appear to have if placed in the Canberra setting. My prepared statement continues:

It is submitted that if the new Parliament House was to be placed on Capital Hill then the open stretch of land necessary as a 'null' (to give an unimpaired view from Parliament House) would be a long uneventful stretch of open space in which the main buildings are too far apart. The distance from the centre point of Capital Hill to the present Parliament House is 2,400 feet. This would mean that parliament house would have no cohesion with other buildings in the triangle in a civic design sense. On the other hand if parliament house was to be set on Camp Hill this monotonous stretch would be relieved, by having a great building as a terminal feature not very distant from the Lake's edge. Thus the land axis would be terminated and defined in the way intended by Griffin.

I have shown this in the illustration. I wanted to show future buildings and existing buildings

in the simplest way. I have taken the Brasilia building and put wings on each side, and I have put two buildings on each side up to the Treasury building, and I have shown a repeat of the National Library merely to give balance to the other side. I feel that this sweep of buildings would create an on-flow with Parliament House as the edifice at the top so that they are all related and so that one helps to build up the other. I have always been impressed with the fact that in Canberra, no matter how big a building is, it looks rather small. That is because of the huge landscape. In a huge landscape, large buildings tend to shrink. The National Library is 450,000 square feet as at present built. It is half the size of the parliament house proposed by Sir John Overall but with these two wings which have been planned and the extension of the basement, it will be 1 million square feet so that the National Library, with its central block as you know it now, and with two wings three storeys high and the basement extended would reach an area of 900,000 square feet which was mentioned by Sir John. This, I think you will agree, does not look an immense building in that particular setting. It is a big building, but it is not dominating. One has to take that building and place it with its completed wings on Capital Hill to appreciate the fact that this will not be an overdominant building. I think it will be big enough. But if you took a 900,000 square feet building and set it at the top of Martin Place, where no doubt such a building will some day be, it would dominate the whole city. Set in the parliamentary triangle, however, I feel that it needs supporting buildings in order to make it more important. I have observed that in Brasilia that is exactly what has been done. I shall be showing pictures to illustrate this shortly. My written submission continues:

On Camp Hill the parliament house would be able to have a number of lower supporting buildings on the flanks each side (see illustration) in a sweeping enclave leading the eye up to the main edifice, whereas on Capital Hill the contours drop away to make such a possibility impracticable. On Capital Hill the new parliament house will virtually have to stand on its own.

On the illustration I have shown the building of Brasilia on Capital Hill, with its 300 feet high towers. This is more than two and a half times the height of the crane we saw this morning. On Camp Hill I have placed the New Delhi Parliament House which has only three storeys and a basement. The reason I did this was to show that a dominating tower is just as dominating in one place as the other.

Answers by Mr W. Bunning

Because of the very low slopes, the Camp Hill area appears to me to be just as dominating as the other. I feel that looking from the base, the extra 80 feet is really of little consequence in considering one site as against the other in terms of the height which they will give. I feel that towers of the Brasilia type are the sort required in Canberra because it is a low level city. Parliament House itself should have something about 300 feet in order to mark the position of parliament house in the triangle. I believe that it is a practical functioning thing to be able to do this and still make a workable design. I shall be showing you pictures of Brasilia because I feel this is one of the best designs we have yet seen. The other illustration is a cross section of Capital Hill the other way. This again shows that it is a very low area. My written submission continues:

Reference to Walter Burley Griffin's plan for the parliamentary triangle shows a series of terraces across the main axis stepping up to the parliament house on Camp Hill as the focal point. Thus flanking buildings play an important part in the planner's original concept. Such a concept can still be carried out in principle if Camp Hill was to be selected. In this way the parliamentary triangle could be completed as a total entity, with each new building adding to the general effect. Whereas if Capital Hill was to be selected then the effect would be to scatter the buildings and fragment the development in such a way that it would never achieve the total environment in the original grand conception.

I think anybody coming to the city at the moment is impressed by the fact that the buildings appear to be scattered. This scattering is a necessary thing in the early stages of a city's development because there are not enough buildings to come together to form a cohesive picture. I have had an enlargement made of a photograph which appeared in the 'Australian' and which I feel illustrates this point. It shows the National Library with the Treasury and Parliament House on either side and the buildings are so distant that they hardly appear in the picture on the other side. My written submission continues:

This scattering of buildings has been one of the major civic design problems in the early stage of Canberra's development. This was a temporary problem because there have been insufficient buildings to create a total effect. It is my view that to place the parliament house on Capital Hill would be to continue scattering and to make it not a temporary but a continuing problem in the future.

On Camp Hill the parliament house would have the wooded slopes of Capital Hill to form a fine contrasting backdrop to the buildings, whereas on Capital Hill the building will have a less interesting distant background. The sense of enclosure given to the main building by the background and the lower supporting buildings,

mentioned above, is considered to favour the Camp Hill site.

The additional elevation of Capital Hill over and above Camp Hill (a matter of 80 feet) is not of great consequence in terms of view to be gained. Capital Hill is not a commanding elevation and the view from this site tends to be cluttered with untidy roofs. An important fact is that by the time excavation has been carried out to prepare the building site the building may be a good deal lower in level than the present crest of the Hill. From Camp Hill the view will open out in a very attractive way.

I feel that the ability to have the building set back leaving the great sweep in front of you is a very big advantage for that site. The view is a controlled view. Everything in the triangle can be improved and controlled in the way the present reflecting pools and fountains will be. Against that a building on Capital Hill will not have an attractive background. The statement continues.

ARCHITECTURAL DESIGN AND FUNCTIONAL CONSIDERATIONS

Even without a great deal of research it seems possible to say that both the sites are capable of being made workable from a functional point of view. Both will enable ready public and private access.

Reference to the fact that the National Library with its two future wings and extended basement, as shown on the illustration, is 1,000,000 square feet makes it clear that a building of this size or even twice as large sites.

In the illustration I have shown on the Camp Hill site the size of the House of Congress in Brasilia, which has 750,000 square feet and accommodates 326 members and 63 senators. The main building is of three storeys and two basements. The main building is in twin 25 storey towers with members and senators rooms are in the two chambers. In addition, I have shown wings on each side extended forward to embrace a grand forecourt which could be created where the old Parliament House has been demolished.

The building in Brasilia has a very small basement. Actually it is not large enough and they are already starting to add car parks well away from the building in order to make it workable. It is because one looks between other buildings towards this building that it looks so impressive. I have photographs that will illustrate it better than I could describe it. The statement continues:

I wish to emphasise that I have not suggested that this is a well considered scheme for the future parliament house but I have merely used it as a demonstration of the capabilities of the site using a working functional building as an illustration. Camp Hill offers a wide variety of solutions; it could be on stilts with open approach courts beneath, it could have colonnades or towers or it could have many plan forms. An especially important practical point is that it could be built in stages, the particular function transferred and the new and old buildings could function together

until the time was at hand to demolish the old building. This flexibility in staging construction in a situation where the future size of the house is difficult to foresee, is of very material consideration.

I did not intend, and I have not written it in the statement, to give any idea of costs. It is very difficult to mention costs in relation to a building that has not been designed, but I imagine that a building of 900,000 square feet would cost of the order of \$30m to \$40m. Perhaps \$35m might be about the cost of a building of 900,000 square feet. Therefore I should imagine the Government would be seeking ways and means of spreading the cost over a number of years. Such a building as this would naturally be designed to be a final edifice, but portions of it could be built over a number of years. As you can see, a building of 900,000 square feet would not in fact happen, because the first 2 years of building would be related to the framework and excavations, which are cheap, whereas the final finishes are expensive. Towards the end the cost would build up, but it might suit Parliament eventually to be able to spread it over more years than this. My suggestion here, and I think it is very relevant to this consideration, is that in the intervening period the present Parliament House should be used or portions of it and perhaps the members' rooms could be built in their final position for the new building instead of adding to the present building. It seems to me that if \$2m or \$3m is spent this year or next year on additional members' rooms, this is putting off the day when Parliament would be ready to spend the money on the final building. I would suggest that, provided a final plan is worked out, this money could be spent on putting the plan into effect in stages as it is developed.

I emphasise the flexibility that Camp Hill has over Capital Hill. Obviously Capital Hill will be seen from all sides and it imposes more restrictions on the architect. My statement continues:

It would seem desirable to create a building which will always look finished and complete when seen from all directions, and yet it must be designed to allow flexible growth; this is a difficult problem to solve in a building which would seem to demand symmetry. An example of a symmetrical building, the circular Parliament at Delhi, is shown at actual size in the illustration. It is 600 feet in diameter and, having three floors and a basement, is a gross floor area of 1,000,000 square feet.

The correct figure is 500,000 square feet. A diameter of 600 feet multiplied by four floors comes to over 1,000,000 square feet. But the Delhi building has a number of light areas

Answers by Mr W. Bunning

penetrating it. It is necessary for the Indian Parliament to get air, because it has no air conditioning at the moment. If one were able to build over the whole of the 600 feet diameter circle, as one would do with modern air conditioning, a building with four floors would contain 1,000,000 square feet.

It will be readily seen that this form is not easily extended or altered. A circle is complete, and so is a pentagon, hexagon or octagon. Therefore it would be difficult in my opinion to construct a building that looks well from all angles, from all the roads leading up to it, but yet will permit extensions to be made in the future. It is not impossible to design a building that could have extensions and I point to the National Library, which has only 440,000 square feet but is planned to be extended to 1,000,000 square feet, yet looks complete at the moment. This has been done by having basements that extend and therefore do not alter the appearance of the building. It also has wings which need not be there or can be there. So I am not adamant that a building cannot be designed for Capital Hill which could be extended in the future. However, I emphasise that it does place a restriction on the designer straight away, if he has to design a building which must appear to be complete from all angles but which must be capable of extension in the future. The Camp Hill site is less restrictive, gives greater freedom and is logically capable of producing a finer concept. My statement continues:

CAR PARKING

An important matter is space for car parking, which tends in many overseas examples to be under-provided if not overlooked altogether. For example the writer observed that a multi-level car park is only now being constructed in Brasilia and is, as a consequence, quite a distance from the House of Congress.

Apparently they did not think of it at the time. In the early stages Brasilia was built by flying in people and materials. Cars did not play much part in the construction and therefore, perhaps, car parking was overlooked. Both sites obviously give the chance to have car parking under cover, which is obviously necessary in a modern city, without any difficulties. Therefore, that has no bearing on the subject. My statement continues:

HISTORICAL CONSIDERATIONS

The fact that Griffin chose Camp Hill as the site for parliament house and then orientated the plan towards this site as a focus is fact of the greatest significance. Furthermore, Australians have now become used to the provisional Parliament House being close to Camp Hill. In a sense it has become a tradition over 40 years of existence. To build a new parliament house

on Camp Hill behind the present temporary building and then to demolish the provisional building in front would therefore, represent a transitory pause in the existing tradition.

I think this is the way it would be done. This would leave a magnificent forecourt on the approach to the building behind, perhaps later with wings coming down each side of the present building to frame it and to make the composition. My statement continues:

CONCLUSION

Finally I would conclude that on practical grounds both Capital Hill and Camp Hill can be developed to be sound sites for a future parliament house. However I would favour the Camp Hill site on the following grounds:

- That the parliament house and flanking buildings in the triangle would form a total civic entity, an enclave which will offer a fine composition with the house as the culminating edifice and Capital Hill as a backdrop behind it;
- that the views from Camp Hill are more attractive than from Capital Hill;

There I refer to the fact that from Camp Hill it is a controlled view of the lake, with everything in it receiving consideration; whereas the views from Capital Hill are inclined to be more of domestic buildings and therefore somewhat scattered and less attractive. My grounds for favouring the Camp Hill site continue as follows:

- that the shape, arrangement and approaches to site offer more freedom to the architect in creating an imaginative design;
- that the staging of construction, in a building which must be flexible enough to expand in the future, is more readily achieved;
- that the old and new buildings can be operated contiguously until the time is reached for demolition of the old;
- that the Camp Hill site has traditional and historical significance and was selected by the planner as the focus of his scheme.

I thank you for the opportunity to present this evidence.

(The witness then showed a series of colour slides.)

Mr Drury

In the course of your remarks you said that on Capital Hill there could be a single building of any shape and you mentioned various kinds of shape. Do you think it would be feasible to have on Capital Hill a complex of buildings, if that were wanted, comprising a central parliament building and an interconnected complex of the Executive, the Press and members and senators, plus flexibility for expansion; or, if a complex of buildings was wanted would it

have to be on Camp Hill?—It is very hard to be absolutely definite in answering this question; but I think it is much more difficult to design a satisfactory building as a complex of buildings on Capital Hill than on Camp Hill. It being seen from all around, there must be some sort of balance and some sort of composition. Straightaway this makes it a rather clumsy thing to do. A circular building is the obvious thing. But the whole circle might not be needed; it might not be necessary to have 900,000 square feet at the present time. So you would have to leave a piece out of it. It would be like leaving a piece out of a round of cheese. It would look dreadful. I think it can be done. I think it is possible. But I think it is very limiting. I can see some pentagonal form with, perhaps, a tower on each of the five points. Perhaps three of the towers might be built now and the other two later. But in the meantime I think it would look unbalanced. This is where I see the difficulty. On the other hand, I do not rule it out. I think it is always possible to overcome difficulties. On the other hand, if it is possible to limit these restrictions it is better. The other site, as I see it, has a front to the lake and a back towards Capital Hill. But it should be capable of being seen and looking well from all around. If it was not built in one stage, perhaps, it would not look quite so exposed when viewed from every point. It is more surrounded by other things, which would make it not so obvious.

Mr Fox

I have two questions. Firstly, if Camp Hill were chosen as the site, what do you envisage would be built on Capital Hill? Secondly, during the course of your talk you spoke of a building time of 4 years. Was this merely an example or do you visualise such a time for the construction of a parliament house like you imagine?—Answering your first question first, I would envisage something being built like in the last slide I showed—a circular form; something symbolic. I would prefer something vertical as a campanula, much as shown on Sir John's model, with lifts to take people up to the top. This would be a tremendous attraction. People like heights and they would go there by the busload. This could be done in a way which did not conflict with the towers which might possibly be built in the parliament house. The 4 years I mentioned was merely a stab. The National Library, which is of 450,000 square feet, took 3 years 9 months

to build. A building of the size of parliament house may take longer because marble—assuming it would have marble—is a slow process. The application of the finish is a very slow process and I would see it taking a little longer than the National Library. It may take 6 years or something like that. It could involve a question of funds, but I would not know about that. I think 4 to 6 years should be kept in mind as the time of building. I have mentioned that the National Library has a large area but a large proportion of its floor space is book stock. It has air conditioning but no ceilings and the floors are of vinyl tiles and the walls painted. Parliament house would be much more elaborate and would have many more committee rooms and so forth of good fine finishes. One must allow time for this finishing work. This is vital and 4 to 6 years would seem an appropriate time.

Mr Bryant

What would you regard as the time element for designing a building of this sort?—I am sorry to keep referring to the National Library but it took 2 years 6 months to get from decision to build, appointment of architects and acceptance of a plan and working drawings to the calling of tenders. I would think that parliament house would take longer because it would be a more complicated building. I think you could regard 3½ years as about the minimum you could expect.

Chairman

Overall it would be 9 to 10 years; accepting 3½ years as the time for the preparation of the brief, the appointment of architects and the calling of tenders and then a period of 2 years longer than the building of the National Library as the probable building time?—Yes, I would think it would be 8 to 10 years—8 years being the minimum and 10 years being about what it might be.

Mr Fox

Could you conceive of the present Parliament House building remaining if the Camp Hill site were selected or would it have to be completely demolished?—I have given a lot of thought to this and I have read some of the evidence on the subject. I cannot believe that this building could remain. If the building behind it is to look a fine structure, the scale of this building is altogether too small, the

material too poor and the fenestration bad. It has been a fine building for a temporary building and it has served a useful purpose but, on the other hand, I do not think it is historical or sufficiently exciting to warrant keeping it. I can see the Parliament House of New South Wales, with its original rum hospital front, being preserved because it is a fine piece of architecture. It is colonial and deep in history and I would hate to think that when a new parliament house is built there it would not be preserved somehow. But this building here holds no affection for me architecturally. It is part of history, but architecturally it is not a fine building and therefore it should be sacrificed.

Mr Whitlam

It is easier to preserve a rum hospital?—That is right.

Chairman—Thank you very much, Mr Bunning. You have been very helpful.

The witness withdrew
Luncheon adjournment

Chairman—I would like to call on Mr Peter Harrison to address the Committee. He was formerly Director of Town Planning for the National Capital Development Commission and he is now a senior research fellow of the Urban Research Unit at the Australian National University.

Mr Peter Harrison, Dip. T.C.P., F.A.P.I., F.R.A.I.A., Senior Research Fellow, Urban Research Unit, The Research School of Social Sciences, Australian National University, was called and examined.

Chairman

Will you proceed with what you have to say to the Committee?—Yes. I suppose the reason I am here is that six months ago I was the author of an article which appeared in the 'Canberra Times' which discussed some of the background that led up to the location of the present Parliament House. The article finished up with two or three paragraphs speculating on some of the difficulties in the future. I may add that the article was written at the suggestion of the Editor of the 'Times'. I would not have undertaken it of my own volition. Similarly, the submission of the article to the attention of this Committee was as a result of persuasion by others.

The only points I would like to add are those that arise from the last three or four paragraphs of the article. The rest of it is historical and I do not think is sufficiently important to take up the time of this Committee in re-reading it. Those last paragraphs read as follows:

As a focal point, the terminal of the radiating avenues as well as the land axis, Capital Hill has an all too obvious appeal, but as the site for a bicameral Parliament it presents a problem in civic and architectural design which Griffin considered to be insoluble. He proposed a monumental Capital building for the focal point, 'to symbolise Australian sentiment, achievement, and ideals' to be used for public ceremonial, the housing of archives and so on, an idea which is currently translated by the NCDC as a grouping of 'cultural and historical' buildings of which the National Art Gallery proposal fits to be the first instalment. The possibility of a gathering of art galleries, exhibition halls and museums within the 90 acres of the inner circle of Capital Hill ever being crowned by the monumental Capital building envisaged by Griffin seems remote, no more remote than the possibility that Canberra itself would by now have its lake and have passed the hundred thousand mark would have seemed as recently as ten years ago.

To pre-empt this site now for the Parliament House will remove forever the possibility of a later generation creating the monument which would make a fitting counterpart to the War Memorial at the opposite end of the central axis. To do so now, when both Australia and Canberra are still in the short-pans stage of cultural maturity seems precipitate and arrogant unless it can be shown that the building will in fact be of such distinction and so eminently suited to the particular demands of the site that it can make the final statement as the fulfilment of Canberra's architectural aspirations for all time.

Camp Hill, or Parliament Hill as Griffin called it, is not without its challenges as the site for the new Parliament, but as he foresaw, its natural difficulties are insignificant as compared with the man-made impediment of the provisional Parliament House. It is an aesthetic rather than a physical impediment, for the site as Griffin planned it remains intact, but it overlooks the confusion of makeshift roofs on the old Parliament which have been added over the years to keep the rain out. The money spent on building and extending the building over its 45 years of life probably exceeds its original cost many times over. The most recent addition was a half-million dollar job and more work is considered necessary. All of which makes the building difficult to remove, even though its life was never intended to be anything other than limited. Whether it could be retained in whole or in part are some of the possibilities that should be examined before Camp Hill is discarded as the site for Parliament. That the old building must go in 20 or 30 years seems inevitable in any case and in the meantime it should not deny the long-term benefits of the best site for Parliament being put to its proper use. Architectural studies are needed to assess the possibilities and disabilities of the Camp Hill location and if these show that the mixing of the past have to be tolerated for a few years it would be a small price to pay to avoid the wreckage of a plan which has not so far been wittingly violated.

That ends the extract from the article that appeared in the 'Canberra Times'. I would like to enlarge a little on some of the matters that I have just read. I might preface my remarks by expressing my belief that the outcome seems to me to be very much a foregone conclusion. I feel that the majority of the members of the Parliament, outside this Committee at least, probably have made up their minds in favour of the Capital Hill site and are not likely to be persuaded to change this attitude, but I am a sucker for lost causes. If this does prove to be the case, the likely consequence is that it will be many years before the new house is built at all. As Mr Bunning has already pointed out, the necessary extensions to the present building will further consolidate its position and the pressure for the new house will in some measure be relieved, so that any commitment to a new building could be deferred indefinitely. One possibility has occurred to me and no doubt has occurred to others as well, although until Mr Bunning raised it earlier today it had not been fully discussed before this Committee. That is the idea that if Camp Hill were to be adopted as the site of the permanent building it may be possible to build ancillary accommodation nearby which would serve the present needs for additional accommodation for the present building and remain as usable accommodation when the permanent building is erected. This could prove to be a risky business, because without having a clear idea of the design and arrangement of the permanent building anything built beforehand could too easily prove to be a real impediment or at least an embarrassment to the design of the permanent building. This risk could be reduced by a close study of the total problem beforehand or perhaps eliminated altogether if it were possible to have a completed design to establish the broad form and position of the permanent building on Capital Hill. If this proves possible, some or all of whatever was built to relieve the pressure for accommodation in the present building could be built to form a useful part or adjunct to the permanent building. The difficulties involved in this idea will be most apparent to architects and particularly to the architects of the National Capital Development Commission but, given due notice, I am sure they could advise the Committee whether this idea is worth entertaining.

The other point that I would like to enlarge upon—although, as I say, I feel that I may be defending a lost cause—is the question of

the symbolic importance of Capital Hill as the site for the Parliament. It seems to be generally agreed that the permanent parliament house will be the most important building in Canberra and no-one will dispute this, but it does not follow that Capital Hill is the best site for it. The Committee has already heard from the other witnesses that the Capital Hill site presents practical as well as aesthetic difficulties for the design of a parliament house, particularly a parliament house that will be required to accommodate growth and change over a long period of time. But from another point of view altogether I would like to suggest, at the risk of being called before the bar of the House, that parliament house may not be the most important symbol of the Australian Commonwealth. Parliament is but one manifestation of the Australian Commonwealth, a Commonwealth which was created by the people of six sovereign States. Federal Parliament is a relative latecomer in the history of this country. It governs only by leave and within the strict limits of the Constitution. It does not get any specific mention in the motto of the City of Canberra which, translated from the Latin, reads: 'For the Queen, the law and the people'. I do not think that we should, although the law appears in the motto, confuse the factory with the product. I am no political scientist but I believe that the symbolic representation of the Australian nation is not embraced by the Houses of Parliament. This, I suggest, may have been a factor in Griffin's idea for what he, for want of a better name, called the Capitol, a structure for popular reception and ceremonies and commemorating Australian achievements, representing the sentimental and spiritual head of the Commonwealth. This can all too readily be dismissed as an improbable idea. There is no example, there is no precedent, for any such building anywhere in the world, as far as I know. It would be unique. But should it be dismissed on that score? We already have a unique commemorative building, the Australian War Memorial. It is a symbol, a monument, a museum and a library. It is a building which, incidentally, attracts more visitors than does Parliament House. We now have a coming generation of Australians which is more likely to revere and respect the achievements of peace rather than war and I believe that opportunity for the idea originally expressed as the Capitol should not be discarded. The idea has been embodied in the plan of Canberra since the original scheme of 1912. If

the site on Capital Hill is usurped by Parliament now after half a century, the development of this idea of a national, peaceful symbol of Australian civilisation is never likely to be followed through. It would, as has been suggested many times in many quarters, form a fitting counterpart to the Australian War Memorial at the opposite terminal of the land axis. It would probably have to wait for another generation to be prepared to undertake it. But all that I am saying now, Sir, is that the opportunity should be left open.

Mr Bryant

You have said that the Capitol, the fulfilment of Canberra's architectural aspirations should be sited in the area inside State Circle. Is not Canberra here because the Parliament is here? If Parliament were shifted somewhere else would Canberra have the same significance?—No, I quite agree that it would not have the same significance, but I was merely intending to imply that Parliament does not embody the whole of the Australian sentiment or its history. That is all.

The other point—I address it to you as an academic in the architectural field—is that one of the things that rather depresses me is the pessimism with which architects approach what I call the challenge of the site. How is it that so many other people in history have managed to build commanding, almost eternal buildings on hills, and at the present moment the Australian architectural faculty does not seem capable of it or faces it with some pessimism. I do not think that they need, from what I can see of their capacity?—First of all may I disclaim being an academic architect. I am more a town planner than an architect. Similar questions have been posed to earlier witnesses and they have all said they would respond to the challenge and would produce an acceptable building, but at the same time I think it has been fairly well known that the professional witnesses before the Committee have been unanimous that they could do a much better job for a building that would require growth and change on Camp Hill. I can only just go along with that.

Mr Giles

I am particularly fascinated with your idea of a counter balancing peace symbol. How do you see this development in your own mind in the future?—I thought I might have dodged that question by saying that this will probably

be a job for another generation, a generation that is more conscious, perhaps, more concerned and more alive to the need to achieve peace than we older people are. I can only say that if the idea of the Australian War Memorial had been put forward 60 or 70 years ago it would have seemed improbable, but the fact is that Australian ingenuity and imagination have created a unique monument, symbol, museum, library, archives and centre of research. I would like to be able to think that a similar thing could be done for slightly different ends rather than for the warlike achievements of this nation over the years. I would not presume to indicate what form it might take. Mr Bunning has indicated some symbolic form, but I have been trying to get across the notion that it is not just a symbol that is required but a working symbol on lines parallel to those of the Australian War Memorial.

Mr Luchetti

If the parliament house were placed on Capital Hill, can you see any difficulty associated with having your symbolic building either flanking parliament or in close proximity to it?—No physical difficulty, but, as I have pointed out, the site has been there for over 50 years waiting for a national capital to emerge. I think the disappearance of the site would almost inevitably lead to the disappearance of the idea. It is an idea that has not been thrashed about a great deal. It does present to most of us a partial mystery. I am merely suggesting that we should not remove that possibility by taking the site for another purpose thereby removing the incentive for another generation to take advantage of it. I think it is a delicate idea.

The witness withdrew

Professor L. F. Crisp, Professor of Political Science, Australian National University, was called and examined.

Chairman

Professor Crisp, we welcome you to the Committee and thank you for your attendance. Would you now proceed with your evidence?—First I should like to thank the Committee and the Secretary for making available to me the evidence generally and the transcript of the proceedings of 17 March. As to the evidence submitted on 17 March, I should like to point to the significance of five points in

it. On page 14, Sir John Overall says that in general terms it has been established that for the parliamentary triangle a notional design concept capable of staged development is available, providing a satisfactory background for the location of a parliamentary building on either Capital Hill or the Camp Hill area. On page 11 he says that in dealing with the alternative sites of Camp Hill and Capital Hill it should be noted immediately that a broad cost appreciation leads one to the conclusion that a decision in favour of either site should not be influenced by costs, that they are broadly of the same order for both sites. On page 3 he agrees that the parliamentary building should be pre-eminent, with all else subordinate to it. My fourth point is that both in his written evidence and his oral evidence, Sir John Overall agrees with the conclusion that Capital Hill is a satisfactory building site, and is suitable for architectural treatment. On page 9 he stresses that the movement of traffic is very important in the planning of the central areas and the existing road pattern of central Canberra is based on the original Griffin plan—a concept formed before the motorcar had become a major factor in town planning. On page 15 he concludes that a few alterations to existing major traffic routes would be necessary if the building were on the Capital Hill site. I agree with that point but not with the NCDC's ideas of what they are and I should like to come back to that. But in general, I welcome the NCDC assurances that the Capital Hill site is from the building, architectural and traffic viewpoints entirely in order and meets the needs of a pre-eminent parliament building and of the harmonious treatment of the parliamentary triangle in relation to it.

With that brief preamble, may I summarise the main points of my written evidence already submitted. In urging the adoption of the Capital Hill site on both symbolic and practical grounds, I made these points:

- (1) I strong urged a McMullin-Aston Act vesting the whole of Capital Hill area within the present State Circle and the Camp Hill site within Commonwealth and King's Avenues down to King George Terrace here in front of the present temporary building so that parliament may be master in its own house, and buildings, car parks and disposal of present buildings throughout the area would be at its sole command.

I see that Act as the charter of Parliament for all time in the matter of its home acres.

- (2) I briefly stressed the symbolic arguments for the Capital Hill site. I felt, however, that this had already been done both adequately and eloquently by several honourable senators and honourable members in last year's debates. But I did underline the deep feeling I had for the parliamentary institution and the heavy responsibility which I felt the present generation of Commonwealth parliamentarians have to all the generations of their successors to choose the noblest site of all and provide a really adequate area for all contingencies of future development. Parliament must have room to breathe, and it must ensure against all contingencies in the future.

Now I come to what I have dealt with at some length between page 3 and 12 of the written submission you have. First of all I stressed the very considerable increase in membership and staffing, facilities, amenities, parking, mass media facilities and so on, which the future Parliament will require. I stressed the experience of Washington, London and Bonn, to name three capitals tolerably known to me, as warranting the adoption from the outset of the parliamentary complex notion as alone affording an adequate basis for the future and as affording the most flexible and ready basis for phased expansion. For it should or could eliminate constant alteration to the principal Parliament building itself—provided the central parliamentary functions are planned for with vision and generosity at the outset—and would allow that feature to be designed with the noble all-round aspects that have been generally agreed it should be given. Any expansion could then be wholly or largely confined to the supporting Senate, House and Executive office buildings which I propose and possible mass-media building constituting the supporting units of the complex. The major part of my submission is directed to justifying in essentially parliamentary terms this concept of a parliamentary complex, illustrating it with the developments in Washington and the now known needs of London and Bonn, for instance, to provide in some way outside their original site. I do not claim originality for this. I know, for instance, that as long ago as 1922-23 it was the dream of Mr J. S. Murdoch,

Chief Commonwealth Architect, that the permanent home of Parliament in Canberra should take the form of a parliamentary complex, with all the flexibility and potential for expansion it affords on Capital Hill. Your Committee will find Mr. Murdoch's ideas, reflecting his knowledge of Washington experience, in a report of the Parliamentary Standing Committee on Public Works dated, 1 think, 12 July 1923.

Incidentally to the notion of the complex I have especially urged the value to Parliament as an institution of having the ministerial offices together with the Cabinet office in a building of their own—albeit interconnected with the Parliament House proper. I believe that I cannot too strongly underline the wisdom of that development.

I come now, if I may, Sir, to say a little more about roads than I said in passing at the end of my written submission. The NCDC has stated in evidence that the Capital Hill site would involve little change or additional expense in the matter of roads. I agree about the little additional expense compared with what they now intend—I suggest there could even be a net gain upon certain changes of design being approved by Parliament. I do insist, however, that there should be some significant changes.

Basically, I disagree with the ring road idea for Capital Hill. I see it as a strangling noose of extraneous and unnecessary traffic around the neck of Parliament and wholly inimical to the concept of a parliamentary complex with full flexibility, adequate all-round lawns and gardens and only domestic roads within State Circle wholly and solely dictated as to lay out by the needs of Parliament itself. I regard anything else within State Circle as inimical to the long-run interests of Parliament. Moreover, I regard the ring road as an unnecessary exercise of the road designer's virtuosity.

May I make bold to suggest a broad alternative. I should explain that I live in Deakin and make two or four journeys a day between that suburb and Civic Centre or the University by way of Commonwealth Avenue or King's Avenue, mostly at peak periods in the morning, lunch time and evening, so I can claim a fairly extensive user's experience of the problem.

Now, admittedly the NCDC's thinking about the central areas was not, until the end of last year, and then only reluctantly, even hypothetically, premised upon a parliament house on

Capital Hill. But if parliament house is now to be on Capital Hill, may I suggest that the NCDC should really have paused in its thinking and building towards the ring road. Instead it has done just the reverse at the Adelaide Avenue junction with State Circle, where it is, as it seems to me, pressing on and presenting Parliament each day with a little more progress towards a fait accompli.

I believe that a rather simple but slightly radical variation in the Griffin Plan, which, as Sir John Overall suggests, wears less than well in this motor age in the central areas, could obviate the need for the ring road on Capital Hill.

The essentials of the alternative are these:

Fill in that segment of State Circle between Commonwealth and King's Avenues and allow a continuous flowing approach of lawns and paths right over Camp Hill and up to parliament house on Capital Hill. Commonwealth Avenue could then do a simple swing into State Circle westwards in the direction of Yarralumla and the Woden Valley, linking up with Adelaide Avenue by another safe and graceful curve. In the same way a simple, safe and graceful curve would take traffic from King's Avenue along State Circle eastwards in the directions of Forrest and Manuka beyond. People from the latter areas would proceed to and from Civic via the King's Avenue Bridge and Parkes Way; people from Yarralumla and the Woden Valley by way of Commonwealth Bridge. It is possible to swing from one avenue to the other via King Edward Terrace or King George Terrace and Langton Street. Perhaps I might point out here that much heavier traffic traverses the Mall in Washington at more than one point without detriment to its aesthetic effectiveness than can be foreseen traversing the parliamentary triangle in this way.

May I conclude now with just two final points. Firstly, the parliamentary triangle and its environs are becoming a nightmare of parked cars. To place on the smaller Camp Hill site a parliamentary complex sufficient to accommodate members and staffs in the numbers to be expected in the future would greatly further intensify the horror of concentrated acres of parked and parking ironmongery. Even the parliamentary complex itself would not sit comfortable in dignified surroundings in such a small place. And it would be odds-on that within a very short number of years we

should have on Capital Hill buildings extraneous to Parliament and its purposes, aggravating all our problems of parking and much else.

My final point is perhaps one that is not for me to press, but it is an appeal to the Committee to recommend that the competition for an architectural design for the parliamentary complex should not be confined to Australia but should be international. This is something too big to be chauvinistically restricted to Australian architects. We have some good Australian architects and some much less good ones. For Parliament we want the very best to be found. If he turns out to be an Australian no-one will be happier than I. But my happiness will rest on the fact that he has been chosen against the best in the world who came forward to compete. He and we should feel the more confident for that. This city has been designed by an American. The design has been modified by Australian planners, sometimes advised by Britons, Americans and others. So let us have the widest possible advice on Parliament's permanent home, too.

In your remarks you have paid a good deal of attention to traffic.—I have in this statement, as distinct from the original evidence.

Would this be your own general observation of the traffic?—Yes.

Have you had any experience at all in traffic problems?—Not as a traffic engineer, no.

This is just as you see it, is it?—Simply that I feel that NCDC had one conception in their minds some years ago on certain premises, notably that Parliament House would be on the lakeside and it seemed to me to need a complete shake up—I have indicated a possible line of thought; I have not tried to lay down a blueprint—now that Parliament is to be at this end.

You referred to a parliamentary complex. Do you envisage separate buildings, adjacent buildings or wings, whatever you may call them?—In my mind's eye, but this again is a broad conception, I would conceive of a main parliament building not oriented as the one in the plan is, but with the front being—

That is just an indicator; it is placed where the building may be constructed. It is not necessarily to be of that shape.—In my principal evidence I suggested that there should be these separate but interconnected buildings down from it. That would allow them to be

higher without dominating it. They would be higher in number of storeys, but no higher in level above the lake. Such buildings in the south, south-east and south-west directions would allow of a great deal more flexibility over the years than an attempt at one big building would ever allow, as experience here has shown.

How do you think the complex arrangement you have mentioned would appear on Capital Hill from all angles?—I think it could fit in very well indeed. I think it would enable you to build a once and for all central building with the all-round aspect that various witnesses have said the site requires. It would give you the flexibility and the possibility of enlarging the other blocks on the less prominent but prominent enough sites. You would be able to service them in ways which I think would satisfy everybody and in ways which would not be possible on the slope in the other direction down on Camp Hill.

In your paper you indicated that you would house members of the Parliament in one of those blocks, did you not?—I had ideas, based really on the Washington experience, that there would be a building for the House, a building for the Senate, a building of ministerial suites, and so on.

Have you had any experience of the way in which that building which is removed from Capitol in Washington works?—I think it is too far removed, but it had to be improvised, as you know, because they took a site which in itself was insufficient to provide space for the extensions which the years have proved essential. That is what I am trying to find a formula for avoiding here in Canberra.

I notice that in your paper you envisage an electronic system of voting. Do you think it would be desirable to have members of the Parliament in one of these blocks some distance removed from the chamber and electronic voting in the chamber?—I think this is for the Parliament to decide, not for me. I was simply illustrating something.

You are advancing it as a possible solution, are you not?—Yes. The other would be longer warnings of divisions. This is inevitable.

Would you not see advantages in having members within a reasonable distance of the chambers?—As the Parliament grows it is impossible to do that. As you know, they are now finding this at Westminster and are having to contemplate another building right across the road.

I do not think the situations are parallel. You speak of a House of 500, do you not?—A Parliament of 500 at least, eventually. That is if the nexus is not broken.

Surely that would be an extraordinarily high number of members of Parliament in Australia, even accepting that it may be several centuries ahead. If you have a figure of 500 in your mind, a complex may be desirable; but I would imagine that the number will be considerably less than that. I must say at the very beginning that the idea of a complex does not appeal to me so much because of the scattering that goes with it and the removal of members of the Parliament from near the chambers. I always hoped that we could have them accommodated as close to the chambers as possible. You believe that with electronic voting and a change in our way of running the Parliament we might get over the difficulty, do you?—These are matters for parliamentary planning. On the brief that would go to the architect, I happen to lean towards the complex idea because I think it affords the long term flexibility that the Parliament needs.

