

DEPARTMENT OF THE SENATE
PAPER NO. 156
DATE 14 AUG 1968
PRESENTED J.R. Odgers
of the Senate

JOINT SELECT COMMITTEE

on the

NEW AND PERMANENT PARLIAMENT HOUSE

SPECIAL REPORT ON

THE SITE

AUGUST 1968

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Sub-Paragraph (c) of Paragraph (1) of the Committee's terms of reference empowers the Committee to inquire into and report on matters incidental to the main purpose of the inquiry which relates to accommodation in the proposed building.

The Committee agreed that the term "incidental matters" could include the site of the building. This, indeed, had been indicated by the Prime Minister, Sir Robert Menzies, when on 3 December 1965, in speaking to the motion to establish the Committee, he stated: "The question of the site of the new Parliament House has not been made one of the formal terms of reference. When I remind the House of earlier Government announcements on this point and of the subsequent planning of the National Capital Development Commission I am sure this will be understood. The Leader of the Opposition has made a useful suggestion to me. I would like to say that I accept it. That is that I should make it clear in my speech that any member or members of the Committee will, in the Committee's report, be free to make such observations on the question of the site of the new Parliament House as he or they may desire." (Hansard 3 Dec. 1965, page 3591). Prime Minister Holt, when moving the motion to re-establish the Committee in the Twenty-sixth Parliament, made a similar statement (Hansard 27 September, 1967, page 1354).

The Committee decided that the matter of the site should be the first matter to be considered at its meeting on 28 November 1967 and requested the National Capital Development Commissioner to provide all the relevant information on the subject.

.../

Sir John Overall, Commissioner, Mr W.C. Andrews, Associate Commissioner and Mr G.E. Roberts, Director of Architecture addressed the Committee and, under the guidance of the Commission's officers the Committee inspected the three possible sites (namely Camp Hill, Capital Hill and the lakeside), and viewed these sites from various vantage points in the City area, from the summit of Mount Ainslie, and aboard a launch from various positions on the Central and West Basins of Lake Burley Griffin.

The Committee gave careful consideration to all the points raised by the Commission. Camp Hill could not be seriously considered because of the proximity of the existing House. While it was agreed that the two alternate positions of Capital Hill and the Lake shore each in themselves presented very fine sites and that the Capital Hill position was attractive because of its topographical prominence, it was clear to a majority of the Committee that the Lake site offered far greater advantages for striking development and also provided an expansive approach area and a pleasant environment in addition to several important technical advantages not offered by the Hill site.

The Committee's majority decision in favour of the Lake site was, in effect, 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.

The following appendices are attached for the information of Senators and Members:-

- (1) Document entitled "The Development of the Central Area of Canberra including aspects related to the new Parliament House", circulated by the National Capital Development Commission.
- (2) Extracts from document entitled "Parliament Houses - Comparative studies of existing buildings with an examination of sites for a permanent building for Canberra", circulated by the N.C.D.C.
- (3) Minutes of Proceedings of the Joint Select Committee for Tuesday, 28 November, 1967.
- (4) Hansard Report of the Committee's deliberations relating to the site on 28 November, 1967.

(A.M. McMullin)  
Chairman.



**NATIONAL CAPITAL DEVELOPMENT COMMISSION**

**THE DEVELOPMENT OF THE CENTRAL AREA  
OF CANBERRA INCLUDING ASPECTS RELATED  
TO THE NEW PARLIAMENT HOUSE**

**NOVEMBER 1967**

**CANBERRA, A.C.T.**

## CENTRAL AREA OF CANBERRA

The original plan for Canberra provided for a population of 75,000. This was passed in 1964 and the population is now well over 100,000. Recognising these growth pressures, current planning accepts and provides for a Canberra population of 250,000 by 1980.

Despite these pressures, the integrity of the original concept of the central area of the City as the symbolic heart of the Australian Nation has been retained. It is within this triangular central area, formed by the three points of Capital Hill, City Hill and the Australian-American Memorial and bisected by a  $2\frac{1}{4}$  mile land axis from Capital Hill to Mount Ainslie, that the Parliament and the monumental national buildings will be located.

Any consideration of the development of the central area must take into account the siting of the permanent Houses of Parliament. The notes that follow cover the historical background, some recent considerations, and aspects of the lakeside site and other locations.

### SITING OF PARLIAMENT HOUSE

#### Historical Background

Walter Burley Griffin's winning design for "The Federal Capital City of Australia" in the international competition in 1912 provided a site for the Houses of Parliament on Camp Hill. It also showed a building called "The Capitol" on Capital Hill. Griffin's report on his designs said that the Capitol would be a building for "popular reception and ceremonial and for housing archives and commemorating Australian achievements, rather than for deliberation and counsel", a conception similar to the National Centre which is now proposed.

Griffin discarded the possibility of placing the Houses of Parliament on Capital Hill because he considered that "the fact that it is in two Houses precludes making it a focal feature".

In 1913 an International competition was launched for the design of Houses of Parliament for Camp Hill but the competition was deferred and later cancelled because of the war.

In 1921 the Federal Capital Advisory Committee was established and one of its early tasks was to consider the provision of Parliamentary buildings. The alternatives at this time were:-

- (a) A revival of the competition, with the intention that the first stage of the permanent Houses of Parliament would be built (which Griffin supported); and
- (b) The consideration of constructing provisional Houses of Parliament elsewhere.

The Advisory Committee supported the latter and recommended the building of the provisional Houses of Parliament on the site now occupied by the building. This recommendation was accepted by the Government.

In 1923 the House of Representatives referred the erection of provisional Houses of Parliament to the Parliamentary Standing Committee on Public Works for investigation and report. During the Committee's investigations witnesses expressed many differing views on the siting. Griffin himself favoured the provisional Houses of Parliament being erected as the first stage of the permanent building and opposed any departure from his Camp Hill site. The Committee generally favoured substantial adherence to the plan. Its recommendations included the alternatives of

erecting the nucleus of the permanent building on Camp Hill or of erecting a provisional building on the site below Camp Hill. The alternative recommendation was adopted and the present building was constructed for the opening of Parliament in 1927.

The official plan of Canberra published in the Gazette in 1925 showed Camp Hill as the site for the permanent Houses of Parliament but this did not appear on subsequent variations of the plan.

#### Recent Considerations

Little interest seems to have been shown in the question of siting from 1927 until 1955 when a Select Committee of the Senate was appointed to report on the development of Canberra.

In dealing with the site for the permanent Houses of Parliament, the Committee reported that the erection of the provisional Houses of Parliament and the King George V Memorial had marred Griffin's plans for the Parliamentary Triangle. It recommended that the permanent Parliamentary buildings should be sited on Capital Hill. A minority report dissented from the Committee's findings and recommended that an eminent town planner should be appointed to consider, among other things, the ultimate site for the Houses of Parliament. The report on "The Case for a Permanent Building" submitted in 1957 by the Speaker and the President of the Senate also supported the siting of the new Parliament on Capital Hill.

In 1957 the Government invited Sir William (now Lord) Holford to visit Canberra and report on its future development. He said that Camp Hill was now unsuitable for Parliamentary buildings because the provisional Houses of Parliament obscured both Camp and Capital hills when viewed from Parkes Place. In

recommending that the Houses of Parliament be sited centrally on the southern shore of the lake central basin, Holford said that they would be "symbolically and actually out of place" on Capital Hill. He believed that Parliament was an active democratic institution which should be housed in the forum and not on the hill top and would be more satisfactory in the centre of the main land axis than at one end of it. Without reinforcement, he considered the main axis to be too long and too uneventful but with the Houses of Parliament it would register a marked impression on the beholder.

Holford's report was referred by Cabinet for advice by the then newly established National Capital Development Commission. The Commission and its advisory body the National Capital Planning Committee agreed that if the lake were established the best site would be on the lakeside. This view was accepted by Cabinet in July 1958.

