



DPS ref: 11/935/24

15 December 2011

Ms Christine McDonald  
Secretary  
Senate Finance and Public Administration Legislation Committee  
Parliament House  
Canberra ACT 2600

Dear Ms McDonald

## **Inquiry into the performance of the Department of Parliamentary Services**

### **Heritage Management Framework**

On 28 July 2011 the Department of Parliamentary Services provided a submission to your committee as input to the above inquiry. Attached to the submission was a draft version of a Heritage Management Framework for Parliament House.

On 11 October 2011, in a follow-up submission I advised the committee that DPS had obtained the views of the Department of Sustainability, Environment, Water, Population and Communities (DSEWPAC) about the draft framework.

We have now finalised the framework, and it was approved by the Presiding Officers on 23 November 2011. I attach a copy of the approved version of the framework, which reflects the approach used by other institutions, such as the High Court of Australia, and the Australian War Memorial.

The final version builds on some of the content of the earlier draft heritage strategy for Parliament House, and takes into consideration:

- comments of DSEWPAC;
- comments of Mr Gowrie Waterhouse, Convener Interdisciplinary Studies, Faculty of the Arts and Design, University of Canberra; and
- comments from responsible officers of both Chamber departments.

The approved framework:

- (a) follows the principles set out in the *Burra Charter* and the guidelines for managing Commonwealth Heritage places established by DSEWPAC; but
- (b) recognises that the Parliamentary precinct is under the control and management of the Presiding Officers; and

- (c) provides for a Heritage Advisory Board, to provide advice to the Presiding Officers about heritage issues. The Heritage Advisory Board will comprise of representatives of the two Chamber departments and DPS. A representative of DSEWPAC will provide advice to the Board. The Board will also seek input from the National Capital Authority to contribute to its deliberations.

It is recognised that the approach to heritage management contained within the approved Heritage Management Framework is different to that detailed in the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), and from that suggested in a number of submissions to the Senate Finance and Public Administration Legislation Committees Inquiry into the Performance of the Department of Parliamentary Services. However, the EPBC Act and the submissions do not take into account the responsibilities of the Presiding Officers under the *Parliamentary Precincts Act 1988*.

The framework provides a list of principles and actions to ensure effective heritage management for Parliament House. DPS is in the process of implementing the actions that will support the overall implementation of the Heritage Management Framework, including the establishment of the new Heritage Advisory Board.

Yours sincerely

Alan Thompson  
Secretary



# Parliament House Heritage Management Framework

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The Parliament House Heritage Management Framework 2011

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Source: Auspic 2009

## 1. Introduction

Since 1988 Parliament House has been the meeting place of the Parliament of Australia and also provides the setting for ceremonial functions, for hosting state and visiting dignitaries, and for a variety of political, community and social events. It also houses significant historic documents and artworks and is accessible to the general public. The Parliamentary departments have stewardship of Parliament House, its precincts, artworks and crafts, and most of its furniture on behalf of the Parliament and Australian people under the direction of the Presiding Officers. The Heritage Management Framework provides underpinning principles to respond to the changing requirements of a working building. The framework provides guidance for making decisions in relation to the management of the Parliament House building, including its landscaped gardens, and commissioned furniture, fabrics, artworks and craft.



Photo: Auspic

## 2. What is a heritage management framework?

A heritage management framework describes and assesses the heritage value of a site and guides the development of strategies and plans that protect and raise awareness of these values. A heritage management framework also provides information on management aspects to better protect heritage values on a day-to-day basis.<sup>1</sup>

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<sup>1</sup> Guide 6 – Defence Guide to Heritage Management Planning, Defence Heritage Toolkit, p.1

### 3. Management context

#### *Management of Parliament House building and site*

The *Parliamentary Service Act 1999* and the *Parliamentary Precincts Act 1988* provide that the Presiding Officers have responsibility for control and management, including maintenance and repair, of Parliament House, subject to any Order of either House.

Subsection 57(1) of the *Parliamentary Service Act* provides that the Secretary of a Department (including the Secretary, Department of Parliamentary Services) is, under the Presiding Officers, “responsible for managing the Department and must advise the Presiding Officers in matters relating to the Department”. **The Parliamentary departments, comprising the Department of Parliamentary Services (DPS), the Department of the Senate and the Department of the House of Representatives, work together to manage Parliament House.**

This Heritage Management Framework has been developed to comply with the requirements of the Acts and the requirement for the Australian Parliament to administer its own affairs and to ensure the Parliament House building and precinct are protected for future generations.