Mr Giles

Have you considered, as I imagine you would have, the problem of an Opposition and its capacity to fight back when it is short of numbers in relation to calling members together for divisions? It seems to me that there is very great merit in the philosophy that allows members of the Opposition a means by which they can fight.—I can see that. I know what you are referring to. It is exploited very considerably in Washington, as you know, with roll call votes which take about half an hour to register, apart from anything else. I see no reason why that should not happen here. I am not wedded to electronic voting. Indeed, I have suggested in my evidence that the whole idea of electronic voting rather nauseates me in many ways. I was just instancing it as one possibility, if there were worries on this score.

Mr Bryant

It has been suggested that it is a little arrogant or presumptuous of the Parliament to pre-empt to itself what is the choicest site in Canberra. We are in a difficult position in this regard. Would you regard it as arrogant of the Parliament for it to say to itself: 'This is the best site; this is the one we will have'?—I think Jeremy Bentham had a phrase about

nonsense on stilts. Frankly, I think that contention is nonsense on stilts. The Parliament always should have been on the best site that we have in this town because that is what it is all about.

Chairman—Actually, that is what we are debating at present. The purpose of the Committee's present operation is to determine which is the better of the two sites.

Mr Aston

From your thinking I tend to draw the conclusion that you think the Parliament should be rather isolated instead of integrated. If you were to have it on Capital Hill do you think it would be rather isolated from the functional areas of government that surround the building?—No. I can hardly think that when the NCDC is scattering departments far and wide in this Territory. We are now to have a number of government departments in the Woden Valley. I think this will be extremely inconvenient for the public dealing with them. Functionally it is quite wrong for the departments to be so far away from each other. They should be much closer. I think this leads to departments becoming inward looking instead of being constantly in consultation with each other. As far as the Parliament being remote from anything, I think it is the Executive that is getting very remote, bit by bit.

Mr Luchetti

There has been a good deal of emphasis on the fact that, with the Parliament on Capital Hill or even on Camp Hill, there would need to be some careful planning to bring other buildings into close proximity with the parliament building itself. What you are putting forward—a complex of buildings—in a way would help to overcome this isolation and bring associated buildings closer to the parliamentary buildings. Is that in your mind?—Not really. The only two additions that I envisage in the complex would be, firstly, the bringing of the cabinet office into the building that would house the ministerial suites. That seems a logical development. It is operating very well in Whitehall, in a sense. The other is the question of the mass media building—whether it should be there or across the way.

Chairman

If you were building the parliament house you would prefer not to have the Press

facilities developed at any great depth in the parliamentary area, would you?—Certain of the facilities in Parliament House and adjacent to Parliament House seem to me to be facilities with which the Press deals with Canberra rather than with the Parliament. Sooner or later the Parliament, I think, will feel bound to make a division there, try to pick out those two things, and provide for the one—perhaps more generously than it is being provided for in some ways at the moment—and relegate these other things which are inappropriate to the parliamentary area to somewhere else.

We have a peculiar position in Australia because of the isolation of Canberra. The position is very different in a capital city such as London, Washington or Ottawa. Do you feel that it would be desirable for the Press to have facilities in parliament house, but with major facilities provided elsewhere?—Obviously, the Press needs galleries and immediate dispatch points for hot news and so on. For the television people, there should be some facilities for interviews and other work of that sort in relation to parliamentarians and their parliamentary work. This is very much the way of the future, even if the Parliament itself is not to be televised.

Mr Aston

Mr Bunning said this morning that there would be a monstrous stretch if parliament house were built on Capital Hill. Have you any thoughts on that?—I am sorry I was not here this morning. What did he mean by 'Monstrous stretch'? Was he referring to a physical stretch or a stretch away from something in particular?

No, he was suggesting that if parliament house were on Capital Hill, at the point of the apex of the triangle, there would be a stretch extending right through from Capital Hill and over the present site.—This is an aesthetic consideration and we would each have our own views. Frankly I would not have thought as he does. It would be a matter of a couple hundred yards at most compared with the Camp Hill site, so there is nothing valid in that suggestion. As one who has wandered around Capital Hill over the years, it seems to me to be a perfectly viable aesthetic proposition.

The witness withdrew

Mr W. C. Andrews, Associate Commissioner, and

Mr C. J. Price, First Assistant Commissioner (Engineering), National Capital Development Commission, were recalled and further examined.

Mr Drury

Could we be given some more information about the geological fault? Would this in any way impinge upon the development, design or construction of a new building for parliament house? I do not know anything about it except that there is a geological fault. Would this have any impact on the approach to the Capital Hill site?—(Mr Andrews) In our opinion the existence of these faults would not affect a decision on either site.

Chairman

The last witness referred to traffic problems. Mr Price, would you care to comment on the position as outlined by Professor Crisp?—(Mr Price) I did make a fairly full statement at the last hearing. If my memory serves me right I referred to the changes that would need to be made and I mentioned the plan as it now exists as distinct from the plan proposed by Walter Burley Griffin. We were looking at changes to the existing plan and not the old plan. Our studies have gone on since about 1962 and we have looked at alternatives which take the roads around the sides of the Hill. I did make the point that it was important to be able to use the area inside of State Circle and in the triangle—to be able to get a system that would allow the through traffic to proceed; including the traffic from the inner suburbs of Deakin and Forrest to get to the city. It was important to allow that traffic to proceed and still enable turning movements into the inside of State circle and into the triangle. Reference was made to the enclosure of land between Kings Avenue and Commonwealth Avenue up to the apex. The proposals for the ring road and State Circle are such that if it were desired to cover both of those roads in that very important area this could be done with the proposals that are now on the plan of Canberra. There is little that I would like to add to what has been put already.

In your first appreciation of the situation were you influenced by reason of the fact that the house might be built on the Lake and have you made due allowance for that since the decision has been made that it will not be on the Lake?—The fact that the house was on the Lake was quite apart from the con-

siderations of the use of the area inside of State Circle and the triangle itself. In fact when the proposal was submitted to the Joint House Committee for approval for presentation, this was a very important element. The ring road was not to impair the use of the

area inside of State Circle as a site for a parliament house. In 1967, in presenting the proposals, this was a major element in such presentation.

The witnesses withdrew
Public hearing adjourned

Senate Copy

DEPARTMENT OF THE SENATE
PAPER NO. 439.
DATE 30 APR. 1969
PRESENTED
J.R. Odgers
Member of the Senate

JOINT SELECT COMMITTEE ON THE NEW
AND PERMANENT PARLIAMENT HOUSE

DISSENTING REPORT

by

MR G.M. BRYANT

MR A.S. LUCHETTI

JOINT SELECT COMMITTEE ON THE NEW
AND PERMANENT PARLIAMENT HOUSE

DISSENTING REPORT

We recommend that the new and Permanent Parliament House be situated on Capital Hill.

REASONS FOR DISSENTING FROM THE MAJORITY REPORT:

1. Capital Hill, situated inside State Circle is central to the planning of Canberra. Canberra exists as a site for the Parliament of Australia. It is logical to place Parliament in this central position.
2. All authorities and expert witnesses agree that both sites offer splendid opportunities to develop a building worthy of the national Parliament. In choosing between them the signatories of this dissenting recommendation assert that in their opinion the area available for Parliament and access to the site are such important considerations as to nullify any advantages of Camp Hill.
3. The area available inside State Circle is approximately 130 acres. The area on Camp Hill, although not specifically stated in the submissions by the National Capital Development Commission, is estimated at 30 acres. This is the area already occupied by the two Secretariats known as East and West Blocks. These buildings with their attendant parking places, occupy approximately 50% of the area.
4. Apart from the commanding nature of the site, the area inside State Circle has two important attributes lacking in the alternative site of Camp Hill. The first is the area already referred to, and the second is access. The major avenues of Canberra all lead to State Circle.

5. Observations of overseas institutions have convinced us that these are vital considerations for a building which is going to attract an increasing number of visitors. We do not agree that a building on Capital Hill would be isolated. Modern engineering techniques would overcome any distances involved. We point out that one of the more isolated public buildings in Canberra is the War Memorial which attracts a large number of visitors.

6. A building of the size envisaged would almost certainly be much higher than the summit of Capital Hill, and any national centre or symbolic structure as advocated in the majority report, would be obscured from most of the Parliamentary triangle. The signatories to this report believe that it is unnecessary to allow the bicameral nature of our Parliament and the traditional horizontal association of the Houses to inhibit any new Parliamentary building. We point out that the Parliamentary triangle is not a popular assembly spot, and that in fact, access to and the viewing of the Parliament building from many other areas in Canberra is just as important. We believe that Professor Crisp's submission on the symbolic nature of Parliament has been given less weight than it warrants.



G.M. BRYANT



A.S. LUCHETTI

APPENDIX I

DEPARTMENT OF THE SENATE
PAPER NO. <i>1110</i>
DATE PRESENTED 30 APR 1969
<i>J.R. Odgers</i> Clerk of the Senate

*Joint Select Committee on
the New & Permanent
Parliament House*

**SUBMISSION TO THE JOINT SELECT COMMITTEE
ON THE NEW & PERMANENT PARLIAMENT HOUSE**



**A COMPARATIVE STUDY OF
CAPITAL HILL AND THE CAMP HILL AREA**

NATIONAL CAPITAL DEVELOPMENT COMMISSION-CANBERRA-FEBRUARY 1969

Dear Sir Alister,

On 6 December 1968 Mr. J.A. Pettifer, Clerk to the Committee, wrote to the Commission forwarding a copy of the minutes of the Joint Select Committee held on Thursday, 28 November.

The Committee has requested the Commission to prepare a comprehensive report on the alternative sites of Capital Hill and the Camp Hill area which would provide the Committee with all the available information relating to the matter. The Commission has undertaken to prepare its report by 28 February 1969, and I now submit the attached statement with this covering letter.

The Capital Hill site is clearly defined on the ground by State Circle. The Camp Hill area is the portion of land between State Circle and King George Terrace bounded by Kings and Commonwealth Avenues. It would include the site of the provisional Parliament House.

Completion of these siting analyses within the time available has been aided by the presence of Commission observers at past meetings of the Joint Select Committee. The Commission has thus been kept informed of the development of the Committee's thinking on aspects of Parliament's accommodation requirements. In addition, the opportunity for Mr. W.C. Andrews to tour overseas with members of your Committee in June 1968 has provided a valuable source of information for immediate reference.

Over the years, planning for the Parliamentary Triangle has recognised the need to create a special quality in the environment. The tabling in Parliament of the document "The Future Canberra" in late 1964 and its subsequent publication was an expression of the Commission's views at that time. The motion of the Parliament in November 1968 making the current reference to the Joint Select Committee has required the Commission to reassess its general planning in the Parliamentary area and this work has gone forward since November. The attached statement of evidence first traverses, in a brief way, material on this Parliamentary environment.

The main evidence, however, relates to the study of the Parliament House site, and identifies in some detail the analyses of the alternatives. It has been necessary to make an assumption about the size of a future Parliament House and this has been appropriately identified. The Commission did not proceed to architectural design solutions and the

evidence contains no predetermination in that respect. However, preliminary design analysis proceeded to a stage sufficient to establish the potentialities of the two sites.

The Commission believes that the essential elements of this analytical problem have been fairly dealt with in the extensive studies which have been undertaken, but if there is some material point on which the Joint Select Committee wishes further advice the Commission is ready to meet this request.

As you may know, the Act which established the Commission in 1957 established at the same time the National Capital Planning Committee, a body consisting of eminent professional people and of members with special knowledge and experience in artistic or cultural matters. In the last few months, the Commission has brought before the Planning Committee the general issues raised by the Parliament House siting question and, finally, the broad views expressed in this evidence were debated with the Committee at its February 1969 meeting.

It is the Commission's wish to ensure that the best possible Parliament House is developed on whichever site is chosen. Parliament is the reason for Canberra's existence and its building must be pre-eminent. It must be clearly the major building and all else should be subordinate. If in fact all other development is to be subordinate to the new Parliament House and is to be related appropriately to it in a fine National Capital, then a clear and final decision is needed. Only in this way can all other action associated with the development of the central areas be undertaken so that the siting of the Parliament building is, in fact, enhanced.

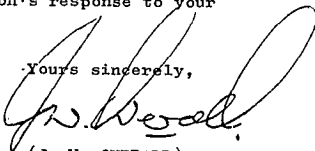
It is hoped that a decision will be made on the site as soon as reasonably possible in order that complementary development of the central areas of Canberra can proceed and that indecision should not creep in. Obviously sufficient time must be available for this and other evidence to be studied in appropriate depth by the Committee, but the Commission would urge that, if at all possible, a recommendation be made early, so that debate in both Houses of Parliament can go forward with a view to a decision on the site being available prior to the end of the Session. This would permit the planning and development of the central areas to carry forward without delay.

The Commission has concluded that each of the two sites allows generously for Parliamentary buildings of the highest functional and architectural quality. A building on Capital Hill would be dominant, and separated from the components of Government; a building on Camp Hill would be prominent and associated with other development in the Triangle and with general public activity.

I would like to request the opportunity to make a special presentation of this evidence personally to the Joint Select Committee and to answer questions if the Committee so desires. I can if needed be supported by my colleagues, Messrs. W.C. Andrews and R.B. Lansdown, Associate Commissioners, and by Mr. R.K.H. Johnson, First Assistant Commissioner, Architecture, and Mr. C.J. Price, First Assistant Commissioner, Engineering; Mr. H.L. Westerman, First Assistant Commissioner, Planning, could also be available if questions of broad land use arise.

I am pleased to present this statement to you Sir as the Commission's response to your Committee's request.

Yours sincerely,



(J. W. OVERALL)
Commissioner

Senator the Honourable Sir Alister McMullin, KCMG,
Chairman,
Joint Select Committee on The New and
Permanent Parliament House,
Parliament House,
CANBERRA. A.C.T.

THE NEW AND PERMANENT PARLIAMENT HOUSE

A COMPARATIVE STUDY OF CAPITAL HILL AND
THE CAMP HILL AREA

A report on the alternative sites prepared
by the National Capital Development
Commission at the request of the Joint
Select Committee of the Parliament

C O N T E N T S

Chapter 1	Terms of Reference
Chapter 2	Evolution of the Canberra Plan
Chapter 3	Assumed User Requirements for a New and Permanent Parliament House
Chapter 4	Comments on Provisional Parliament House, East Block and West Block
Chapter 5	Planning of Areas Flanking the Parliamentary Triangle and Capital Hill
Chapter 6	Planning of Parliamentary Triangle including Capital Hill Area
Chapter 7	Capital Hill Siting Studies
Chapter 8	Camp Hill Siting Studies
Chapter 9	Itemised Response to Terms of Reference
Chapter 10	General Summation
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Appendix 'A'	Advice by Department of Works, Canberra dated 11 February 1969 on Provisional Parliament House, East and West Blocks
Appendix 'B'	Supplementary Report on Valuation, Commonwealth Valuer, Taxation Branch

I L L U S T R A T I O N S

Drawings and Photographs illustrating the text
are included generally at the end of Chapters

	<u>NUMBER</u>
CHAPTER 1 : Study of Capital Hill	1
: Study of Camp Hill Area	2
CHAPTER 2 : Griffin's Design	3
CHAPTER 4 : Provisional Parliament	4
CHAPTER 5 : Study Area Plan View (Aerial Photograph)	5
: Existing Land Use	6
CHAPTER 6 : Site Influences	7
: Study Area from South	8
: View from Mount Ainslie;	9
: View from Rond Point;	
: View from Red Hill	
: Traffic Flow	10
: Circulation - Capital Hill Study	
: Circulation - Camp Hill Area Study	
: Triangle Study Diagram	11
CHAPTER 7 : Study of Capital Hill (Section of study enlarged)	12
: Capital Hill Study Diagram	13
: Capital Hill Study - Photograph of Model	14
: Capital Hill Study - Photograph of Model	15
CHAPTER 8 : Study of Camp Hill Area (Section of study enlarged)	16
: Camp Hill Study Diagram	17
: Camp Hill Area Study - Photograph of Model	18
: Camp Hill Area Study - Photograph of Model	19
CHAPTER 10 : Prominence Study	20
: View of National Place	

CHAPTER 1 - TERMS OF REFERENCE

On 26 November 1968 the Senate passed the following resolution:

"That the Senate having considered Message No. 78 of the House of Representatives (without prejudice to its resolution of 22 August 1968 'that the Senate is of the opinion that the New and Permanent Parliament House should be situated on Capital Hill') concurs in the proposal by the House that the matter of alternative sites for the New and Permanent Parliament House on Capital Hill or the Camp Hill area be referred to the Joint Select Committee on the New and Permanent Parliament House for report and that the Committee be requested to submit its report within three months."

The portion of the resolution enclosed in brackets is an additional Senate amendment to the House of Representatives resolution.

The Joint Select Committee on the New and Permanent Parliament House met on 28 November 1968; the minutes of that meeting contain the following passage:

"The Committee agreed that the National Capital Development Commission be requested to prepare a comprehensive report on the alternative sites providing the Committee with all the available information which is of relevance to the question including such matters as the necessary alterations to traffic routes, sketch plans of the alternative areas showing the proposed new House and its relationship to other buildings, statements relating to or the arguments for and against the desirability of removing the present Parliament building and other buildings in the area, assessments of the remaining useful life of the buildings to be removed, maintenance costs of the present Parliament building and other buildings in the area and the scope for ornamental development presented by the alternative sites."

Advice in these terms was conveyed by the Clerk of the Joint Select Committee to the National Capital Development Commission on 6 December 1968 and the Commission has proceeded with a series of studies in order to meet the Committee's request.

There have been several matters to be resolved before the Commission could proceed with the analysis and briefly these are:

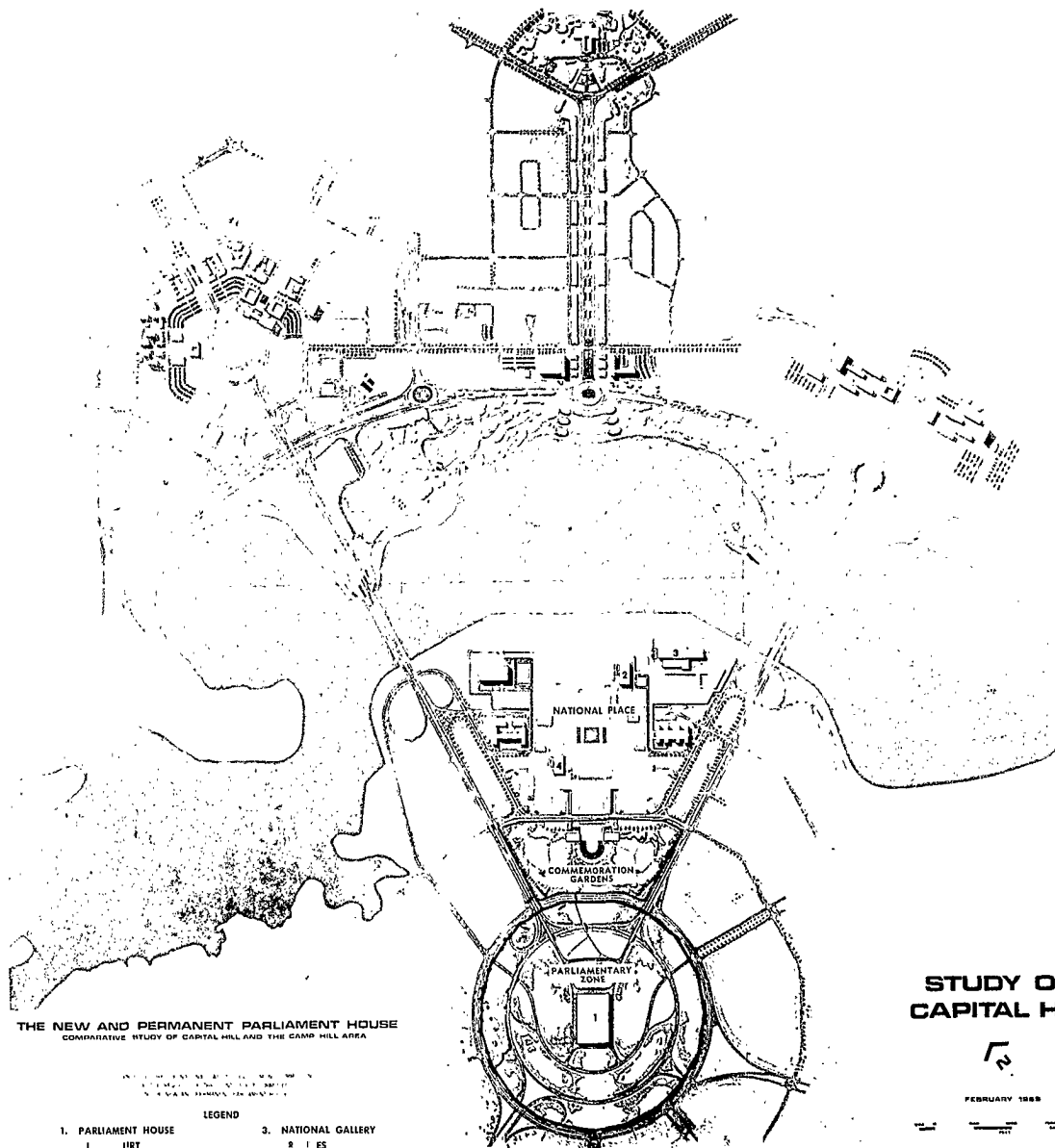
1. The movement southwards of the site for the Parliament building has required a reassessment of central area planning, and this has been undertaken.
2. There has been no final statement about the "client requirements" for a new Parliament building and, in particular, about the provision to be made for the long term expansion factor. An assumption of an appropriate building volume has been made.
3. In the absence of a building design, it has been necessary to make certain assumptions for the purpose of the siting studies and these will be identified in the subsequent text. While assumptions about the character of the building are necessary if an intelligent and comprehensive analysis is to be undertaken, the development of specific building design proposals could prejudice the decision and lead possibly to an unfortunate compromise when the final design for the chosen site is developed. This view has guided the preparation of this evidence.

In conducting the analyses the Commission established a special project group to make a detailed investigation of aspects of the problem. The work of this group and of the Commission itself in the formulation of the statement of evidence has been aided by a wide range of reference material which has been available.

A study has been made of the documentation of the planning of Canberra and, in particular, of the location of the Parliament House, reaching back to the report of the assessors in 1912 on the designs submitted in the Canberra Competition. Advice to the Commission has been available from the Joint Select Committee through the presence of Commission observers at earlier meetings of that Committee. Mr W.C. Andrews, Associate Commissioner, was abroad with the Joint Select Committee in June 1968 to assist the Committee in its technical assessments. Mr Roger Johnson, the Commission's chief architect, was also abroad from September 1968 in Europe and America on a series of discussions associated with the Commission's planning of the central areas. To work with Mr Johnson on central area planning, the Commission was fortunate to have the services available of Mr John Kirkpatrick of the firm of Skidmore, Owings and Merrill of San Francisco. Mr Kirkpatrick has been recently involved in development proposals for the United

States Government for Pennsylvania Avenue and The Mall in Washington and has an extensive background in civic design, architecture and landscaping.

In the evidence, which follows, references are made to the planning of the areas adjacent to the Parliamentary Triangle and Capital Hill and then to the general planning intention for the Parliamentary Triangle itself. These references are necessary preliminaries to enable the subsequent analysis of the two specific sites to proceed in its full context.



THE NEW AND PERMANENT PARLIAMENT HOUSE
 COMPARATIVE STUDY OF CAPITAL HILL AND THE CAMP HILL AREA

ARCHITECTURAL DESIGN BY
 J. H. W. & A. J. W. ARCHITECTS
 115 W. A. ST. MONTBELL, VIC.

LEGEND

1. PARLIAMENT HOUSE
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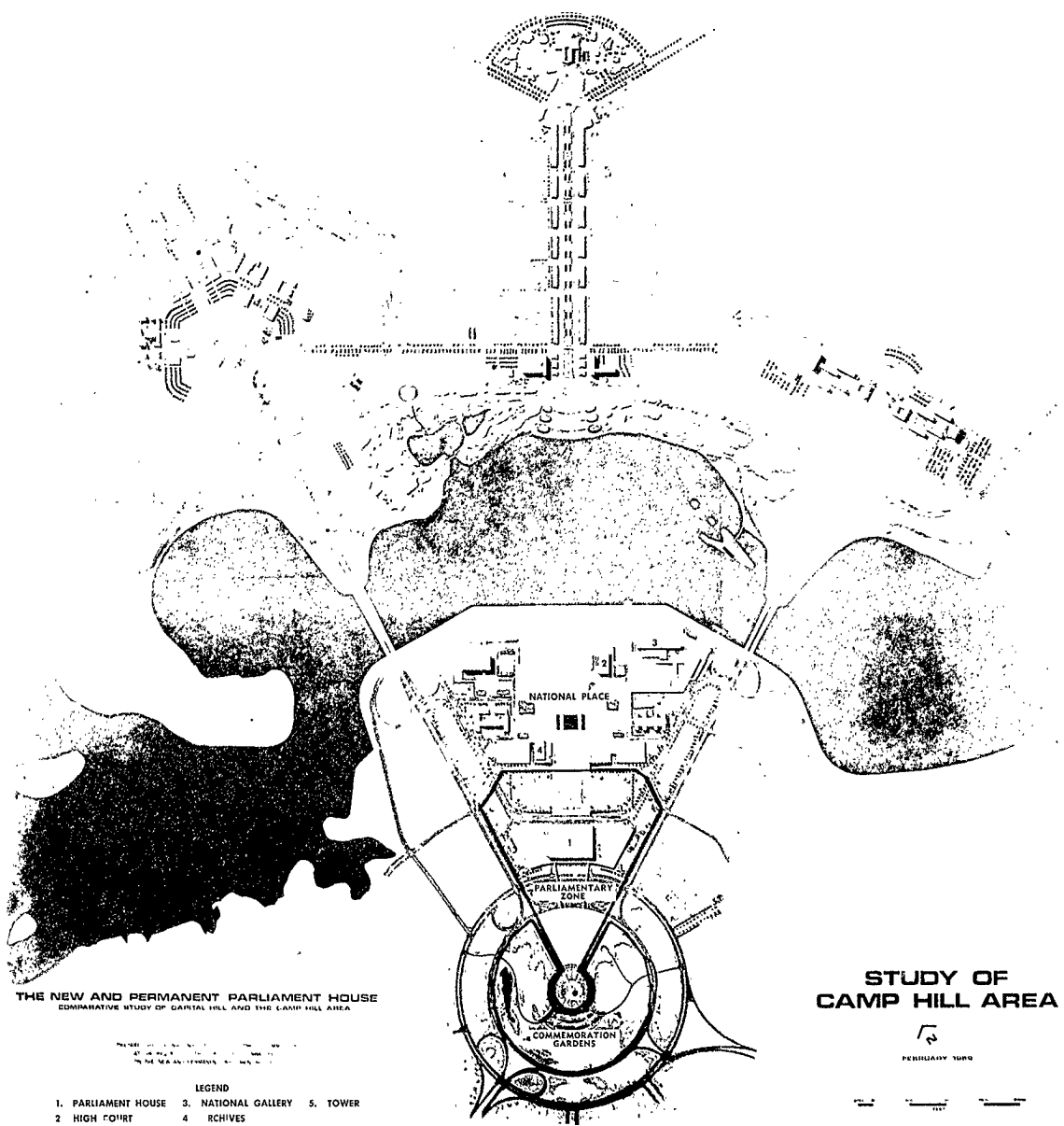
3. NATIONAL GALLERY
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**STUDY OF
 CAPITAL HILL**



FEBRUARY 1963





THE NEW AND PERMANENT PARLIAMENT HOUSE
 EDIMARHATIVE STUDY OF CAPITAL HILL AND THE CAMP HILL AREA

**STUDY OF
 CAMP HILL AREA**

- LEGEND
- | | | |
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| 1. PARLIAMENT HOUSE | 3. NATIONAL GALLERY | 5. TOWER |
| 2. HIGH COURT | 4. ARCHIVES | |


 FEBRUARY 1960



CHAPTER 2 - EVOLUTION OF THE CANBERRA PLAN
1911-1969

Walter Burley Griffin's design for Canberra was selected in 1912 from 137 entries in an international competition, by the majority decision of the Competition Assessors. The features of this entry were the respect paid to existing land forms emphasising the topography, the planning of main avenues leading to the hills, with the provision of a lake and the use of a main land axis and a cross water axis.

Griffin's Parliamentary Triangle :

The centre of the city in the Griffin plan was to be the Parliamentary Triangle which would house all departments of Government, with the Parliament House on Camp Hill. In accordance with the conditions for an architectural competition for the design of Parliament House drawn up in 1914 this was a building of the order of 112,000 square feet nett.

Griffin was appointed the Federal Capital Director of Design and Construction in Canberra and in 1913 after familiarising himself in detail with the site drew up a Report Explanatory which, in the main, expanded on his original competition proposal.

He constantly referred to a building on Capital Hill as "The Capitol" and the use of this term has given rise over the years to some differing views on whether Griffin believed that a capital building, in the American sense, could be located there.

Close examination of the report of 1912, the Report Explanatory of 1913, the competition conditions drawn up for an architectural competition for a Federal Parliament House in 1914, evidence before the Parliamentary Public Works Committee in 1923 show that Griffin consistently advocated the siting of the parliamentary building on Camp Hill. In many of his reports he expressed the view that Capital Hill was unsuitable for this function. In his evidence before the Parliamentary Works Committee in 1923 when the subject of a building to house the Parliament in Canberra was under consideration, Griffin gave evidence supporting the Camp Hill site and strongly opposed the building of a provisional Parliament in front of the site designated in his plan.

Siting of Parliament House :

Griffin's site for Parliament House on Camp Hill was discussed before the Parliamentary Public Works Committee in 1923 when considering the relative

merits of providing a building for the home of the Federal Parliament in either of the two alternative forms of the first stage of a permanent building or a temporary building.

The Committee received evidence from a wide field of witnesses and there were differences of opinion expressed by witnesses and between Members of the Committee themselves. The Committee therefore, at the conclusion of its deliberation, had recommended that Parliament should consider these two alternatives.

The Committee's view was that if a provisional building was to be constructed, it should be somewhat better than a purely temporary building so that the range of facilities necessary for the proper conduct of business of Parliament could be provided. The decision to proceed with the provisional building was made. Construction was completed in time for the opening of Parliament in May 1927, at a cost of \$1.5M.

Camp Hill was shown as the site for Parliament House in Griffin's last amended plan of 1918 and was included in the Statutory Plan of the city of Canberra and its Environs in 1925.

Although Griffin has consistently stated in written word his belief that Capital Hill is unsuitable for a permanent Parliamentary building and has gone as far as to say that a satisfactory treatment of the crown of the hill need not be more than a series of steps and ramps, the drawings attached to his original report do show in elevation, a building which is prominent in elevation but comparatively small in plan. While there remains this unexplained contradiction the building shown probably represents a form of building he envisaged as being suitable for ceremonial and reception as an alternative to the steps and ramps.

The Senate Select Committee Report on the Development of Canberra tabled in 1955 considered the siting issues and concluded by recommending the Capital Hill site in lieu of that proposed by Griffin of Camp Hill. A minority report recommended the engagement by the Government of an eminent Town Planner to advise on future development. It is not known whether this report prompted the Government to invite the then Sir William Holford to advise on the future development of the city. However, he did visit Canberra during 1957 and following his visit, submitted a report to the Government entitled "Observations on the Future Development of Canberra".

In that section of his report dealing with Parliament House and the land axis, Holford indicated that he personally felt that with the provisional

building existing and with East and West Blocks existing, Camp Hill, as it stood, would be an unsuitable site. His own choice was for a site in the centre of the axis rather than at the end of it, and he came to the conclusion that the lakeside was a preferred site for the permanent Parliament House.

The National Capital Development Commission's first report to the Government in 1958 submitted its observations on the Holford Report and made three major recommendations. These were : -

- (a) the implementation of the lake scheme;
- (b) the siting of Parliament House on the proposed lake front;
- (c) the siting of the defence services precinct at Russell.

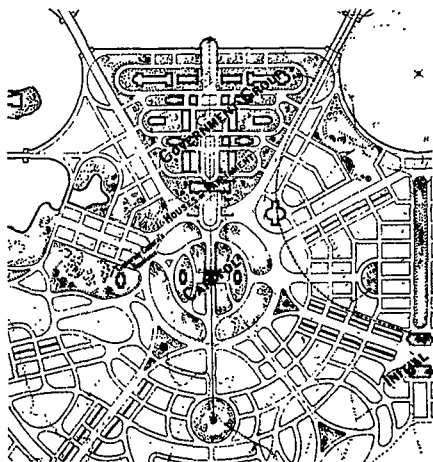
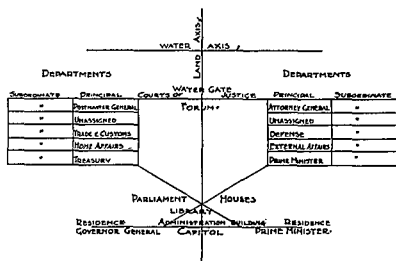
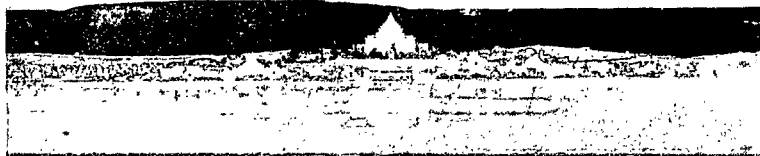
In regard to the Parliament House site, the Commission's report stated "the site is the only suitable one in the Parliamentary Triangle unless the present Parliament House were demolished".

The Government of the day accepted these recommendations in July 1958 and authorised planning to proceed involving location of the Parliament House on the lakeside site. This decision was announced in August 1958 and confirmed on several subsequent occasions.

On 3 December 1965, the then Prime Minister moved in the House of Representatives for the appointment of a Joint Select Committee on the New and Permanent Parliament House. The Prime Minister said in part : -

"This is the first step in the direction of establishing a new and permanent Parliament House in the capital of the nation. This obviously will be a requirement of the future. We propose to establish a committee so that the first steps in that direction may be taken"

The Commission acted in accordance with the lakeside decision for a period of ten years until the matter came up for debate in Parliament in August 1968. The Parliament rejected the lakeside site in a free vote and the alternatives of Capital Hill and the Camp Hill area were referred to the Joint Select Committee on the New and Permanent Parliament House for its consideration and recommendation back to the Parliament.



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GRIFFIN'S DESIGN

CHAPTER 3 - ASSUMED USER REQUIREMENTS FOR
A NEW AND PERMANENT PARLIAMENT HOUSE

No final decision is yet available on the size of the New and Permanent Parliament House. The Joint Select Committee has been considering this matter in accordance with the resolution for its establishment, and will no doubt be reporting to the Parliament.

For the purposes of the siting studies, it is essential to establish a notional level of space requirement against which the potential of the alternative sites can be tested. Membership of the Parliament is at present 124 Members of the House of Representatives and 60 Senators; the existing provisional building measures some 250,000 square feet gross.

The population of Australia at the turn of the Century has been estimated, by Professor Borrie of the Australian National University in an article published in 1961, as being between 24 and 25 million people; i.e., broadly double the present population. It could be reasonably assumed, for present purposes, that the membership of the Parliament would increase consistently with the increase in population resulting in a total Parliamentary representation of 370. Whether such an increase in membership would occur would, in the event, be subject to many considerations. But parallel with this, it might again be reasonably assumed that the legislative processes would become increasingly complex with increasing demands being made on Members and Senators and with space requirements increasing proportionately.

There are current pressures for expansion of the existing provisional building. Again, for present purposes, it appears reasonable to assume that a total space requirement to serve the existing Parliament in an adequate fashion might be of the order of 350,000 sq.ft. Applying the multiplier of growth to this base figure, it follows that a doubling of Parliamentary representation could lead to a building requirement of 700,000 sq.ft. gross at the turn of the Century. The additional consideration of increasing complexity of function, together with some notional provision for unforeseen developments and an expansion factor, produces a total planning figure of the order of 900,000 to 950,000 sq.ft. gross.

This is a broad appreciation of a space need which could develop over a period. The Commission has taken particular note of the continuing emphasis in the siting debates in the Parliament of the need for provision for expansion, and these have specific references to a building which might last from 200 years to 400 years. For the purpose of these siting studies, the actual timing of the emergence of the space requirement is relatively immaterial; it is the expectation of its emergence as a Parliamentary requirement over time which is the important consideration.

It is believed that the assumed building volume which has been described would be reasonably consistent with information which has so far been received by the Joint Select Committee.

As an additional consideration, it is appropriate to comment that, at the level of development described, parking areas would need to be available for some 1200 vehicles including visitors' cars. Further, a permanent Parliament House merits a large scale setting predominantly in landscape. This could be provided by members' gardens with tennis courts, bowling greens, public gardens areas and a semi-formal forecourt for ceremonies and public expansion. These would be additional requirements over and above the building space already referred to.

CHAPTER 4 - PROVISIONAL PARLIAMENT HOUSE,
EAST BLOCK AND WEST BLOCK

The Committee has sought advice on the character of the existing buildings in the area which might be directly affected by the possible siting of a permanent Parliament House. There are three buildings which could be directly affected, East Block, West Block and the Provisional Parliament House.

Information was obtained from the Department of Works, Canberra, and from the Valuations Section of the Taxation Branch of the Treasury, on the condition of the existing buildings, including maintenance outlays, and in the case of the Provisional Parliament House, on its present valuation. Appendices 'A' and 'B' contain this advice in detail.

East Block

The original building was completed in 1927, the isolated building associated with East Block in 1937 and the addition to the telephone exchange in 1948. A total of \$700,000 is estimated as the amount expended to this date on capital works on East Block.