#### PROPOSALS FOR DEVELOPMENT

Until the completion of the Kings and Commonwealth Avenue Bridges and the filling of the Lake the concept of the Central Parliamentary area only existed in plan form. Now the plan is partly a reality. A landscaped setting for monumental buildings has been created and some major buildings have been constructed.

The attached plan illustrates the development proposals in the central area of Canberra. The area south of the lake is divided into three related zones.

The largest of these is the parliamentary zone centering on Parkes Place, and extending from the present Parliament House to the lake shore between Kings and Commonwealth Avenues. Here, centrally located on the lake shore is the site proposed for



the new Parliament House, flanked on one side by the National Library, and on the other by the proposed High Court group of buildings. These buildings, together with the new Treasury, the Administration building and the new and existing Parliament House would define the most important open space in Canberra, Parkes Place, which could be paved and landscaped as the forecourt to Parliament.

Next is the conference zone centred on Camp Hill. Here the proposals provide for the development of major departmental offices required to be located near Parliament and conference facilities to accommodate the rapidly increasing number of national and international conferences which are being held in Canberra. This zone includes the existing Parliament House, which it is thought could be most appropriately used as the nucleus for a first class conference centre when Parliament moves to its new building.

The third zone, proposed as a historical and cultural zone, is centred on Capital Hill. Here the proposals provide for the development of a national centre of a type originally intended for the area in which the nation's cultural heritage can be recorded and displayed in museums and galleries.

On Aspen Island, in the lake itself, it is proposed to erect the United Kingdom gift carillon. A competition restricted to three Australian and three British architects is in progress and designs for the carillon will be submitted in March 1968.

On the north side of the lake development is well advanced. The Defence Offices at Russell, the buildings flanking the entrance to Anzac Parade, and

the Parade itself leading to the War Memorial, as well as many new commercial and governmental buildings in the City are beginning to give Canberra a metropolitan character.

The design intentions for the three zones are that they should provide an attractive landscape setting for major public buildings and that the climax of the design should be the new Houses of Parliament sited on the shores of the Lake.

The landscaping and buildings of the central area must be of the highest quality. The buildings should have a character of permanence and stability appropriate to their important national function and should contribute to the creation of an environment worthy in every respect of the Seat of Government of the Australian Nation.

A major transportation study has established that the Parliamentary area can be isolated from noise and traffic congestion and at the same time provide ready access to the Parliament and to its supporting buildings for Senators and Members, office workers and for the large number of visitors to the area.

#### CHARACTERISTICS OF THE LAKESIDE SITE AND OTHER LOCATIONS

The technical factors which have a bearing on the present enquiries are as follows:

1. The lakeside site is a dominant visual feature and stands on a virtual promontory in the lake.
2. Investigations carried out over the past eight years have validated the view that this site is eminently satisfactory in all technical and aesthetic respects. These investigations have included geological and hydrological studies associated with its proximity to the Lake margin and the flood plain.

3. The site has been prepared for a new building. It provides for two, or if necessary three, service floors to be located under the main floor, thus enabling all the parking and service requirements associated with Parliament to be incorporated under the building. This has marked aesthetic as well as practical and economic advantages.
4. The site is eminently suited for a large building planned to provide predominantly horizontal communication between the main components. No difficulties are likely to occur in providing for future extensions to the building on any of the main floor levels.
5. Traffic movements to and from the site can be provided with ease, utilising the grade-separated intersections that have been provided at the bridge heads to connect the Parliamentary Triangle with Kings and Commonwealth Avenues.
6. Movement to other major buildings within the Triangle is readily available now by surface connection or it could be provided in future, by an underground system similar to that in the Capitol in Washington.
7. Aesthetically speaking, the view is held by eminent authorities that the design of Canberra would be greatly enhanced by siting a major building at the central point of the Triangle. The expert opinion is that the central axis is too long, visually, and that it needs an intermediate point on which the eye can rest. A major building on the site now proposed would help to establish a satisfactory visual relationship between the Australian War Memorial, the Houses of Parliament and the

proposed National Centre grouped on Capital Hill. The Houses of Parliament, being bicameral, provide a suitable type of structure for this position. (This is consistent with Griffin's view that the Houses would be difficult to locate at the apex of the Triangle).

8. A lakeside setting would permanently establish Parliament as the heart of the Government precinct where other major national institutions could be grouped reasonably close to it. The full development of the Parliamentary Triangle of Canberra involving the establishment of defence buildings at Russell, the B.M.R. and other Government offices on Constitution Avenue and various other Government offices at Civic indicate that the site proposed at the centre of the Triangle is in fact the central location of government in Canberra, in contrast to the comparatively remote position of Capital Hill.
9. The previously approved site was Camp Hill. The building of the provisional Houses of Parliament on its present site has nullified the prospects of the permanent building being built on the Camp Hill site. The advice of the Senate Select Committee in 1955 supported this view. Further studies of present and future traffic requirements confirm the opinion that the Camp Hill site would be inadequate.
10. Capital Hill will have a strong appeal as an alternative because it is a prominent topographical feature from some parts of the City. However, it is not readily visible from Parkes Place which has become the traditional centre of the Capital.

11. If a very large building were placed on Capital Hill a substantial part of the crown of the hill would have to be removed to provide a large enough base. This would greatly reduce the prominence of the site. Alternatively, if the natural eminence were preserved for the central elements of the building, the supporting components, together with any future additions, would have to be on the lower slopes of the hill. This could well provide an attractive massing of buildings but would lead to a complex circulation system and considerable differences in levels, unlikely to be convenient for the operation of Parliament. It could militate against easy horizontal access between the chambers and other parts of the building.
12. The Capital Hill site is at the node of a number of heavily trafficked arteries, the traffic from which can be handled simply by Capital Hill Circle. However, the traffic between the Houses of Parliament site and the remainder of the triangle imposes an additional complexity which would be very difficult to resolve satisfactorily. Further notes on traffic implications and site works are appended to this report.
13. The additional cost of development on the Hill based either on the removal of the top to provide a level platform for a horizontal building, or on a series of different levels to suit the existing topography would probably be considerable. The site formation involved in the preparation of the lakeside site has already been completed.
14. There is no doubt that the permanent Houses of Parliament could be located on Capital Hill but

there is every indication that locating them there would not have the convenience of the lakeside site and development costs would be greater.

These views have been endorsed by the National Capital Planning Committee.

NATIONAL CAPITAL DEVELOPMENT COMMISSION

TRAFFIC AND SITE IMPLICATIONS OF  
CAPITAL HILL

The following notes enlarge on the paper's general statements regarding the use of Capital Hill.

Commonwealth and Kings Avenues will continue in the future to be used as important arterial roads and as such will have to carry substantial volumes of traffic, in excess of 40,000 vehicles per day.

They will also have to serve as part of the framework for the Parliamentary Triangle and as such must maintain their character as monumental avenues.

In addition to these two avenues, other major arterial routes serving development to the east, south and west are directed to Capital Hill via Brisbane Avenue, Canberra Avenue and particularly Adelaide Avenue.

Capital Hill thus will become the nodal point of a complex regional traffic pattern. The solution in this area will rely on the development of an inner ring road which will serve primarily to carry a peak flow of vehicles between the main avenues and to divide traffic according to length of trip and destination.

Because of the complexity of the traffic situation in the area, it seems desirable to use the land contained within the circle for a purpose which, though requiring to be accessible, does not of itself generate extra traffic between the Triangle and the circle.

Parking requirements for the Houses of Parliament as now contemplated could be located within the Capital Hill site, but only at very considerable cost. However, the provision of additional space for special occasions would be more difficult to provide.