The Department of Sustainability, Environment, Water, Population and Communities (**DSEWPaC**) provides a set of heritage management principles that can be used as a guiding framework for excellence in managing heritage properties. They set the standard and the scope for the way places should be managed in order to protect heritage values for future generations. DSEWPaC also provides a list of all heritage places including Commonwealth places. Parliament House is not included in this listing; however, the Parliament House Vista is. Parliament House is not on any DSEWPaC heritage lists as this would require compliance with heritage requirements under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). Compliance with the EPBC Act would impinge on the authority of the Australian Parliament to administer its own affairs. For more information about Parliamentary Administration and the requirement for the Australian Parliament to administer its own affairs see Attachment A.

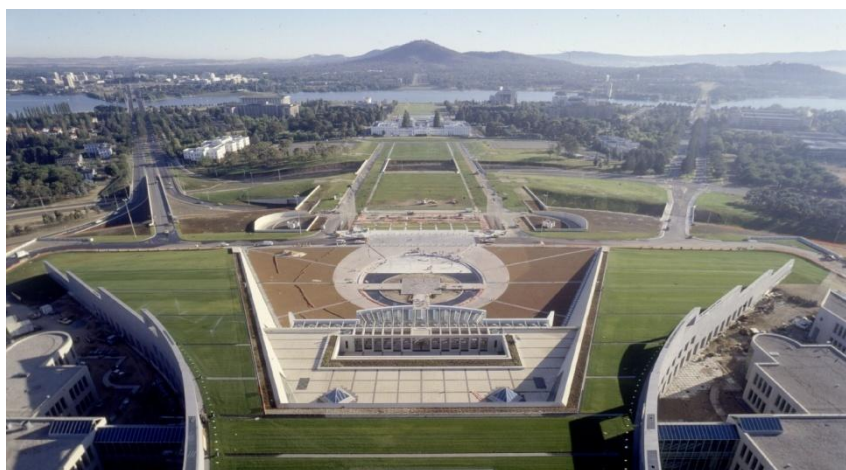


Photo: Auspic

For the purposes of this Heritage Management Framework, DSEWPaC's Commonwealth and National Heritage values have been used. The Commonwealth and National Heritage values are listed at Table 1. An assessment of the Parliament House precinct against the Commonwealth and National Heritage values is at Table 2.

The principles and guidelines for assessment and management of heritage places outlined in the *Burra Charter* have also been applied. The *Burra Charter* is the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*. ICOMOS, the International Council on Monuments and Sites, is an international organisation linked to the United Nations Educational, Scientific and Cultural Organisation (**UNESCO**).

#### *Management issues and objectives*

The Parliamentary departments are committed to managing and caring for the heritage values of the Parliament House precinct, so as to identify, protect and present to all generations significant heritage values of the place, consistent with:

- the operational obligations of the Parliamentary departments arising from their role as the managers of the meeting place of the Parliament; and
- sound heritage and property management.

There are a range of management issues relevant to or affecting the place; some of these are outlined in the *DPS Strategic Plan 2010-2013*. They include:

- pressure on space within Parliament House—this would increase if the number of Senators and Members were to increase as a result of population growth;
- the expectation of Members of Parliament and their staff in relation to accessing the latest technologies;
- the influence of new technologies on the way chambers and parliamentary committees conduct their business—for example, through the use of interactive electronic communication;
- expectations that the environmental impact of Parliament House will reduce;
- expectations of accessibility for all building occupants and visitors; and
- the likely increase in security requirements for Parliament.

#### **4. Stakeholders**

The primary role of Parliament House is to provide a meeting place for the Australian Parliament, including all Senators and Members and their staff, as well as the Parliamentary Service staff who support the Parliament. The building also provides the Canberra base for all Ministers of Executive Government and their staff. In addition there are a range of known or likely stakeholders in Parliament House including:

- tenants in the building, notably the National Press Gallery;
- contractors who work in the building;
- those communities or cultural groups which hold strong or special associations with Parliament House;
- the range of other users/user groups and visitors to Parliament House;
- those people who hold moral rights regarding the architecture, landscape architecture, commissioned works and artworks of the place; and
- the National Capital Authority (**NCA**).