Estimated maintenance on this building during the period 1928-68 is \$150,000. It is a structural brick building with a roof of galvanised iron. It has shown no structural weakness and is considered sound. (Reference advice from the Department of Works, Canberra, dated 11 February 1969 included as Appendix 'A').

The office accommodation which East Block provides is generally of less than acceptable standards and in particular, security is difficult to assure.

West Block

The original building was constructed in 1927, north and south blocks were added in 1937, a further block in 1944 and additions to the northern block in 1947. The estimated amount spent on capital works on this building is \$1 million. Estimated maintenance expenditure during the period 1928-68 is \$200,000.

This group of buildings is similar in most respects to East Block. (Reference advice from Department of Works, Canberra, dated 11 February 1969, included as Appendix 'A').

West Block accommodation is inherently of inadequate standard in modern terms and security problems are considerable.

Provisional Parliament House

The original building was constructed in 1927. There were additions to the Senate and House of Representatives wings in 1947. Steel trusses were introduced in Kings Hall and the Chambers in 1947, and the building was reroofed in 1958. An additional House of Representatives wing was completed in 1965. The original construction cost of the building in 1927 was \$1.5 million and the present total amount expended to date on capital works on the building, including initial construction is \$3.9 million. Current immediate requirements for additional accommodation and equipment are estimated to cost \$2.5 million.

The total maintenance sum expended on the building from 1928-1968 is a little over \$2 million.

Referring generally to the structural character of the building, few cracks have appeared and these have been of no structural significance. The provisional Parliament House has stood the test of time and is considered structurally sound. The building is of load bearing brick construction rendered externally with lime cement and painted. Internally the walls are finished in sand plaster or hard plaster and are painted except in those areas where walls are panelled.

Where ceilings appear under concrete they are rendered similarly to adjacent walls, otherwise they are of fibrous plaster construction. The floors in Kings Hall, both Chambers, the Dining and Kitchen areas, basements, boiler houses, outside corridors and verandahs are of concrete. Other floors are of hard wood.

While some roof leaks occur from time to time and some crazing and drumminess of the external rendering has occurred, there are no major maintenance problems. Plaster troubles are not unusual in Canberra and some attention to limited areas could be necessary within the next ten years. In 1958 an additional roof of galvanised iron was superimposed on the roof of the original building. Complete rewiring was carried out in the original building about ten years ago at a cost of \$350,000 with provision of thermal fire alarms. All windows and window frames are timber and all timber, both structural and joinery, is in a good condition. There are no termites and, apart from the usual minor maintenance items, no expenditure on these items is envisaged in the foreseeable future. (Reference advice from Department of Works, Canberra, dated 11 February 1969 included as Appendix 'A').

The average general level of costs of maintenance have steadily risen over the years and may be expected to continue this trend with the ageing of the building. Costs incurred annually by the Joint House Department on maintenance have risen over the ten year period 1957/58 to 1967/68 from about \$30,000 p.a. to about \$50,000 p.a.

On major items including plant and equipment, electrical rewiring, renewal of water services, galvanised roofing, installation of copper piping, attention to lift doors, replacing of parquetry in Kings Hall and external painting carried out by the Commonwealth Department of Works, the annual cost has varied from \$219,000 in 1958/59 to \$43,000 in 1967/68. Recent assessments by the Department of Works relating to the need for replacement of mechanical and electrical equipment indicate a likely additional expenditure based on present day prices of \$100,000 in five years, a further \$350,000 in ten years, and an additional \$500,000 in fifteen years on electrical and mechanical items only.

In an endeavour to obtain all advice relevant to consideration of the future life of the provisional building, the Commission referred the question of present valuation to the Commonwealth Valuers. The following is portion of a report received, dated 12 December 1968:

"It is considered that the best use for this building is its present use. It was designed for this use and could continue as such for some years. It is further considered that no other use could be adopted without it being necessary to make some alteration and, as has been stated above, any conversion is likely to be both difficult and expensive.

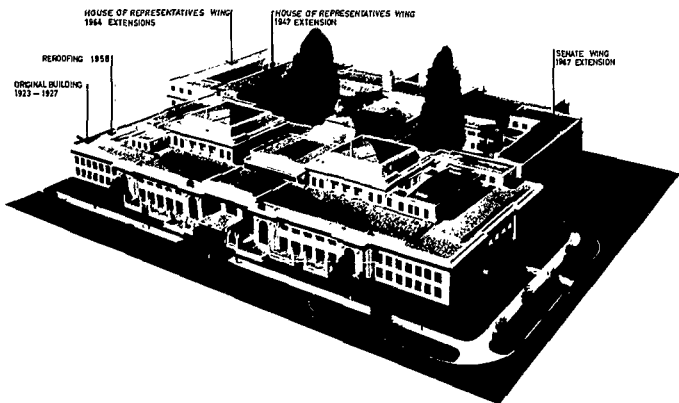
An estimate of future life cannot be made with precision, but it is considered that another ten years would not be unreasonable. The seating accommodation in the Houses is becoming cramped and as an increase in the number of Members is likely in the future and as there are physical limits to the extent that seating accommodation in the Houses can be increased, this in itself becomes a significant obsolescence factor. Added to this, office space appears to be insufficient to meet a growing demand and it is probable that the cost of maintaining the whole of the building will tend to increase in future years.

Based on an estimated future life of ten years for its present use, and having regard to the Department of Works' estimate (\$10.5 million) of present replacement cost, it is considered that the present value of Parliament House,

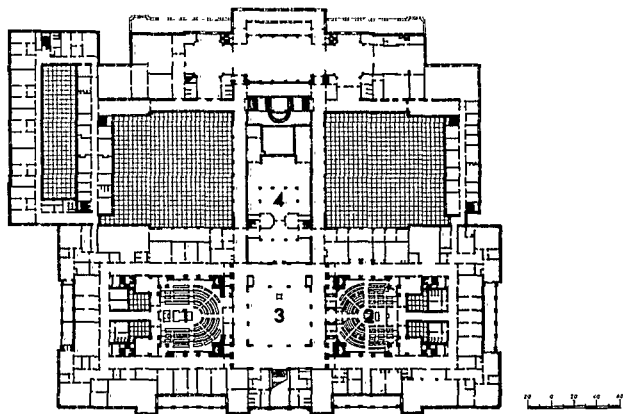
excluding land, is \$2 million. This value is at today's date and is based on existing use. It is considered that the value of the improvements could be significantly less if based on some alternative use."

Commission representatives conferred with officers of the Valuation Branch on 3 January 1969 and a further report was received dated 18 February 1969. A copy is attached as Appendix 'B'.

This Chapter generally sums up the existing state of East Block, West Block and the Provisional Parliament House. In Chapter 9, in responding to the specific terms of reference, a statement is included on the arguments for and against the desirability of removing the present Parliament House and other buildings in the area. It is useful to foreshadow, at this stage of the evidence, the Commission conclusion that demolition of the provisional Parliament House can be only a matter of a decision about time.



PHOTOGRAPH OF MODEL



MAIN FLOOR PLAN

- 1 HOUSE OF REPRESENTATIVES
- 2 SENATE
- 3 KING'S HALL
- 4 LIBRARY

ORIGINAL PARLIAMENT HOUSE



PROVISIONAL PARLIAMENT

CHAPTER 5 - PLANNING OF AREAS FLANKING THE
PARLIAMENTARY TRIANGLE AND CAPITAL HILL

In order to ensure that the siting studies for Parliament House were not proceeding in isolation from the surrounding central area of Canberra, it was decided to study the adjacent environment in some detail. It is now necessary to define the broad geographical context for the siting studies.

The areas flanking the Parliamentary Triangle and Capital Hill lie respectively to the east and west of Kings and Commonwealth Avenues and adjacent to State Circle. They include the suburb of Barton and portions of Forrest, Deakin and Yarralumla lying within National Circuit. There are few buildings of visual prominence in the area and, generally, landscaping predominates. The Barton area contains a variety of buildings. The Embassy area has a character of "Buildings in Landscape"; areas such as York Park and Lotus Bay retain a natural landscape character.

The existing road pattern of central Canberra is based on the original Griffin plan concept before the motor car had become a major factor in town planning. The central area is contained within three major avenues between points of the Triangle composition. Capital Hill is the southern point, and State Circle encloses it and forms the focus of the southern Canberra arterial road system.

The current plan for metropolitan Canberra envisages a desirable reduction of traffic pressure on the central area road system in two ways. The concentration of activities in Canberra City is alleviated by the development of town centres in the expanding metropolitan area. Furthermore, a progressive development of peripheral and separate freeway systems connecting outer town centres and Canberra City allows the existing arterial avenues to perform their original function of serving "Old Canberra" and importantly the Parliamentary area.

The ring and radial system provides a sound basic pattern for access and distribution within the National Area, even though it was not very suitable for handling the increasing through movement to City and to northern Canberra destinations. The major movements are Adelaide Avenue/Commonwealth Avenue and Canberra Avenue/Commonwealth Avenue with a smaller movement from Adelaide Avenue/Kings Avenue.

The proposed land uses to be provided for in these outer areas correspond largely to those already existing with a marked increase in the amount of Departmental offices. Departments having a major policy advising role would be those most appropriately located close to Parliament. There will be as well an increasing demand for floor space for private offices by organisations interested in the legislative processes of Parliament and in the policy decisions of Government. There will be an increasing demand for conference and hotel facilities close by.

As well, it is expected that there will be a continuing requirement for sites for High Commissions and Embassies as Australia's diplomatic interests extend.

The likely increase in the total working population will make heavy demand on access and parking facilities. While these can be designed to meet growth requirements, it is important that this be done in a manner which will not damage the character of this important area. This means that there are practical limits to the growth of the working population and that policies for provision of car parking facilities and their use should be established to protect the quality and character of the area. Improvements in the public transport system will also be necessary. Employment in the National Area must be seen in relation to the growth of the City Centre, town centres and other activity centres and a balanced development for the total metro politan area achieved.

A comment on design considerations in this outer environmental area is appropriate. The Commission believes that all development here should recognise the fact that the future permanent Parliament House is the dominant element. This has far-reaching design implications because of the degree to which - depending on height - development of the alternative Parliament House siting would be seen from and overlook the whole of the outer area. The Commission believes that development surrounding State Circle should be of a controlled height with any tall buildings carefully located to preserve views between them.

Traffic Routes

The Joint Select Committee asked specifically for information on such matters as the "necessary alterations to traffic routes". The following paragraphs relate to this request.

In the years prior to 1967, the Commission undertook a series of traffic and transportation studies in order to establish the general character of a transportation network to serve efficiently the continuing

growth of Canberra. The outcome of these studies was the planning of a network linking the central areas of the City with the adjacent suburbs and the planned new towns. The network is capable of progressively staged development and the first major portions of a continuing programme of important roadworks were commenced in 1964. A major arterial link has now been established between the Fyshwick area, the existing southern suburbs and the Woden Valley.

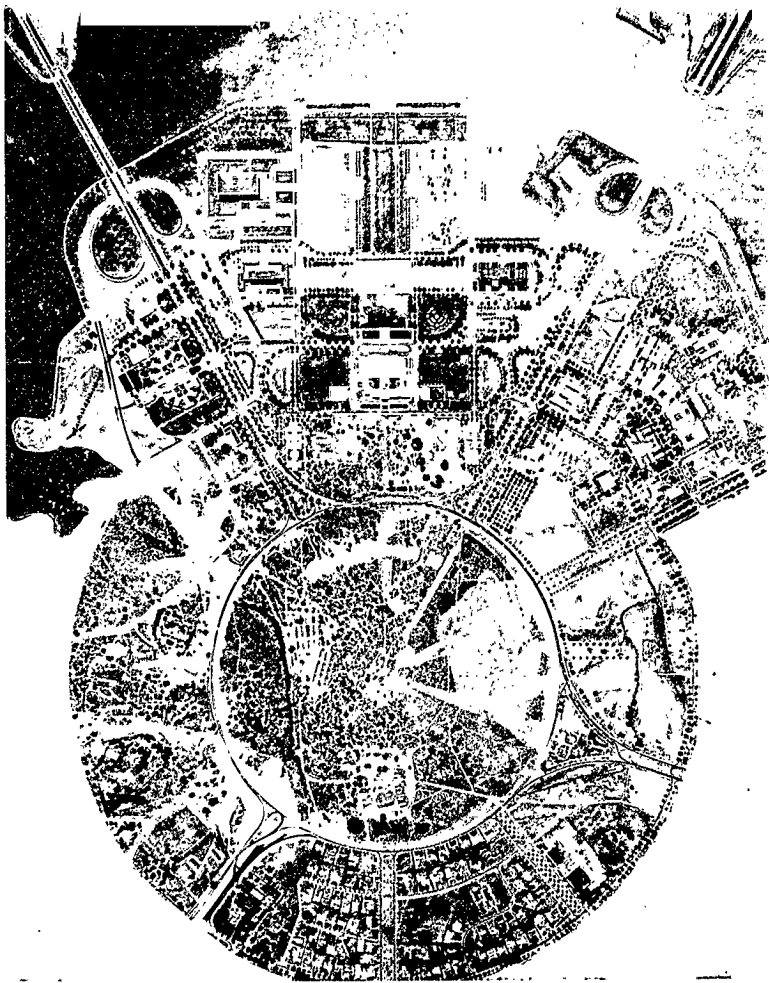
Road construction has proceeded on Adelaide Avenue, Commonwealth Avenue, London Circuit and on the links to Woden and Belconnen.

The roadworks in the central area are the more relevant to this statement. It could be said briefly that few alterations to existing major traffic routes would be necessary for either of the alternative sites.

Portion of the road network to meet the requirements of traffic movement across the City and for access to the Triangle is a proposed one-way ring road within the circumference of State Circle on Capital Hill. Reference to the ring road was made in the Parliamentary debates on Parliament House siting and the Commission has reviewed the requirement concurrently with the siting studies. The concept of this ring road was developed originally to meet the increasing demands of traffic passing on its way to Civic and north Canberra. The ring is the largest acceptable for one way working, encloses about 80 acres and allows satisfactory connections to the main avenues and from the areas inside State Circle to the central space. The roadway fits well into the natural contours and a circular solution ensures that the formality of Griffin's plan is kept intact.

Alternatives to the Capital Hill ring road as presently proposed and designed were considered and a detailed report was obtained by the Commission. Five alternatives were studied. Of these, one sought to divert traffic away from Capital Hill, the others accepted traffic requirements converging on State Circle and sought to produce alternative solutions. The studies show that the diversion scheme would involve severe disruption and high cost in developed areas of south Canberra and in relation to the Lake and west basin and could lead to unacceptable traffic conditions elsewhere. The Commission believes that this diversion proposal could not be recommended. None of the alternatives for Capital Hill connections could be compared with the ring road for its combination of flexibility, function, effectiveness and respect for the formal geometry of Griffin's plan.

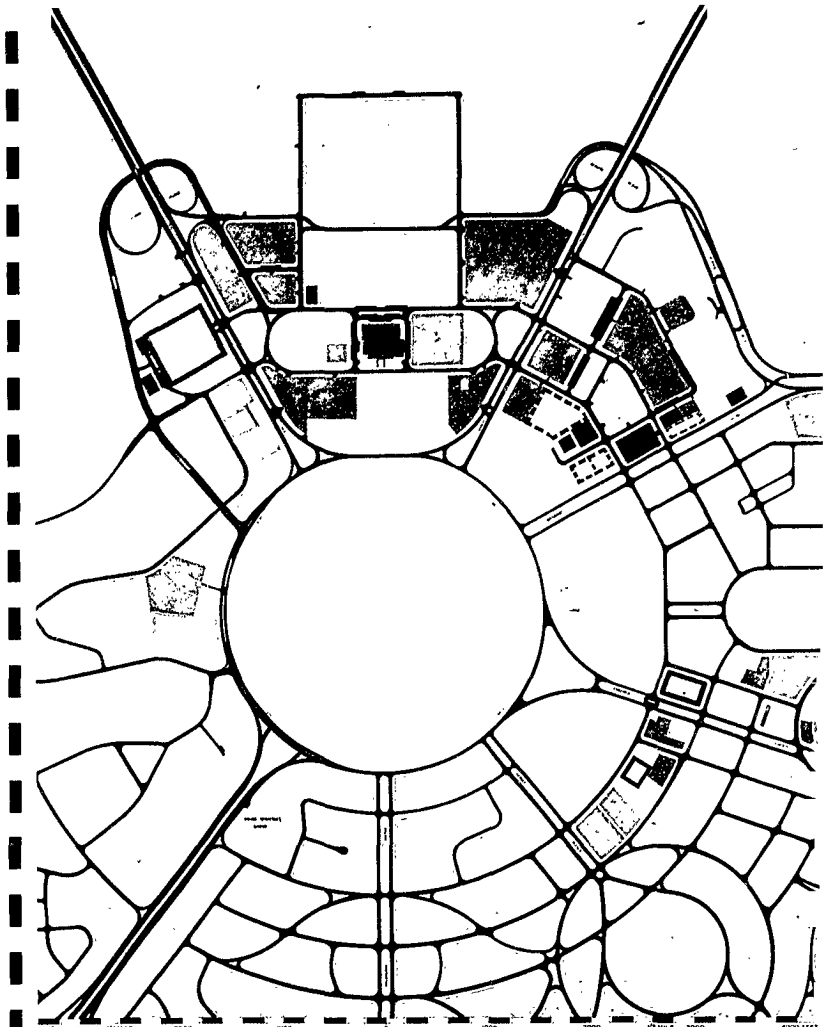
The relationship between the ring road design and the alternative sites for a New and Permanent Parliament House will be referred to in the subsequent analysis.



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STUDY AREA PLAN VIEW



- | | | | |
|---|--|-------------------------|-----------------------------|
| PARLIAMENT HOUSE | RESIDENTIAL | EMBASSIES
CHANCERIES | SITE LEASED |
| COMMONWEALTH OFFICES,
RECREATING PARKING AREAS | COMMERCIAL | CLUBS | SITE UNDER
CONSIDERATION |
| INSTITUTIONS
HOSPITALS | GOVERNMENT
INSTRUMENTALITIES | PARKS
OPEN SPACE | |
| HOTELS | CHURCHES, SCHOOLS,
PUBLIC BUILDINGS | SPORTS FACILITIES | |



EXISTING LAND USE

CHAPTER 6 - PLANNING OF THE PARLIAMENTARY
TRIANGLE INCLUDING CAPITAL HILL AREA

This Chapter refers to the development intention for the total area lying within Kings and Commonwealth Avenues and the Lake and takes in the Camp Hill area and Capital Hill, but the siting studies for the new and permanent building are dealt with in the immediately following Chapters. It is considered self evident, however, that the planning of this vital sector of the environment to the Parliament House is of paramount importance to the effective use of either of the alternative sites.

The centre of the Canberra plan is a major triangle with sides each two miles long, with each point designated for a special building group - Civic, the commercial centre, is a growing cluster of office buildings; Russell, the Defence complex, is a studied composition of buildings grouped around a memorial shaft; the Parliamentary Triangle still awaits its ultimate building form. From the apex of triangular composition at Capital Hill to the summit of Mount Ainslie, runs the land axis. At right angles the water axis runs along the Lake to Black Mountain fixing Canberra's site in the basin between the hills.

The Parliamentary Triangle has a close visual relationship with both the Lake and the Hills. From either Camp Hill or Capital Hill, the informal views to Lotus Bay and Black Mountain and to the high ground near Stirling Park must be added to those along the axes as design determinants within the Triangle. Views out from both possible sites will be extensive.

Anzac Park marks the northern half of the land axis as a strong line from the War Memorial to the Lake. Recognition of the land axis on the southern side as a generating design line is important. The line need not be marked on the ground, but could be implied by the design of open spaces and building groups.

The functions which the Parliamentary Triangle and the Capital Hill area should be designed to serve would include -

- (a) Parliament House
- (b) National Centre
- (c) High Court
- (d) Central Government Offices
- (e) Open space

(f) Movement

(g) People : tourists and visitors

The general development intention for the Triangle area makes provision for adequate vehicle access and for an internal road system, together with the necessary provision of parking.

The above elements have a symbolic and functional interaction which reasonably determines the basis for any design of the Triangle area, with Parliament as its central purpose and function. The illustrations reflect a design of broad spaces and building relationships by the Lake edge, rising in height and becoming narrower towards Camp Hill as the avenues converge.

With the Camp Hill site, because of the area directly available, the immediate topography and the pattern of the existing development, there exists an opportunity to create a composition of which the Permanent Parliament House would be the culminating point. This would appear particularly so from the major public places in the Triangle, from the northern shore of the Lake, and from elevated portions of the City.

In the case of a New and Permanent Parliament House on Capital Hill, the topography towards the apex combined with the rapidly narrowing area of land available for development, offers an opportunity of a different kind. The topography of Capital Hill suggests dominance and the broad character of the Triangle and environmental planning suggests separation. With Parliament House on Capital Hill, the planning proposal for the Triangle recognises these special qualities of this site and is a composition drawn together within the Triangle at Camp Hill, with the Capital Hill Parliament a significant and visible influence.

The planning concepts for the Triangle have a substantially common character whichever site for a Permanent Parliament House is chosen.

The possibility of a group of National Centre buildings on Capital Hill disappears in either case and the proposed new site of a National Centre as part of the group of buildings around the northern part of the Triangle, is one of the common elements.

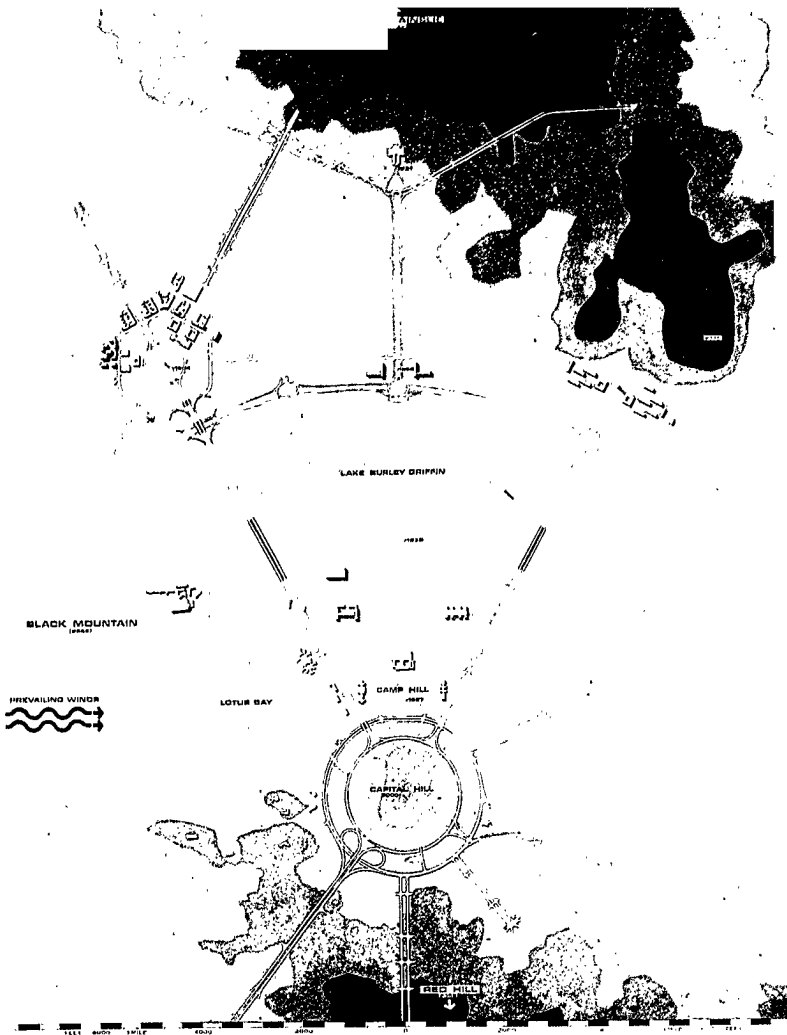
From the point of view of siting studies for Parliament House, it makes the main issues clearer if the remainder of the Triangle design is seen as substantially the same for both sites. The Triangle design is not a major determinant in the final choice.

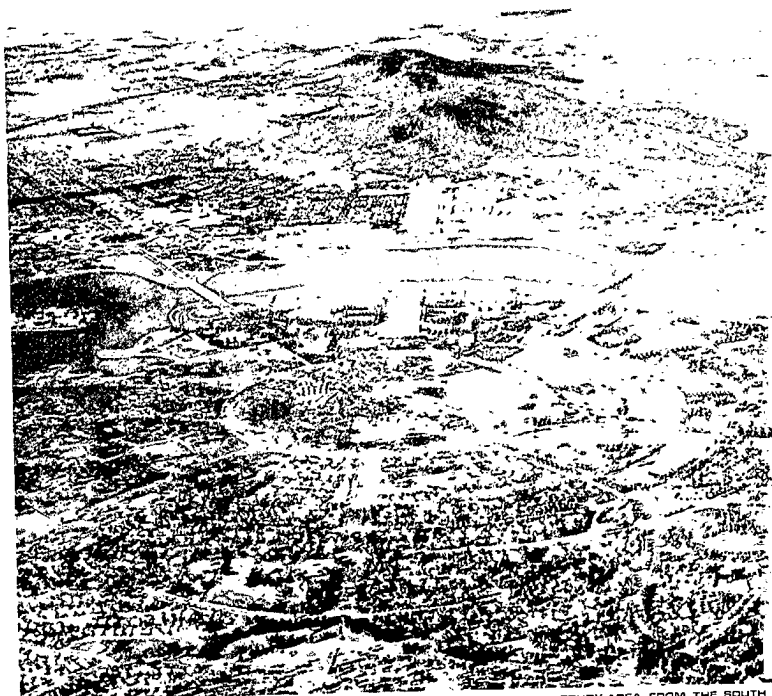
In the Camp Hill siting study, a broad platform is shown across Camp Hill containing parking and services for Parliament with pedestrian and vehicle access to the Parliament building rising above it. A simple forecourt 15' below the platform is proposed on the site of the provisional Parliament House, allowing the existing Parliamentary Gardens to remain as part of a large park-like setting for the new building. This setting would flow through into the great public spaces towards the Lake.

In the Capital Hill siting study, vistas along the land axis are kept open and the completion of the Triangle composition is marked by an open amphitheatre built in the northern slopes of Camp Hill. The surrounding area is left as a park with footpaths forming a planted foreground between Capital Hill and the Triangle. Between the amphitheatre and the lower main plaza, the axis is flanked by two Secretariat office groups around smaller plazas.

Siting studies for both sites identify a landscaped park area described as Commemoration Gardens. In the case of a Parliament House on Camp Hill, Commemoration Gardens would be developed on Capital Hill; with Parliament House on Capital Hill the Gardens would be developed on Camp Hill.

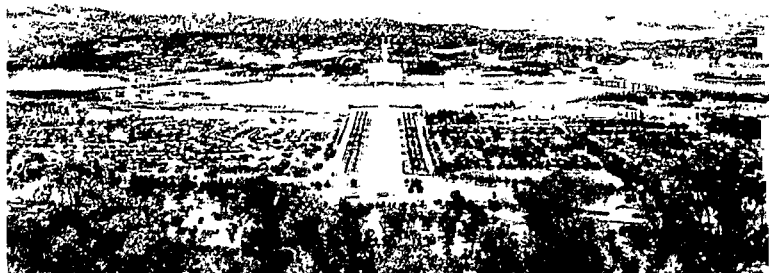
The Commemoration Gardens are seen as providing an opportunity to commemorate great men and peacetime events of National significance. With the Gardens on Camp Hill, there could be developed an open amphitheatre as already suggested. The development of the Gardens on Capital Hill could appropriately surround - as one proposal - a simple tower or shaft to mark the geometric termination of the Avenues and as a suitable structure to be seen behind Parliament House when viewed along the land axis. Preliminary studies of a Commemoration Tower indicate that an acceptable scale and quality of development could result, the design being preferably carried out integrally with the design for the Parliament House.





OCTOBER 1965

STUDY AREA FROM THE SOUTH



VIEW FROM MT. AINSLIE



VIEW FROM ROND POINT



FEBRUARY 1969

VIEW FROM RED HILL

CITY CENTRE
NORTH CANBERRA
AND BELCONNEN

NORTH CANBERRA

WOODEN AND
BELCONNEN

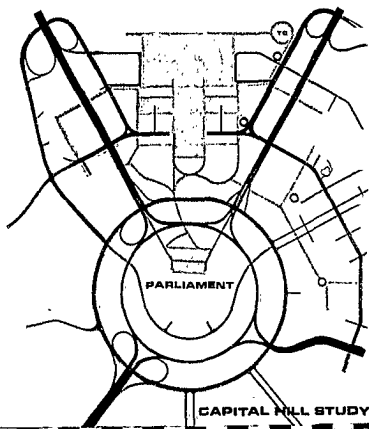
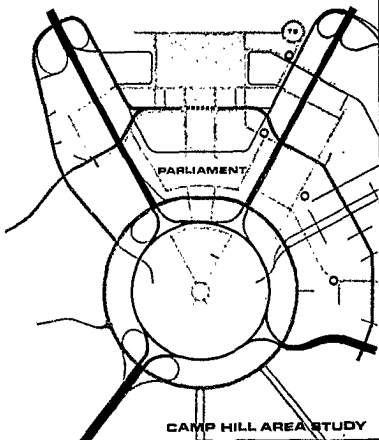
SOUTH EAST CANBERRA

SOUTH CANBERRA
AND WODEN

SOUTH CANBERRA

▨▨▨ PASSING NATIONAL AREA
▬▬▬ ENTERING NATIONAL AREA

TRAFFIC FLOW



▬ HEAVY PASSING
TRAFFIC

▬ ROUTES TO AND FROM
NATIONAL AREA

▬ INTERNAL TRAFFIC

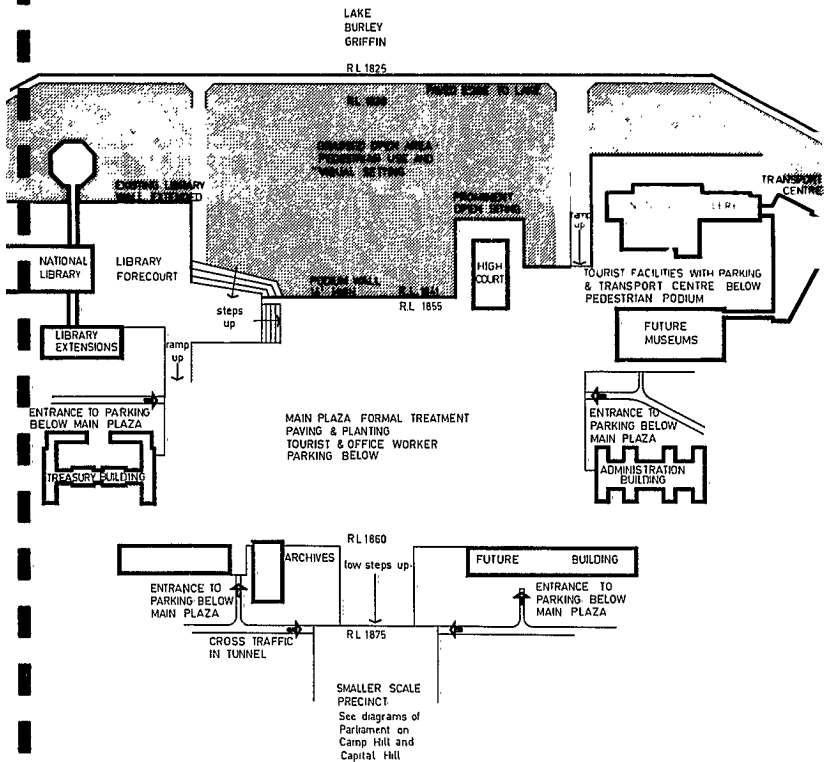
▬ PEDESTRIANS

○ RAPID TRANSIT -
POSSIBLE STATIONS

TC TOURIST CENTRE



CIRCULATION



CHAPTER 7 - CAPITAL HILL SITING STUDY

Within the broad context of the studies undertaken on the future development of the Parliamentary Triangle and the areas flanking that Triangle, the Commission has proceeded with a detailed analysis of the alternative sites for the New and Permanent Parliament House. This Chapter presents, in a series of specific statements, the outcome of the analysis on the Capital Hill site.

Land Form and Roads

The summit of Capital Hill at RL2000 is 175 feet above the Lake surface, 75 feet above the summit of Camp Hill.

The geometrical apex of the Central Triangle is set at the summit of Capital Hill. Seven avenues are built radiating from State Circle surrounding this point. This broad pattern has increased the natural prominence of Capital Hill and the consequence is that any building or building group on the summit would have a self-evident location from the Avenues.

Satisfactory road approaches to the summit would be designed to suit the contours. Apart from the extension of the formal Avenues the result could be quite free in form, contrasting with the strict road geometry around State Circle.

Distances

Capital Hill stands at one end of the land axis two and a half miles from the War Memorial, one mile from the Lake shore and half a mile from Camp Hill. A building on Capital Hill seen from the land axis would appear as part of the Triangle composition. From viewpoints off the land axis, Capital Hill is seen to be very distinctly separated from Camp Hill and the Triangle.

Range of Siting Studies

A number of siting arrangements with varying positions for parliament buildings, access roads and forecourt were examined and found quite feasible. The scheme illustrated in this report combines a summit location with simple formal access roads. It was chosen as giving the best demonstration of the site potential.

Test Siting Scheme

In order to present the analysis of the potentialities for the development of the site, a test siting scheme has been prepared and is illustrated in the drawings and photographs at the end of this Chapter and in the frontispiece. The drawings and model are complementary.

Clearly, siting arrangements other than those described in the test scheme are possible, but final planning and design must wait until the detailed statement of building requirements is available and building design is commissioned.

The text which follows describes the test scheme in some detail and should be read as indicative of the development and design opportunities available. A building volume of some 900,000 square feet has been assumed, as described earlier in this statement, together with a notional expansion provision of a similar order. The site would be capable of further building development beyond this level.

The test siting scheme extends a central roadway on Kings and Commonwealth Avenues at an increased gradient at 8% and 9% respectively to a building platform at RL1960, 25 feet below the general summit level, 40 feet below the highest point. This is the highest platform level attainable by extending the avenues at a maximum acceptable grade. Areas below RL1960 would be excavated to provide basement service and parking. The forecourt of some 400 feet by 500 feet at RL1955, could incorporate the existing Commemoration Stone.

Areas for building extensions are available at lower levels on either side of the platform. The land on three sides of the forecourt could be developed as public gardens and a landscaped setting for Parliament. The area to the south above State Circle is suitable for amenities for Members including tennis courts, bowls and a small lake in the western valley.

The balance of land inside State Circle could be a large landscaped park providing Parliament with a planted setting.

Use of Camp Hill Site, with a Capital Hill Parliament

The quality of independence which characterises Capital Hill can be maintained by limiting direct links with Camp Hill to an informal footbridge. This could lead, by an informal path, to a park on Camp Hill, with winding footpaths and a central amphitheatre built into the northern slope as a formal element, completing the Triangle composition when seen from below and yet leaving open the view down along the land axis from Capital Hill. If this park were designated as Commemoration Gardens it would be preserved as an appropriate setting for Parliament House.

Parliamentary Zone

The area of the Parliamentary Zone inside State Circle is 135 acres. The proposed Ring Road as designed would not interfere with expansion of or access to a Capital Hill Parliament. The association of a Commemoration Gardens on Camp Hill would increase the effective landscape setting of Parliament to about 160 acres.

Costs

A broad cost appreciation has led to the conclusion that a decision in favour of either site should not be influenced by costs as they are broadly of the same order.

Access to Capital Hill

The clear and direct formal entries provided by linking the forecourt of the House directly with the continuation of Commonwealth and Kings Avenues, would carry the symmetry of Griffin's Triangle into the Parliamentary site.

Supplementary vehicle access has been provided by internal roads from both State Circle and the Ring Road. These internal roads can easily be adjusted to enter the building site at a variety of positions and levels. They would be separate from the formal approaches.