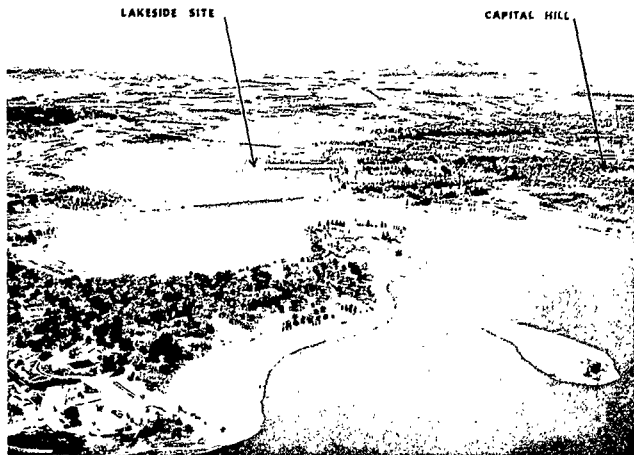
Because of its comparatively rough topography and many steep slopes, any scheme for the development of the Houses of Parliament on Capital Hill must involve extensive site works and early implementation of special communication routes by way of tunnels and bridges. Cuts of between 20' and 35' at the top of the hill, and fills of up to 40' in depth would be involved in producing a site on which such major buildings as the Houses of Parliament could be located. The cost of these works would be very considerable involving extra expenditure of the order of \$2 to \$4 million.

There are therefore considerable physical and economic restraints on the development of the Houses of Parliament on Capital Hill.

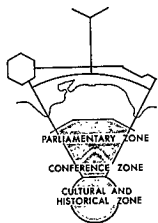
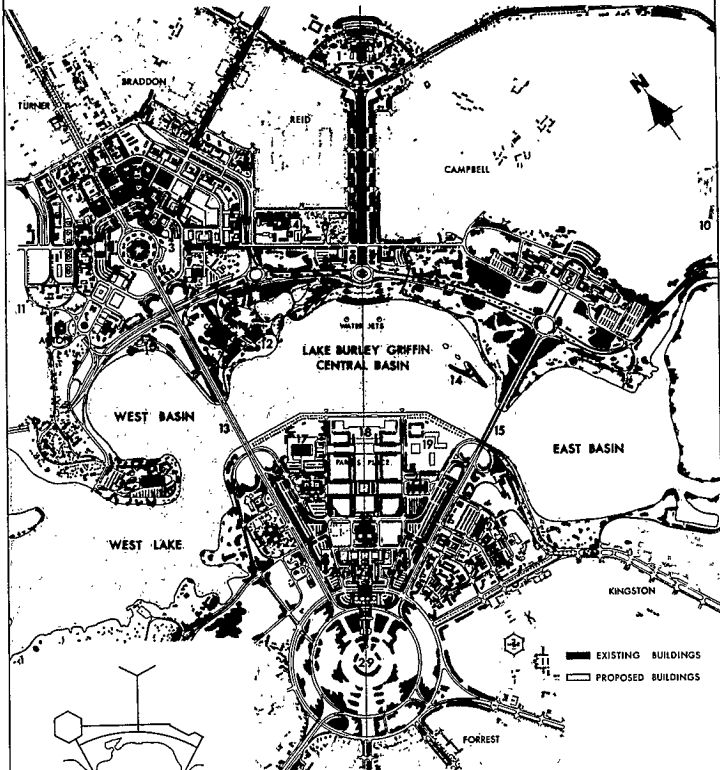
National Capital Development Commission

November 1967





Aerial view of Lake Burley Griffin, October 1967



## CANBERRA THE CENTRAL AREA



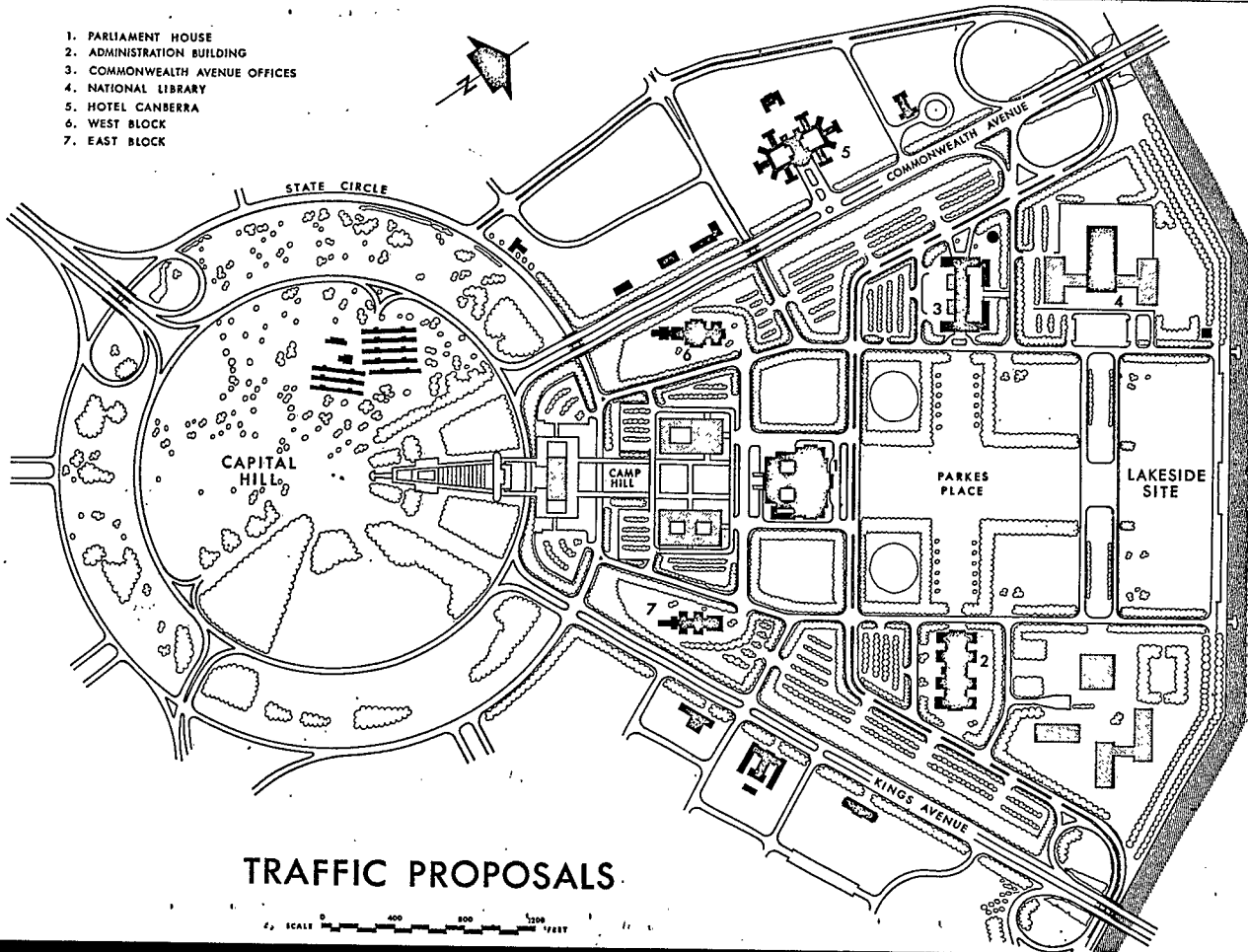
1. AUSTRALIAN WAR MEMORIAL
2. ANZAC PARADE
3. CIVIC CENTRE
4. TECHNICAL COLLEGE
5. ST. JOHN'S CHURCH
6. ANZAC PARADE WEST BUILDING
7. B.M.R. BUILDING
8. THE ELLIPSE
9. RUSSELL OFFICES
10. R.M.C. DUNTRON
11. AUSTRALIAN NATIONAL UNIVERSITY
12. REGATTA POINT PAVILION
13. COMMONWEALTH AVENUE BRIDGE
14. TOWER
- 1 KING VENIE BRIDGE