The NCA is the planning and development control agency for works affecting the land surrounding the Parliamentary precincts. DPS will consult with the NCA as the manager of land immediately adjacent to Parliament House which has heritage values (notably the Parliament House Vista). The purpose of this consultation will be to achieve harmonised conservation management where operationally feasible.

Where changes to Parliament House are proposed by the Parliamentary departments, consultation will be guided by current national standards, namely Article 26.3 of the *Burra Charter* (Australia ICOMOS 1999) for cultural heritage places including both Indigenous and historic places.

### *Moral rights*

Any proposal for change that affects significant elements of the building and surrounds or conservation work will include a consultation period with stakeholders, especially with the designers and makers of the various aspects of the building and its commissioned furniture, art and craft. The designers, as the authors of the various design elements in and out of Parliament House, are the holders of moral rights in relation to their work, and must be consulted in accordance with relevant provisions of the *Copyright Act 1968* (Cth). Further details about moral rights can be found in Governance Paper No. 26—Intellectual Property Policy.<sup>2</sup>

Such a consultation period needs to be reasonable, and ideally should take place during the initial stages of any project, so that the opinions and advice given by stakeholders can be given fair and proper consideration (if not actual inclusion) in any subsequent request for tender or like process that follows the consultation period. In some circumstances, it may be necessary and/or advisable to hold further consultations with stakeholders later in the process.

DPS project officers will meet quarterly with representatives of the firm Guida Moseley Brown Architects to discuss proposals and seek advice. This firm evolved from the core group of professionals who worked together on the design and documentation of Parliament House at Mitchell, Giurgola and Thorp Architects.

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<sup>2</sup> This policy can be found on the DPS Staff portal at [http://dpssp.parl.net/policies-and-guidelines/governance\\_index.htm](http://dpssp.parl.net/policies-and-guidelines/governance_index.htm)





Mace, Photo: Auspic

## 5. Heritage management framework objectives

The objectives of having a heritage management framework for Parliament House are to:

- raise awareness of heritage issues including heritage induction and education programs;
- provide a reference point for heritage related issues within the broader strategic context and capital works planning;
- allow for the changing requirements of a working building by providing clear guidelines, principles and approval processes with respect to heritage values that might be involved;
- identify, protect, conserve and present to all generations the heritage values of Parliament House and its surroundings;
- apply available knowledge, skills and standards covering Parliament House, including technical and other expert advice, in the taking of decisions and actions that may have a significant impact on the heritage values of Parliament House and its assets and surrounds;
- assist asset custodians to recognise the cultural and financial value of heritage assets in their care;

- make timely and appropriate provision for community involvement, especially by people who have a particular interest in or association with Parliament House (such as Parliamentarians, architects and artists, and Indigenous people) and people who may be affected by the management of Parliament House; and
- provide for regular monitoring, review and reporting on the conservation of heritage values of Parliament House.

## 6. What is cultural heritage value?

Cultural heritage value is given to places and objects that are culturally significant. Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present and future generations. Cultural significance is embodied in the place and its fabrics, setting, use, associations, meanings, records, related places and related objects. Cultural heritage may change as a result of the continuing history of a place. It is recognised that all places and their components change over time at varying rates.<sup>3</sup>

A statement of heritage significance is a statement of why a place or object is of value. The impact of proposed changes on the cultural significance of a place should be analysed with reference to the statement of significance. Parliament House's cultural heritage significance is embodied in its continuity of use. As stated in the *Burra Charter*, where the use of a place is culturally significant it should be maintained.<sup>4</sup> Continuing, modifying or reinstating a significant use may be an appropriate and preferred form of conservation. These may require changes to significant fabric but they should be minimised. In some cases, continuing significant use or practice may involve substantial new work.<sup>5</sup>



Senate and House of Representatives Chambers, Photo: Auspic

<sup>3</sup> Australia ICOMOS, *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 1999*, p.2

<sup>4</sup> *Ibid.*, Article 7, p.4

<sup>5</sup> *Ibid.*, Article 23, p.8

## 7. The heritage value of Parliament House

Assessments of heritage value identify whether a place has heritage significance, and establish what those heritage values are and why the place, or element of a place, is considered important and of value to the community.

### *Statement of significance*

Parliament House with its flag mast is Australia's national symbol of democracy. Generally, the aspirations and symbolism of democracy are interwoven throughout the complex. Parliament House presents an outstanding story of making a national place through symbolic design works that commenced with Walter Burley Griffin and were fulfilled by the masterwork of Mitchell, Giurgola and Thorp with the completion of the building in 1988.