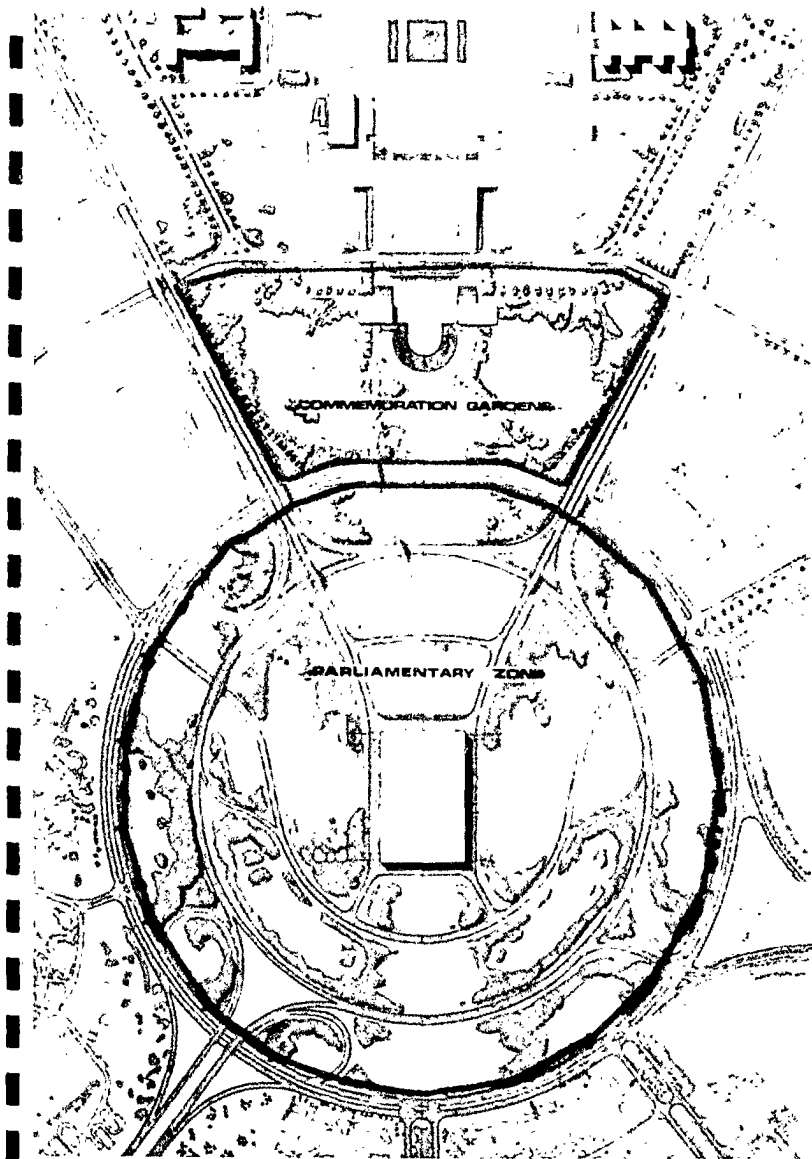
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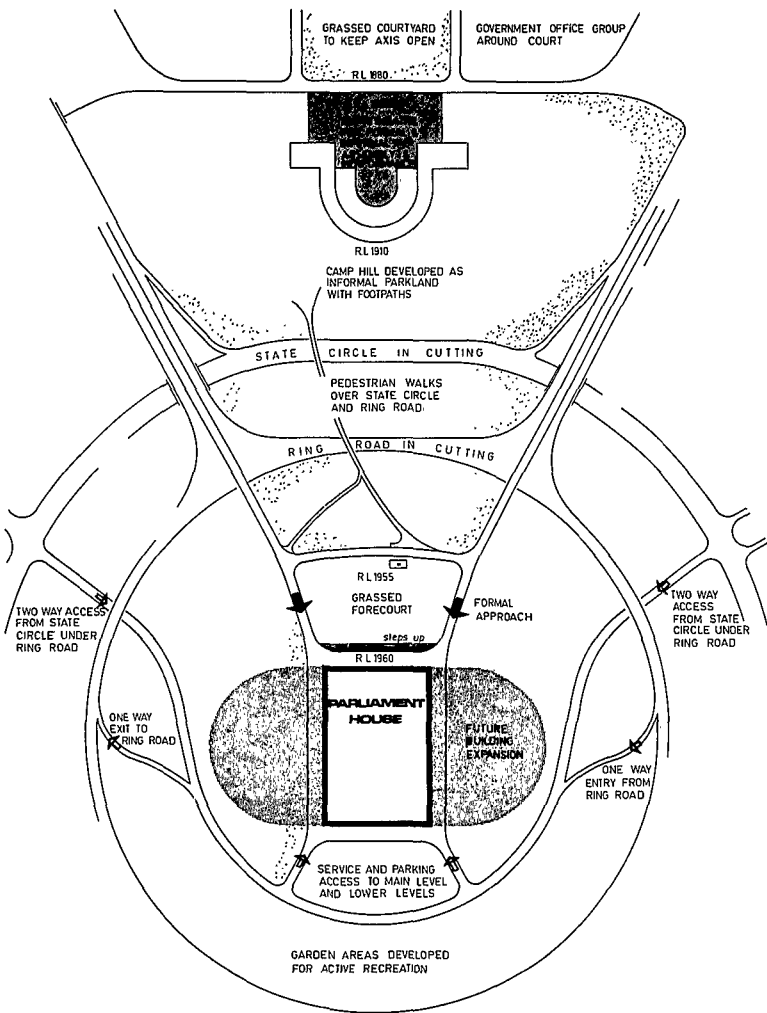
Capital Hill has been given real prominence by the position of major avenues which will always provide clear views of the summit unaffected by later growth of buildings in Barton or the Triangle. A large building on Capital Hill would be seen as a major element at the total city scale.

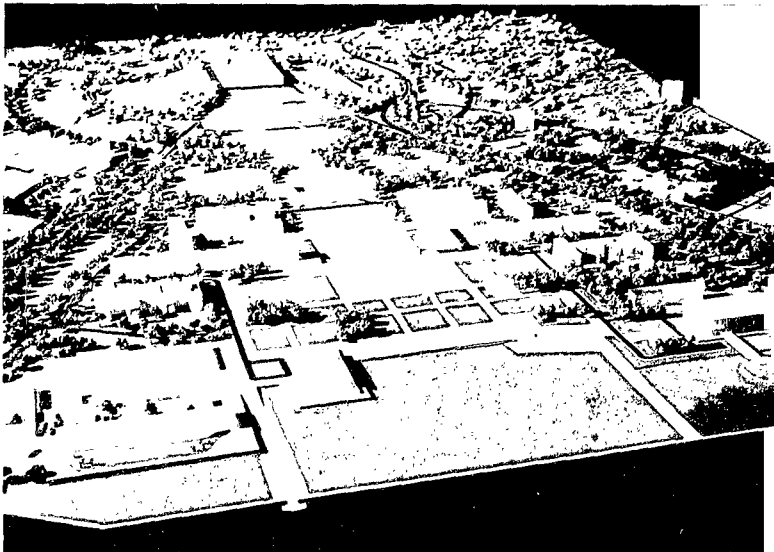
Capital Hill is sufficiently dissociated from other Triangle development to be considered as a separate site, independent of other buildings.

The all-round nature of the site requires an architectural solution which is equally satisfactory when viewed from all sides and with a solution for later additions that would not reduce the impact of the original design. The site is a formal one, but the building is likely to work best if planned without too many formal restrictions.

The site area is large and the general character is of a large scale open landscape setting with distant views and a sense of separation from its immediate environs. A building platform could be provided at various levels. As the prominence of Capital Hill is due more to the road design than the height of the hill a high building platform is not essential.







CAPITAL HILL STUDY • MODEL



CAPITAL HILL STUDY · MODEL

CHAPTER 8 - CAMP HILL AREA SITING STUDY

Natural Form

Camp Hill itself is the spur running from Capital Hill into the Triangle. It rises to RL1925 and lies between State Circle, Kings and Commonwealth Avenues and Queen Victoria Terrace. The hill merges very gradually into the adjoining areas. For purposes of this siting study, the Camp Hill area has been defined as extending to King George Terrace, taking in the site of the provisional Parliament House.

Relation to Triangle

Griffin designed the Triangle to use Camp Hill as the natural and functional climax to the Parliamentary group. In use, in planning and in the third dimension a Parliament on Camp Hill would be the culmination of such a group. This potential close involvement is quite concealed by the provisional building which blocks views towards the Lake as existing trees block views in other directions. The summit at RL1925 is 50 feet above the base of the hill slope.

It might be noted that Griffin planned Parliament on a base at RL1920 above a departmental platform at RL1870.

Range of Siting Studies

Several test siting schemes were studied for a New and Permanent Parliament House as an extension to the provisional building. The extension to be effective would be three or four times the size of the provisional building, sited generally to the south of it and consequently above it.

The architectural design problem of relating the provisional Parliament with an extension several times larger in that position would be very considerable. All schemes incorporating the provisional building created such specific limitations for the siting studies that a free examination of the potentialities of the Camp Hill area site were seriously hampered.

Test Siting Scheme

In order to present the analysis of the potentialities for the development of the site a test siting scheme has been prepared and is illustrated in the drawings and photographs at the end of this Chapter and in the frontispiece. The drawings and model are complementary.

Clearly, siting arrangements other than that described in the test scheme are possible but final planning and design must wait until the detailed statement of building requirements is available and building design is commissioned.

The text which follows describes the test scheme in some detail and should be read as indicative of the development and design opportunities available. A building volume of some 900,000 sq.ft. has been assumed, as described earlier in this statement, together with a notional expansion provision of a similar order.

The test siting scheme illustrated creates a 1,500 ft. long by 500 ft. wide platform on Camp Hill at RL1900. The platform is approached from either side, with formal access across the front, and other roads leading to parking and service entries below the platform. From the centre of the main platform, steps descend 10 ft. to a paved and grassed forecourt on the site of the provisional building with Senate and House of Representatives gardens on either side.

Land for building expansion is available on the base platform on either side of the initial building site.

Above the platform, a great variety of architectural designs could be envisaged. A demonstration carried out on the site indicated that a building height of 120 ft. above RL1920 was clearly visible and prominent from most quarters and, in particular, from the land axis and the Parliamentary Triangle.

Camp Hill Relationship to Capital Hill

The lines of Commonwealth and Kings Avenues have been shown continued inside the Capital Hill area by various means, by landscaping and footpaths with a terracotta coloured surface. Footbridges across State Circle and the Ring Road would lead to open parkland rising past the Commemoration Stone to a public place on the summit of Capital Hill. As one possibility, a vertical shaft or element with an elevated platform at this geometric centre would provide all round views, particularly to the north across the Triangle.

Parliamentary Zone

The Camp Hill area extending to King George Terrace contains about 65 acres. The Parliamentary Zone as illustrated reaches to the summit of Capital Hill taking in the commemoration feature on the summit of the hill and bringing the total area available as a

Parliamentary Zone to some 80 acres. Combined with the Commemoration Gardens already referred to within the Ring Road, an effective landscaped setting of approximately 150 acres would be created for the Parliament.

Moving outside the immediate area of the siting, study the illustrations show a National Place as being developed towards the Lake foreshore. This large paved and planted area astride the land axis is linked by a thread of open space to the Camp Hill site. Its relative proximity to a location of a Camp Hill Parliament would lend an added quality of spaciousness to the total setting.

Costs

A broad cost appreciation has led to the conclusion that a decision in favour of either site should not be influenced by costs as they are broadly of the same order.

Camp Hill Access

The Camp Hill site is an integral part of the Parliamentary Triangle and has access to the internal road system which also serves the Library, the High Court and Government Offices. Points of access to Camp Hill are also available from the major avenues and State Circle as well as from the road system within the Triangle.

The access roads adjacent to Commonwealth and Kings Avenues allow a fine ceremonial approach to be made to Parliament House. The Camp Hill site can be readily accessible to Government offices inside the Triangle and in the Barton area. One clear tourist route within the Triangle could serve all major points of interest including Parliament House.

Comment

The requirement for easy road access to the main entrance of a Parliament on Camp Hill indicates a level of the entrance of about RL1905. This is in fact 40 feet above the adjacent area and more than enough to allow the building to dominate the Triangle.

The directional character of the site (it has a defined front and rear elevation) would give a beneficial impetus to architectural design of the initial building and to subsequent extensions.

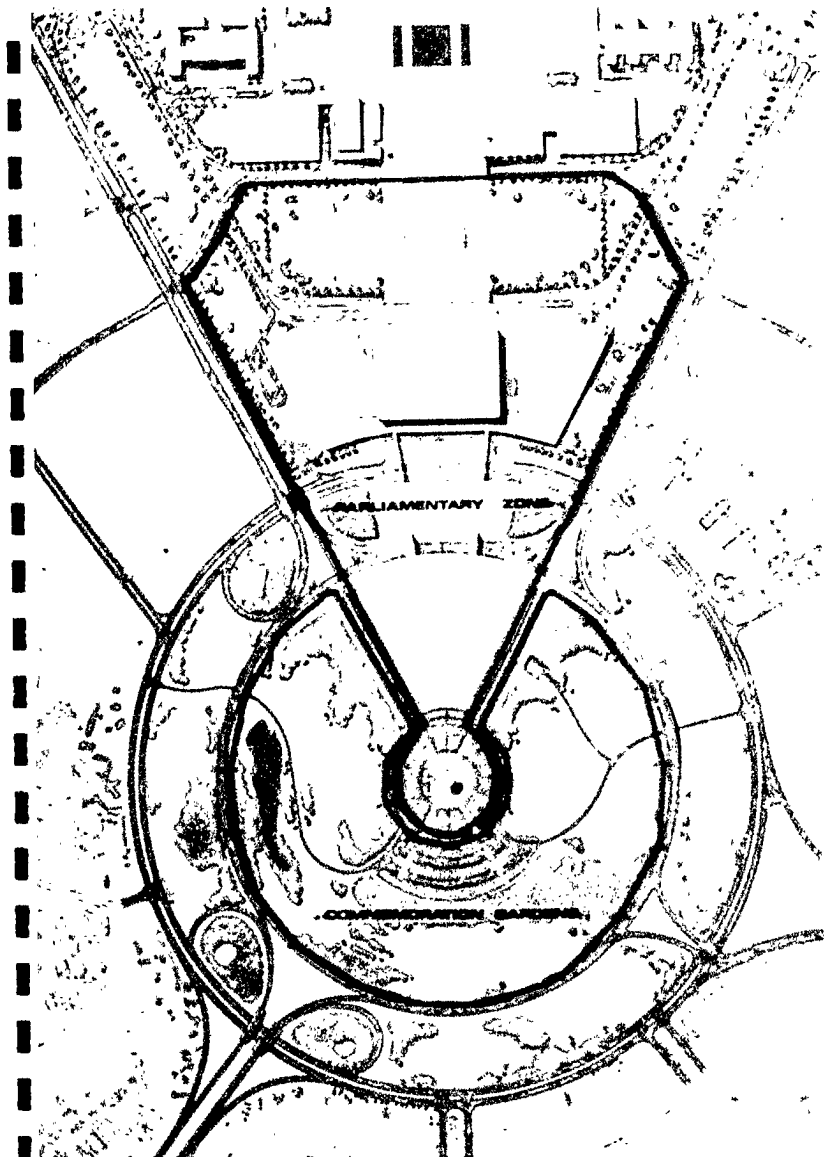
The need to keep open views along the land axis, even from a tower on Capital Hill into the Triangle, suggests that a central massing of the building should be avoided.

Studies demonstrated that a building on Camp Hill of the height required to accommodate the necessary spaces would be prominent from most directions. In common with a Capital Hill site, surrounding buildings in Barton and the Triangle should be appropriately limited in height.

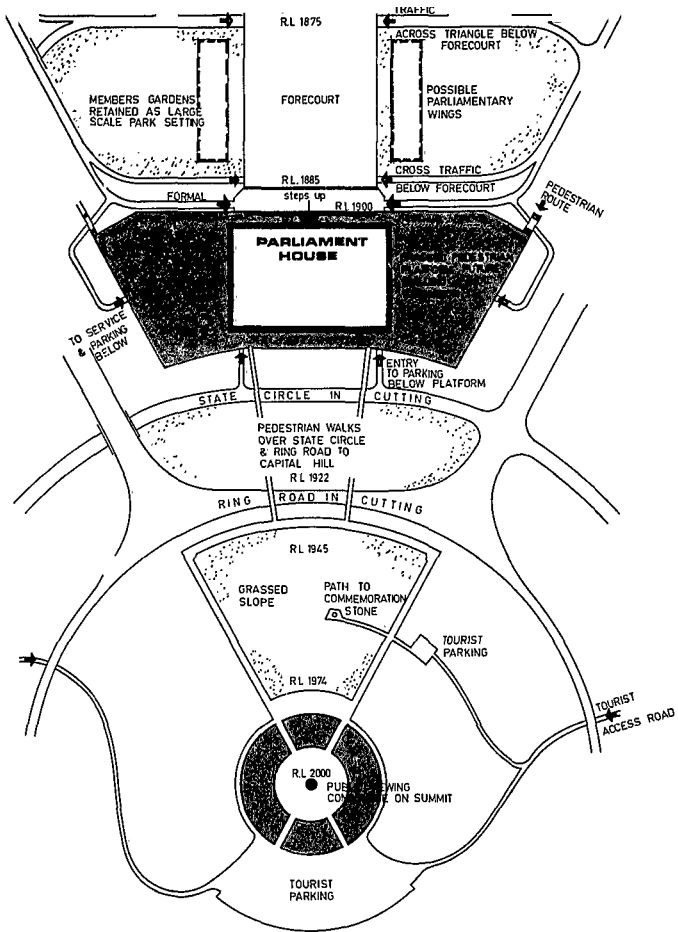
An essential quality of Camp Hill is its visual integration with the rest of the Triangle.

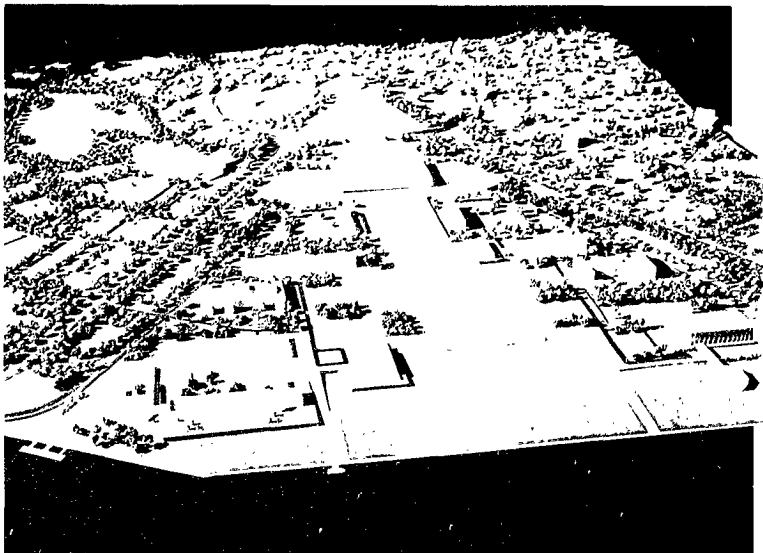
The study illustrated shows that by retaining the identity of the Senate and House of Representatives gardens, a large-scale open setting for Parliament can be provided.

The design of a New and Permanent Parliament House on Camp Hill could be carried out integrally with the design of a vertical element on Capital Hill, marking the geometric intersection of the radiating avenues. Achievement of the right and effective relationship between the two sites could be the mark of a successful design for the Parliament House on Camp Hill.



STUDY OF THE CAMP HILL AREA





CAMP HILL AREA STUDY · MODEL



CAMP HILL AREA STUDY · MODEL

CHAPTER 9 - ITEMISED RESPONSE TO TERMS OF REFERENCE

In this Chapter, the specific headings quoted are a dissection of the terms of reference established by the Joint Select Committee in its request of 28 November 1968 (see Chapter 1) to the Commission and the text indicates the Commission's response. In the subsequent and final Chapter, the main threads of the analysis are drawn together to meet the Committee's request for a comprehensive report, providing all available information which is of relevance.

"Prepare a comprehensive report on the alternative sites providing the Committee with all the available information which is of relevance to the question."

The response by the Commission is this statement of evidence supported by study plans and models.

"Including such matters as the necessary alterations to traffic routes."

The siting studies taken together with the re-statement of a planning proposal for the Triangle indicate some traffic route alterations within the Triangle itself.

Apart from those new roads required to give access to Parliament on Camp Hill or Capital Hill, the most important route alteration in the National Area is the link between Coronation Drive and National Circuit, in the vicinity of the Provisional House.

"Sketch Plans of the alternative areas"

These are illustrated in drawings, plans, models and photographs as listed.

"Showing the Proposed New House"

The drawings, plans and photographs illustrate a building volume derived from the assumed requirements of some nine hundred thousand square feet gross. The illustrations do not reflect a building design.

"And its relationship to other buildings"

This is as illustrated.

"Statements relating to or the arguments for and against the desirability of removing the present Parliament House"

Earlier Chapters refer to the two principal matters of maintenance costs and the future space requirements of the Parliament. The third element which

requires consideration in any review of the possible demolition of the present building is the general design environment of the Parliamentary Triangle itself.

Studies have been undertaken of the land axis composition, the relationship of buildings and open spaces within the Triangle, and of the views and vistas which would be available from the alternate sites for the permanent building on Capital Hill and Camp Hill.

The existing provisional building would seriously reduce the views available in both directions along the land axis in both cases, and would detract in a major way from the openness of the vistas.

The major impact of the provisional building would be to prevent the lakeside portion of the Triangle being seen from any likely main floor levels on both the Camp Hill and Capital Hill sites, and an unsightly and obtrusive roof would appear prominent from the front of a new building, on either site. It could not be believed that, with either of the proposed locations for a New and Permanent Parliament House, the existing provisional building could remain indefinitely in its present form. Whether it would be possible to retain some portions of it for historical reasons, is a matter which would require study in association with the site ultimately selected and a design of a building on that site. Some reservations must be voiced at this time about the possibility of retention of any substantial portion of the building and, if some historical record need be retained on the ground, this might take, as one possibility, an identification of the building outline in suitable paving.

Given the general time scale likely to be involved in decisions to commence planning and design of a New and Permanent Parliament House and the design and construction phase itself, the Commission would envisage that the useful life of the present provisional building, without substantial additional maintenance cost and building additions, might draw quietly to a close at a time when the new building was available for occupation. There would remain the possibility of some interim use and obviously this would be a matter to be considered by the Government at that time.

"And other buildings in the Area."

The two other buildings in the area are East Block and West Block. Both are structurally sound and, although somewhat second grade accommodation would be considered to have a continuing effective life for a period. Again, given the possible time scale for decisions about and construction of a New and Permanent

Parliament House, the Commission could envisage East and West Blocks remaining till a new Parliament building was available for occupation. If that new building were to be on Capital Hill then demolition of East and West Blocks could be timed to coincide with the establishment of the Commemoration Gardens and the central amphitheatre. If the permanent Parliament House were on Camp Hill, then East and West Blocks should be phased out concurrently with that construction programme.

"Assessments of the remaining useful life of the buildings to be removed."

It is not possible to give a categorical statement as to the remaining useful life of the provisional Parliament House and the East and West Blocks. Much would depend on required maintenance but, more particularly, on the efficiency and convenience of the buildings for their present or other appropriate use.

It is pertinent to comment that the provisional Parliament building is 250,000 square feet and the space requirement for the new Parliament House could be three to four times as great. The possible need to spend large sums on any of these three buildings in order to provide up to date and useful accommodation for the occupants would obviously raise questions as to the wisdom of that expenditure in the light of the longer term programme of development.

Expenditure of substantial sums on capital works to modernise the buildings would seem inconsistent with the early removal of these structures. If substantial sums are not spent to modernise these buildings or to provide adequate space additions for the users, then, clearly, the functional utility of the buildings in question will be lessened.

"Maintenance costs of the present Parliament building".

These have totalled a little over \$2m in the period 1928/68, and, in the last few years, have averaged some \$100,000 each year. Advice from the Department of Works, Canberra Branch, February 1969, indicates that the provisional building could move into a phase of substantial maintenance expenditure in some ten to fifteen years (see Appendix 'A').

"And other buildings in the area."

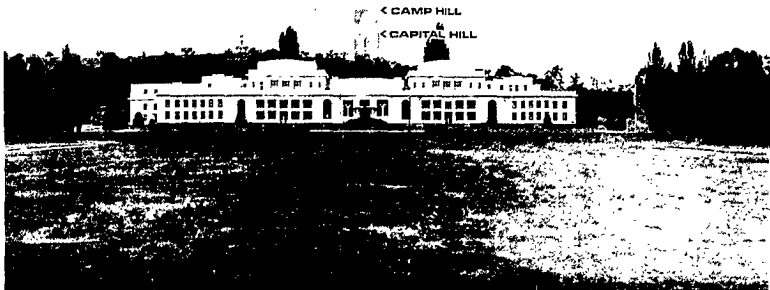
East Block maintenance expenditure 1928/68 - \$150,000; West Block maintenance expenditure 1928/68 - \$200,000.

Both buildings are structurally sound but could require re-roofing in ten years time, at a cost of \$40,000 to \$50,000 each. Neither is functionally efficient; both pose difficult security problems.

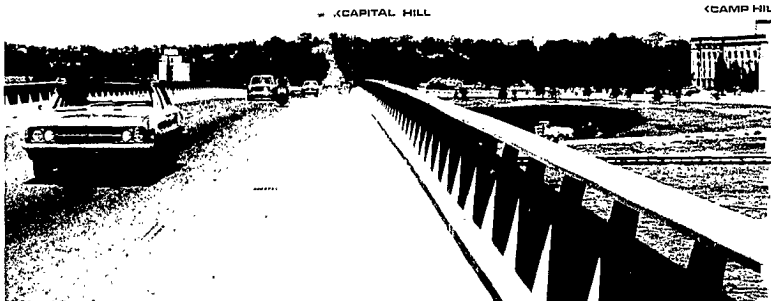
"And the scope for ornamental development presented by the alternative sites."

More than adequate scope exists for ornamental development, in association with both sites. The effective open setting of both Capital Hill and Camp Hill Parliaments would be of the order of 150 to 160 acres. This area would be available in a zone directly associated with the Parliamentary building itself and in the Commemoration Gardens, which are proposed in this present statement. The total area in each case could contain an adequate road network without disruption of the ornamental quality of these precincts and there would be more than ample provision for the introduction of commemorative features during future decades.

GENERAL SUMMATION



VIEW FROM FORESHORE PLATFORM



VIEW FROM KINGS AVENUE BRIDGE

CAMP HILL
 BASE 1985
 HEIGHT 180
 TOP 2045

CAPITAL HILL
 BASE 1985
 HEIGHT 180
 TOP 2105

COMPARISON OF IDENTICAL BUILDING HEIGHT 120' 0"

PROMINENCE STUDY

CHAPTER 10 - SUMMARY AND CONCLUSIONS

A decision on the siting of the New and Permanent Parliament House, in all probability, will be made on individual principle, reflecting the particular understanding of physical and philosophical requirements of Parliamentary purposes and national purposes.

There are advantages in and indeed a need for a determination of the siting question; it is also important in the context of the uneasy calm which has fallen over the development of the balance of the Parliamentary Triangle. The National Gallery building, buildings for major government departments, for the High Court, the Harold Holt Memorial have been already held in abeyance pending the preparation of these studies.

The review of the Parliamentary area which was put in hand in January 1968, was very materially modified on 15 August 1968. The debate in the Parliament on the siting of the Parliament House commenced on that day, introducing a new set of conditions which affected the whole of the Parliamentary area. The final decision was that the Capital Hill site and the Camp Hill area should be assessed in the context of the present day requirements for the Parliament. During the debate, reference was also made to the possibility of the eventual demolition of the existing provisional Parliament building.

Arising from the debate in both Houses of the Parliament, the Joint Select Committee of the Parliament on the New and Permanent Parliament House was asked to undertake an enquiry into the two sites. From that request, this comparative analysis springs.

The Commission's task has not been to submit a final conclusion on one site as against another; rather to bring out in an objective way the inherent potentialities, opportunities and challenges posed by the two sites so that a Parliamentary decision could be made in the light of all the relevant material.

As an essential complement to these comparative analyses, the Commission moved into two additional conceptual studies. The first of these related to what is described in the report as the outer areas. These areas are the environs of the Triangle and Capital Hill, and were introduced into the study because of their increased importance with the move of a permanent Parliament House from the lakeside to one of the southward sites.

The second of these conceptual studies proceeded within the Parliamentary Triangle and Capital Hill itself. In addition to the work associated directly with studies of the siting of the parliamentary building, a major review of the broad land use dispositions and design concepts for the Parliamentary Triangle proper has been brought to a broad conclusion.

In general terms, it has been established that for the Parliamentary Triangle, a notional design concept capable of staged development is available, providing a satisfactory background for the location of a parliamentary building on either Capital Hill or the Camp Hill area.

Turning directly to the detailed analysis related to the two alternative siting possibilities, early consideration was given to the existing provisional building. Authoritative advice has been available on the present character and maintenance cost of this building which cost initially \$1.5m. It can be said summarily that the provisional Parliament House is in good structural condition reflecting the fact that during the course of its life, \$2m. has already been spent on maintenance and \$2.4m. in extensions. Some ten years from now, the building will enter a new phase of substantial maintenance costs. It is at present valued at \$2m.

An important consideration in forming a judgement on the provisional Parliament House is what appears to be its rapidly approaching inadequacy for the purposes of the Parliament. An estimate to meet present urgently needed additions is of the order of \$2.5m. A notional assessment of the "client requirements" for a new and permanent building indicates that a building of the order of some 900,000 sq.ft. gross could be needed by about the turn of the century assuming the predicted level of population growth. The existing provisional structure contains some 250,000 sq.ft. It is obvious therefore that if the envisaged space requirements for the Parliament are to be met in any reasonable degree, the present building must be virtually doubled and then redoubled in size in the next twenty to thirty years. Multiplied extensions do not appear to be a sound investment or to offer the opportunities for rational design, economic construction and efficient function which it is considered the Parliament of the Commonwealth should enjoy.

There is, in addition, a third consideration which is relevant. The continued existence of the provisional building when Parliament was located at the lakeside was an element in the composition which could be accepted. However, the location of a new Parliament House either on Capital Hill or the Camp

Hill area lends strongly to an aesthetically based conclusion that the existing building, while it might remain for its useful life, could not be seen as remaining in perpetuity. Views of a permanent building, especially from the Parkes Place area, would be seriously reduced, while from the main floors of the new House itself on either Capital Hill or Camp Hill, that portion of the Triangle known as Parkes Place, between King George Terrace and the lake would be completely shut off from view.

The combination of these three considerations of increasing maintenance costs, rapidly approaching functional inadequacy and material impediment to views in both directions, has led to the conclusion that demolition of the provisional Parliament House could be only a matter of a decision about time. Obviously, the building could be retained for a period and there would be a judgement to be made on interim uses for the building and on actual dates of demolition, but it could not be conceived that the provisional building would remain indefinitely.

The Commission considered carefully the possibility that the existing provisional building should be incorporated in a new and permanent structure. This would have the apparent advantage of retaining the provisional building in perpetuity as part of a total design concept comprehending both the old and new portions. It would, by definition, avoid a decision on demolition. The Commission's view is that the advantages of such a scheme would, in the long term, be more apparent than real. Incorporation of the provisional building would be a major restraint on the siting and architectural design of the new and permanent structure. Substantial expenditure would still be needed on internal renovation, reconstruction and re-equipping. In the Commission's view, incorporation of the existing provisional building in a new and permanent structure would not be a supportable economic proposal and would be a second class solution from the viewpoints of design, convenience and quality.

One of the matters mentioned during the parliamentary debate was that of traffic, and reference was made to the proposal to introduce a ring road within the circumference of State Circle. Alternative forms of traffic movement have been assessed therefore as has the impact which the ring road would make on major development on Capital Hill. It is the Commission's considered view that the ring road does not create a design impediment to a New and Permanent Parliament House on Capital Hill and, in fact, the proposed traffic system best fits into the parliamentary environment.

The essence of the comparative studies can be summarised briefly. Two sites have been available for analysis. Each is well located relative to the National Areas. Each is generous in dimension, provides ample room for continuing expansion, for generosity in development and for imaginative architectural solutions. Either site provides a tremendous opportunity for a fine building.

The sites have some individual differences. The Camp Hill site has a directional character and this would seem to make it a somewhat easier task to establish a design of quality for a building which is complete in itself at the moment of occupation and must be capable of continuing expansion over the decades. Obviously, the expansion elements must sit harmoniously with the first stage central structure and should add strength to its architectural form. Camp Hill appears to present no special challenge in this respect.

The Capital Hill site, because of its all-round character, would require an architectural solution of a different kind; the building must present a fine appearance from all points of the compass, for the Avenues are not evenly spaced around State Circle. The design of a building in the round for continued expansion is a challenge which architects would have to meet. It would require superlative architectural talents.

Whichever of the two sites is finally decided on, Capital Hill and Camp Hill, taken together, have a shared functional and design purpose. This purpose is to provide for the Parliament building, a fine setting for it and for the location of elements of national and commemorative interest. The total area is large, some 150 to 160 acres. In the Commission's view, Capital Hill/Camp Hill can be considered as falling into two zones - firstly that zone which is related to the buildings, uses, expansion and convenience of the Parliament itself, and, secondly, the commemorative zone, described in this report as the Commemoration Gardens.

The siting studies already presented in this report illustrate the alternative locations for the Parliamentary Zone and the Commemoration Gardens, dependent upon which site for Parliament House is finally chosen.

The development of Commemoration Gardens offers also the opportunity for concepts of symbolic value to be developed. With a Capital Hill parliament site, the Gardens could be on Camp Hill. If Parliament

were to go on Camp Hill, then the summit of Capital Hill, the virtual centre of the Gardens, could be developed with an architectural shaft or feature which would possess a limited symbolism on a geometric centre. The design of any structure on the high ground of Capital Hill obviously requires association with the design of a Parliament building on Camp Hill and, in the Commission's view, the design of these two elements could proceed ultimately as one exercise.

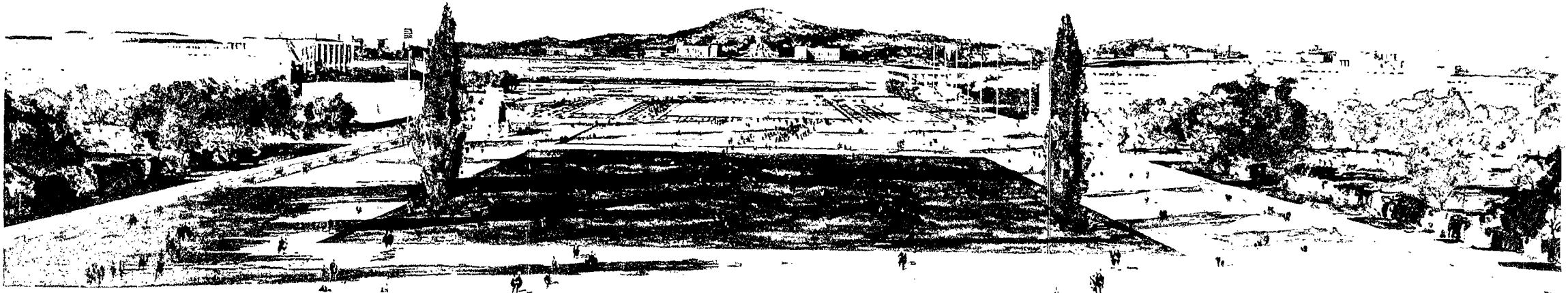
There was a strong and recurring emphasis on symbolism in the parliamentary debate. This appeared to be presented in two ways. There was the major emphasis on the symbolism offered by the concept of a fine building mass located on a topographical eminence viewed readily from the avenues and from the City at large and possessing the quality of dominance.

There was another concept, the view that Parliament should be seen to be involved with public activity; this was a concept of association with the whole Seat of Government, as opposed to the separation underlined by a Capital Hill location.

A common element in both concepts is the idea of visual eminence. The Commission has studied, therefore, the possible requirements for a parliamentary building. It has studied the visual impact of a building of this general functional character and volume as it might be located on Capital Hill or in the Camp Hill area, and has concluded that in terms of visual eminence, every opportunity exists on each site to create a strikingly impressive visual feature. Insofar as symbolism is related to visual eminence, adequate opportunities for a satisfactory form of development exist.

An appropriate way to sum up the studies on visual eminence and symbolism would be to comment that the Capital Hill site is dominant, detached and obvious. The Camp Hill site is prominent and is associated with other development in the Triangle and with general public activity. Visual eminence is assured in either siting.

A New and Permanent Parliament House on Capital Hill has a self evident location and symbolism; a New and Permanent Parliament House in the Camp Hill area is the culmination of a complex which possesses its own symbolic quality of a different kind. This is the symbolism of association.



**VIEW FROM CAMP HILL OF NATIONAL PLACE
WITH PROVISIONAL BUILDING REMOVED.
THE VIEW FROM CAPITAL HILL WOULD BE
SIMILAR BUT MORE DISTANT.**

APPENDICES

- a. REPORT FROM THE DEPARTMENT
OF WORKS.— CANBERRA
- b. REPORT FROM THE VALUATION
SECTION OF THE TAXATION BRANCH
OF THE TREASURY

REPORT BY NATIONAL CAPITAL DEVELOPMENT COMMISSION
TO THE JOINT SELECT COMMITTEE ON THE NEW AND
PERMANENT PARLIAMENT HOUSE

APPENDIX 'A'

STATEMENT ON STRUCTURAL AND MAINTENANCE ASPECTS
ON THE PROVISIONAL PARLIAMENT HOUSE,
EAST AND WEST BLOCKS

The following report has been supplied by the
Department of Works Canberra 11 February 1969

BUILDING AREAS AND GENERAL DIMENSIONS

1. PARLIAMENT HOUSE

<u>General Dimensions</u>	<u>432 ft. x 372 ft.</u>
Gross Area - <u>including</u> Verandahs excluding Courtyards and Light Wells	<u>2,458 squares</u>
<u>Break-up of Gross Area</u>	
Corridors, Stairs, Lifts, Verandahs and Circulating Space	536 squares
Kings Hall	74 squares
Chambers - Senate, Reps., and Galleries	103 squares
Library - <u>including</u> Study Area on Lower Floor and Library Staff Office	137 squares
Hansard area	33 squares
Press	64 squares
Dining Room, Lounge, Billiard Room, Bar and Card Rooms and other facilities for Members	177 squares
Kitchen - <u>including</u> Stores and Cool Room excluding Staff Dining and Non Members' Bar	62 squares
Offices for Parliamentary Committees Members and Personal Staff	583 squares
Attendants, other Parliamentary Staff Offices, Stores, Records, Staff Dining, Non Members Bar, Rest Room, Other Staff Amenities, Boiler Room, Telephone Exchange and Other Service Areas	689 squares
Total Gross Area	<u><u>2,458 squares</u></u>

2. EAST BLOCK

<u>General Dimensions</u>	<u>380 ft. x 124 ft.</u>
Gross Area - <u>including</u> Portion of Buildings used as Store <u>excluding</u> Boiler House	<u>719 squares</u>
<u>Break-up of Gross Area</u>	
G.P.O. Wing (North Block) Corridor and Staircase	22 squares
Offices, Stores, Staff Amenities and Public Areas	193 squares
Prime Minister's Wing (Centre Block) Corridor and Staircase	10 squares 79 squares
Offices, Stores and Staff Amenities	271 squares
Telephone Exchange (South Block) Corridors and Staircases	8 squares
Offices Equipment Rooms and Staff Amenities	126 squares
Portion of Outbuilding Used as Store	10 squares
Total Gross Area	<u><u>719 squares</u></u>

3. WEST BLOCK

<u>General Dimensions</u>	<u>416 ft. x 136 ft.</u>
<u>Gross Area</u>	<u>1,071 squares</u>
<u>Break-up of Gross Area</u>	
Block 'A' (North Block) Offices and Toilets Corridors and Staircase	193 squares 37 squares
Block 'B' (Centre Block) Offices, Stores, Toilets and Staff Amenities Corridors, Lifts and Staircases	340 squares 117 squares
Block 'C' (Original South Block) Offices, Stores, Toilets and Staff Amenities Corridor and Staircase	134 squares 29 squares
Block 'D' (New South Block) Offices, Stores, Toilets and Staff Amenities Corridors and Staircases	183 squares 38 squares
Total Gross Area	<u><u>1,071 squares</u></u>

DATES OF COMPLETION INCLUDING ADDITIONS

1. PARLIAMENT HOUSE

Original Building	1927
Additions to Senate and Reps. Wings	1947
Steel Trusses to Kings Hall and Chambers	1947
Re-roofing of Building	1958
Additions to Ministers' Accommodation	1965

2. EAST BLOCK

Original Building	1927
Isolated Building	1937
Additions to Telephone Exchange	1948

3. WEST BLOCK

Original Building	1927
North and South Blocks Additions	1937
Block 'D' (South Block)	1944
North Block Additions	1947

AMOUNTS EXPENDED ON CAPITAL WORKS

1. Parliament House	\$3.9m	Note (a)
2. East Block	\$0.7m	Note (b)
3. West Block	\$1m	Note (b)

Note

- (a) The figure of \$3.9m in 1. above includes the cost of the original building at \$1.5m and was taken from Parliamentary Report No. 50 of 14 May 1957 and which was prepared by the Joint House Department.
- (b) No authoritative source appears to be available to allow compilation of figures as for 1. above. Accordingly, the figures quoted for 2. and 3. are estimated.