16. COMMUNITY HOSPITAL
17. NATIONAL LIBRARY
18. PARLIAMENT HOUSE SITE
19. HIGH COURT SITE
20. THE TREASURY
21. ADMINISTRATION BUILDING
22. HOTEL CANBERRA
23. PROVISIONAL PARLIAMENT HOUSE
24. BARTON OFFICES
25. WEST BLOCK
26. CONVENTION CENTRE
27. EAST BLOCK
28. NATIONAL GALLERY
29. CAPITAL HILL

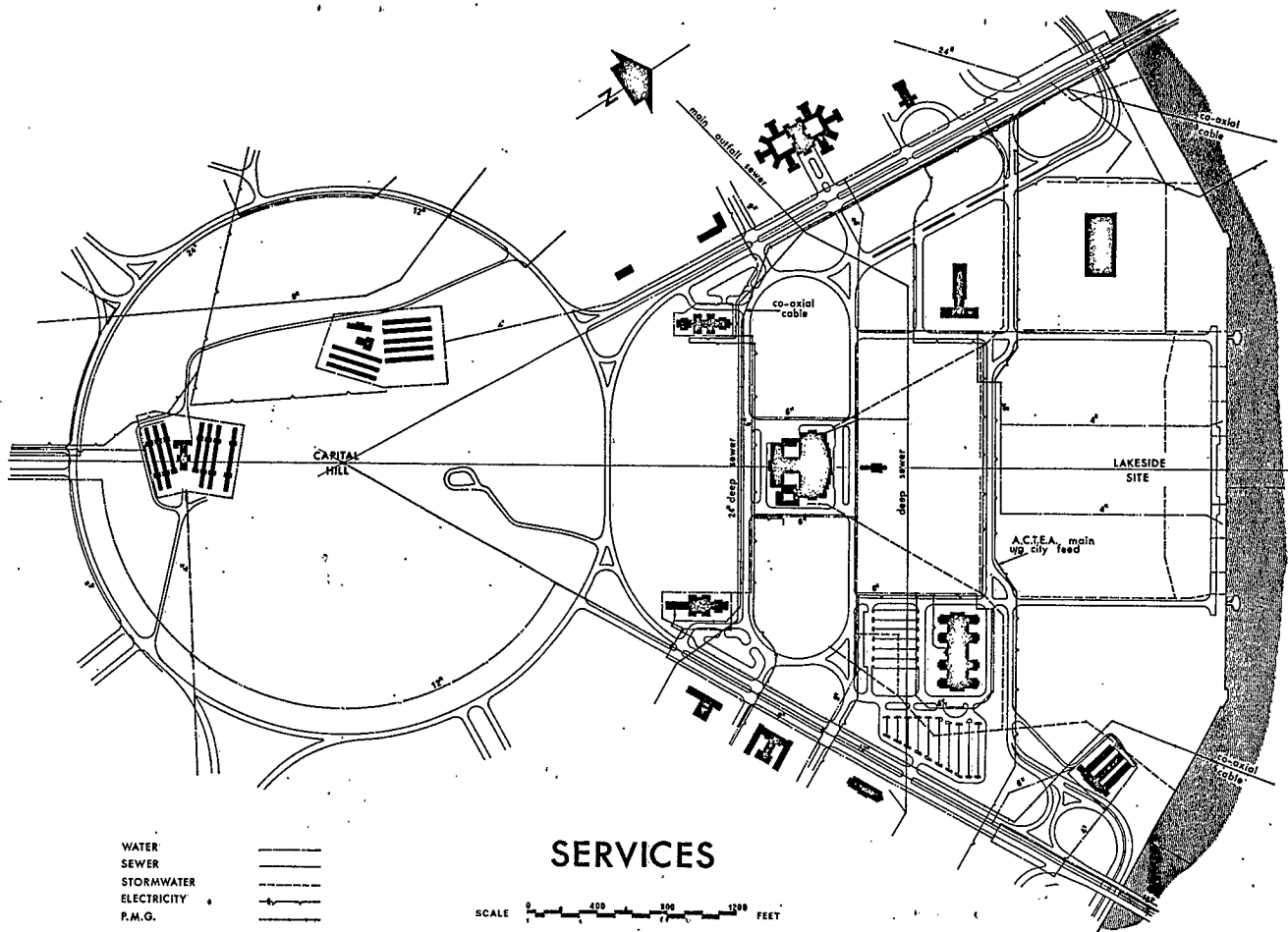
PA. LIAMENI HOUSE - COMPARISON OF SITES

	CAPITAL HILL	LAKESIDE SITE
1. AREA	Within inner ring road 85 acres <i>Note</i> - Present Parliament site 6.5 acres - 20.5 acres including Parliamentary gardens - 12 acres at Westminster.	47 acres between K. Edward Terrace and Lake, 75 acres between K. George Terrace and Lake. Further 28 acres available if S. East area of triangle used.
2. FOUNDATION	Reasonably hard shale and sandstone close to surface. Hard ripping to blasting. Some softer material.	Reasonably hard shale and sandstone at surface. Hard ripping to blasting as exposed in lake borrow works. Foundation will be superior to Library Site.
3. EARTHWORK (SITE PREPARATION)	Extensive earthworks required for site preparation before building and foundation excavation commences.	All site and landscape earthworks complete. Foundation excavation only required.
4. PHYSICAL CONDITIONS		
(a) EXPOSURE	Exposed - Subjected to unimpeded winds - bleak	(a) Reasonably sheltered except across Lake.
(b) FLOODING	No problem.	(b) Lake shore subject to infrequent flooding. (c) Top of lake wall 4 in 60 years RL1827.5 (d) Cover lower bench 1 in 60 years RL1838 (e) Beach intermediate bench 1 in 150 years RL1835 (f) Cover intermediate bench 1 in 300 years RL1840 (g) Cover intermediate bench to depth of 4 ft 1 in 1000 years RL1844 These heights are due to peak flows and will be of comparatively short duration.
5. TRAFFIC	Area is situated within a traffic circle and is the focus of several major traffic arteries. Is at main distributor point for all traffic of South City origin. Heavy volumes of up to 4,700 vehicles per hour will be involved.	Major traffic movement bypass site which is quietly isolated from the larger volumes by offices and open space.
6. ACCESS		
(1) NORMAL DAY TO DAY	Readily available from major road system.	Readily available from major road system both by simple turns and at grade separated intersections.
(1A) SPECIAL OCCASIONS	Available by road system only. (Possible disruption of major portion of system by road closures). Difficult to obtain satisfactory approach on the axis.	(1) Available by road system (limited disruption of Traffic System). (1A) Attractive approach by water. (11A) Ample open space for possible Air Approach (Small VTOL or Helicopter).
7. PARKING	Restricted area available for surface parking and difficult to screen. Arrangement of layout and landform not ideal for underground parking.	Surface parking areas readily available with easy breakup and screening. Site and possible layouts and landform are ideal for underground parking and access.
8. SITING		
(1) PROMINENCE	A large monumental building would dominate the view from all major roadways radiating from the Hill. However these vistas are mainly from traffic routes and very few are from parklands or where people congregate on their day to day business. The site is surrounded by large areas of domestic development.	Will be prominent from all lookout areas, observation points, Parkes Place, and from across the Lake due to the comparatively flat or gently graded surrounds. Will also be readily visible from parklands, the city and places where people will be in the normal course of the day. The site is set in dignified surroundings.
(1A) BUILDING	Being viewed from all round it will need to present an attractive and appropriate appearance from all angles. Difficult to avoid domination of surrounding areas. Horizontal communications required in house design. Difficult to maintain circulation on central shaped site.	A variety of building forms could be appropriately located on this site. Horizontal communications easily developed.
(11A) FUTURE EXPANSION	Building will be required to be complete unit in initial stages. Extensions difficult to blend into existing and maintain any symmetry. Site will become more remote and restricted with time as traffic and parking requirements develop.	Site lends itself to ready extension of buildings. Easy overflow of Parliamentary usage to Secretariat buildings possible as country grows in the long term future.
(1V) FUNCTIONAL INTERRELATION	Will tend to become island as road system develops. Distances to secretariat and other administrative offices too great to walk. Need to cross traffic arteries for inter-department office access.	Close to National Library, Secretariat and Administrative Offices, easy walking distances, free and uninterrupted access - possible to install underground access between buildings without problems to suit capital growth requirements.
9. CEREMONIAL OCCASIONS		
(1A) CEREMONY	Area available to perform ceremonies, parades, exhibitions is quite limited.	Area available for expensive approach and forecourts to buildings. Square or assembly area available for ceremonies.
(1A) PUBLIC	Large crowds could be restricted by available parking being away from site and isolated from ready pedestrian access on large scale by major road system.	Ample parking inside major road system and within easy walking distance. Ample area for public assembly on both land and water side of buildings
10. LANDSCAPE	Would require extensive work should formal type landscape be required. Treatment and extent limited by adjacent major roadworks.	(1) Formal landscape is basically developed. Formal treatment of building site easily accomplished. (1A) Adjacent areas have been designed and landscaped on assumption that this is the location. (11A) Lawn watering systems established at site.
11. TREATMENT OF OTHER SITE	If Parliament is located on Capital Hill, the form of building which is desirable on the Lakeside site may limit the use to which the site is put.	If Parliament is located on the Lakeside site, Capital Hill can be appropriately developed with a number of smaller buildings grouped around the centre of the hill.
12. CONCLUSION	All services are available within a reasonable distance of both sites.	

1. PARLIAMENT HOUSE
2. ADMINISTRATION BUILDING
3. COMMONWEALTH AVENUE OFFICES
4. NATIONAL LIBRARY
5. HOTEL CANBERRA
6. WEST BLOCK
7. EAST BLOCK



## TRAFFIC PROPOSALS



WATER  
 SEWER  
 STORMWATER  
 ELECTRICITY  
 P.M.G.



# SERVICES

SCALE 0 400 800 1249 FEET

JOINT SELECT COMMITTEE ON THE NEW  
AND PERMANENT PARLIAMENT HOUSE

Minutes of Proceedings

Twenty-sixth Parliament - Second Meeting  
Parliament House, Canberra,  
Tuesday, 28 November 1967, 11.30 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)  
Rt. Hon. W. McMahon, M.P., Treasurer (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 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  
G.O'H. Giles, Esq., M.P.  
A.S. Luchetti, Esq., M.P.

The following officers were in attendance:

From the Parliament:

Mr J.R. Odgers	- Clerk of the Senate
Mr R.E. Bullock	- Deputy Clerk of the Senate
Mr A.G. Turner	- Clerk of the House
Mr H.L. White	- Parliamentary (and National) Librarian
Mr A.K. Healy	- Chief of Hansard Staff
Mr W.J. Bridgman	- Second Reporter
Mr R.W. Hillyer	- Chief Executive Officer of the Joint House Department

From the National Capital Development Commission:

Mr J.W. Overall	- Commissioner
Mr W.C. Andrews	- Associate Commissioner
Mr G.E. Roberts	- Director of Architecture
Mr A.H. Higgins	- Project Officer
Mr C.J. Price	- Director of Engineering
Mr T. McKernan	- Public Relations Officer

From the Prime Minister's Department:

Mr R.J. Linford	- Assistant Secretary	) Cabinet and External Relations Division.
Mr I.F. Grigg	- Senior Adviser	

The minutes of the last meeting of the Committee held on 26 October 1967, which had previously been circulated to Members, were taken as read and confirmed.

The site -

The Chairman stated the responsibility of the Committee in relation to the site for the proposed building and read a letter dated 16 November 1967 from the Minister for the Interior in relation to the matter.

Mr J.W. Overall, Commissioner of the National Capital Development Commission, Mr W.C. Andrews, Associate Commissioner and Mr G.E. Roberts, Director of Architecture addressed the Committee.

The following paper was presented for the information of the Committee:

National Capital Development Commission - The Development of the Central Area of Canberra including aspects related to the New Parliament House. (November, 1967)

The sitting was suspended at 2.20 p.m.

Under the guidance of the Commission's officers the Committee inspected the alternative sites and viewed the sites from various vantage points in the City.

The sitting was resumed at 7.30 p.m.

The Committee deliberated.

Question - That this Committee endorses the decision of Cabinet made in 1958 that the New and Permanent Parliament House should be situated on the lakeside site - put.

The Committee divided -

Ayes. 11  
Mr President (in the Chair)  
Mr Speaker  
Senator Devitt  
Senator McClelland  
Senator Dame Ivy Wedgwood  
Mr Barnard  
Mr Birrell  
Mr Drury  
Mr Duthie  
Mr Giles  
Mr Whitiam

Noes. 3  
Senator Drake-Brockman  
Mr Bryant  
Mr Luchetti

And so it was resolved in the affirmative.

The Committee deliberated upon the number of Senators and Members to be provided for in the new building.

The Committee adjourned at 10.10 p.m. until tomorrow at 9.30 a.m.

CONFIRMED.

MR PRESIDENT referred to the desirability or otherwise of admitting the Press to the meetings of the Committee. Following discussion IT WAS AGREED that the Press be not admitted to the initial deliberations.

He pointed out that the first matter for the consideration of the Committee was the site for the new Parliament House building. After directing attention to the comments of the Prime Minister when moving the motion for the re-establishment of the Committee on 27th September, he read a letter from the Minister for the Interior (Mr Nixon) dated 16th November 1967 in which the Minister expressed his view about the siting of the new Parliament House.

MR OVERALL invited attention to the following documents: 'The Development of the Central Area of Canberra Including Aspects related to the New Parliament House'; 'Parliament Houses - Comparative Studies of Existing Buildings with an Examination of Sites for a Permanent Building in Canberra'; 'Capital Hill Ring Road - Illustrated Brochure'; Papers Discussed at a Meeting of Senators and Members in May 1964; and a document dealing with Traffic Considerations around Capital Hill. He said that the original plan for Canberra provided for a population of 75,000. This was passed in 1964 and the population is now well over 100,000. Current planning accepts and provides for a Canberra population of 250,000 by 1980. He added that the integrity of the original concept of the central area of the City as the symbolic heart of the Australian nation had been retained and that it is within this triangular central area that the Parliament and the monumental national buildings will be located. He then proceeded to outline the historical background to the siting of Parliament House. Over the past 8 years the planning and design of a good deal of the landscape and engineering construction for the central areas had been based on the assumption that the site was firmly determined. In other words siting of the new building on the lakeside had been provided for.

MR ROBERTS, after referring to Griffin's original proposals, said that the distance from Capital Hill to the present War Memorial is 2½ miles. The central triangle area had as its spine a land axis running from the War Memorial to Capital Hill and was based on a water axis extending from the site of the Australian National University to East Basin. When the National Capital Development Commission was established it had to have a basis for planning the central area, and it proceeded on the assumption that the new Parliament House would be on the lakeside. An area of 85 acres of fairly undulating country is available within the inner ring road on Capital Hill for a parliamentary building, and on the lakeside an area of nearly 80 acres is available. The Commission has divided the broad area in question into three zones. The first is the parliamentary zone, which would embrace the National Library, a new Parliament House on the lakeside, the High Court, the Administrative building, the Treasury building, and the existing Parliament House. Secondly, there is the Camp Hill zone, the tentative suggestions for which embrace the provision of international conference facilities which could be tied in with the existing Parliament House. The third is the Capital Hill area, which could be developed as an historical and cultural zone.