ANNUAL MAINTENANCE COSTS

1. PARLIAMENT HOUSE

Maintenance work at Parliament House, falls into two categories; viz.,

- (i) work undertaken by the Department of Works; and
- (ii) work undertaken by the Joint House.

The information sources used in providing the figures given below are:

- (i) 1928/29 to 1955/56 - Parliamentary Report No. 50 of 15 May 1957
- (ii) 1956/57 to 1967/68 - Mr. R.W. Hillyer, Secretary, Joint House Department.

The figures taken from these sources in respect to 'Works' expenditure agree with Department of Works records.

	<u>DEPT. OF WORKS</u> <u>(INCL. WAGES)</u>	<u>JOINT HOUSE</u> <u>(EXCL. WAGES)</u>	<u>JOINT HOUSE</u> <u>(SALARIES &</u> <u>WAGES)</u>	<u>TOTAL</u>
1928-29	2,708	2,212		4,920
1929-30	690	1,754		2,442
1930-31	690	1,196		1,886
1931-32	1,816	1,500		3,316
1932-33	2,102	2,270		4,372
1933-34	5,122	1,436		6,558
1934-35	10,548	1,592		12,140
1935-36	7,442	2,278		9,720
1936-37	4,344	1,860		6,204
1937-38	2,262	2,142		4,404
1938-39	4,478	2,250		6,728
1939-40	7,982	2,058		10,040
1940-41	7,466	2,126		9,592
1941-42	4,346	1,560		5,906
1942-43	3,238	1,006		4,244
1943-44	5,334	1,112		6,446
1944-45	4,956	1,724		6,680
1945-46	3,858	2,276		6,134
1946-47	13,710	2,654	8,870	25,234
1947-48	9,510	1,904	11,416	22,830
1948-49	11,608	3,106	14,658	29,372
1949-50	12,304	2,662	16,442	31,408
1950-51	48,580	3,256	23,004	74,840
1951-52	35,854	3,886	24,966	64,706
1952-53	17,360	6,018	29,820	53,198
1953-54	27,450	4,430	36,218	68,098
1954-55	25,664	4,082	33,552	63,298
1955-56	20,572	4,416	37,410	62,398
1956-57	53,270	3,758	25,138	82,166

	<u>DEPT. OF WORKS</u> <u>(INCL. WAGES)</u>	<u>JOINT HOUSE</u> <u>(EXCL. WAGES)</u>	<u>JOINT HOUSE</u> <u>(SALARIES &</u> <u>WAGES)</u>	<u>TOTAL</u>
1957-58	117,490	5,244	26,002	148,736
1958-59	219,582	4,936	26,514	251,032
1959-60	101-528	7,860	29,550	138,938
1960-61	90,880	6,696	32,564	130,140
1961-62	63,854	6,438	33,276	103,568
1962-63	51,996	7,206	32,754	91,956
1963-64	32,596	6,504	33,734	72,834
1964-65	29,980	7,522	35,878	73,380
1965-66	71,995	7,395	37,324	116,714
1966-67	41,939	8,808	37,910	88,657
1967-68	43,174	10,075	37,134	90,383
	<u>\$1,220,278</u>	<u>\$151,207</u>	<u>\$624,135</u>	<u>\$1,995,620</u>

NOTE: * Assuming an expenditure of \$5,000 p.a. for 18 years, add

	90,000	90,000
	<u>\$714,135</u>	<u>\$2,085,620</u>

2. EAST BLOCK

Estimates only can be given in respect to maintenance expenditure on East Block as financial records do not permit, as with Parliament House, ready isolation of these figures.

Estimated Expenditure 1928/68 - \$150,000

3. WEST BLOCK

As in the case of East Block, estimated expenditure figures only can be given.

Estimated Expenditure 1928/68 - \$200,000

PARLIAMENT HOUSE, EAST AND WEST BLOCKS

STRUCTURAL SOUNDNESS AND GENERAL CONDITION OF BUILDING FABRIC, STANDARD OF INTERIOR LININGS AND FITTINGS AND GENERAL CONDITION

1. PARLIAMENT HOUSE

The present Parliament House comprises the original structure completed in 1927 and some additions. These include the increased accommodation provided by extensions to the Senate Wing and to the House of Representatives Wing in 1947 and a further extension in 1965 to the House of Representatives area adjacent to the first extension.

Few cracks have appeared and these have been of no structural significance. The buildings have stood the test of time and accordingly are considered structurally sound.

The buildings are of load bearing brick construction rendered externally with lime-cement mortar and painted. Internally, the walls are finished in sand plaster or hard plaster and are painted except in those areas where walls are panelled. Walls are panelled in both Chambers, Prime Minister's Suite, Leader of the Government in the Senate Suite, Dining Room and the Members' Bar. Panelling, as for all interior joinery is in blackwood and is in excellent condition. Re-painting, both internally and externally is carried out at appropriate intervals. Internally this would be at approximately five year intervals and externally at approximately three year intervals.

Where ceilings occur under concrete, they are rendered similar to adjacent walls; otherwise they are of fibrous plaster construction.

The floors in Kings Hall, both Chambers, the dining and kitchen areas, basements, boiler houses, outside corridors and verandahs are of concrete. Other floors are of hardwood. Stairs are in concrete except for the 1947 extensions to the Senate and House of Representatives Wings which are in timber.

Floor coverings are carpet, linoleum and sheet rubber with parquetry in Kings Hall. Original carpet is still in use in each Chamber, hard worn areas having been repaired several times. Wear of these carpets has advanced to such a stage that replacement will probably be necessary in a few years and at present day prices cost would be of the order of \$40,000. Kings Hall was resanded during the recess of 1967/68 and is in excellent condition. Other carpeted areas are well maintained and as with linoleum and sheet rubber, are renewed where necessary. All aspects of maintenance in Parliament House is to a high standard.

Whilst some roof leaks occur from time to time and some crazing and drumminess of the external rendering has occurred, there are no major maintenance problems. Plaster troubles are not unusual in Canberra and some attention to limited areas could be necessary within the next ten years. At present day prices, the cost would be of the order of \$10,000. In 1958 an additional roof of galvanised iron was superimposed on the roof of the original building, but major work on other sections would not be expected for at least ten years and the cost would be of the order of \$50,000 based on present day prices. It is realised that some sound transmission problems exist and that all air conditioning is not first class, but apart from periodic minor work, no proposal or requisition is in hand to carry out work on these items. Complete rewiring was carried out in the original building about ten years ago at a cost of \$350,000 with provision of thermal fire alarms.

All windows and window frames are timber and all timber, both structural and joinery is in good condition. There are no termites and apart from the usual minor maintenance, no expenditure on these items is envisaged in the foreseeable future.

2. EAST BLOCK

The East Block group of buildings have had additions (in 1937 and 1948) to the original unit completed in 1927 and all are structurally independent. These accommodate the Prime Minister's Department, Auditor-General's Department, Canberra Post Office and a telephone exchange.

All are structural brick buildings with ground floors of concrete. Upper floors are of timber supported on timber storey posts and stairs are of timber. Ceilings are of acoustic tile except in the P.M.G. section where they are of fibrous plaster. All external walls are rendered with lime-cement mortar and painted. Internally, perimeter walls are sand finished and painted. The subdivisional walls of the P.M.G. section are structural timber with sheet plaster finish and painted, whilst others are demountable timber faced partitions except in the Secretary's Office and the Conference Room of the Prime Minister's Department and the Auditor-General's Office which are panelled.

Roofing is of galvanised iron superimposed on the original roof and no major resheeting is proposed for at least ten years. At present day value this cost would be of the order of \$50,000.

These buildings have shown no structural weaknesses and are considered sound. Internally, there have been extensive renovations over the years but these have not compromised the structure in any way.

In the Prime Minister's Department and Auditor-General's area floors are finger parquetry finished except in the offices of Senior Officers where carpets are used. In the P.M.G. section floor finish is in vinyl tiles. Partitions fittings and floor coverings are of good quality, and they and the buildings have been maintained to a high standard.

3. WEST BLOCK

The West Block group of buildings have had additions (in 1937, 1944 and 1947) to the original unit completed in 1927. The principal occupants are Department of Cabinet Office, Taxation and Superannuation Board.

This group, whilst similar in most respects to East Block has some structural differences. The North Block and Block D (most southerly unit) have concrete floors and stairs with concrete storey posts. The original unit and South Block have concrete ground floors and concrete storey posts to the first floor but thereafter timber throughout, with all stairs being of timber. Ceilings are of fibrous plaster and asbestos cement except in North Block and 'D' Block, where they are rendered. Floor coverings are linoleum, rubber tiles and vinyl tiles with some carpeting for Senior Officers.

Roofing is of galvanised iron superimposed on the original and whilst no major resheeting is proposed, it is possible that some will be required in ten years. On present day value, an order of cost for this work is \$40,000.

These buildings have shown no structural weakness and are considered sound.

Internal partitions and fittings are of fair quality. Some areas are panelled. The periodic renovations which have been carried out have upgraded particular parts of the various buildings.

Proposals are currently in hand for the up-grading of West Block and it is anticipated that this could involve expenditure of the order of \$200,000 on present day prices.

Maintenance has been thorough and of high standard.

PARLIAMENT HOUSE, EAST AND WEST BLOCKS

MECHANICAL AND ELECTRICAL SERVICES

GENERAL

- (a) The estimates of cost given in this Attachment are based on 1969 prices.
- (b) An attempt has been made to assess life remaining in the various main installations. Such assessments are hazardous in that an 'anticipated' life of a particular item (made in good faith on best available information at the time) may prove to be incorrect. Accordingly, a 'reviewed' life may have to be assessed, made up on actual operating experience, standard required, limited annual usage as dictated by requirements, obsolescence, non availability of spares and the like. In addition, circumstances may arise whereby it is expedient to prolong the life of existing items, and this can usually be done by acceptance of increased maintenance over the final years.

PARLIAMENT HOUSE

(a) Air Conditioned Areas

The following areas are served by air conditioning plant:-

- * House of Representatives
- * Senate Chamber
- * Suite of the Prime Minister
- Office of the Deputy Prime Minister
- Suite of the Speaker of House of Representatives
(due for completion in March 1965)
- Suite of President of the Senate
- Suite of Leader of the Opposition
- Suite of the Post Master General
- Office of Minister for Immigration
- * Cabinet Room
- * Library
- * Staff and Special Dining Room
- New Ministerial Wing
- Various small plants to offices and one of the smaller dining rooms.

All plants provide control of room temperature and those marked thus *, provide control of relative humidity.

The main components of the air conditioning plants are refrigeration, provided by a self contained compressor unit or by chilled water from a central plant, air handling units and duct work. The boilers are treated under heating.

The chilled water plant was replaced by modern high speed centrifugal units approximately two years ago. It is estimated at this stage, that this plant has a life of 20 years. The cost of replacing this plant at present day prices would be of the order of \$85,000.

The largest air handling plants are those which serve the Chambers and the Library. Whilst approximately 20 years old, there is no evidence to support replacement and on review probably another ten years of life is available. Replacement cost on present day prices would be of the order of \$50,000.

Duct work in the main building is in a satisfactory condition and it is considered that possibly 30 years life remains. Replacement cost of this work would be of the order of \$50,000 on present day prices.

The Ministerial Wing plant is also relatively large. It is five years old and is in good condition. At this juncture it is considered to have another fifteen years of life. Replacement of the plant at present day prices would be of the order of \$55,000, and for the duct work of the order of \$25,000. The duct work has a further life estimated at 30 to 40 years.

The remaining smaller plants are up to fifteen years old. Replacement will have to start progressively from about two years hence. It is anticipated that on present day prices the costs involved will be of the order of \$15,000 followed progressively to the end of a ten year period by a further expenditure of \$10,000. These costs do not include replacement by plants of higher standard or serving increased areas.

(b) Heated Areas

Those parts of the House not served by air-conditioning have a hot water radiator system. Supply comes from two groups of boilers, one in the main building and the other in the Ministerial wing. The main boilers also provide domestic hot water and steam for the kitchen.

The main four boilers are approximately 40 years old. They were completely overhauled three years ago at a cost of \$45,000. It is anticipated that a life of about ten years now remains. On present day prices replacement would cost of the order of \$75,000.

The boilers in the Ministerial wing were installed in 1964 and have a life estimated at fifteen years. Cost of replacement at present day prices would be of the order of \$15,000.

Pipes and radiators were provided in the House during its construction. The original radiators remain but piping has been replaced where and when necessary. The radiators are not of modern appearance but are sound and could have a life of another fifteen years. The replacement cost of radiators on present day prices would be of the order of \$50,000.

The piping and pumps will need replacement in part over the next five to ten years. Complete replacement of all pumps and piping on present day prices would be of the order of \$50,000.

(c) Refrigeration

Refrigeration equipment is provided for beverage and food preservation and service purposes. Replacement cost of all units at present day prices would be of the order of \$25,000 progressively over the next fifteen years.

(d) Sundry Services

Small ventilation and exhaust systems have been provided for in the kitchen areas, toilets and other confined areas. These are of comparatively minor value.

Pneumatic tube systems service various parts of the House and extend to the Government Printing Office and the General Post Office.

ELECTRICAL

(a) Switchboards and Wiring

These are in good order, having been renewed during 1958/61 at a cost of \$350,000. A life of fifteen years is anticipated. Replacement cost of these facilities on present day prices would be of the order of \$400,000.

(b) Lighting

The lighting of main areas such as the Chambers, Prime Minister's Office, Members' Dining Room, Library, Library Storage Area and Hansard have been upgraded within the past five years at a cost of approximately \$18,000. A further life of 25 years is assessed. These now conform to modern standards. Lighting elsewhere is reasonable. The cost of up-grading remaining areas would depend greatly on the building work involved and on present day prices would cost possibly of the order of \$40,000.

(c) Lifts

There are five passenger lifts in the main building and one in the new wing. The five lifts are used by and located as follows:-

. President of Senate	}	Located in the corridor
. Prime Minister		at each end of the
. Speaker	}	House
. Housekeeper		Located in Members'
. Library		Library

There are seven dumb-waiters (four in kitchen, one in pantry, one in Members' Bar and one in Library) which are also electrically operated and generally serve two floors.

The lift in the Ministerial wing is in excellent order, and its life is estimated as 25 years. Replacement cost using present day prices would be of the order of \$15,000.

The passenger lifts serving the main building are safe but relatively slow. They are in average mechanical condition and in view of the regular maintenance provided a life of ten years is estimated. With an indefinite use of the House the cars could be modernised and the doors converted to power operation. This work would now cost of the order of \$30,000 and full replacement of the order of \$75,000. Some of the dumb-waiters have been recently modernised but overall the life of the units does not exceed ten years. Replacement cost on present day prices would be of the order of \$30,000.

(d) Fire Alarms

These were installed ten years ago and are in good order.

They have an estimated life of a further ten years and renewal at present day prices is of the order of \$70,000.

EAST BLOCK

MECHANICAL

(a) North Building

This section is occupied by the P.M.G. and has a heating system using hot water radiators.

The boilers supply also central and south blocks and are approximately sixteen years old. Replacement is considered necessary in ten years and the cost on present day prices would be of the order of \$40,000.

The circulating pumps and main supply lines from the boiler house are of concern. It is possible that both will need replacing within two years at a cost of the order of \$7,500.

Pipes and radiators within all buildings have an expected life of fifteen years. Replacement at present day prices would be of the order of \$40,000.

(b) Centre Building

This is occupied by the Prime Minister's Department and the Auditor General.

Heating is as for the North Block, with a small air conditioning plant proposed to serve a conference room.

(c) South Building

This is occupied by the P.M.G. as a telephone exchange.

This block is now partly air conditioned and will be fully air conditioned upon completion of a plant about to be installed at a cost of \$11,000. This will be completed by mid 1969, and has a life expectancy of 20 years.

The present two air conditioning and refrigeration plants are approximately two and five years old respectively and are in good condition. Another fifteen years life is expected from them and their associated duct work. Replacement on present day prices would be of the order of \$40,000.

The air handling is carried out by several units whose ages, range from five to approximately 40 years. Within the next ten years the older plants will need replacement the cost of which at present day prices is of the order of \$1,000.

(d) Isolated Building

Contains hot water piping and radiators and one fifteen year old package air conditioner. The air conditioner will need to be replaced within five years at a present day cost of the order of \$4,000. Radiators and piping are dealt with under North Building.

(e) General

A feasibility study is at present in hand regarding full air conditioning of East Block.

ELECTRICAL

(a) North Building

The electrical installation is approximately 40 years old but if left undisturbed could last another five to ten years. Replacement at present day prices would be of the order of \$30,000 and an additional \$3,000 for fire alarms.

(b) Centre Building

Electrical installation is in good condition with a life of at least a further ten years. Replacement at present day prices would be of the order of \$40,000 with an additional \$6,000 for renewal of fire alarms.

(c) South Building

The electrical installation is in good order and has an expected life of ten to fifteen years. The cost of replacement on present day prices is of the order of \$20,000 and \$3,000 for fire alarms.

(d) Isolated Building

This was rewired one year ago at a cost of \$4,500 and a life of 20 years can be expected. Fire alarms were also installed at a cost of \$2,000.

A security alarm system was installed during 1968 at a cost of approximately \$2,000 and a life of fifteen to 20 years is expected.

WEST BLOCK

MECHANICAL

This Block is heated by hot water radiators.

Some sixteen small air conditioning units are installed and these are up to fifteen years old.

The boiler installation, piping and radiators are all of condition and replacement cost similar to East Block, with the exception that replacement cost for piping and radiators in West Block would be \$60,000.

The air conditioners are not expected to require extensive replacement for another ten years, it being anticipated that possibly four units will then need replacement at a present day cost of the order of \$3,000. The remainder will cost some \$10,000 on present day prices.

A feasibility study is at present in hand regarding full air conditioning of West Block.

ELECTRICAL

The bulk of the wiring in this Block is essentially as originally installed some 40 years ago.

Block A is to be rewired for two floors at a cost of \$12,000 as part of alterations necessary for the Department of Cabinet Office.

The remainder of the wiring could last for five to ten years depending on disturbance during any major alterations. At present day prices, the cost of this work would be of the order of \$100,000.

The two lifts in this block have reached the end of their economic life and require renewal if an indefinite use of the building is proposed. Renewal at present day prices would involve an amount of the order of \$50,000.

There are no fire alarms installed but these are to be provided in three floors of Block A at an estimated cost of \$4,000. For the remainder of West Block, fire alarms installation would cost of the order of \$15,000.

The Department of Cabinet Office have proposals to install security alarms in their area at a cost of approximately \$4,500.

REPORT BY NATIONAL CAPITAL DEVELOPMENT COMMISSION
TO THE JOINT SELECT COMMITTEE ON THE NEW AND
PERMANENT PARLIAMENT HOUSE

APPENDIX 'B'

STATEMENT OF VALUATIONS BRANCH ON PROVISIONAL
PARLIAMENT HOUSE

Property: Parliament House, Canberra, A.C.T.

Instructions: Following a conference with representative of National Capital Development Commission on 3 January 1969, concerning my report dated 12 December 1968 to give further comment on the following aspects -

- 1) Estimated future life
- 2) Present suitability for the needs of Parliament
- 3) Alternative uses.

Estimated Future Life: Further research into this matter including the reading of various official reports, copies of Hansard circa 1923/27 and discussions with various interested parties leads to the opinion that no set figure of estimated life was ever given to the building. The only point on which there appears to be general agreement is that the present building was designed as a Provisional Parliament House and not as a permanent structure.

Physically the building could be maintained indefinitely by repairing and replacing defective parts from time to time. However this would be achieved only at great expense. The annual maintenance cost is already high and it must get higher as the years go by. It is mentioned in passing that the present structure appears to have been not without physical defects from the start. Water penetration seems always to have been something of a problem whilst the main ceiling structure required steel girders to halt the sagging which appeared in the roof after some years. It is possible that the appropriate technical authority could add materially to this comment.

Value depends on the functional rather than the physical utility of the building. In this regard it is mentioned that the old concept that a building remains of value for just as long as it continues to stand is passing. The fact is that buildings rarely fall down due to decay in the fabric. They are invariably demolished before the end of their physical life because they no longer serve a functional or economic purpose.

This process of dealing with structures particularly in urban areas tends to be an accelerating one with the modern picture of rapidly changing techniques in the use of space. This aspect of obsolescence will perhaps be better understood by quoting three simple examples.

A wool shed on a property which has changed over to wheat growing is of little value regardless of condition or cost.

Picture theatres particularly in suburban areas lost much of their value with the advent of television particularly when they were purpose built structures with sloping floors which made alternative uses difficult.

Some centrally situated city hotels have tended to lose custom and therefore value regardless of structural condition due to increased police efforts against drunken driving.

The valuation of any building with a limited future life expectancy is not an accountancy exercise whereby the value will change for every year of expected life. The valuation approach has to be in some more general form. The previous report gave the opinion that a reasonable life would be in the vicinity of 50 years which leaves some 10 years or so ahead. The estimate of value is therefore based on a 'short' economic life rather than on a fixed number of years.

Present
Suitability
For the Needs
of Parliament:

This is one of the main considerations when considering obsolescence. The following items can be accepted as fact -

- 1) The reason why an instruction to make a report and valuation was given at all springs from a move within Parliament itself that the present building is no longer adequate. (A Case for a Permanent Building - Joint Statement by the President of the Senate and the Speaker of the House of Representatives, May 1957).

2) The Chambers will soon be too small if the number of Members increases; an event not unlikely in view of Australia's population growth.

The present building was designed to seat 112 Members in the House of Representatives and 56 in the Senate. At the moment there are 124 Members of the House of Representatives and 60 Senators. The present membership of 124 represents approximately one Member per 98,000 population. According to statistics prepared by the Joint Select Committee on the New and Permanent Parliament House, the number of Members in 1980 (approximately 11 years from now) based on one Member per 100,000 population will be 159 in the House of Representatives (an increase of 47 over the original plan and 35 more than at present) and 80 Senators.

It would seem to be impossible to seat this number of Members in comfort and dignity within the present Chambers and, owing to the design and construction of the building, any enlargement of the Chambers would probably incur the most extensive rebuilding.

3) Every new Member produces further demands on space in almost every other area of the building. Office accommodation for the Members, library facilities, dining facilities and the like. Press and Hansard's needs also grow. An inspection of the building leads to the opinion that in almost every area the space is already overtaxed and without major rebuilding and extension the position must deteriorate. Estimates of the adequacy of the existing accommodation given by the Permanent Heads of the five Parliamentary Departments as set out on page 12 of the abovementioned "Case for Permanent Building" are relevant.

4) The cost of maintaining the present building is high and the annual figure will most likely increase. Maintenance over the last three years has averaged close on \$100,000 per annum according to the Works Department and this is more likely to increase than to decrease.

5) Quite an amount of accommodation is poorly lighted and ventilated, a situation made worse in places by various alterations and additions made over the years to obtain extra accommodation.

Alternative
Uses:

The original instructions on this point were explicit and stated that the valuation should be based "on the assumption that the building will continue to be used for its present purposes or something of a similar nature which would not require alterations of any magnitude"

This instruction clearly is a limitation and restricts alternative uses to government offices or similar purposes.

Attention is drawn to the fact that "economic value" in this reference is taken to mean a use of the building which saves government expenditure and does not include special government buildings or special government uses of a more 'national' character such as, for example, the War Memorial. Such buildings or uses cannot be considered as "economic" in the context of this report.

In broad terms the present Parliament House can be considered in three parts.

Firstly, the main central areas consisting of Kings Hall, the two Chambers and the upper floor of the library to which can be added the main dining and club areas. The whole of this area has little, if any, economic value. There have been suggestions that the Chambers could be used for conference purposes but it is considered that lack of size could seriously hinder this use. Even if the present seating capacity was doubled a maximum capacity in the vicinity of 300 would not satisfy all conference needs. The main library floor suffers from the impediment of central pillar supports which would make it unsuitable for conference purposes.

The dining and ancillary areas although largely inter-connected do not satisfy the requirements of a good conference hall.

It would be possible to use the Chambers as Court rooms for say the High Court or some other judicial purpose but a suitable use for the whole area (without major alteration) could be as some form of museum or historic display. For such a display in the national capital to show for example growth and development since Federation, the main areas of the original Parliament House would seem to be a location both dignified and fitting.

The second main area is the space on the lower ground floor immediately below the above areas and this has only storage value. It is largely used as such at the moment.

The balance of the building comprises the surrounding and wing extensions to the above two areas all of which are subdivided into a large number of generally small office rooms.

This area could be used for departmental purposes but it is pointed out that the space would not comprise very good office accommodation. Certain of the space such as the suites of the Prime Minister and the President of the Senate are of course very elegant and of a standard far in excess of office requirements. On the other hand, some of the accommodation, such as that for the press and certain minor officials, is very poor and verging on the sub-standard.

There have been great changes in design and concept of office accommodation in the last quarter of a century and in comparison with present day standards the office accommodation in Parliament House impresses as being poorly lighted and ventilated. Three inspections have shown that even on the brightest day the use of artificial lighting is the rule rather than the exception. A further disadvantage is the inflexibility of a layout consisting of a large number of small rooms suitable only for one or two persons. The accommodation provided could only be considered as temporary. Although the finish (joinery etc.) of much of the area is of high quality this does not improve the design but can lead to high maintenance costs.

APPENDIX II



DEPARTMENT OF THE SENATE
PAPER NO. 441
DATE PRESENTED 30 APR 1969
J.R. Odgers
Clk of the Senate

**JOINT SELECT COMMITTEE
ON THE NEW AND PERMANENT
PARLIAMENT HOUSE**

Submissions by Senators and Members on
THE MATTER OF THE SITE

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

JOINT SELECT COMMITTEE ON THE NEW AND PERMANENT
PARLIAMENT HOUSE

Submissions by Senators and Members
on the Matter of the Site

1. E.H. St. John, Esq., Q.C., M.P.
2. Senator J.J. Webster
3. B.W. Graham, Esq., M.P.
4. Senator K.A. Laught
5. Senator I.J. Greenwood
6. The Hon. Sir John Cramer, M.P.
7. C.R. Cameron, Esq., M.P.
8. The Hon. Allen Fairhall, M.P.
9. Senator J.L. Cavanagh
10. Senator A.G. Foke
11. J.D.M. Dobie, Esq., M.P.
12. W.T. Gibbs, Esq., M.P.



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

1

COMMONWEALTH PARLIAMENT OFFICES,
8 MARTIN PLACE,
SYDNEY, N.S.W.
TELE 4171

29th January, 1969

J.A. Pettifer, Esq.,
Clerk to the Joint Select Committee
on the New & Permanent Parliament House,
House of Representatives,
CANBERRA A.C.T. 2600

Dear Mr. Pettifer,

I wish to express a view on the site for the new and permanent Parliament House, and I am therefore writing to you in accordance with the published form of invitation.

The view which I wish to express is perhaps sufficiently indicated, at least in outline, in the letter I wrote to Senator the Hon. Sir Alister McMullin, K.C.M.G., in his capacity as Chairman of your Committee, dated the 10th December, 1968, a copy of which will no doubt be available to you.

I should be glad to elaborate on this view in oral evidence before the Committee, if the Committee should see fit to give me an opportunity to do so.

Yours sincerely,


Edward St. John
Member for Warringah



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

COMMONWEALTH PARLIAMENT OFFICES,
5 MARTIN PLACE
SYDNEY N.S.W. 20152
TEL. 36-4101

10th December, 1968

Senator the Hon. Sir Alister McMullin, K.C.M.G.,
President of the Senate,
Commonwealth Parliament Offices,
5 Martin Place,
SYDNEY

Dear Mr. President,

Re: New Parliament House

I am writing to you in your capacity as Chairman of the Committee for the New and Permanent Parliament House, which Committee, as I understand, is now to furnish a report to facilitate the consideration by the Parliament of the question relating to the site for the new Parliament House.

I wish to put a few matters, respectfully, in the hope that you will bring them to the attention of your Committee.

First, it seems obvious enough that there are a number of inter-related matters which need to be considered, to some extent, together. Amongst many other things, these matters would include:-

1. The choice of the most appropriate site for the New House.
2. The time as at which the building is expected to be completed.
3. The present necessity for the provision of further accommodation in the existing House.

As to the last matter, I personally feel that the need is urgent. In this regard I refer to my previous letter of 12th September, 1968 which I addressed to members of your Committee and of which I enclose a further copy for convenience of reference.

It seems to me that there is now a danger that the

any conflict whatever between the views of Mr. Harrison or the N.C.D.C. in this regard; I simply do not know whether it would turn out to be so or not, but at least Mr. Harrison's would be a further view worth hearing.

If it were the wish of the Committee, I myself would be very glad to come before it to present an argument in support of the view that whatever is done should be done in such a way as not to prejudice the building of the additional accommodation as an adjunct to the present House as a matter of present urgent necessity.

One other matter I might mention is that I sent a copy of my speech relating to the site to Mr. Edmund N. Bacon, Executive Director of the Philadelphia City Planning Commission, a world authority on town planning, to whose views I had made reference in my speech. In reply I received letters of the 13th and 14th November of which I enclose copies for the information of yourself and the members of your Committee. As you will see, Mr. Bacon has suggested that it might be worthwhile to arrange an exhibition of the "very large and very spectacular drawings" representing Walter Burley Griffin's vision for the City of Canberra. I understand from Mr. Harrison that these drawings have already been exhibited in Canberra not so long ago. But having regard to the recent developments, I am wondering whether it would be possible to arrange a fresh exhibition of the drawings in King's Hall, say in the week or two preceding our next debate. It seems to me that they would be of great interest to Members, particularly if they were to be made available after we shall have had the benefit of reading the report which your Committee is to produce in the meantime. As this suggestion may be of interest to the Minister for the Interior, I propose to send him also a copy of this letter, and no doubt you would consult with him if you see any merit in the suggestion which Mr. Bacon has made.

I am hoping that you may see fit to circulate copies of this letter and attachments when next you may be sending out some papers to the members of your Committee.

I should be glad to hear in due course the reaction of your Committee to these suggestions, both in relation to the possibility of taking evidence from Mr. Harrison, (and possibly myself), and as to the proposed exhibition of the drawings, as well as the basic suggestion that the Committee might see fit to consider the other matters I have mentioned in the course of making their recommendation as to the site.

choice of a site for the new House, and planning for the building of it in the foreseeable future, eminently desirable as these developments are, may nonetheless prejudice plans for the provision of badly needed further accommodation as an adjunct to the present House - unless thought is given to the ways in which both objects may be accomplished without either of them prejudicing the earliest possible realisation of the other.

I have discussed informally the question of the site and the matter mentioned in the preceding paragraph with Mr. Peter Harrison, Immediate Past President of the A.C.T. Chapter of the Royal Australian Institute of Architects, and now a Senior Research Fellow in the Urban Research Unit of the Australian National University. He was formerly Director of Town Planning of the National Capital Development Commission. Mr. Harrison is also something of an authority on the life and work of Walter Burley Griffin. He has some ideas as to the way in which the new House may be built and sited without necessarily prejudicing the building of further accommodation as an adjunct to the present House in the near future, and perhaps without rendering it necessary to demolish the whole of the building constituted by the present House and the proposed extensions - although, as he says, this is a matter which would need careful study. It is surely better to give at least preliminary consideration to such questions as these now, lest a report concerned wholly with the ideal site might have the incidental effect of delaying or defeating any plans for the further accommodation which, as we all know, is badly needed now and will be needed even more in the years to come.


I trust that these matters will be taken into consideration by your Committee in the course of its deliberations on its proposed report.

Indeed, I am hoping also that you may see fit to hear evidence as to this matter from Mr. Harrison before the Committee. He is willing, as I understand, to co-operate in this, although I should make it clear that it is my suggestion, and I met him on my own initiative, not his, after reading the article which he wrote and which was published in "The Canberra Times" on 27th September, 1968. It seems to me that there would be considerable value for the Committee in hearing points of view which are not necessarily those of the National Capital Development Commission, although in saying this I am not aware that there would necessarily be

4.

For I believe that, being so closely inter-related, they should not be divorced from one another, but should be considered together.

Yours sincerely,


(Edward St. John)
Member for Warringah



12 September 1968.

Dear

Accommodation in Parliament House

I am writing to you as a member of the House Committee to draw your attention to what I had to say in the enclosed speech relating to the accommodation to be provided by the proposed extensions to the present House.

I personally feel that the opportunity must be taken now to provide the space required for present and probable future needs during the ten years or so until the new House is built - enough space, that is, to provide for:-

1. A separate office for each Member.
2. A secretary or personal assistant for each Member in an adjoining office.
3. Possible increases in the membership of the House.
4. Possible increases in the Ministry and Ministerial staff accommodated in the House.
5. Increases in staff of the Senate and the House of Representatives necessitated by the expansion of the Committee system, both in relation to standing and select Committees.

I believe that No. 1 is beyond argument, that the need for No. 5 is already apparent, and that Nos. 2, 3 and 4 can be confidently expected as logical and desirable developments in the not so distant future. However, in all probability, they will not even be possible unless we provide sufficient physical accommodation for them now. (It seems unlikely that yet further extensions would be approved say in five years time if we fail to do the job properly at this stage, for it may then be said that we should wait for the new House. Yet these are vital years for Australia and surely no mere shortage of space should stand in the way of the proper functioning of our national Parliament).

In the hope that these matters will receive due consideration before final plans are approved,

I remain,

Yours sincerely,

EDWARD ST. JOHN
Member for Warrigal



CITY OF PHILADELPHIA

PHILADELPHIA CITY PLANNING COMMISSION
13th Floor, City Hall Annex
E. Cox, Juniper & Filbert St., Philadelphia,
Pa. 19106

W. SAM B. WALKER, Chairman
JESSE P. FLOCK, Vice Chairman
JESSE E. COLEMAN
FRED F. CORLEO
SANDEY L. FIELD
S. HARRY DALFAND
CHARLES E. INGERSOLL
EDWARD J. MARTIN
JAMES J. O'NEILL

EDMUND N. BACON, Executive Director
R. DAMON CHAFFIN, Assistant Planning Director

November 13, 1988

The Honorable Edward St. John
Member for Warringah
Parliament of Australia
House of Representatives
5 Martin Place
Sydney, N. S. W.

Dear Mr. St. John:

I appreciate tremendously your sending me the Hansard report on the speech which you made about Canberra in the Parliament House. I was very pleased with the reference which you made to my article on this subject.

I am very pleased that the decision has been made to reject the lake site, and I shall follow with keen interest the debate between Capital Hill and Camp Hill. You are quite correct that I made no recommendation between these two alternatives.

I wish you all success in the further development of this magnificent City.

Sincerely yours,


Edmund N. Bacon
Executive Director

K.



CITY OF PHILADELPHIA

PHILADELPHIA CITY PLANNING COMMISSION
5th Floor City Hall Annex
S. E. Cor. of 15th & Filbert Sts., Philadelphia, Pa. 19107
M13-9720

WILLIAM B. WALKER, Chairman
WALTER P. RUTCKY, Vice Chairman
JOSEPH E. CENEMAN
JARED I. COBLETO
SANDER I. FELD
S. HARRY GASFAND
CHARLES E. INGERSOLL
EDWARD J. MARTIN
JAMES J. O'NEILL

EDMUND N. BACON, Executive Director
P. DAMON CHILDS, Assistant Planning Director

November 14, 1968

The Honorable Edward St. John
Member for Warringah
Parliament of Australia
House of Representatives
5 Martin Place
Sydney, N. S. W.
Australia

Dear Mr. St. John:

In thinking further about the plan for Canberra, I recall that Walter Burley Griffin made a series of very large and very spectacular drawings of his vision for the City.