Three sites have been considered for a new Parliament House - Camp Hill, Capital Hill and the lakeside. The Camp Hill site



covers about 15 acres and is really too small for further consideration. The existing Parliament House would spoil the view down the axis. Of the other two sites, in many ways Capital Hill would be the obvious choice; it is elevated and terminates the land axis. However it has several disadvantages; it is the centre of a major traffic island and on the Forrest side is surrounded by domestic buildings. Because it is the apex of a triangle, architecturally any new Parliament House on that site would have to be round or hexagonal in shape. The provision of a sufficiently large platform on which to erect the building would present problems. A lot of levelling would be needed. It is estimated that the platform would need to be about 600 feet wide. Future expansion would have to be located lower down the hill. The site on the lakeside is on a promontory and occupies a central position in the triangle. Parking could be arranged underneath a building erected on that site. Architecturally, a long horizontal building would fit into the site satisfactorily.

MR ANDREWS stressed the considerations that entered into the site of a Parliament House. First, it should be suitable for building purposes and should be capable of containing a building of the size that would ultimately be required. Moreover, it should be a prominent, even a dominant, site. In Canberra it should be capable of being seen on the approach from the airport along Worshead Drive or Fairbairn Avenue, and also by persons from Sydney and Melbourne who enter the city along Northbourne Avenue and Commonwealth Avenue. Thirdly, the site must be accessible not only to members of the Parliament but also the public. Fourthly, it should be provided with adequate, even extensive, parking areas. Fifthly, it should be capable of being provided with a high quality landscape setting. Finally, it should be free of interruption and should be reasonably economical and practical.

He pointed out that the building of the existing provisional Parliament House had, in the view of the Senate Select Committee of 1955, nullified the possible use of Camp Hill as the site of a new Parliament House. Traffic requirements and the inadequacy of parking and building space suggests that this site is not likely to be considered seriously. Capital Hill, although a prominent feature, is not readily visible from Parkes Place; indeed, its height tends to merge in with other nearby ridges. The provision of a platform on Capital Hill on which to erect a new Parliament House would reduce the height of this prominence by possibly 30 feet or 40 feet. The provision of suitable access in this area, which is at the centre of a number of very heavy traffic arteries, presented problems.

The Committee will note during its inspection that the lakeside site is in a dominant location. The existing promontory was not a feature of the original Griffin plan but was agreed upon following hydraulic tests prior to the construction of the lake. The outer edge of the promontory is about 650 feet from a line drawn between the southern ends of the two bridges. Examinations and studies undertaken before the construction of the National Library and the Treasury building show that the area in question has suitable foundation conditions. There are no major variations in levels on the lakeside site and horizontal communication could easily be provided between various departments and a new Parliament House.

MR McMAHON said that Mr Overall had pointed out to the Cabinet that because of the difference in levels on Capital Hill intercommunication and access for motor vehicles would be extremely difficult.

MR LUCIETTI asked whether it would be possible to provide parking space under any building that was erected on Capital Hill.

MR ANDREWS, in reply, said that the levels at the lakeside site had been established and that on Capital Hill there was a very much more restricted opportunity for building. All the evidence suggested that the lakeside site had a number of significant aspects which would make a visual impact and which would enable a well organised system of access to be provided.

THE PRESIDENT drew attention to the possibility of a complex of buildings being constructed on the lakeside site and asked whether if a platform were provided on Capital Hill there would still be room for expansion of a similar nature.

MR OVERALL said, in reply, that the available area on Capital Hill was about 85 acres and that the provision of a cluster of buildings would be affected by the various levels of the site. Very considerable complications would be experienced. Traffic considerations would give rise to very great difficulties in providing suitable space in which people could assemble. Consideration must be given to the growth in the population. He pointed out that the Congress building in America was now about eight times as big as it was when it was built. The same sort of growth as occurred in other places, particularly in Ottawa. Capital Hill has little flexibility when compared with the lakeside site. In Washington the parliamentary arm and the judicial arm of government are situated in close relationship. The same applies to the Executive and the parliamentary arm of government. Learning facilities are situated nearby. He pointed out that in the construction of the new National Library building in Canberra provision has been made for tunnel access to a new Parliament House on the lakeside. The construction of a High Court building in the triangle would put the administration of the law very close to the Parliament. Moreover 100,000 or more people could assemble in front of a new Parliament House on the lakeside on great occasions. A private area could be provided on the lake side of the building as at Westminster.

MR BRYANT asked how high Capital Hill was above the general level of the lake. MR ROBERTS said that the Hill was 175 feet above the level of the lake.

MR OVERALL, in reply to a comment about the use of modern construction techniques, said that it was easy to reduce the height. What would be needed would be a level platform on which to build.

SENATOR DRAKE-BROCKMAN asked whether the same problems would not be experienced if a cultural centre were erected on Capital Hill.

MR OVERALL said that the proposals under consideration provided for landscaping of the area and for a series of buildings to be located around the Hill. It was envisaged that those could be developed over decades, or even longer, as has occurred on the Hill in Washington.

SENATOR DRAKE-BROCKMAN asked whether traffic problems would still not be experienced, to which MR OVERALL replied that the traffic would be localised to a particular gallery. He added that space would not be needed for mass demonstrations or the assembly of large numbers of people in such an area.

SENATOR WEDGWOOD expressed the view that proximity of a new Parliament House to the National Library and the High Court was more fundamental than any other argument.

MR WHITE said that it was proposed to have only a very small collection of library material in the new Parliament House. It was envisaged that collections in the National Library would ultimately run to 10 million volumes and that members of the Parliament would be enabled to draw on those sources. The use of such material would be inhibited if the new Parliament House were somewhat remote but would be greatly facilitated if it were on a contiguous site. He mentioned that provision had been made in the new National Library building for tunnel access to a Parliament House on the lakeside. He had not explored the possibility of constructing a tunnel from the National Library to Capital Hill.

MR DUTHIE asked what was the distance from Capital Hill to the National Library and was informed by MR ROBERTS that it was nearly a mile.

SENATOR DRAKE-BROCKMAN pointed out that the National Library building consisted of six storeys and it could be assumed that the High Court building would be of similar height. This would mean that they would be higher than a Parliament House of three storeys. In reply MR OVERALL said that the actual detail of construction was a matter for the future. Undoubtedly Parliament House must be the dominant piece.

MR DUTHIE pointed out that the existing Parliament House stood on an area of  $\frac{1}{2}$  acres and asked what would be the approximate area occupied by a new Parliament House on the lakeside.

MR OVERALL stated that an area of 75 acres was available.

MR BRYANT asked whether there would be any limitation to the height of a new Parliament House. MR OVERALL said in reply that with modern engineering techniques there would be virtually no limitation.

SENATOR McCLELLAND inquired about the number of buildings that were envisaged for the cultural centre on Capital Hill. MR OVERALL emphasised that, whereas the cycle of growth and decay in a metropolitan area was about 65 or 70 years, the development of such a centre around Capital Hill would proceed over hundreds of years.

MR BIRRELL asked where the cultural centre would be established if the new Parliament House were built on Capital Hill.

MR OVERALL said that had not yet been contemplated. If a cultural centre were established in the lakeside area, the design of the High Court building, for example, would have to be reconsidered.

SENATOR McCLELLAND thereupon asked whether, if Capital Hill were chosen as the site for a new Parliament House, development of the lakeside area would not spoil its natural beauty.

MR OVERALL said that the Commission and the National Capital Planning Committee had always assumed that Australians wanted places of large public assembly on great occasions and added that, if a new Parliament House were erected on Capital Hill, it would be necessary to reconsider the development of the lakeside area. It might be necessary, for example, to scatter the cultural buildings rather than to group them there.

SENATOR DEVIET asked which side of the building would be regarded as being the front if the new Parliament House were built on the lakeside. MR OVERALL said it was contemplated that the public would approach the building from the side nearest the existing Parliament House. It was suggested that on the water side there could be a colonnade or a big open terrace as at Westminster. The public would not use that area unless invited there by members.

THE PRESIDENT said that following the luncheon adjournment coloured slides would be shown and thereafter the Committee would proceed on a tour of inspection.

Luncheon adjournment

ON RESOLUTION AT 7.30 P.M.