It seemed to me that it might be worthwhile to take these drawings out of storage and put them on display in view of the current interest in the plan.

It may be that the drawings will need some restoration and some additional protection to assure their continued preservation. It is possible that the United States may request the loan of these drawings in connection with the Bicentennial Celebration of the founding of our country, which will occur in 1976.

Sincerely yours,

Edmund N. Bacon
Executive Director

K.

TELEGRAPHIC ADDRESS—COMMONWEALTH

TELEPHONE
PARLIAMENTS
1951

COMMONWEALTH PARLIAMENT OFFICES,
318 POST OFFICE PLACE,
(BOX 1692 P).
MELBOURNE, C.1.

February 5, 1969

Mr. J.A. Pettifer,
Joint Select Committee, New and Permanent Parliament House,
Parliament House,
Canberra, A.C.T.

Dear Sir:

I acknowledge your invitation to express a view regarding the proposed site for the new Parliament House in Canberra.

When this matter was brought before the Senate I expressed my view regarding the benefit to be gained in erecting the House on Capital Hill. Of course, at that stage the alternative site of Camp Hill was not given serious consideration for quite obvious reasons. I would hold the view at the present time, that the site of Camp Hill was not given sufficient consideration to have it discussed in the Parliamentary debates. I feel that it has now been brought in purely to detract from the overwhelming view which Senators expressed by their vote.

Whilst not knowing a great deal about the area available on Camp Hill, I feel having viewed the whole area on several occasions from the air that general planning in siting the new House on Capital Hill would still be the wisest move.

My understanding is that the present Parliament House would require to be removed if the Camp Hill site were selected. I find little wisdom in this suggestion. I refer the Committee to my remarks in the Senate on this matter.

Yours faithfully,

A handwritten signature in dark ink, appearing to read "J.S. Webster". The signature is written over a circular stamp or seal.

J.S. Webster: Senator for Victoria



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

3

246A PACIFIC HIGHWAY,
CROW'S NEST,
SYDNEY, N.S.W.
TEL. 43 4098

7 February 1969

Mr. J. A. Pettifer,
Parliament House,
CANBERRA. ACT. 2600

Dear Mr. Pettifer,

I wish to thank you for your letter of 4 February 1969 related to the Site of the New and Permanent Parliament House.

I have given this matter some consideration and am able to submit my conclusions as follows:-

1. I believe the New and Permanent Parliament House should be constructed on Capital Hill.
2. I hope that the building when it is completed will be, at least, as imposing as the Capitol in Washington.
3. Having recently visited the Houses of Parliament at Westminster, London and the Congress in Washington, America, I am of the view, the more impressive building, is in Washington.
4. I believe that the Camp Hill area and the Lake Site, if used, would lead to engineering and traffic problems during construction and in the future.
5. I do hope that plenty of room will be provided for an expanding Parliament of the future, and I trust generous allowance of space will be made for Members and Senators.
6. I am not one of those convinced that the appearance of the building should take precedence over its functional quality and I hope that those people given the responsibility of designing and erecting the New Parliament will be given every opportunity to study carefully the experiences of those who have designed and are erecting the Sydney Opera House.

I hope that these views prove to be of interest to your Committee.

With kind regards,

Yours sincerely,

Bruce N. Graham
M.P. for North Sydney



4

PARLIAMENT OF AUSTRALIA • THE SENATE

COMMONWEALTH PARLIAMENT OFFICES
A.M.P. BUILDING
1 KING WILLIAM STREET
ADELAIDE, S.A. 5000
TELEPHONE 817400

7th February, 1969.

The Clerk,
Joint Select Committee on the New and
Permanent Parliament House,
House of Representatives,
CANBERRA. A.C.T. 2600

Dear Mr. Pettifer,

I received your letter of 4th instant enclosing
copy of notice.

I favour the Capital Hill area as against the
Camp Hill area.

My views on the excellence of the Capital Hill
area were expressed recently in the Senate when a Debate occurred
on the site as between the Capital Hill area and the Lakeside area.

The inclusion of Camp Hill for consideration does not
in any way affect my decision.

You may care to let the Committee know that these
are my views.

Yours faithfully,

K.A. Laught

K.A. LAUGHT
Senator for South Australia



COMMONWEALTH PARLIAMENT OFFICES,
318 POST OFFICE PLACE,
(BOX 1882 PT.)
MELBOURNE, C.I.
6th February, 1969.

Mr. J.A. Pettifer,
Parliament House,
CANBERRA. A.U.T. 2600.

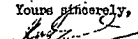
Dear Mr. Pettifer,

I acknowledge your communication of 4th February, 1969,
relating to the site of the new and permanent Parliament House.

I wish to express my own strong personal view that the appropriate site for a new and permanent Parliament House is Capital Hill. I have not previously spoken or expressed any public views on this matter, but I indicated by my vote in the Senate my preference for the Capital Hill site over the Lake site. I think that the Capital Hill site is superior to any other of the mooted or projected sites. I submit, for the consideration of the Committee, that the following points are of direct relevance.

- (1) Canberra is the national capital and the national Parliament is the focal point within it. It should be situated in the position in which it will be outstanding.
- (2) Capital Hill, by virtue of its position in the town planning design and by its relative elevation is the position most able to offer the outstanding situation required for the Parliament House.
- (3) The area available at Capital Hill will permit ready access, adequate parking and the erection of a suitable building which will take advantage of both the symbolic and geographic aspects. Although the type of building to be erected is a matter to be determined in the future, I can visualise an outstanding architectural creation, taking advantage of a large area of terraces, underground works, and permitting such elevation as is necessary to make the Parliament House the dominant feature of the national capital.
- (4) The reasons why Capital Hill is to be preferred as the site for the Parliament House, suggest the fact that if any other building was located there it would dominate a Parliament House erected on Camp Hill. I would consider this highly undesirable.

I would be prepared to elaborate this submission in writing if it would assist members of the Committee. However, it is stated shortly, merely in order to indicate a strongly held opinion and in response to your inquiry. I do not seek to give oral evidence.

Yours sincerely,

(Avon S. Greenwood)
Senator for Victoria



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

COMMONWEALTH PARLIAMENT OFFICES,
8 MARTIN PLACE,
SYDNEY, N.S.W.
TEL 28 4171

7th February, 1969.

Dear Mr. Pettifer,

Site for New and Permanent Parliament House

I acknowledge receipt of your letter of the 4th February and reiterate what I have said on many occasions that in my opinion the ideal site for the new and permanent Parliament House is on the Camp Hill area, the design incorporating finally the present location of Parliament House as existing.

Yours sincerely,

(John Cramer)
Federal Member for Bennelong

Mr. J.A. Pettifer,
Clerk to the Committee,
Parliament of Australia,
Joint Select Committee on the New and
Permanent Parliament House,
Parliament House,
CANBERRA. A.C.T.



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

7
COMMONWEALTH PARLIAMENT OFFICES
A.M.P. BUILDING
1 KING WILLIAM STREET
ADLAIDE, S.A. 5000
TEL. 31 7400

11th. Feb. 1969.


Mr. J.A. Pettifer,
Joint Select Committee,
Parliament House,
CANBERRA, A.C.T. 2600.

Dear Mr. Pettifer,

In reply to your letter of the 4th. inst.
I wish to refer the President of the Senate to my
speech in Parliament in which I strongly favoured
the Hill site.

My views on the matter have not changed by
anything that has been said since then.

Yours faithfully,


CLYDE R. CAMERON.
(M.H.R.) for Hindmarsh.



COMMONWEALTH OF AUSTRALIA

8

MINISTER FOR DEFENCE
M.L.C. Building,
432 Hunter Street,
NEWCASTLE. N.S.W. 2300.

February 13, 1969.

Dear Mr. Pettifer,

In reply to your letter of February 4 I have no further comments to add at this stage on the matters before your Committee.

It might be recalled that, when this matter was last before the Representatives for Debate, I urged that the Camp Hill site should be used and, if the design called for it, that we should not hesitate to have the building extend over the site of the existing Parliament House, even if that should mean demolition.

I have no doubt that the Committee has already taken note of offerings in Debate.

Faithfully yours,

A handwritten signature in cursive script, appearing to read "Allen Fairhall".

(ALLEN FAIRHALL)

Mr. J.A. Pettifer,
Clerk to the Committee,
Joint Select Committee on the New and
Permanent Parliament House,
Parliament House,
CANBERRA. A.C.T. 2600.



9

COMMONWEALTH OF AUSTRALIA.

COMMONWEALTH PARLIAMENT OFFICES,
A.M.P. Building,
1 King William Street,
ADELAIDE. S.A. 5000

13th February, 1969

Dear Sir,

I acknowledge receipt of your letter of the 4th February, informing of the calling of evidence on the new and permanent Parliament House site. I have failed to see any of the advertisements you mention and your letter arrived too late to comply with the request of having any submissions by the 1st February. Nevertheless, I desire to make submissions. Not being skilled in the field of town planning or architecture, but having some general interest in the proposed project, I humbly submit the following.

I think the new and permanent Parliament House, if it is at all possible to build, a monumental, ornamental and utility building should be at the site proposed by the original designer rather than some alternative site. I would point out that with the development of Canberra, praise is given to the planning, the imagination and the foresight of Burley Griffin and his creative work at the time he saw the completed picture should be maintained rather than alterations halfway in the development of the plan.

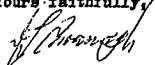
In the debate in the Senate, on whether the site should be a lake site or Capital Hill, we were informed that the Camp Hill site was an impossibility in view of the present Parliament House having been built on this site, and such structure could not be demolished. I am of the belief that no better site could be proposed for the new Parliament House and as the terms of reference now provide for the development of the Camp Hill area, I visualise the possibility of a building within the vicinity of Camp Hill, not of necessity on the Hill itself. I agree that the present structure is too solid a building in its state of preservation to justify demolition, and I could imagine that the present House could be incorporated in a new Parliament House. This is my thinking and I submit certain proposals in the belief they should be considered by the technical experts who could state whether such a scheme were possible.

There is an area in front of the present Parliament House that would permit the designing and building of a new front, if necessary, although the present frontage is quite attractive as an entrance to a new and bigger Parliament House. Its square design is more in keeping with an Australian complex than a slavish copy of Gothic or Corinthian columns and arches. With present day steel and stressed concrete load bearing framework and presence of the courtyards would make possible additional foundations which could carry any height building behind the area of the present Kings Hall and permit the present entrance, retention of Kings Hall and the two Chambers for future Assembly Halls and a new Parliament House towering above the present entrance dominating the scene. Demolition of the area now comprising the library and the offices behind would permit the extension, if necessary, of the present Kings Hall down to the area occupied by the dining room, and with continuance of the present square and attractive columns in the Kings Hall, further floors could be added. Kings Hall could be used as a

reception area and the new working area of the Parliament House could extend above such reception hall or, alternatively, by the use of the present road at the rear of the House, and on a higher elevation, could be the work area of a completely new House. This is only in my imagination and I would respectfully suggest that the Committee should decide on the facilities required in the new and permanent Parliament House, and submit it to planning and architectural experts to ascertain whether it would be possible to suitably build on or near the present site without destruction of the present structure.

Before any firm decision is made, I would like consideration of my proposals and hope the Committee may find them helpful.

Yours faithfully,



(J. L. CAVANAGH)
Senator for B.A.

Mr. J.A. Pettifer,
Clerk to the Committee,
Joint Select Committee on the new and
permanent Parliament House,
Parliament House,
CANBERRA. A.C.T. 2600



10

PARLIAMENT OF AUSTRALIA • THE SENATE

Box 893J, G.P.O.,
HOBART. 7001.

17th February, 1969.

Mr. J.A. Péttifér,
Parliament House,
CANBERRA.
A.C.T. 2600.

Dear Sir,

Site for New and Permanent Parliament House.

I appreciate the interest of Mr. President, in drawing my attention to an advertisement in various newspapers throughout the Commonwealth inviting any Senator or Member to express a view on the Site for a new and permanent Parliament House.

It will be recalled that this particular item was before the Senate and the House of Representatives some months ago, and I along with all Labor Party Senators voted for the Capital Hill Site. I have not changed my views since that vote was taken and I still come down very strongly in favour of the Capital Hill Site.

Yours sincerely,

(A.G. Poke)
SENATOR



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

SUITE 1
347 PORT HACKING ROAD
CARINGBAH, N.S.W. 2229
TEL. 525 2817

17th February, 1969.

Mr J.A. Pettifer,
Clerk,
Joint Select Committee on the New and Permanent Parliament House,
Parliament House,
CANBERRA. A.C.T. 2600.

Dear Mr Pettifer,

I wish to register with the Committee my personal preference for Capital Hill as the appropriate site for the new Parliament House.

Choice of Capital Hill would obviate the removal of the present Parliament House which would be required were the Camp Hill site chosen. Continued use of the present House featured as a strong argument for those formerly interested in the lakeside area and no doubt that argument must remain current with the new choice before us.

However, I support the Capital Hill site for more positive reasons than this. Capital Hill is the central pivot of Canberra and represents the most appropriate site for the permanent Parliament House. It is unthinkable to imagine that some other building could occupy the Capital Hill site above a Parliament House on Camp Hill.

Furthermore, I am advised by architectural friends that Capital Hill does not present building problems of such an acute nature that such difficulties, relative to similar difficulties at Camp Hill, could influence the choice between these two sites.

Yours faithfully,

J.D.M. Dobie,
M.P. for Hughes.



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

COMMONWEALTH PARLIAMENT OFFICES
292 ADLAIDE STREET
BRISBANE, QLD 4000
TEL. 31 0101

24th February, 1969.

Dear Sir,

re Site for New and Permanent Parliament House.

I wish to advise the Committee that I am strongly of the opinion that the future Parliament House should be located at Capital Hill. I have many reasons for believing that this is the correct site. I stated many of these in my speech on the future proposed site for Parliament House.

Briefly, however, Capital Hill provides a commanding central position. It is symbolically correct to have the House in this area.

The location offers more challenge perhaps than the Capital Hill site, but a first class architect and an expert in landscaping could convert Capital Hill into an inspiring and beautiful home for Australia's Federal Parliament. There is a far more extensive panorama from the top of Capital Hill.

Camp Hill is too close to the present Parliament House building.

I would be most unhappy to see the present Parliament House demolished. As it is, it forms a very lovely background on one side of the panorama between the War Memorial and Parliament House.

I have no doubts that expert traffic engineering will eliminate any problems of access to the Capital Hill site. Quite clearly, these problems are not insuperable.

The Capital Hill site also offers a greater area than the Camp Hill site. Immediate steps should be taken to see that this area is not encroached on any more by roads or buildings which have no strict relevance to the future Parliament House in this area.

Yours sincerely,

Wylie T. Gibbs
Dr. Wylie T. Gibbs, M.P.
Federal Member for Bowman.

Mr. J.A. Pettifer,
Clerk to the Committee,
Joint Select Committee on the New and Permanent Parliament House,
Parliament House,
CANBERRA.
A.C.T. 2600.



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

COMMONWEALTH PARLIAMENT OFFICES
310 POST OFFICE PLACE
MELBOURNE, C1 VICTORIA
TEL. 32 2211

17th March, 1969.

Dear Mr. Pettifer,

I am sorry that, because of the size of the Joint Select Committee on the New and Permanent Parliament House, and the consequent difficulties you are meeting in trying to arrange days and dates suitable to all members of the Committee - and particularly while Parliament is in Session - I find it necessary to submit my views on the claims of the two sites, Capital Hill and Camp Hill, in writing instead of being able to give oral evidence before the Committee.

I favor Capital Hill because it is the higher of the two hills and is, therefore, in my opinion, the better suited as a site for the new Parliament.

Camp Hill has its claims, based on historic reasons, because it was the site first chosen by Walter Burley Griffin, and because it was on this hill that Lady Denman named the new Capital Canberra. More than 50 years have elapsed since that date, and, with modern means of transportation, Capital Hill, which in those early days seemed far distant, is now no longer so.

Furthermore, I think that there are good psychological reasons why the higher site should be chosen. In Greek and Roman history all important buildings representing some form of authority, ecclesiastical and lay, were built on high ground. There seems to be a natural instinct for people to look upwards, and not downwards, for authority. It is for this reason that I can never reconcile myself to seeing any virtues whatsoever in the lake site, selected by an itinerant English town planner, Lord Halford.

The National Parliament House is the most important building representing secular authority in Australia, and for it to be built on a lake frontage has always struck me as being unacceptable. I think of it being located on the shores of a mosquito-ridden swamp.

Mr. J. A. Pettifer,
Clerk to the Joint Select Committee on the
New and Permanent Parliament House,
Parliament House,
Canberra, A.C.T.

There are two natural authorities for all of us. One is the authority of parents over their children, and children are taught to respect and look up to their parents. The jurisdictional authority of the State makes us look upward.. We hoist the National Flag above our heads so that we can properly respect it.

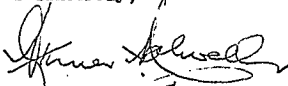
This, therefore, is what we should do with our parliamentary buildings, and our law courts. This is certainly what has been done in the case of most Churches in Canberra, and with most of the Embassies also.

I wish the Committee well in its deliberations, and, though I strongly prefer Capital Hill, I would not be entirely unhappy if Camp Hill were chosen. The difficulty with Camp Hill today is that, if it were named as the hill for the permanent Parliament House, the present parliamentary building on its slope would have to be destroyed earlier than need be.

Furthermore, there should be a world wide competition for the new building once the site is chosen. The present Parliament building could well serve its purpose, even with an enlarged number of Senators and Members, for another 25 years.

I am for a permanent Parliament House site, but I am not in favor of the construction of that new Parliament House for at least another quarter of a century.

Yours sincerely,



(ARTHUR A. OATWELL)

APPENDIX III



DEPARTMENT OF THE SENATE
PAPER NO. 442
DATE PRESENTED 30 APR 1969
J. R. Odgers of the Senate

**JOINT SELECT COMMITTEE
ON THE NEW AND PERMANENT
PARLIAMENT HOUSE**

*Submissions in response to newspaper
advertisements on*

THE MATTER OF THE SITE

JOINT SELECT COMMITTEE ON THE NEW AND PERMANENT
PARLIAMENT HOUSE

Submissions in response to newspaper advertisements on
the Matter of the Site

1. Mr Jonathan Rudduck
2. Mr A.E.R. Purkis
3. Mr Best Overend
4. Mr C.J.R. Edwards
5. Mr J.H. McConnell (Institute of Architects)
6. Mr D.C. Breck
7. Mr Edward F. Billson
8. Mr Nicholas J.J. Münster
9. Mr Peter Harrison
10. Mr R.D. Steele (Institution of Surveyors)
11. Mr M.R. Rolfe
12. Professor L.F. Crisp
13. Dr A.R. McK. Langley
14. Mr Walter Bunning

Submission of evidence to

THE JOINT SELECT COMMITTEE ON THE NEW AND
PERMANENT PARLIAMENT HOUSE,

in which an

OUTLINE "FINISHING OFF" PLAN FOR THE CENTRAL
AREA OF CANBERRA

is offered

by JONATHAN RUDDUCK.

Jonathan Rudduck

Dec 18'68.



I N D E X

	<u>Page</u>
Introduction	2
Part One	3
Part Two	5
Appendix:	
"The Finishing-Off Plan"	6

INTRODUCTION TO SUBMISSION

This submission presents evidence in two parts: the first is the more important at this moment but, it is recommended through the Committee that Honourable Members and Senators be given the opportunity to consider the second part. This second part is to allow Members an opportunity to review the ramifications of their vote.

If nothing more, it is hoped that this submission will allow Honourable Members and Senators and the people of Australia the chance to visualise how their future Parliament may appear in perspective.

Part One deals with the siting of Parliament House on either Camp or Capital Hill. It also examines what use or function is appropriate for the site not chosen.

Part Two shows how the sites of Camp Hill and Capital Hill could be developed as part of an overall plan for finishing off the development of the Central Area of Canberra.

PART ONE OF SUBMISSION

The National Capital of Australia has two major functions:

- 1) as the seat of Federal Government, and,
- 2) as the national cultural and historical focal point for Australians and visitors from overseas.

THE SITING OF
THE BUILDINGS HOUSING
THESE FUNCTIONS
MUST BE STUDIED
IN AN OVERALL PLAN
FOR THE COMPLETION
OF THE CENTRAL
AREA OF CANBERRA.



Both these functions deserve prominent, centrally located sites and at present there are two such sites in Canberra:

- 1) Camp Hill, and,
- 2) Capital Hill.

If the central area of the Capital is to be developed to its full potential, Parliament should consider at the onset which of these two functions should be located on the abovementioned sites.

It is submitted that of these two major functions the latter, for a National Centre, is perhaps of greater and more meaningful significance that the seat of government, because government is a part of the overall national picture.

This National Centre should therefore go on the more important hill. But which hill is the more important?

The topography of these two sites and the original plan of Canberra suggest Capital Hill.

It is recommended to the Committee that Honourable Members and Senators, in their vote, consider putting the more important function on the more important site. That is, Parliament House be built on Camp Hill and the National Centre on Capital Hill.

PART TWO OF SUBMISSION

Two generations have passed since the plan of Canberra was laid out and during this time there have been many changes. Perhaps the most dramatic have been:

- 1) the transport revolution, and,
- 2) the rejection by Parliament of the lakeside site for the future Parliament House.

New transport requirements in physical planning have greatly affected the direction of development in the central area of Canberra since Griffin laid out his plan. The Holford Report, 1958¹, brought Griffin's plan up to date and recommended that the future Parliament House be sited by the Lake. But this lakeside site has been rejected, so the plan for the central area will need revision.

In an appendix to this submission is an outline plan for completing the central area of Canberra.

This plan is commended to the Committee because it combines the aspirations of both Griffin and Holford. Further, it has been prepared by a citizen of Canberra, at present studying for a degree in Town Planning. It has been drawn from his impressions of the extremes of the Australian city and the outback. These extremes have produced a truly unique solution for the completion of this area.

1 Holford, Sir William:

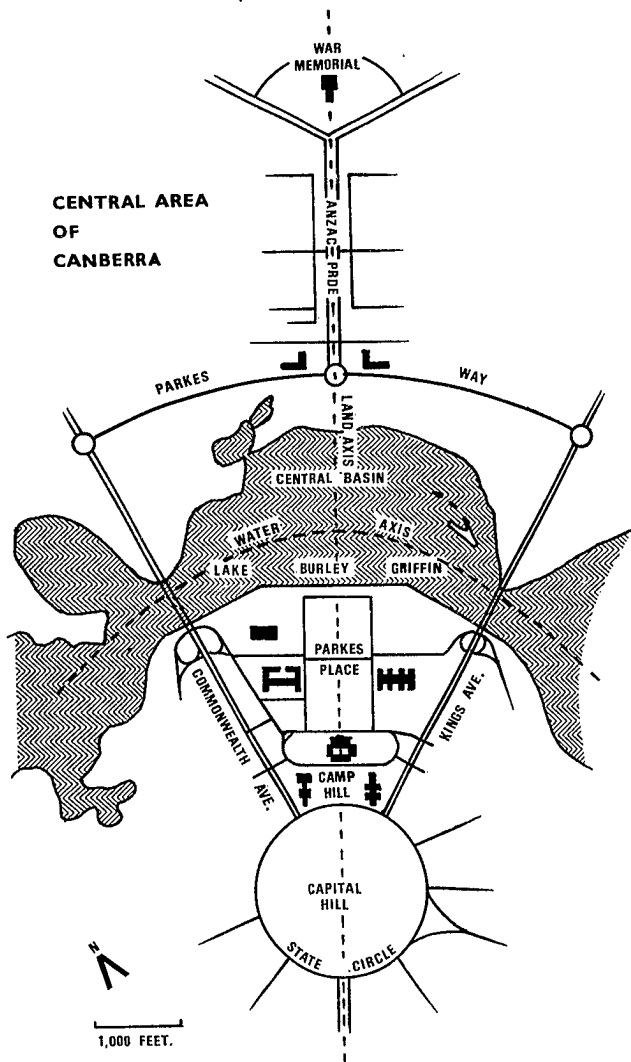
Observations on the future
developments of Canberra, A.C.T.
Government Printer, Canberra, 1958.

APPENDIX:THE FINISHING OFF PLAN

	<u>Page</u>
Introduction	7
1. National Centre on Capital Hill	8
2. Parliament House on Camp Hill	9
3. Future of Existing Parliament	12
4. The Sky Axis	14
5. Parkes Place	15
6. Development of Site opposite National Library	17
7. Linking Land Axis under Lake Burley Griffin	18
8. Conclusion	19

<u>Illustrations</u>	<u>Opposite Page</u>
Central Area	7
Physical Planning Requirements	9
Broad View of Future Parliament and National Centre	10
Specific View from the New Parliament	11
Retention of Front Half of Existing Parliament	12
The Sky Axis	14
Parkes Place for People Visiting the Central Area	15
Landscaping of Parkes Place	16
Land Axis Tunnel	18
Sketch Conclusion	19

CENTRAL AREA
OF
CANBERRA



THE OUTLINE FINISHING OFF PLANIntroduction

The Outline Finishing Off Plan for the central area of Canberra is based primarily on Walter Burley Griffin's winning design for "The Federal Capital City of Australia", 1912.

The "central area" under study is defined as:

- A. Inside the existing State Circle;
- B. That area known as the "Parliamentary Triangle", bounded by Kings and Commonwealth Avenues and the southern shore of the Central Basin of Lake Burley Griffin. The focal apex of this triangle is Capital Hill.
- C. That part of the "Land Axis" which includes Anzac Parade, across the Central Basin to the summit of Capital Hill.
- D. The Central Basin of Lake Burley Griffin. Through this basin is an imaginary arc called the "Water Axis", not unlike the Land Axis.

This central area is set in the Canberra Valley and forms the "heart" of Australia's Capital City, Canberra.

1. National Centre on Capital Hill

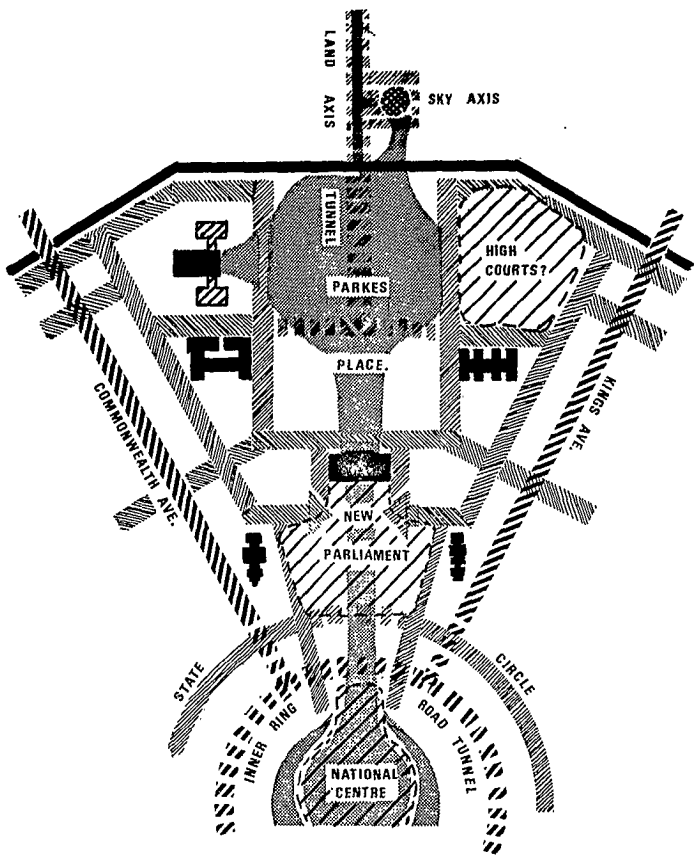
When the site of Canberra was selected for the Federal Capital City of Australia it was envisaged that the prime function would be government. Although this functional premise has been achieved, and will endure, another national function of significance is also emerging. This other national function is that Canberra is becoming a cultural and historical focal point for Australians and visitors from overseas. To satisfy this new function a National Centre must be built.




This national cultural and historical focal point that Canberra is becoming represents the achievements of Australia. It is in keeping with this national gestalt concept that the view to and from the National Centre be focused on the most prominent site in the heart of the Canberra Valley. This site is Capital Hill.

If the full potential of these two functions is to be realised, then both the buildings of Parliament House and the National Centre must be designed together so that each complements the other for the better interests of National prestige.

By way of interest there is a rare geological feature known as a disconformity on Capital Hill. This feature should be incorporated in the National Centre.

It is therefore recommended that Capital Hill be used for the national cultural and historical focal point for Australia.



-  HEAVY PASSING TRAFFIC
-  CENTRAL AREA TRAFFIC
-  PEDESTRIANS

PHYSICAL PLANNING REQUIREMENT.

2. Parliament House on Camp Hill

It is on Camp Hill that both:

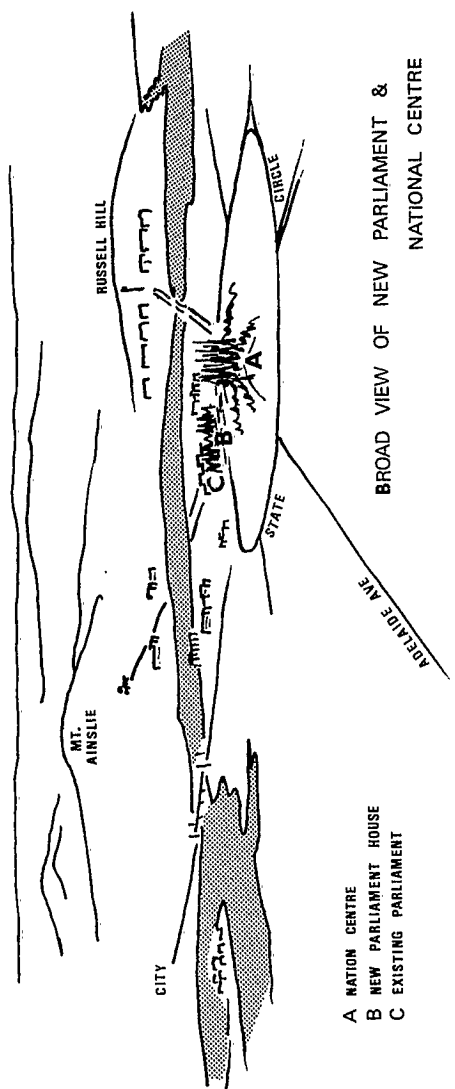
- a) physical planning requirements can be satisfactorily met without costly alterations to the existing road network;
- b) the appropriate "level" or relationship between people and government can be resolved in the central area.

Physical Planning for the New Parliament

Resulting from the Holford Report, initial planning for building the future Parliament by the lakeside has directly influenced the provisions for transport and traffic requirements for the central area. Although the lake site has been rejected, the investments in roads, etc. prepared for the lake side site should as far as possible be used for the future Parliament.

Practical considerations suggest that if the new Parliament can be located as near as possible to its original intended site, as suggested by Holford, there will be less revision needed to the initial planning and, therefore, less waste. If Parliament House were on Capital Hill there would be major costly revisions needed to cater for heavy by-passing traffic.

As Capital Hill is in already a traffic-congested area, it is more appropriate that this site be used for a building which will generate little vehicle traffic. **THE PROPOSED**



- A NATION CENTRE
- B NEW PARLIAMENT HOUSE
- C EXISTING PARLIAMENT

BROAD VIEW OF NEW PARLIAMENT &
NATIONAL CENTRE

~~The proposed~~ National Centre would be more suitable for Capital Hill because it generates least direct vehicle traffic. The envisaged National Centre is more pedestrian by nature and should, therefore, deserve special development as a pedestrian precinct.

Parliament and the People

When siting Parliament House there are two types of view to be considered:

- (i) the broad view, and
- (ii) the specific view.

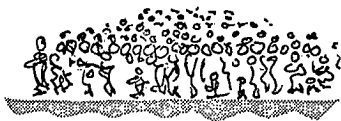
The Broad View of Parliament

In the overall view of the central area, if this finishing off plan is adopted, both buildings on Camp and Capital Hill will be seen together, as previously discussed. The juxtaposition of Camp and Capital Hills will act as a quiet reminder that Parliament is part of the overall picture in the Australian way of life.

The Specific View of Parliament

From the War Memorial looking down Anzac Parade there is a formal or "specific" view. There will also be a similar specific view from Parliament House.

This specific view should be designed to meet the delicate relationship between Parliament and people. This entails giving the correct emphasis to those people looking up to Parliament House just as those people looking down from the House must receive their due attention.



SPECIFIC VIEW FROM PARLIAMENT

This specific view has two vantage points:

- (i) from Parkes Place,
- (ii) from the official observation point at Parliament House.

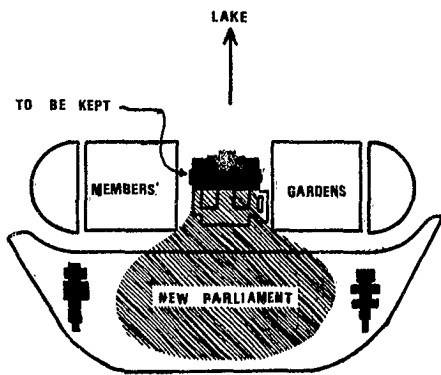
The Specific View from Parkes Place

Any person standing in Parkes Place must have an equal opportunity to see the people on the official observation dais. From almost all of Parkes Place in this plan, the National Centre behind the future Parliament will also be seen. By seeing both buildings in this view people may appreciate the proportion or balance between the government and the nation as expressed in these buildings.

The Specific View from Parliament House

People standing on the official dais at Parliament House when looking at the assembled people below will see a picture which will convey the message that there is more to the nation than just the people before them. From the future Parliament the view of the Federal Capital beyond Parkes Place is as spectacular as any in Australia, or indeed, in the world.

It is recommended that Parliament House be built on Camp Hill for both practical and "other" considerations in this outline plan for the finishing off of the central area of Canberra.



**RETENTION OF EXISTING
PARLIAMENT.**

3. Future of Existing Parliament

The future of the existing Parliament House should be decided by Parliament.

Whichever way the decision is made there are two alternatives:

- (i) demolition, or
- (ii) retention.

Demolition of Existing Parliament

Demolition would provide wonderful opportunities for all future buildings in the central area to be designed in harmony with each other. A new Parliament would be in keeping with the "spirit" of Australia, that of a young country with a great future and there is every possibility that a new style or period in architectural design will emerge for the new Parliament House.

Retention of Existing Parliament

The outline plan envisages that just as demolishing the old building will make way for a new period^{or} architectural design era, so too may this new era emerge with the retention of the old Parliament.

With the future Parliament on Camp Hill and a decision to retain the old building, this plan proposes to retain the front half of the existing building as the crux of the new Parliament. To all intents and purposes there would be a new Parliament, but in addition, there would be an extra "something special" because the new building will be used with the old.

In a young city, such as Canberra, what is old has a special value, particularly when there is as much history associated with an old building as there is with the existing Parliament House.

This outline plan proposes to increase the historic value of the old Parliament by using the retained front half for:

- (i) A historical repository for Parliament;
- (ii) A convention centre for important international and national conferences;
- (iii) An entrance to the new building where dignatories will be received on the existing steps; they will assemble in Kings Hall and then move into the new Parliament or stay in the old building, as the case may be.

The new building would be immediately behind the existing Parliament, and would occupy as much of Camp Hill as is needed. There would also be more than sufficient space for future extensions. Much of the new building would overlook the retained private garden of Members and Senators.

It is most strongly recommended that the front half of the existing building be retained and used as suggested above as part of the new Parliament House to be built on Camp Hill. Poetically, the existing building, with minor alterations, will become an "ancestral jewel set in a new brooch".

4. The Sky Axis

This is a tall tower-like structure to be built in the Central Basin of Lake Burley Griffin just off-centre from the intersection of the Land and Water Axes. This structure would be called the "Sky Axis".

From this high central vantage point the plan of Canberra and the achievements of both Griffin and Holford can be appreciated. People are attracted all over the world to see high buildings and structures - take for example - the Empire State Building, the T. & G. Tower in London, or the Eiffel Tower. ~~It is proposed to develop the Sky Axis as a tourist centre.~~

The Sky Axis will be used for:

- (a) Offices
- (b) Tourist centre
- (c) Aesthetic and visual purposes.

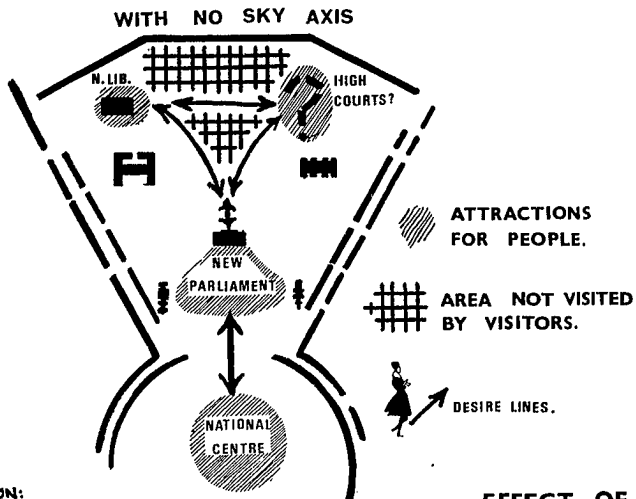
The Sky Axis would meet much of the future office space requirements for the central area.