THE PRESIDENT thanked Mr Overall and the other members of the National Capital Development Commission for the help they had given to the Committee during the afternoon. He said that the decision regarding the site made by the Committee would be in the form of a recommendation to the Parliament and would affect very considerably the planning of the new building on whichever site was selected.

MR LUCIETTI said that he dismissed all sites except Capital Hill and the lakeside site, those being the outstanding ones. He said that most of the advantages of the lakeside site had been pointed out but that insufficient information had been given about the Capital Hill site. He wondered whether, in the process of further investigation, designs could be sought from departments or people outside, indicating the type of building which could be erected to incorporate the accommodation that the Committee thought was necessary. He considered that it would be easy to construct a low building on Capital Hill, whereas on the lakeside site the building would need height if it was not to be overshadowed by adjoining buildings. It was necessary to do something about this matter in the last 2 years of the present Parliament. Policies must be declared and intentions made clear. Perhaps officers of the Department of Works and people skilled in such matters could consider the question.

MR DRYANT stated that Mr Luchetti's views were rather similar to his own. He thought there was a strong case for the lakeside site, but he was not convinced that as good a case for the Capital Hill site could not be made out. He considered the lakeside site charming from an aesthetic point of view, while the Capital Hill site was a splendid site in a different way. He thought the technical questions concerning the Capital Hill site could be resolved fairly easily. He would like a closer look at the possibilities of both sites, but he would not like to think that that would hold up the project for some years.

SENATOR DEVITT said that one of the factors being taken into account at the moment in attempting to assess the suitability of Capital Hill was the presence of the existing Parliament House. He asked whether members of the Committee could permit their thoughts regarding the permanent Parliament House to be dominated by the existence of the present temporary Parliament House. The Committee had seen sketches of possible layouts and sitings, showing Parliament House in a position on the lakeside. He asked whether it would be possible to get an artist's impression of the set-up, with the present Parliament House building removed and with Parliament House sited on Capital Hill which, he thought, had many things to commend it.

that the present building would be tied up with future schemes and would be used as a meeting place because of the particular advantages that it had. While it would be perhaps fair to say that one building should not stand in the way of another, he thought it would be a great shock to the people if the present Parliament House were to be pulled down to make way for another building. The layout of the present Parliament House would give it many advantages as a place for international conferences, particularly in view of the services it could provide. He pointed out that the present Parliament House has seating accommodation in the dining rooms which probably is larger than that of any Parliament House in the world.

SENATOR DAIE IVY WEDGWOOD remarked that it would be a shock to the taxpayers to hear that the existing building was to be pulled down.

MR GILES agreed with many of the things that had been said during the afternoon, and he thought that two pretty good sites were available. In his judgment the lakeside site seemed to have a prominence that the other site did not have. It could be argued that it would be possible to build underground garages and trafficways for the Capital Hill site, but the Committee had not considered the cost of removing tremendous amounts of earth or of coping with traffic problems. He hoped that the new building would be one of great consequence in the scheme of things. He considered that the prominence and commanding aspect of the lakeside site appealed to him. He hoped that the Committee would be able to come to a decision on the site tonight.

THE PRESIDENT asked Mr Overall whether the design for a building on Capital Hill would be basically much the same as for a building on the lakeside.

MR OVERALL replied that Parliament House is the most significant building in the whole of the parliamentary area and must be the major unit. He referred to other contrived capitals such as New Delhi and Washington. He said that undoubtedly the site played a most significant part in the design of the building. Parliament House should be a great building, of great architectural importance. He thought that the Government and the people would insist on this. He did not think there was any easy way of finding a great architectural work unless there was a properly prepared programme and then giving the architect time; after perhaps a limited competition, to design a building to fit the site. He did not think that any study, whether by the Commission or by anybody else, would serve the purpose unless there were a proper design and unless time was allowed for it to be arrived at. There was no doubt in his mind on the question of whether one design would suit both sites. He thought the designs would have to be different. The Commission had endeavoured to identify a basic approach to both sites and to put forward the pros and cons of both.

MR SPEAKER said that he had come to the meeting without having previously seen the Capital Hill site. He came with an open mind in relation to the two sites. He pointed out that for some period of time there had been protracted discussions regarding the site. When one looked

at the Capital Hill site one immediately became enthralled with the view from it, but equally, the lakeside site had virtues which attracted one. Having heard the advice given by the Commission and in view of the fact that there would be difficulties in building on the one level on the Capital Hill site and in expanding in years to come, he thought that the lakeside site was preferable. In returning from the launch trip the Committee had experienced some of the traffic problems which had been mentioned by the Commission. He thought that the National Library and the Law Courts ought to be close to Parliament House, and that being so, the only suitable site was by the lake. In addition, the lakeside site offered a suitable expanse of land to enable underground parking to be provided and also to cater for ceremonial occasions and for congregations of people. He did not see how that would be possible on the Capital Hill site. He did not favour Senator Devitt's suggestion about the demolition of the present Parliament House. He thought that if Parliament House was to have grandeur, it was necessary to have a sufficiently large area. The Press had to be catered for and provision had to be made for the executive buildings that go with Parliament House. It was also necessary to consider the expansion of the building in years to come. While the Capital Hill site was beautiful, he thought that from a practical point of view the lakeside site was preferable. The planning done by the Commission and the advice it had given to the Committee must weigh heavily with the Committee and could not lightly be cast aside. In conclusion, he said that he was strongly in favour of the lakeside site.

SENATOR DRAKE-BROCKMAN said that he also had come to the meeting with an open mind and had not seen either site previously. He paid a tribute to the Commission for the information it had given to the Committee. Having visited both sites, he thought that Capital Hill was a pedestal waiting for a monumental building to be put on it and he asked what could be more monumental than a Parliament House building. It had been stated that in years to come 10,000 people would visit Parliament House each day. Surely 8,000 of those people would then visit the cultural centre on top of the hill, and he asked whether this would not cause a further traffic problem. The Commission should have realised that there would be a traffic hazard and should have considered the matter. He stated that ring roads were being built in Perth at the present time, and he thought that the traffic problem in relation to the Capital Hill site could be overcome. He referred to the Parliament buildings in Ottawa and pointed out that at the back of the buildings there was a steep wall projecting on to the river, while at the front there was an area where the changing of the guard ceremony took place. He thought that one side of the case had been put to the Committee and that the other side had not been adequately put. He would like to see evidence from the Advisory Council, from the Institute of Architects and also from residents of Canberra.

SENATOR McCLELLAND stated that he had come to the meeting with an open mind and still had an open mind. Having visited the two sites and having listened to what had been put, he still had an open mind. He pointed out that a Senate Select Committee had inquired into the siting of a proposed new Parliament House. That Committee made a majority recommendation that the permanent parliamentary building should be sited on Capital Hill. No doubt evidence had been presented to the Committee which led it to make that recommendation. All the evidence that the Committee had before it today was that the two sites were very good but that the lakeside site was better than the other. He said that surely the Committee was entitled to have before it views as to why Capital Hill could not be a better site than the lakeside site. He pointed out that in 1957 Lord Holford had said that the Houses of Parliament would be symbolically and actually out of place on Capital Hill. He could not agree with Lord Holford's statement without having evidence placed before him to that effect. On the evidence, the only reason for siting Parliament House on Capital Hill was the philosophical attitude that Parliament should be in the highest topographical position. The Committee was entitled to have further information concerning the prospective development of the Capital Hill site, and he would like to hear other views on that matter. While he had an open mind, he said that possibly his mind veered towards the lakeside site.

MR DUTHIE said that what he had heard and seen today confirmed the decision he had made 2 years ago that the lakeside site was the correct one. He had been a member of the Committee that had planned the expansion of Parliament House 2 years ago. Officers of the Commission had then placed a lot of information before the Committee. He favoured the lakeside site firstly because of the area available. He pointed out that in terms of ground space the new Parliament House will be four times the size of the present Parliament House. Even if the surface of Capital Hill were to be taken down 30 feet there would not be much space left, whereas the lakeside site offered better scope for expansion. According to the Commission's estimates, the cost of levelling the hill would be approximately \$2 million or \$3 million. From the point of view of traffic, the lakeside site was superior. It was quieter as well as being accessible from two traffic lanes. In addition, parking and assembly areas would be better. In view of the projected population increase by the year 2000, a considerable area would be necessary to allow for expansion. On the question of the convenience of situation in relation to other public buildings, the lakeside site was preferable. He did not favour the removal of the present Parliament House because of its future value to Canberra. To do so would double the cost of the new Parliament House. He thought the lakeside site was more beautiful than the stony Capital Hill. The fact that the present Parliament House had been so placed had destroyed Capital Hill as the site for a future Parliament House. He thought that the Committee should complete its work in 6 months to enable specifications of costs to be prepared by the Commission and that perhaps two or three designs should



be submitted to incorporate the information contained in the remarkably detailed documents before the Committee. He would like to see the building finished by 1976.

THE PRESIDENT pointed out that the question of the site was not one of the terms of reference, but he rather read into the Prime Minister's remarks the implication that he did not want to prevent any member of the Committee from making such observations on the question of the site as he thought desirable. He appreciated Mr Luchetti's desire for further information. He pointed out that the Cabinet would have had separate advice on the matter before it had resolved that the building was to be on the lakeside. If the question of the site were unresolved the Committee might become bogged down and would not be able to proceed with other matters. At the earlier meeting it was felt that it would be desirable to get this question resolved one way or the other.

MR BARNARD agreed that determination of the site was essential because unless that had been decided the Committee could not determine the kind of Parliament House to recommend. He understood that the design for a Parliament House on Capital Hill would be entirely different from a Parliament House on the lakeside. Some months ago he had felt that the lakeside was the best site. Since then he had had the benefit of the advice of the experts. He pointed out that the original design for Canberra did not provide for Parliament House to be sited on Capital Hill. It was to be sited on Camp Hill, but obviously that site was no longer a reasonable proposition because of the fact that the present Parliament House had been constructed. If the Committee and if the Parliament decided that Parliament House should be on Capital Hill, it could be constructed there. He was inclined to accept the opinion of the experts that Capital Hill was not the best site, and he felt that the lakeside site was the logical site, particularly since those who were in a position to assess all the difficulties and advantages also favoured the lakeside.

MR LUCHETTI pointed out that while the members of the Committee were visiting Capital Hill there was hardly one who did not refer to it as the focal point or the central place. It had been stated that within the inner ring there was an area of 84 or 85 acres, a larger area than the lakeside site. On the lakeside, Parliament House would be flanked by the National Library and the Law Courts and unless the building were of a particularly elegant design and height it would not be seen, whereas a building on Capital Hill would be seen. He believed that Parliament House should be in a pre-eminent position. In a democracy it should be in the centre of things. No building should be superior to, or override, the Parliament. He had an uneasy feeling that the cultural centre which was proposed for Capital Hill might dominate the scene, to the detriment of the National Capital. He thought that the traffic problem at the lakeside would be greater than in the Capital Hill area, particularly when the National Library was completed. He could not see why adequate traffic access could not be provided to the Capital Hill site, nor could he see how it could be contended that there would be more parking space on the lakeside than on Capital Hill. The growth of traffic with

increasing population also would affect the lakeside site. The Committee had not been given sufficient information about the possibilities and potentialities of Capital Hill. The Commission had argued along the lines that Parliament House should be erected on the lakeside, and because of that it might be said that the Committee was committed to that. He thought that on the lakeside Parliament House would be shut in and enclosed.

MR DIRRELL remarked that if the proposition were being discussed before any buildings had been erected in this area perhaps a different decision could be made. He thought that Parliament House should have the major site in the triangle and it seemed wrong it should be built in the lowest part. It would not be practicable to erect the new Parliament House on Capital Hill if the present Parliament House were to remain. He thought that the people who had put their views before the Committee today were quite competent to overcome traffic problems that might arise in any area. Unless the top storey were removed from the present Parliament House, he could not see any alternative to selecting the lakeside site.

MR WHITIAM said that he was sorry that he had not been able to go on the inspections because of commitments in Melbourne which he had undertaken some time ago. For 40 years he had been familiar with all the features of Canberra except the lake, which was a recent creation. He was impressed by what the Commission's officers had said. For some time he felt that it would be desirable to have another view, but he could not see where that could be obtained in Australia. The people concerned with creating cities and laying out cities in Australia in the last generation were connected with the Commission. It would take a long time to get the views of people overseas, and their views would not be likely to earn greater acceptance than those of the advisers here. The advisers had presented their views dispassionately. There had been no improper pressure, but it was clear that they preferred the lakeside. Looking at the matter as dispassionately as he could, he felt pretty strongly in favour of the lakeside. He pointed out that Parliament is the *raison d'être* of Canberra. The lake had become the big characteristic of the city, not the hills. While Capital Hill is prominent from some situations, there are other places in the Triangle where it is not prominent, even disregarding the intervening buildings. He said that it seemed appropriate that Parliament should be surrounded by official or monumental buildings. A Parliament House sited on Capital Hill would look out over the Forrest residences, that being a residential, domestic area. The lakeside site was a fine area for many purposes. A Parliament House situated there would be accessible and less segregated than it would be than if it were on the hill. He said that there were certain immutable features about the present building. He would not like to suggest that any place should be demolished. Nobody would suggest that the roads and avenues in this area should be diverted or removed. In other words, he thought that if

Parliament House were situated on the hill it would be more circumscribed than it would be on the lakeside. The lakeside site provided better scope for congresses, demonstrations and parades.

MR DRURY joined in the expressions of appreciation of the help given to the Committee by the members of the National Capital Development Commission. He said he had made a very careful analysis of the document in which a comparison of sites was made. Having listened carefully to what had been said today, and from the analysis that he had made, he could not help but come down heavily on the side of the lake. Regard had to be made to future expansion, and the lakeside site offered scope for greater expansion. It was necessary to have handy access to the National Library and for provision to be made for parking and for assembly and ceremonial areas. He considered that it would not be practicable to demolish the existing building, and therefore that ruled out the Camp Hill site. While a decision on this matter should be made as early as possible, it should not be a hurried one.

SENATOR DALE IVY WEDGWOOD said she believed that the lakeside site was the better site both functionally and aesthetically. She supported Mr Whitlam's statements about the officers of the Commission. She would be sorry if people gained the impression that it was the Commission which had decided that Parliament House should be sited by the lake. Historically, Lord Holford had made a recommendation to Cabinet, and the Commission, which had only then begun to function, had agreed that if the lake were to be made, the lakeside would be a suitable site for Parliament House. She thought that the Commission more or less had followed the recommendation and that it had not sought to force its opinions either on the Government or on anyone else.

THE PRESIDENT said that in 1957 he was responsible, with Mr Speaker at that time, for advocating that the building should be on Capital Hill. He had changed his thinking on the matter and now came down very heavily in favour of the lakeside. He agreed with Senator Wedgwood that the members of the Commission, in making a survey of the two sites, would have looked at both from the point of view of their capacity, of the building that would be required and of the engineering requirements. It was fairly plain that the Commission was of the opinion that there would be great problems in making Capital Hill an effective site. Any planning authority would be delighted to think that it had two sites available, and of course, if the lakeside site were not available the other site would be of great value. Advice had already been obtained from Lord Holford. He agreed that it was necessary to reach finality on the matter of the site; otherwise the whole of the Committee's work would be held up for a considerable time. He thought the only way to resolve the matter was to have a vote.

MR BRYANT said that he had heard Lord Holford make his original statement to the effect that Parliament was not a dominant institution but a congress of people. He was convinced that the only place for the building was