The Sky Axis will be high enough to be seen from the new districts of Woden, Belconnen and Tuggeranong.² This it to give people living in these new parts of Canberra the opportunity to communicate, visually at least, with the centre of their city. Take for example the visual assets of the Sydney Harbour Bridge: from wherever it is seen a person feels a part of Sydney.

Finally, the Sky Axis will solve the "riddle" related to the dimensions of the central area of Canberra. This third axis is a strong vertical element capable of matching and subordinating the lengths of the Land and Water Axes.

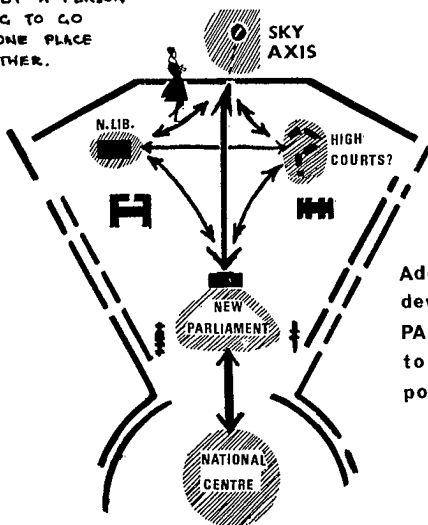
² The highest tower in the world is in Moscow which is 500 meters (1,640 ft.) high.

- Sunbloy Telegraph, Sydney, March 24, 1948



DEFINITION:
 DESIRE LINE IS THE ROUTE
 TAKEN BY A PERSON
 WISHING TO GO
 FROM ONE PLACE
 TO ANOTHER.

**EFFECT OF
 SKY AXIS ON
 VISITORS TO
 PARKES PLACE.**



Additon of SKY AXIS
 develops
 PARKES PLACE
 to full tourist
 potential.

5. Parkes Place

Parkes Place is for people who enter the central area for two main reasons:

- (i) To gather before Parliament, and
- (ii) To see the "heart" of Australia.

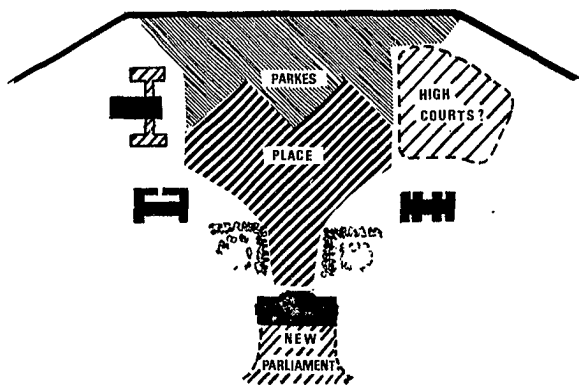
People gathered before Parliament

The prime function of Parkes Place is an assembly area for people in front of Parliament House. The relationship between people assembled in Parkes Place and those people in Parliament House has been previously discussed under the "Specific View" from Parliament House.


People Visiting the Central Area

For Parkes Place to be successful as an informal gathering area for Australian and overseas visitors, people must be encouraged to wander all over the area. Only if this outline plan is adopted in its entirety can this be achieved.

The three main attractions for visitors will be the National Centre, Parliament House, and the Sky Axis. With the completion of this plan there will be two strong areas of attraction for people; the "apex" of Parliamentary Triangle, and, the "base" of this triangle. At the "apex" there will be Parliament House and the National Centre while at the "base" there will be the Sky Axis, supported by the National Library and the possible Australian High Courts.



LANDSCAPING OF PARKES PLACE.

 EXTREME OF THE OUTBACK.

 EXTREME OF THE CITY.

It is most appropriate that visitors to the central area should be given every opportunity to familiarize themselves with the function of government. This opportunity is greatest if Parliament House is situated in the main stream, so to speak, of pedestrians moving between the "base" and "apex" of Parliamentary Triangle.

The landscaping of Parkes Place depends on the size and frequency of the crowds which will gather in front of Parliament House. A "hard" city-type landscaping in front of Parliament where crowds are more frequent is most suitable. Further away towards the lake crowds become less and therefore, the landscaping can change. This outline plan proposes that at the lake end of Parkes Place the landscaping treatment will be sympathetic with the Australian outback.

The Australian outback is featured by its vast "emptiness". It is proposed that no other buildings be built between the National Library and the proposed High Courts site to preserve this sense of "emptiness".

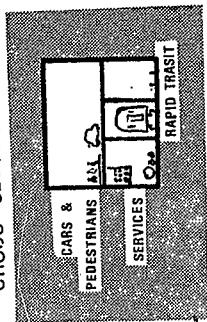
In this lakeside area the extremes of the Australian outback and cities are furthestmost. Here the "emptiness" is in direct contrast with the Sky Axis.

6. Development of Vacant Land Opposite the
National Library

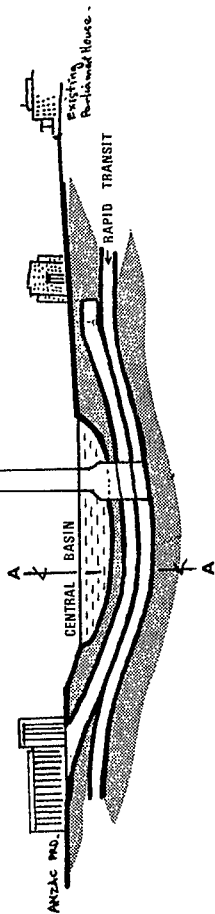
This plan recommends that the future use of the vacant site opposite the National Library on the Land Axis be sympathetic with the Library, perhaps ~~by placing there~~ the High Courts of Australia?

However, the architectural development of this site must be in keeping with existing and future buildings of the central area. The foreshadowed new architectural design planned for the new Parliament House also lends itself to the future group of buildings envisaged for this site. The ^{quality} standard for this new architectural era has been set by the new National Library. The National Library is in sympathy with this new design.

CROSS SECTION AA



SKY AXIS



LAND AXIS TUNNEL

7. Linking the Land Axis under Lake Burley Griffin

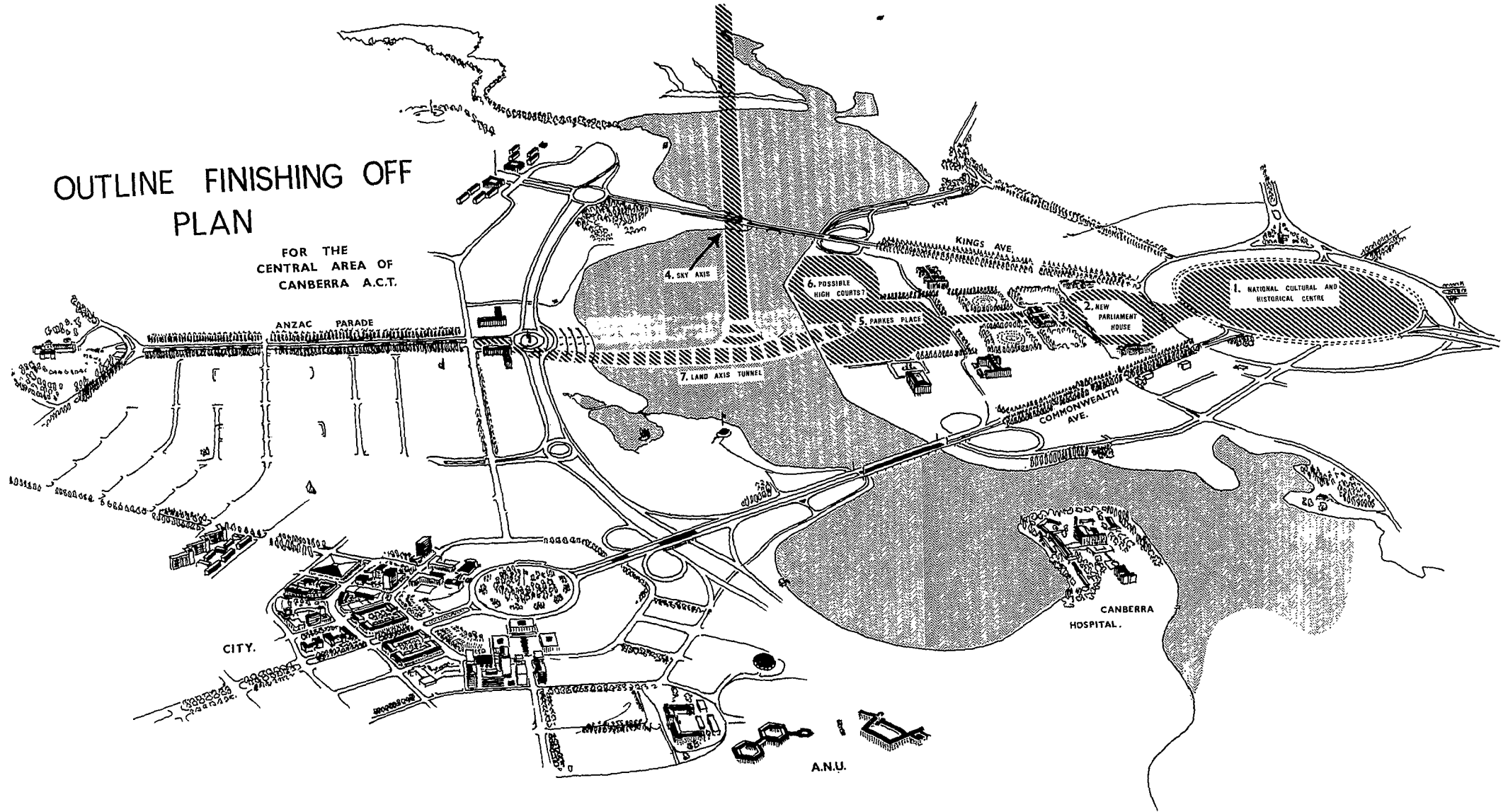
It is proposed to link the Land Axis under the Central Basin of Lake Burley Griffin by means of a tunnel.

This tunnel will allow:

- a) servicing access to the Sky Axis;
- b) pedestrian access from Parkes Place to the Commonwealth Gardens;
- c) Ceremonial parades moving down Anzac Parade could enter Parkes Place by the most direct route for reviewing at the steps of Parliament House;
- d) Future provision for a rapid transit route which might be desirable for the Canberra of the Twentyfirst Century;
- e) This tunnel would not be used for private vehicles.

OUTLINE FINISHING OFF PLAN

FOR THE
CENTRAL AREA OF
CANBERRA A.C.T.



8. CONCLUSION

The Finishing-off Plan will complete the central area of Canberra as follows:

1. Building a cultural-historical focus for Australia on Capital Hill.
2. Building the future Parliament House on Camp Hill.
3. The existing Parliament House to be retained and used as part of the new Parliamentary complex.
4. Erecting a Sky Axis just off-centre from the intersection of the Land and Water Axes.
5. Developing Parkes Place as an area where people may assemble in front of Parliament House or walk informally from the cultural-historical focused building to the other side of Lake Burley Griffin.
6. The vacant site in front of the National Library should be used for a function sympathetic with the National Library, possibly the High Courts of Australia.
7. Anzac Parade will be linked by a tunnel under Lake Burley Griffin to Parkes Place.

This plan is commended through the Joint Select Committee for consideration by Honourable Members and Senators with a view to its adoption for finishing off the central area of Canberra, Australia.

- - - - -

Extracts from a thesis entitled "Parliament Houses with Particular Reference to the Australian National Capital" written in 1966 by Mr A.E. Rupert Purkis, M.Arch., A.R.I.B.A., A.R.A.I.A. now attached to the Faculty of Architecture, University of New South Wales

Pages 85-87 -

Alternative Sites for
Parliament House.

(a) A Hill Site

John Toon, Lecturer in Town Planning at Sydney University, in a letter to the Australian Planning Institute Journal, stressed problems with the lakeside and put a strong case for Capital Hill:

.....in terms of immediacy and accessibility the Capital Hill site has many advantages. First it is an integral part of the basic triangulation, the matrix of Canberra; if it is a slightly more dominating than other locations, this is only recognition of the importance of Parliament House as an institution. As two of the main Avenues lead up to it both physically and visually and five other roads, including a major urban expressway, are focussed on Capital Hill, this site is easily accessible. As immediacy is concerned with people, this location has the advantage of being at a radial point in the traffic system and is therefore both visually immediate and an important orientation guide to both residents and visitors alike. This site was favoured by other competition designers and suggested by both the President of the Senate and the Speaker of the House of Representatives in their statement

to Parliament in 1957. Capital Hill is the only elevated site free of any permanent structure at the apex of the Parliamentary Triangle. Capital Hill - or Capitol Hill as named by Griffin - includes an area of 250 acres sufficient for a group of major buildings.

Eminent architect and town planner, Frederick Gibberd has discoursed upon siting prominent buildings:

Given a choice, should the dominant building group be placed on the dominant space? The answer is to be found in the character of the dominant building and the character of the topography.

Capital Hill is a pleasant land formation where an Australian flag can be seen from many parts of Canberra, and from many miles away. Another comment from Gibberd is applicable:

...But supposing there was a spectacular site which was not suitable for a civic space, then it might be worth placing the principal building group on it...for the greater visual climax the better.

Some idea of the value of the visual climax on this site can be judged from major points in the Parliamentary Triangle such as the Australian War Memorial, Kings Avenue and Commonwealth Avenue. In fact these two avenues could be to a Parliament House what Pennsylvania Avenue and the Mall are to the Capitol in Washington.

Pages 90-93 -

Canberra Summary

Every capital city is unique. Canberra is no exception, it was conceived in a style foreign to the continent and the political ideologies of the period. It is developing around Griffin's original concept, but compromised with the needs of present Australian society. However, planning in the Parliamentary Area is over cautious, the whole Triangle has become a sacred isolated precinct.

The Parliamentary Area, in addition to its legislative and administrative functions, attracts large numbers of interstate and overseas visitors. It should develop as a multi-usage area containing amenities for parliamentarians, public service personnel and the public.

Although some large scale institutions are enhanced in landscaped parkland other buildings can be more conveniently located in compact development. A more satisfactory environment results when closely related functions are grouped together.

Pedestrians can move freely across squares and malls between buildings where vehicles are parked at a lower level. A Parliamentary Centre should be conceived on this basis on which ever site proves to suit the programme.

Architects and town planners are by no means unanimous in accepting Holford's proposal for siting the new Parliament House. Further consideration should be given to the merits of available sites as summarized:

(a) Symbolic

A symbol of a democratic legislature should appear prominent in relation to large scale administrative buildings.

(b) Aesthetic

It should have visual significance as a landmark and as a climax to the main axis.

(c) Traffic

Vehicles should be able to move freely to and from the site on existing road patterns.

(d) Climatic

The site should be protected from cold westerlies, free from frost pockets and localized fog.

(e) Economic

Site preparation costs warrant consideration but are inconsequential in comparison with total costs.

The table below rates the three sites in each aspect previously outlined.

Site	Symbolic	Aesthetic	Traffic	Climatic	Economic
Camp Hill	Good	Very Good	Good	Good	Good
Capitol Hill	Good	Very Good	Fair	Fair	Fair
Lake Site	Fair	Good	Good	Fair	Good

If the provisional Parliament House was either demolished or the centre portion removed the Camp Hill site would create a key position for a new building. Each of the three alternative sites possesses potential for a building of quality.

Pages 305-306 -

Parliament House Site.

For over half a century politicians, architects, town planners and laymen have argued over the merits of various locations for the permanent Parliament House.

Although Holford's scheme is a "renaissance" of the Griffin plan suited to mid-century conditions, it destroys Griffin's geometrical concept of planning in sequence from Parliament at the apex of the triangle outwards to various administrative centres associated with government.

In Chapter 6 Camp Hill was shown to be the best alternative to the lake side site. Camp Hill justifies further consideration as:

- (i) It satisfies idealistic theories on parliamentary symbolism.
- (ii) It can be seen from elevated and low lying parts of Canberra.
- (iii) It is accessible from two existing roads.
- (iv) It is protected from prevailing winds by Capital Hill and Red Hill.

In 1923 when plans for the provisional building were approved the Capital Advisory Committee held the opinion that the temporary building should be demolished once the permanent Parliament House was complete. Parliament House on Camp Hill with the old building removed would complete the triangle as Griffin intended.

It is doubtful whether a building in such a prominent position which has proved costly to maintain should be reconstructed at considerable expense as a conference centre.

Often buildings which no longer perform their original function are preserved for historical and aesthetic reasons. However, in this case, considerations are mainly economic for recently public funds were used to add another executive office wing. So as an alternative to complete demolition the two main office blocks could remain with only the central portion removed leaving a space 200 feet wide on the main axis. Then Camp Hill would be emphasized by the two office blocks functioning as points of reference parallel to the axis.

Assuming demolition or partial demolition of the provisional building is acceptable, Camp Hill is preferred to the lake site.

BEST OVEREND

3

ARCHITECTS & TOWN PLANNERS

HEAD OFFICE: 165 FITZROY STREET, ST. KILDA, 3182.

TELEPHONE 94 0735 (4 Lines)

Best Overend, F.R.A.I.A., A.R.I.B.A., M.A.P.I. W. S. Hansom, A.R.A.I.A.
R. L. Coulter, A.A.S.A., A.C.I.S.

F. J. Hall, Reg. Arch. Loftus Overend, A.R.A.I.A.

LATROBE VALLEY BRANCH: 6a AVONDALE ROAD, MORWELL, 3840.

District Architect: S. L. Frew, B.Arch., A.R.A.I.A. Telephone: Morwell 42 441

20 JAN 69

Mr. J. A. Pettifer,
Clerk to the Committee,
House of Representatives,
CANBERRA, A.C.T. 2600

Sir:

NEW AND PERMANENT PARLIAMENT HOUSE

1. I refer to the Press Notice 18 JAN 69 inviting interested persons to express by written submission a view as to the best location for the New and Permanent Parliament House.

Camp Hill Site

2. I believe the original concept of Walter Burley Griffin was correct and that the temporary Parliament buildings should be replaced by new buildings on the Camp Hill Site. This site combines most advantages claimed for the Capitol Hill and Lakeside Sites.

Capitol Hill Site

3. The view from the War Memorial confirms that the Capitol Hill Site is too low and is dominated by the present temporary Parliament House. This dominance increases as the viewing position is reduced in height. While there is doubt as to accommodation to be provided, there is doubt also whether the Capitol Hill Site is large enough.

Lakeside Site

4. If in its wisdom, the Joint Select Committee again reconsiders the Lakeside Site, then it is suggested that the building be divided from surface level upwards and linked beneath, with a Parliament Square between. The present long vista would then remain unimpaired.

Yours faithfully,



Best Overend
Past President

Royal Australian Institute of Architects

70 Theima Street,
COMO. W.A. 6152

4

January 23rd. 1969.

Mr. J. A. Pettifer,
Clerk of the Committee,
Joint Select Committee on the New and
Permanent Parliament House,
House of Representatives,
Canberra, A.C.T., 2600

Dear Sir,

On the 18th. January, a notice appeared in a Perth newspaper from the Joint Select Committee on the New and Permanent Parliament House inviting interested persons who wish to express a point of view on the site alternatives, (1) Capital Hill and (2) the Camp Hill area to forward a written submission to the Clerk of the Committee.

In response to that notice, I wish to submit the following:-

In this submission, I am not expressing a point of view on the choice of any particular site, but like most people, I want the best selected. After listening to and reading many of the speeches made in both Houses of Parliament on this question, I cannot but be critical of the view points expressed by many of the speakers on the suggested sites.

During the debates, reference was frequently made to access of communications to the sites under discussion, which these days is taken to mean such things as the telephone, telegraph, radio, television, postal facilities, news and information etc., but it seems that often what they were referring to was transport. If they were referring to transport, and not communications, why were they not critical of transport and additionally offer some constructive suggestions for its improvement?

Time and time again during the debates, members raised the question of access ability to the suggested sites - would there be sufficient space, as well as access for the people, that would be expected to visit the future Parliament House.

However, this to me indicates a lack of confidence in the present and future planning of transport for the City of Canberra.

Indeed from what I know of Canberra, there is reason (as there is of every other Australian City) to have very little confidence in the planning of transport for this City.

It seems to me, that a site for the new Parliament House is being

sought to suit transport, instead of the best site being chosen, and then transport being designed and planned to suit the site chosen.

This is an extraordinary and ludicrous situation!

In the horse and buggy days it was possible to choose the best sites for our institutions, and requirements, and plan for transport afterwards. Today with the best transport and equipment, that the world has ever known supplemented by engineers, scientists, town planners, transport administrators and operators etc., that were never better qualified, we are being restricted in the choice for our national Parliament House, as well as for many other public institutions because of inability or inefficiency of our transport.

There is a need to improve transport in every Australian city and town, so that they can always choose the best sites for their institutions and for commerce and industry and all requirements.

I will conclude as I began by expressing the wish that the best site will be chosen for the New and Permanent Parliament House.

Yours faithfully,

Charles J. R. Edwards

C. J. R. Edwards.

P.S.

If further information is required on my views on transport, I refer you to the minutes of evidence pages 29 to 31, when I made submissions before the Parliamentary Standing Committee on Public Works, Tuesday 4th. July, 1967, at a sitting in Perth, relating to the proposed erection of a Mail Exchange Building at Perth, Western Australia.

C.



THE ROYAL AUSTRALIAN INSTITUTE
OF ARCHITECTS

5

PATRON: HER MAJESTY THE QUEEN

2A Mugga Way,
RED HILL, A.C.T. 2803
30th January, 1969

J. A. Pettifer Esq.,
Clerk to the Select Committee on the
New and Permanent Parliament House,
Parliament House,
CANBERRA. A.C.T. 2600

Dear Mr. Pettifer,

Thank you for letter of January 2nd to Mr. Greig, drawing his attention to the advertisement inviting submissions to the Joint Select Committee on the matter of siting the new and permanent Parliament House.

I have pleasure in attaching a submission from the Institute.

If invited to do so I would be pleased to lead a delegation of three to speak personally to the submission.

Yours faithfully,

President,
Royal Australian Institute
of Architects.



THE ROYAL AUSTRALIAN INSTITUTE
OF ARCHITECTS

PATRON: HER MAJESTY THE QUEEN

2A Mugga Way,
RED HILL, A.C.T. 2603
30th January, 1969

SUBMISSION TO THE JOINT SELECT COMMITTEE ON THE NEW AND
PERMANENT PARLIAMENT HOUSE.

- A. Consideration is limited to the alternative sites (1) Capital Hill and (2) the Camp Hill Area.

B. CAPITAL HILL

- (1) The location of a bicameral Parliament at the junction of the land axis and the axes at a number of radiating roads would impose severe restrictions on the designers of Parliament House and its environs.

Griffin regarded the problems posed as insoluble.

- (2) A land axis, having for its terminals the War Memorial and Parliament House on Capital Hill would be too long and out of scale with the special character of Canberra - a view supported by Holford and one which led to his recommending the Lakeside site.
- (3) The functional relationships between a Parliament located on Capital Hill and other buildings, existing and projected within the Parliamentary Triangle would be seriously deficient.
- (4) The preparation of an adequate area for Parliament House on Capital Hill would almost certainly reduce its elevation to something approximating that of Camp Hill.
- (5) The outlook from Capital Hill is excessively suburban.
- (6) The location of Parliament House within the projected Ring Road would precipitate serious traffic and access problems. Alternatively it would seem that an entirely different road system for the area, deviating from the Griffin Plan, would have to be devised.
- (7) The existing provisional Parliament House would have to be demolished to provide an unobstructed view of Capital Hill from the north along the land axis.

C. CAMP HILL

- (1) Camp Hill is the site planned by Griffin for the permanent Parliament House and the only real impediment to its use for this purpose is the existence of the provisional building. On this, Ed Bacon writes, "The problem of how to build a new building in front of, over or behind the old Parliament House, while raising a number of practical questions, should not be the deciding issue - the issue now before Australia is whether or not it will preserve the integrity of the plan for its capital."

There is little doubt that the provisional Parliament House could be retained during the construction of the permanent building in the Camp Hill area, even though it might have to be demolished eventually. This could prove to be an advantage in that it might facilitate stage construction or progressive occupation of the new building.

It might well be that the provisional building could be retained in whole or part in the new building composition.

- (2) The Camp Hill site would have none of the disadvantages of the Capital Hill site outlined above. On the contrary, it would fit easily into the plans already developed for the Parliamentary Triangle.
- (3) Use of Camp Hill for the permanent Parliament House would leave Capital Hill unprejudiced for future development "to symbolise Australian sentiment, achievement and ideals" as Griffin envisaged.

D. CONCLUSION

The Camp Hill area is superior to Capital Hill as a site for the new and permanent Parliament House. Its use would preserve the integrity of the Griffin plan and the only real impediment to its use is the existing provisional building which has already outlasted its allotted fifty years of use.

The Griffin site should not be discarded unless serious preliminary architectural studies reveal difficulties beyond those readily apparent. The value of such studies would surely justify any delay occasioned to Parliament in arriving at a final decision.

The preparation of a preliminary brief outlining the accommodation required and describing functional relationships would be a pre-requisite to a start on architectural studies. It is understood that the Select Committee is already equipped to prepare such a brief.

18 Templeton Street,
Cook, A.C.T. 2600.

6

30 January, 1969.

Mr. J.A. Pettifer,
Clerk to the Committee,
Joint Select Committee on
Parliament House,
House of Representatives,
Canberra, A.C.T.

Dear Sir,

I write in response to your publicised invitation to 'interested persons' to express a view on the question of the site for the new and permanent Parliament House in Canberra.

In deciding the location of the new Parliament House the Committee must, of course, give consideration to the demands and needs of the future. But I urge that, in doing so, regard be had for the wishes and intentions of the past.

Few would deny the debt the Commonwealth owes to Walter Burley Griffin for his imaginative and elegant, but nonetheless practical, plan for the Federal Capital, which today is still, basically, the design to which Canberra is being built. Few, too, would deny that Griffin was a superbly competent and eminent architect who unfailingly proposed the most pleasing and workable solution to any architectural problem.

It was his view that Parliament House should be located on Camp Hill (known then as 'Canberra Hill') and that Capital Hill (known then as 'Kurrajong') should be the

site/

site of a Capitol. In support of this view I feel I can do no better than put before you Griffin's own words taken from his "Report Explanatory of the Preliminary General Plan" of October, 1913 :-

"On the basis of the two lines hereinafter designated 'Water Axis' and 'Land Axis' it is a simple matter to allot to the commanding Capitol the highest spur on the land axis mentioned as suitable for building purposes, 'Kurrajong', and to locate the Parliament Houses on the lower off-shoot, 'Canberra Hill', on the same line towards Ainslie. . . ."

"Centrally located, the Capitol is focussed in an extensive hill park, and at that has a limited function, either as a general administrative structure for popular reception and ceremonial, or for housing archives and commemorating Australian achievements rather than for deliberation or counsel; at any rate representing the sentimental and spiritual head, if not the actual working mechanism of the Government of the Federation. 'Kurrajong' is deemed too large and too high for a convenient working organization of Parliament, but, being the only conspicuous internal eminence that has a skyline visible from practically every portion of the city, it lends itself to an architectural treatment that need comprise little more than in the necessary ramps, stairs, and terraces for outlook to make it, by its natural bulk, the dominating architectural feature.

"Moreover, the views command not only the entire city, but, through gaps, the Yarralumla Valley and mountain chains of the Murrumbidgee watershed, the most spectacular features of the landscape, and the irregularity and variety of the hill slopes afford ideal surroundings for an isolated Capitol structure, . . ."

"The plateau stretching between Kurrajong and Canberra Hill provides sufficient foreground from the former to set off the Parliament House on the latter, over which, however, the court of the Departmental Buildings on the next terrace below may yet be seen, while the view beyond is uninterrupted across the Basin, and the water front of the Public Gardens, and along a broad plaisance to Ainslie."

In June 1920 Griffin's wishes and intentions in respect of Capital Hill were given substance by the Commonwealth's inviting the then Prince of Wales (now the Duke of Windsor) to lay the foundation stone of the Capitol. The

then/

then Minister for Works and Railways, the Hon. L.E. Groom, spoke for the Commonwealth :-

"The design adopted for the city provides, among other buildings, for a capitol - a building in which will be enshrined the records of Australian achievement and the archives of the nation. It is the foundation stone of this building which your Royal Highness will lay to-day. Your kindly action in associating yourself with this Capitol will become one of its most treasured traditions. It gives us pleasure to think that you, Sir, will have a personal connection with this capital of ours, in the same way as you have with the capital of our sister Dominions of Canada. This historical stone will ever stand to testify to Australia's devotion to the throne and loyalty to the Empire, but it will be most cherished by the Australians of the future, as having been laid by a Prince, who, by his many fine qualities, endeared himself to the heads of the people of the Commonwealth. I have much pleasure in inviting your Royal Highness to lay the foundation stone of the Capitol."

Might not the problem before the Committee be resolved by reverting to Griffin's and the Commonwealth's original plan for the use of the sites now under consideration? Griffin's comments are still valid and Australia still lacks a National Archives or Museum to commemorate the achievements of its people during time of peace, though it has one for war.

Yours faithfully,

D. C. Brech.

(Donald C. Brech)

EDWARD F. BILLSON & PARTNERS
ARCHITECTS: LANDSCAPE ARCHITECTS

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66-68 JOLIMONT STREET, MELBOURNE, 3002.

TELEPHONES: 63-2551 — 63-2553

40 Miller Street, North Sydney.

E. F. BILLSON, JR., B.Arch., A.R.I.B.A., A.R.A.I.A.

EDWARD F. BILLSON, Dip.Arch., F.R.A.I.A., Consultant.

30th January, 1969.

Mr. J.A. Pettifer,
Clerk to the Committee on the New &
Permanent Parliament House,
House of Representatives,
CANBERRA. A.C.T. 2600.

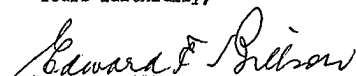
Dear Sir,


Having noticed the advertisement in The Australian inviting those wishing to express a view on the siting of Parliament House, Canberra, I forward herewith an article which I wrote at the time Lake Burley Griffin was filled.

My interest in the development of Canberra stems from the many years when I was closely associated with Mr. B. Griffin as draughtsman and later as partner.

If I can be of any assistance to the Committee I would be pleased to hear from you.

Yours faithfully,


Edward F. Billson.



To The Editor

Canberra

It was a fortunate choice that the thirteenth Architectural Convention should be held this year at Canberra. The many leading architects of Australia who attended had the opportunity of witnessing the completion of the water axis of the original design. As if by magic the city took on a new dimension overnight and what had been criticised as the twin-town development suddenly became unified and the city beautiful was borne -- a city worthy to be the National Capital - a city of which Australians should be proud. It was the feeling of the architects that Canberra could become rated one of the most beautiful cities of the world with its profusely planted tree lined avenues and delightful setting. If it fails, then the Architects must accept the responsibility, for all the principal buildings erected at Canberra, so far, have been designed by selected Australian architects. As is well known, the original Griffin design suffered severely in the early days when ridicule was heaped not only on the designer, but also on the design, and construction was consciously placed to obstruct the implimentation of this design.

A change of policy happily brought the present Development Commission into being. Much of the recent development which has taken place since the Development Commission was appointed, has been more or less in conformity with the original

design and credit must be given to the Commission for the realization of the lake scheme which has given cohesion and such beauty to the whole city. Some disappointment was expressed at the Convention at the architecture - the lack of originality of design - the endeavour to control the designs of public buildings from without - to play it safe as it were - a nervous approach rather than an adventurous one. In the city business area for instance where architects had a chance to be venturesome and to consider their designs in relation to their neighbours the result is disappointing. Probably the Governor General in his critical remarks concerning modern architecture in opening the Convention was actuated by what he sees around Canberra.

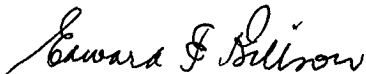
There was a great deal of real concern however by the architects, when the Minister for the Interior Mr. Anthony disclosed to the Convention that it was the intention to make a radical departure from the prize winning design by re-siting the proposed permanent Parliament House on the lake side instead of on the elevated site on Camp Hill where Griffin planned it. The reason for the change would appear to be one of expediency in that it was considered desirable to retain the present temporary parliament buildings as halls for public exhibitions, conferences etc. This building came under fire at the Convention and for good reason. Learned professors referred to it as the "chewing gum factory". It was designed as a temporary

building. It was never considered a permanent structure. It has proved to be an extremely costly building to maintain, and will need considerable expenditure to convert to the proposed use, not to mention future maintenance etc. Its location obstructs the grand idea of the Griffin design. One did not hear a favourable comment about the proposal from the architectural point of view, and one naturally questions "why perpetuate it"? Before we are committed to an irretrievable situation let us liquidate this unfortunate building as must inevitably happen at some future time and revert to the elevated site for the National Parliament, where the eye will be lifted to see the principal building of the Capital facing a delightful terraced plaza suitably landscaped with sculpture and fountains and flanked by important monumental buildings such as the National Library, the High Court and important Government offices. This would provide a vantage point where the buildings could be fully seen and at the same time providing an open space sufficient for guards of honour and ceremonial occasions. The resulting vista would be comparable to the Palais de Versailles, or the Champs Elysees, leading to the Arc de Triomphe to mention but two important examples, or in Canberra to the War Memorial itself.

I was associated with the late W.B. Griffin as a young architect for many years, and it can be said authoritatively that he regarded the siting of the Parliament building as of first

importance, as it was to be the focus of all vistas and the whole design centered from this point. Are we to ignore the starting point? Would it not be a good idea for the Governments advisors to re-study the layout in relation to the lakes before we are finally committed to such a questionable revision of the original plan.

Yours faithfully,

A handwritten signature in cursive script that reads "Edward F. Billson".

Edward F. Billson Snr.

NICHOLAS J. J. MÜNSTER

DIPLO. ENG. ARCH. UNIV. GRAZ
A.I.D.I.A.

8

10 KENT AVENUE. ADELAIDE
WARRADALE. S.A. 5048 96-2999
AND
2 LOFTUS ROAD. SYDNEY
DARLING POINT. N.S.W. 2027 32-7732

30th January, 1969.

The Chairman,
Committee for Development of Proposed
Parliament House,
Parliament House,
CANBERRA. A.C.T. 2600.

Dear Sir,

RE: SUBMISSION ON LOCATION FOR PROPOSED
PARLIAMENT HOUSE, CANBERRA, A.C.T.

I enclose herewith my submissions relating to the desirability of location for the new Parliament House complex.

I would be obliged if you would kindly acknowledge receipt of my letter, and if I can be of any further assistance to you on this matter would you kindly contact me direct.

Yours faithfully,


NICHOLAS J. J. MÜNSTER.

Encl.

NICHOLAS J. J. MÜNSTER

DIPLO. ENG. ARCH. UNIV. BRAS
A.I.B.I.A.

10 KENT AVENUE. ADELAIDE
WARRADALE., S.A. 5044 06-2889
AND
2 LOFTUS ROAD. SYDNEY
DARLING POINT, N.S.W. 2027 32-7732

30th January, 1969.

SUBMISSION ON LOCATION FOR PROPOSED PARLIAMENT HOUSE,
CANBERRA. A.C.T.

- ORIGINAL PLAN: The fountainhead of Walter Burley Griffin's creative process was the recognition of the two small hillocks as symbolic and practicable centres of activity, which taken as the pivoting points of a system lead to the enfoldment of his scheme.
- PRESENT DEVELOPMENT: Lay-out and development to this day is centred on these hillocks, third dimensional emphasis of which is a rapidly increasing necessity due to the increase of tall buildings. The hope at all times was that dominance in appropriate development there will bring about the long desired fulfilment and crowning feature of the Town Plan.
- TWO HILLOCKS: The two geographic protrusions clearly emerging over the plains are Capital Hill and City Hill. There is certainly no such significance discernable of Camp Hill, neither is it a feature recognisable by size, position, etc. from most points of the valley. It certainly has no individuality.
- DOMINANT POSITION: On Camp Hill the building would be eventually overshadowed by developments on Capital Hill unless drastic height limitations are imposed there, which, however, would run counter to the natural disposition of a hilltop and cause an anti-climax to the axial aspirations of the Town Plan. Views would also be lost from Deakin, Forrest and Yarralumla, and thus the meaningful link to the Embassies.
- NATURAL ELEVATION: Utilising the highest ground in the locality obviates the artificial means of emphasis - towers, office blocks, - resorted to elsewhere which are inherently foreign to the functions, symbolic correlations and outer expression of Parliament.
- CAMP HILL: By natural disposition the site is eminently suitable to a partly sunken development for a large but low building essentially being a rostrum to a terraced plaza formed of flat roofs, etc.
- An indoor recreation centre offering elaborate amenities for the thousands in that locality, and partly for the bus loads of tourists, could be one suggested use.

In the days when the National Capital will number its inhabitants well over the million, suitable space for National celebrations in front of Parliament House will require architecturally developed space and large horizontal areas.

CAPITAL HILL:

Suggested location for Parliament House. Parliament in this location would become the symbol of the National Capital. It would be visible from all parts of the valley, a vertical emphasis to a horizontal network of converging roads elevated above departmental buildings, emphatically poised over elaborate approaches, plaza, gardens, etc., uneffected by the mass and styling of other buildings offering freedom to design and lay-out with a chance for future extensions. Present Parliament building may be retained for some time without much detriment.

RECOMMENDATIONS:

- (1) Adjacent geologic fault line to be investigated.
- (2) Open design competition for integrated site utilization of the broader area be called with leading designs purchased for future use.
- (3) All entries be made public and available to participants of an open competition for the Parliament House and its immediate surroundings, for future choice of collaboration if any.
- (4) Membership in Architects' Institutes not to be taken as a proof of competence or limiting qualification for assessing or performing planning and design work where ability and vision is necessary.
- (5) Requirements for a recreational or other project on Camp Hill be investigated and outlined at an early date for the guidance of Planners.
- (6) Investigation of generous parking provisions inconspicuously located to be made and requirements stated.
- (7) Functions related to Parliament House, but not linked with its inner operations, be studied and relevant requirements stated.
- (8) World Essay Competition be called on possible future developments of the parliamentary system.



NICHOLAS J. J. MUNSTER.

THE AUSTRALIAN NATIONAL UNIVERSITY

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PH'KH

IN REPLY PLEASE QUOTE

REF. No. _____

THE RESEARCH SCHOOL OF SOCIAL SCIENCES

BOX 4 P.O. CANBERRA A.C.T., 2600

TEL. 49-5111

Telegrams "Natsuni" Canberra

URBAN RESEARCH UNIT

4 February 1969

Mr J.A. Pettifer
House of Representatives
Parliament House
Canberra.

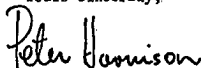
Dear Mr Pettifer,

Parliamentary Enquiry on the New Parliament House

It may be of assistance to the members of the Committee to have available copies of the article 'Griffin's Choice for Parliament House' which appeared in the Canberra Times of 27 September 1968. Forwarded herewith are stencils of the article from which copies may be run off.

Should the Committee wish me to enlarge on the views expressed in the article I would be pleased to attend. I will be absent in Singapore for three weeks from 22 February but expect to be back in Canberra on 17 March and available to attend from that date.

Yours sincerely,



(Peter Harrison)
Senior Research Fellow
Urban Research Unit

GRIFFIN'S CHOICE FOR PARLIAMENT HOUSE

PETER HARRISON

(An article published in the
Canberra Times, 27 September 1968)

The current controversy over the location of the future Parliament House would not, as many people seem to think, come as any surprise to Walter Burley Griffin. The last time it was a matter of public debate Griffin was around and took an active part himself, but to no avail as it turned out. As far as Griffin was concerned there was only one possible site for Parliament, on Camp Hill, as he had shown it on all his plans right from the beginning, and as it was shown on the first officially Gazetted Plan in 1925.

But in 1925 this part of his plan had already been jeopardised by the decision to build the present 'provisional' Parliament House below and in front of the site on Camp Hill. This proposal was considered by the Parliamentary Committee on Public Works in 1923, three years after Griffin had lost his job of Federal Capital Director of Design and Construction. His appearance as a witness before the Committee was his last contribution to the public record of the story of Canberra. His job had been taken over by an Advisory Committee of which John Sulman was the chairman. The Sulman Committee had been charged with the responsibility of building enough of the city for Parliament to move from Melbourne 'as quickly as possible and at minimum cost'.

Sulman's Committee suggested three possibilities to the Works Committee; a temporary frame building of corrugated iron and plaster to cost £150,000; a 'provisional' building to cost £250,000; or the nucleus of a permanent building. The Sulman Committee clearly favoured the provisional building, for which plans had been prepared, and its location on the site it now occupies.

It was explained that 'provisional' indicated 'a class of building of rather better material than would be employed in a purely temporary structure, although not having the massive proportions or embellishment associated with a permanent monumental building...such a building could serve as a Parliament House for 50 years or more, and after that be capable of use for other purposes for another 30 or 40 years'. Compared to the £2,500,000 said to be needed for the permanent building the provisional proposal at £250,000 had a strong appeal to the economically minded.

But Griffin was dead against this idea; he insisted that the nucleus of the permanent building should be built in its rightful

place on Camp Hill and this was supported by several distinguished architects including Professor Leslie Wilkinson (happily a survivor of this episode in Canberra's history). Griffin pointed out that the international competition for the design of Parliament House, launched in 1914 (and later suspended, reopened and then indefinitely postponed) put the Commonwealth under an obligation to carry it to a conclusion. This was asking too much and his characteristic optimism about the time and money involved in pursuing this course did not get much support.

His opposition to the provisional building was unequivocal; it would, he said, remove forever the possibility of the permanent building going on Camp Hill. It would be like filling the front garden with outhouses; it would never be pulled down, and partly for sentimental reasons but mainly for reasons of economy, would remain a permanent impediment to the proper use of Camp Hill.

The Works Committee dodged the responsibility of recommending to Parliament that the first major building in Canberra should be other than in accordance with the adopted plan. It reported that as the opinions of both experts and laymen were so divided, Parliament should choose one of two possibilities: the erection of the nucleus of the permanent building on Camp Hill or the provisional building on the site below Camp Hill. It pointed out that the provisional building was recommended by the Sulman Committee and had the advantage of leaving both Camp Hill and Capital Hill free 'so that in the course of years, the consensus of expert opinion could govern the establishment of the permanent building'.

Parliament's decision on the Committee's report was inevitable. Very few members had any clear idea of the plan for Canberra or knowledge of the site of the city. The plans for the provisional building were clearly commodious enough and the alternative of a 'nucleus' vague and doubtful. Cabinet was under considerable pressure from New South Wales to get on with the building of the city and any other course would have meant further delay. So the first major building to be completed in the city was not only at odds with the Gazetted Plan but seriously prejudiced the plan itself.

It is certain that Griffin would not have gone along with the lakeside site or any idea other than his own and it could be that 'the consensus of expert opinion' foreshadowed by the Works Committee 45 years ago might yet emerge. The most recent advocate in support of Griffin's plan is Ed Bacon, planner of the reconstructed Philadelphia, author of the monumental work 'Design of Cities', and the only city planner to make the cover of Time magazine; an expert of some distinction.

Since his visit to Canberra in 1966 Bacon has become an ardent advocate of Griffin's concept of the city. Writing in the current issue of Architecture in Australia he says: '...this thing you have created here is not exclusively an Australian possession. I believe that Canberra belongs among the greatest creations of man...the great issue is that you don't wreck it'. He believes that the construction of Parliament House at the edge of the lake would be a complete violation of the original concept and will ruin Canberra.

But let it be made clear that Ed Bacon is not urging the use of Capital Hill for Parliament. He says: 'The problem of how to build a new building in front of, over or behind the old Parliament House, while raising a number of practical questions should not be the deciding issue...the issue now before Australia is whether or not it will preserve the integrity of the plan for its capital'.

Such a hearty reinforcement of support for the original plan from a disinterested but acknowledged expert of world standing cannot be lightly set aside. While supporting the widespread doubts about the lakeside site Ed Bacon has not plumped for Capital Hill but has re-introduced a third site possibility which was perhaps too readily discarded when the provisional building was decided.

Wherever Parliament House is eventually located the architectural quality of the building itself cannot be considered as an issue which should be resolved as a separate matter. It is certain that the new building will be many times larger than the provisional House and should be among the most impressive buildings in Australia. It will also have to be a building which works well and the distribution of its inner parts will demand functional arrangements which will certainly be difficult to reconcile with the formality demanded by the axial arrangement of Griffin's plan.

The weight of the accommodation required to serve the House of Representatives will be of a different order of size as compared with the counterpart accommodation associated with the Senate. The lakeside site imposes a double discipline, the discipline of axial symmetry in a building whose needs are unequally divided between the two Houses, and the discipline of maintaining visual continuity of the axis, unless this is to be deliberately blocked off.

The 'great sweep of space' from Parkes Place to the War Memorial would in any event be cut in half even if the building were split to create a peephole for the axial view. Whether this loss could be compensated for by the elegance of the new building is doubtful. The numerous studies for a lakeside Parliament carried out over recent years

by the final-year students in architecture at the universities in Sydney give no encouragement to this thought.

The Capital Hill site imposes another entirely different set of disciplines on the design. As a focal point, the terminal of the radiating avenues as well as the land axis, Capital Hill has an all too obvious appeal, but as the site for a bicameral Parliament it presents a problem in civic and architectural design which Griffin considered to be insoluble. He proposed a monumental Capitol building for the focal point, 'to symbolise Australian sentiment, achievement, and ideals' to be used for public ceremonial, the housing of archives and so on, an idea which is currently translated by the NCDC as a grouping of 'Cultural and Historic' buildings of which the National Art Gallery proposal is to be the first instalment. The possibility of a gathering of art galleries, exhibition halls and museums within the 90 acres of the inner circle of Capital Hill ever being crowned by the monumental Capitol building envisaged by Griffin seems remote. But no more remote than the possibility that Canberra itself would by now have its lake and have passed the hundred thousand population mark would have seemed as recently as ten years ago.

To pre-empt this site now for the Parliament House will remove forever the possibility of a later generation creating the monument which would make a fitting counterpart to the War Memorial at the opposite end of the central axis. To do so now, when both Australia and Canberra are still in the short-pants stage of cultural maturity seems precipitate and arrogant unless it can be shown that the building will in fact be of such distinction and so eminently suited to the particular demands of the site that it can make the final statement as the fulfilment of Canberra's architectural aspirations for all time.

Camp Hill, or Parliament Hill as Griffin called it, is not without its challenges as the site for the new Parliament, but as he foresaw, its natural difficulties are insignificant as compared with the man-made impediment of the provisional Parliament. It is an aesthetic rather than a physical impediment, for the site as Griffin planned it remains intact, but it overlooks the confusion of makeshift roofs on old Parliament which have been added over the years to keep the rain out. The money spent on patching and extending the building over its 45 years of life probably exceeds its original cost many times over. The most recent addition was a half-million dollar job and more work is considered necessary. All of which makes the building difficult to remove, even though its life was never intended to be anything other than limited. Whether it could be retained in whole or in part are some of the possibilities that should be examined before Camp Hill is

discarded as the site for Parliament. That the old building must go in twenty or thirty years seems inevitable in any case and in the meantime it should not deny the long-term benefits of the best site for Parliament being put to its proper use. Architectural studies are needed to assess the possibilities and disabilities of the Camp Hill location and if these show that the mistakes of the past have to be tolerated for a few years it would be a small price to pay to avoid the wreckage of a plan which has not so far been wittingly violated.

THE INSTITUTION OF SURVEYORS, AUSTRALIA

Clunies Ross House—National Science Centre, 191 Royal Parade, Parkville, Vic. 3052

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All Communications to
be addressed to:
The Hon. Secretary
The Institution of Surveyors, Australia
24 Queen St., Melbourne,
Victoria, 3000
Telephone 62 6724

12th February, 1969.

Mr. J.A. Pettifer,
Joint Select Committee on the New
and Permanent Parliament House,
Parliament House,
CANBERRA. A.C.T.

Dear Mr. Pettifer,

The Institution of Surveyors, Australia, appreciates the invitation to present its views to the Senate Committee on the proposed sites for Parliament House.

The matter is one of historic and current interest to the Institution and has been given very serious consideration.

While favouring the Camp Hill site for historic and other reasons the Institution also considers there are many factors in favour of the Capital Hill site. The Institution has therefore decided not to support either one or other of the sites as a matter of Institution policy but to leave it to individual members to express their preference if they so desire.

Yours faithfully,

Hon. Secretary

124 Hall Street,

BONDI BEACH, N.S.W. 2026.

Telephone 26-6105 (Business hours)

11

13th February, 1969.

Mr. J.A. Pettifer,
House of Representatives,
CANBERRA, A.C.T. 2600.

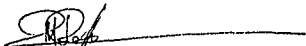
Dear Sir,

I enclose an outline of some points of interest in the question of the siting of the new and permanent Parliament House.

It represents a precis of the joint views of my wife and myself.

We would be glad to expand terms in discussion with the Joint Select Committee on the New and Permanent House should that be desired.

Yours faithfully,



M.R. Rolfe.

Encl.

CAPITAL HILL AND CAMP HILL: A basis for decision.

1. Certain important concepts of town planning practice dominate the discussion of a suitable site for the new Parliament House.
2. The shape, size, and arrangement of the parliamentary building is an architectural function. It is subordinate and adaptable to the planning decision on location, and should not dominate it. Nevertheless, the character of the building, that is, whether it is envisaged to be monumental, or unobtrusive, or related in type to nearby buildings, must have some influence on the site decision.
3. The existing planning framework for Canberra provides the context for the decision. Whilst it is flexible to a degree, it does define fairly rigidly certain institutionalised arrangements for traffic flow, for example, and symmetrical plan forms of land utilization.
4. The planning concepts most vital in decision making in this case are,
 - a) Definition of the functions of the site.
 - b) The accessibility of the site to those who are likely to need access.
 - c) The integration of that accessibility within the fixed aspects of the urban framework.
 - d) The preservation of a degree of flexibility in those aspects of the urban framework which are not yet fixed.
5. Subordinate to these but by no means unimportant, is the consideration of any inherent natural superiority/either of the two sites under discussion. For example, considerable provision for expansion can be made at the architectural level, but the very permanency expected of the ultimate location suggests that due weight should be given to possibilities of expansion of the site itself.

6. Analysis of the functions of the site is necessary in order to determine just who will need to use the site, and how and where.

Without pre-judging the issue, it is clear for example that the Parliament House is not only the home of the legislature but also a legitimate object of interest by tourists; that transport requirements will differ for these two categories; that occasional use of privilege in traffic arrangements may well be preferable to the forcing of all requirements into an inflexible - if all-embracing - solution of possible competing aims.

M.R. Rolfe Hons. Dip. Arch., Dip. TCP, ARIBA, ARAIA.
Hylde A. Rolfe, M. Ec., Dip TCP.

Sydney, 10th February, 1969.

Submission to the Parliamentary Joint Committee by
L. F. CRISP, Professor of Political Science, Australian
National University.

From both practical and symbolic considerations I have long believed that the permanent Parliament House should be built on Capital Hill.

For the adequate carrying out of that purpose Parliament should, by statute sponsored by the Presiding Officers, reserve to itself in perpetuity the whole of the land within State Circle, together with Camp Hill and the land down to the front of the present temporary Parliament House, bounded by Commonwealth and King's Avenues. In that statute it should reserve to itself the ultimate disposal of the present Parliament House structure and those of the No's 1 and 2 Secretariats and all decisions regarding structures or parking areas to be erected in these Capital and Camp Hill areas. It should thus, in keeping with the interests and dignity of Parliament, preserve these areas from ever again being subject to purely Executive decisions or use-planning and from invasion by ring-roads or structures extraneous to Parliament's own functions and purposes.

I believe that the present Parliament owes it to all its successors and to the people of Australia down the centuries to make this provision. Parliamentary government of the British sort which we have adapted to our national purposes is - taken all-in-all - still the best basis of popular government men have developed and probably the greatest achievement of the British peoples. Parliament, with a political Executive in and of itself, is the heart of that system. In our national capital,

therefore, Parliament House should be the dominating central symbol of the city's purpose, as in other ages in other countries priestly temples, princely castles or royal palaces were given pride of place in central, elevated vantage points where such existed.

The focal point of Canberra has always been Capital Hill. Naturally and appropriately the city was proclaimed and named there. Appropriately-named avenues (Commonwealth, King's, Hobart, Melbourne, Adelaide, Darwin, etc.) radiate from it. A Parliament House built upon it would command all central Canberra and in turn would command the attention of all who enter the heart of the National Capital.

But Capital Hill as the site of our National Parliament seems to me to be the compelling choice for practical reasons as well as for its obvious and overwhelming symbolic value. In practical terms it offers advantages which cannot be matched or approached either by the rejected Lake-side site or by the suggested limited - indeed, cramped - Camp Hill alternative.

Parliament needs and will increasingly need more accommodation and facilities to perform satisfactorily its vital rôle in the popular government of our people - that is the key to the practical considerations for siting it on Capital Hill and reserving the considerable area indicated above.

Here let me repeat a point already suggested in passing. In making a decision on the site for the permanent Parliament House, contemporary parliamentarians are making a decision not simply for today or tomorrow but, as we hope, for the centuries. Moreover, they are making a decision about a Parliament which will see to

the government, as again we hope, of a people of many more millions than twelve. Hence it will come to be a Parliament of many more parliamentarians than the present 185. I believe it could eventually be a Parliament of 500-600, at least. Furthermore, it is and will continue to be a Parliament whose functions and methods are always evolving. Accordingly it is the special responsibility of Honorable Members who make the crucial siting decision now to let their experienced imaginations play upon the trends and likely developments down the years ahead and make adequate site-provision to meet many contingencies.

Of this, at least, we can be reasonably certain: whether we continue under a system resembling the present Federation or some considerable modification of it, it is neither a matter of political bias or of prophetic vision, but rather of commonsense projection of our common experience, to conclude that the role of this National Parliament will grow in scope of function and range of power, down the generations ahead.

Bearing this in mind, it is reasonable, indeed, crucial, to provide not only for an ultimately largely increased membership but also for probably more than proportionate increases in the personal staffs of Members - some of whom will spend all or some of the year in Canberra - and in the professional and clerical and other staffs of the Parliament itself. That is the common developing experience in other advanced countries overseas.

It is my own belief that some increases in the membership and staffing of the Parliament are already overdue and, even though that belief should be vindicated

by events, I do not expect to live to see the day when recurrent increases will have ceased to be further justified. For I believe that these increases must march in step with our population for a long time yet. Moreover, American experience seems to suggest that, when parliamentary membership is held to certain limits, Members can continue to function effectively and acceptably only if they have larger personal staffs to help them cope. Either way there must be more parliamentary office space.

Increases in membership must march in step not only with population but to some degree also with increases in the extent and intensity of national government. I believe that even now our National Parliament suffers on account of the relative sparsity of membership and staffing in doing its duty for us vis-à-vis the Executive Government and its agencies.

Nor does the case for a very adequate site for a fully accommodated Parliament end there.

I would urge on you that very considerable thought must be given to maximising the impact on our people of the role and activity of Parliament. I hope that in the making of building plans the utmost ingenuity will be exercised in maximising gallery space for visitors (hopefully, above all, for the younger visitors), not only in the two Chambers but in some committee rooms. Quite apart from casual visitors, representatives and observers from the various interest groups setting up in Canberra in increasing numbers will need to be accommodated during committee hearings and I believe it to be healthy that they should - with the general public -

be encouraged to "sit in" on committee hearings as well as the debates in the two Chambers.

Again, planners of your future home must look well ahead to the certainly rising needs for accommodating the many aspects of coverage of parliamentary activities by the mass media, remembering that television as well as radio and press coverage will all be space-consuming. Whether or not the media provide themselves cooperatively - as I believe they should - with a large building close to Parliament for their general base of all their Canberra operations, they will still need increased gallery and studio space in Parliament itself for the immediate reporting of Parliament and the interviewing of parliamentarians.

What I am seeking to stress here is that Parliament is far too cramped already. Pressures for space for all manner of essential parliamentary and ancillary purposes are still rising and will not have been finally accommodated and exhausted at the time when Parliament commences to meet in its new home. For such pressure is natural and, within limits, healthy in a living and developing institution. It is urgent in an institution which has not been as active and innovating earlier as it might have been.

Two conclusions central to your deliberations inexorably emerge from even a partial acceptance of the points made here.

The first is that the permanent Parliamentary site needs to be a very large one to afford space for present and future needs. Hence my initial contention that, while the central Parliament building should be centrally located on the top of Capital Hill, the whole

of the land within State Circle and the whole of the Camp Hill site down to the front of the present Parliament House should be statutorily pre-empted and placed at Parliament's sole disposal. Only thus will the Parliament have an adequate setting and be freed from the intrusion of unrelated buildings and hideous parking facilities for them. Our National Parliament should be sited with a commanding prospect superior to that at Stormont and also, perhaps, that which sweeps down from the U.S. Congress building to the Washington Monument and beyond.

The major conclusion is that it would be fatal to Parliament's best interests (let alone ultimate aesthetic setting) to aim at accommodating all Parliament's future activities, membership, staffs, amenities, and ancillary facilities and services in one grand consolidated building. Crammed onto Camp Hill it would look ridiculous. Placed anywhere, a single portmanteau building with adequate provision for future expansion would, I believe, prove impracticable. Parliament in all its aspects can be satisfactorily accommodated, down the centuries, only in a related and interconnected complex of buildings.

I have been a public servant or academic resident of this city for twenty-eight years and was an occasional visitor before 1941. I have worked in or visited your temporary Parliament building regularly through those years. I have seen a little added to it here, a little added to it there, and a little added somewhere else. Architects have striven to sustain a dignified and unified shape to the building while satisfying the most urgent needs.

But I have never known either Members or staffs satisfied that they or their activities were even beginning to be adequately accommodated. I have found overseas that experience in Westminster and Washington and Bonn and elsewhere has been the same.

One can only conclude - as was long ago recognised and acted upon in Washington and now apparently is also being finally accepted in Westminster - that the modern Parliament cannot (and, indeed, should not) go on indefinitely providing for its growing membership and operations in one building on a relatively limited site. It must operate in a complex of interconnected buildings spread over an adequate site. In Washington, such a development has been improvised over a considerable period - the need to improvise rather than to fill out a farsighted master-plan has proved extremely expensive. Honorable Members and their staffs and the staffs of Parliament here in Canberra must, however, upon visiting Washington, become painfully conscious by contrast of the third class conditions under which they work here cheek-by-jowl in a very insufficient single building. The Parliament at Westminster is belatedly and apprehensively searching for plans to expand to overcome similar problems.

It is our National Parliament's great good fortune that here and now it can determine to reserve a sufficient site for a permanent Parliament conceived from the outset as a complex of related and interconnected buildings. Moreover, the Australian Parliament appears to me to have the further - and crucial - good fortune of having ready to its hand in Capital Hill and adjacent areas not only an

adequate site but one extraordinarily well suited to the conception of a reasonably elastic Parliamentary complex.

Let me explain.

I believe that the central functions of Parliament should be provided for in the central Parliament building (e.g. in that building's legislative chambers, committee rooms, Presiding Officers' suites, library and legislative reference services, major dining and State entertainment facilities, parliamentary staff offices and facilities, etc.). Members and their staffs should be accommodated in House and Senate office blocks separate from but conveniently interconnected with the central Parliament building. These blocks should be sited, oriented and designed in a style to allow for periodical expansion as future needs arise in directions and on a scale which will continue harmoniously with the master plan of the complex as a whole and in particular of the central Parliament building. Similarly, Ministers and their personal staffs, Cabinet and the Cabinet Office staff should be provided for in a third office block also distinct from but interconnected with the central Parliament building. Such semi-detachment in the case of the Ministerial block would lend itself to the strictest privacy and the most stringent security precautions, which would be inappropriate and obtrusive in a single consolidated Parliament building. Whether a fourth separate but interconnected block should be provided by Parliament within the complex for the staffs of the mass media needs very careful consideration. Whilst they should have some gallery and studio provision in the central Parliament building for immediate reporting

and interviewing, my own feeling is that the media should also cooperatively erect their own building on a site immediately across State Circle in the general direction of McEwen House or the Tariff Board Building. In such a building, off but immediately adjacent to the Parliament site, they could more appropriately and legitimately house both that part of their staffs devoted to coverage of Parliament and those parts covering Executive departments and general Canberra concerns.

Why does the site suggested, centering on the crest of Capital Hill, seem so extraordinarily well-suited to this conception of the Parliamentary complex and so overwhelmingly superior either to the rejected Lake-side site or the restricted Camp Hill proposal?

The answer lies in its incomparable suitability for serving the dual considerations of the practical and the symbolic requirements of the National Parliament.

What I have referred to as the central Parliament building should - I believe, must - be sited and planned to dominate the Parliamentary complex. It is for us - and for all future generations - Parliament. We all know that, functionally speaking, the whole complex as a unity can alone operate and embrace the totality of what we mean by Parliament. But symbolically and in every popular meaningful way for all of us the central Parliament building containing the Chambers and committee-rooms, etc., is and will be "Parliament". It should stand as the focal and pre-eminent centre-piece of the city.

On a flat site - as the Lake-side site, now rejected - or on tiny Camp Hill - dominance of a central Parliament building by great and growing office wings or blocks at the rear or on the flanks would be sooner or later inevitable. Of this we have had timely warning, for happily Mr. Walter Bunning with his "Brasilia Fantasia" in the Canberra Times on the morrow of the architect's Black Friday (October 4, 1968) illustrated for us the enforced but inappropriate dominance of offices over the central Parliament building.

By contrast, the practical - as the symbolic - virtue of the Capital Hill site is apparent. Not only would the central Parliament building stand pre-eminent in the Canberra scene on the highest section of Capital Hill. The other separate but interconnected blocks (House office block, Senate office block, Ministerial office block) could be sited in relation to it on the falling and lower ground to its rear - i.e. towards Hobart, Melbourne, Adelaide and Darwin Avenues. They could initially or ultimately in fact contain several more floors than the central Parliament building without dominating it because their bases would be considerably lower than and behind it. Moreover, their servicing arrangements could be partly at least screened by the natural folds and contours of that area. They could be so constructed as to afford considerable parking space underground or in semi-basements for regular users, whilst the natural contours of the area would provide some screening for parking of further cars.

These blocks could be connected with the central Parliament building (and with each other) by corridors above or partly below ground and speedy access could if necessary be facilitated by miniature railway (as in

Washington) or moving floor-ways or other modern mechanisms.

I have been asked how Members could get from these blocks to the central Parliament building for divisions. The distances between the units of the complex would in any case not be great. But I hope and believe Parliament will soon be progressive and imaginative enough to provide that, for at least routine divisions - i.e. other than, say, formal No Confidence or Censure motions - Members would no longer have actually to enter the Chambers. With closed-circuit television and other electronic devices it is now possible to have individual Members in their offices or committee rooms register on small TV monitor screens their individual votes with House or Senate officials assisting the Tellers - without any possibility of impersonation. Whilst the prospects of such developments do not unqualifiedly delight the hearts of traditionalists in parliamentary affairs like myself, they are "the wave of the future" and we must reconcile ourselves to exploiting them for the over-all good of the parliamentary institution.

I should here hasten to point out, however, that the notion of a Parliamentary complex, as sketched, does offer solid compensations to the traditionalist. It does so, for instance, inasmuch as it enables the Presiding Officers at last to provide for Ministers and their staffs offices adjacent to, but outside, the central Parliament building (I respectfully agree with former Presiding Officers and Parliamentary Officers that Ministers and their growing staffs have penetrated

Parliament with most unfortunate results. There were sufficient historical and local reasons why that happened in Canberra, but there are most solid and urgent parliamentary reasons why the opportunity afforded by the designing of a Parliamentary complex should be seized to restore in such measure as is here suggested some little distinction between Parliament and the Executive.)

I have sought to keep the foregoing submission short by excising discussion of some details of considerable importance. Should the Committee, or members of it, wish to discuss the submission or further points with me I shall be happy to give what help I can.

In conclusion, however, may I touch on two incidental points:

(1) It has been advanced as a consideration by opponents of the Capital Hill site that it cuts across N.C.D.C. road-planning (inter alia, the proposals outlined above call imperatively for the elimination of the Capital Hill inner ring-road project). Inconvenience to the N.C.D.C. and possible additional incidental expense are to be regretted. A proper earlier reference of the whole question to Parliament by ~~an~~ earlier Prime Minister~~s~~ could have obviated this situation. Unhappily, they ignored Parliament and proceeded solely by Executive decision in an essentially Parliamentary sphere.

But the Parliament now has both the opportunity and responsibility of decision - the crucial responsibility

of making a decision, in effect, for all time. For posterity and for all future Parliaments, a relatively small matter of road plan revision in the years immediately following 1969 will weigh as dust in the balance against the making now of the most fitting decision about the location of the most important building in the National Capital. On the other hand, posterity would hold up to ridicule a Parliament which decided on the permanent Parliamentary site blinkered by passing preconceptions of a local road plan made upon entirely incorrect premises about Parliament's location.

(2) There has been nothing in the whole question of the siting of Parliament House quite as cynical as the invocation of the name and authority of Burley Griffin in support of the Camp Hill site so hurriedly resurrected after a decisive majority of Members of both Houses rejected the Lake-side site. For the very people who now invoke the authority of Burley Griffin are those who until late last year championed the Lake-side site - a far more considerable departure from Burley Griffin's suggestion than is Capital Hill.

But let us get Burley Griffin and his plan into historical perspective. All Canberra residents and Australians generally owe a tribute to the memory of Burley Griffin and his work. But he was no Moses descending from Mt. Ainslie (or even Camp Hill) with eternal planning commandments for Canberra tucked under each arm. He was a mortal and fallible man the details of whose plan have never been considered sacrosanct. As anyone knows who has read the historical record and listened to the reminiscences of the late Charles Daley, Burley Griffin no sooner won the prize for his Canberra

plan than he was required to amend it to take account of matters which had escaped his attention or had suggested themselves from other entries. Since his time, moreover, amendments to the Canberra plan have from time to time been gazetted and effected in fact.

Since the cynical latter-day invokers of Burley Griffin's name were yesterday Lake-men, Parliament need feel no inhibitions about preferring the more adequate Capital Hill site to the very limited Camp Hill. Burley Griffin was himself a man of large vision and were he alive today and privy to the N.C.D.C.'s estimates of a Canberra of 500,000-1,000,000 he might well be amongst the Capital Hill men on the ground that his suggestion of Camp Hill was made with a smaller city in mind. So let us have no more invocation of the authority of Burley Griffin by men who yesterday were advocating a site which negated his plan completely.

The essential thing now is that the site be decided, and the choice of eventual plans be finally made, not by technical men with neither feeling nor sympathy for Parliament and parliamentarians, but by "Parliament men" with long experience of and deep feeling for Parliament as a working institution and an historic human achievement.

L. F. CRISP

February 5, 1969.

"Thanet"
32 Warrangi Street
TURRAMURRA, N.S.W. 2074

19th Feb. 1969

The Secretary,
The Joint Parliamentary Committee on
the New and Permanent Parliament House,
Parliament House,
CANBERRA, A.C.T.

Dear Sir,

I should like to make representations in support of the view that the Permanent Parliament House should be built on Camp Hill.

I do this because I believe that Capital Hill is a very historic area which should be retained for the benefit of our children in as near as possible to its present form. Although Parliament is the real reason for the existence of Canberra, I do not believe that Parliament itself would wish to destroy the historic associations of Capital Hill. At present, when we take our children to Canberra we can show them the obelisk commemorating the ceremony on 12th March 1913 when Lady Deakin named Canberra. Surely this sort of historical feature is worth preserving.

We hear that if the permanent Parliament House is built on Capital Hill, over 20 feet will have to be removed from the top of the hill, and this would certainly destroy the site as we know it today.

There is another interesting thing about Capital Hill which I hope can be preserved. This is the geological feature "The Unconformity on Capital Hill". I know that this is regarded with great interest by scientists who visit Canberra. At present it has a fence around it with a rather "unofficial" looking notice stating that the feature is of considerable geological interest and, I think, suggesting that visitors should assist in its preservation. This would, I fear, be lost if Parliament House was built there.

I believe that Capital Hill is a very pleasant part of Canberra which should be preserved. I hope the Committee will consider my representations.

Yours faithfully,

(A.R. McK. LANGLEY)
Dr. A.R. McK. Langley

14

BUNNING & MADDEN
ARCHITECTS AND TOWN PLANNERS

100 BATHURST STREET SYDNEY 2000
TELEPHONE: 61.9961 61.9982

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24th February, 1969.

Mr. J.A. Pettifer,
Clerk to the Committee,
Joint Select Committee on the
New and Permanent Parliament House,
Parliament House,
CANBERRA, A.C.T.

Dear Mr. Pettifer,

Thank you for your letter of 2nd January. What I have to say is relatively simple and I therefore enclose a few pages of written evidence. If, however, the Committee would care to have this expanded or explained I should be very pleased to attend a meeting and to give verbal evidence in support of the written material.

Yours faithfully,


(Walter Bunning).

Encl.

Ref: WRB.bb.

Bunning & Madden
ARCHITECTS AND TOWN PLANNERS

100 BATHURST STREET, SYDNEY 2000
TEL. 61 9981, 61 9982

Evidence submitted to the Joint Select Committee
on the New and Permanent Parliament House.

By Walter Bunning F.R.A.I.A., A.R.I.B.A., A.A.S.T.C.,
F.A.P.I., of Bunning and Madden, Architects.

1. Because the site for Parliament House is the hub about which the whole Canberra plan revolves, it is urgently necessary to decide the future location of this building, once and for all.

2. While the design of the building itself is, of course, of the greatest importance, it is inseparable from the total environment of the Parliamentary Triangle as a whole. The total environment of this area, both as a setting for Parliament House and for the siting of future major government buildings, is the broad base which must receive consideration.

3. With the decision to abandon the Lakeside site a vacuum now exists which will continue with serious consequences in delaying the programme of public buildings until the total environment of the Parliamentary Triangle has been re-orientated to the final focus of the House itself. A different focus is required in the case of each alternative.

4. It is my view that a necessary corollary to the consideration of both alternatives is that the present provisional Parliament House be demolished. The reasons for this are as follows:-

(a) That the incorporation of the present building is too inhibiting to any future design for a great building. As much freedom as possible in arranging the massing of the new building is essential if the architect is to be given the necessary opportunity to create a world-class building;

(b) That the architectural scale of the present building and its external expression is altogether too small and too poor to form the approach to a new building set behind it. As an illustration a comparison with the

scale of the National Library, with its 70 feet high colonnade, clearly shows that the Library over-shadows the present Parliament House;

(c) That the external materials used in the present building are not in character with the national significance of such a building. To apply new richer materials, such as stone or marble, would not alter and improve the scale of the building. The arrangement of the fenestration is inhibiting;

(d) That if Capital Hill is selected as the favoured site then the present Parliament House forms a major impediment to the view from the Hill. It is an untidy group of buildings, when seen from the rear and from a higher level;

(e) That the internal arrangement of spaces in the present Parliament House is almost certain to be inhibiting to the functional arrangement of the plan of a new building behind it.

5. If, therefore, it is agreed that the present House should be demolished in the event of either alternative sites being selected, then the whole depth of the land from Parkes Place to the ring road surrounding Capital Hill is available for the Camp Hill alternative. It should be adequate for a large variety of solutions to the problem, including the inclusion of a handsome forecourt.

6. Considering the two alternative sites now proposed for Parliament House, that is Camp Hill and Capital Hill, my conclusion, supported in the detail which follows, is that both sites are capable of being developed to give functional buildings but that from an architectural, civic design and historical standpoint, Camp Hill has the decided advantage.

Aesthetic Considerations

The essential features of Griffin's plan for Canberra are, firstly, the Parliamentary Triangle, (bounded by King's and Commonwealth Avenues and the basin of Lake Burley Griffin) and, secondly, the land axis and water axis.

The important land axis centres on Mount Ainslie and Capital Hill. On it is set the War Memorial, Anzac Parade and the provisional Parliament House.

In spite of its importance the land axis from Capital Hill to the War Memorial tends to be an uninteresting flow of open space, because it lacks incident to hold the eye. It is submitted that if the new Parliament House was to be placed on Capital Hill then the open stretch of land necessary as a "mall" (to give an unimpaired view from Parliament House) would be a long uneventful stretch of open space in which the main buildings are too far apart. Whereas if Parliament House was to be set on Camp Hill this monotonous stretch would be relieved, by having a great building as a terminal feature not very distant from the Lake's edge. Thus the land axis would be terminated and defined in the way intended by Griffin.

On Camp Hill the Parliament House would be able to have a number of lower supporting buildings on the flanks each side leading the eye up to the main edifice, whereas on Capital Hill the contours drop away to make such a possibility impracticable. On Capital Hill the new Parliament House will virtually have to stand on its own.

Reference to Walter Burley Griffin's plan for the Parliamentary Triangle shows a series of terraces across the main axis stepping up to Parliament House on Camp Hill as the focal point. Thus flanking buildings play an important part in the planner's original concept. Such a concept can still be carried out in principle if Camp Hill was to be selected. In this way the Parliamentary Triangle could be completed as a total entity, with each new building adding to the general effect. Whereas if Capital Hill was to be selected then the effect would be to scatter the buildings and fragment the development in such a way that it would never achieve the total environment in the original grand conception.

On Camp Hill the Parliament House would have the wooded slopes of Capital Hill to form a fine contrasting backdrop to the buildings, whereas on Capital Hill the

building will have a less interesting distant background. The sense of enclosure given to the main building by the background and the lower supporting buildings, mentioned above, is considered to favour the Camp Hill site.

The additional elevation of Capital Hill over and above Camp Hill is not of great consequence in terms of view to be gained. Capital Hill is not a commanding elevation and the view tends to be cluttered with untidy roofs. An important fact is that by the time excavation has been carried out to prepare the building site the building will be a good deal lower in level than the present crest of the Hill.

Functional Considerations:

Even without a great deal of research it seems possible to say that both the sites are capable of being made workable from a functional point of view. Both being "island" sites with roads all round the perimeter will enable ready public and private access.

An important matter is space for car parking, which tends to be under-provided if not overlooked altogether. For example the writer observed that a multi-level car park is only now being constructed in Brazilia and is, as a consequence, quite a distance from the House of Congress. In Canberra several basement levels will no doubt be needed for representatives, staff, visitors, the mass media, etc. Both sites would enable such a development.

Historical Considerations:

The fact that Griffin chose Camp Hill as the site for Parliament House and then orientated the plan towards this site as a focus is fact of the greatest significance. Furthermore Australians have now become used to the provisional Parliament House being close to Camp Hill. In a sense it has become a tradition over 40 years of existence. To build a new Parliament House on Camp Hill behind the present temporary building

and then to demolish the provisional building in front would, therefore, represent a transitory pause in the existing tradition.

Finally I would reiterate that on functional grounds both Capital Hill and Camp Hill can be developed to be sound sites for a future Parliament House, but the architectural, civic design and historical factors in my view favour Camp Hill, particularly in the way that Parliament House and the flanking buildings would form a total civic entity.

Walter Bunning
(Walter Bunning).