Parliament House is of exceptional creative and technical achievement given the way the architecture integrates with the landscape in completing the central Canberra City order, culminating in the pyramidal terminus of the Parliamentary Triangle and expressing Griffin's concept of a Capitol that symbolises democracy. Its outstanding design is also expressed in the way it relates to the planned Land Axis, fulfils and gives monumentality to the vista from the War Memorial and incorporates the Provisional Parliament House. It is also exceptional in the way it serves as a ceremonial and cultural centre and celebrates the achievements of Australians, not least through the many Australian artworks that are integrated into the building and the materials and craftsmanship of the building itself.

Parliament House has a richness of collections that tell the story of the nation's history and its achievements through historic objects, art and craft works. There are more than 5,000 art/craft works and memorials displayed or housed in the building and in its grounds. Significant amongst these and fundamental to Australia's democracy are copies of *Magna Carta* and the *Australian Constitution*, as well as the *Yirrkala Bark Petitions* and the *Barunga Statement*.

The place is of outstanding historical significance as the nation's permanent home for Federal Parliament and as the culmination of long-term efforts to establish a permanent Parliament House in the nation's capital. As such, it represents an important step in the development of Australia's democratic institutions.

The place is significant as the site where, from 1988 onward, major national achievements have occurred and will continue to occur. These achievements include the legislation passed by the nation's premier law-making body, the Commonwealth Parliament. The place is of further significance because it is the site of major national achievements by the core of the executive arm of government, specifically the Prime Minister and other Ministers.

The building was awarded the Royal Australian Institute of Architects (RAIA) Sir Zelman Cowen Award, the RAIA (ACT Chapter) Canberra medallion in 1989 and the Civic Design award in 1990. The internationally acclaimed architect Romaldo Giurgola was awarded the Royal Australian Institute of Architects Gold Medal in

1988. Mr Giurgola was a partner in the architectural firm Mitchell, Giurgola and Thorp.<sup>6</sup>



Parliamentary Triangle, Photo: Auspic

### *Assessment of heritage values*

Heritage assessments are required to confirm obligations for the site. A heritage assessment determines any heritage significance at a site based on accepted standards as laid out by the Commonwealth and National Heritage list criteria. Commonwealth and National Heritage values are defined by the EPBC Act. The criteria relate to the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance.

The Commonwealth and National Heritage criteria apply to the following:

- (a) natural heritage values of places;
- (b) Indigenous heritage values of places;
- (c) historic heritage values of places.

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<sup>6</sup> Department of Parliamentary Services, *Draft Heritage Register*, Canberra, 2008

The criteria for the assessment of Commonwealth and National Heritage values are set out in the EPBC Regulations<sup>7</sup> and provided in Table 1 below:

**Table1: Commonwealth and National Heritage Values**

	<b>Commonwealth Criteria</b> —The place has significant heritage value because of ...
	<b>National Criteria</b> —The place has outstanding heritage value to the nation because of ...
<b>Criterion A – Historic</b>	<i>The place’s importance in the course, or pattern, of Australia’s natural or cultural history.</i>
<b>Criterion B – Rarity</b>	<i>The place’s possession of uncommon, rare or endangered aspects of Australia’s natural or cultural history.</i>
<b>Criterion C – Scientific</b>	<i>The place’s potential to yield information that will contribute to an understanding of Australia’s natural or cultural history.</i>
<b>Criterion D – Representative</b>	<i>The place’s importance in demonstrating the principal characteristics of:</i>  <i>(i) a class of Australia’s natural or cultural places; or</i>  <i>(ii) a class of Australia’s natural or cultural environments.</i>
<b>Criterion E – Aesthetic</b>	<i>The place’s importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</i>
<b>Criterion F – Creative / Technical</b>	<i>The place’s importance in demonstrating a high degree of creative or technical achievement at a particular period.</i>
<b>Criterion G – Social</b>	<i>The place’s strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons.</i>
<b>Criterion H – Associative</b>	<i>The place’s special association with the life or works of a person, or group of persons, of importance in Australia’s natural or cultural history.</i>
<b>Criterion I – Indigenous</b>	<i>The place’s importance as part of Indigenous tradition.</i>

Using the ‘template’ provided in Table 1, the following lists of attributes are features that express or embody Commonwealth Heritage (significant heritage value) and National Heritage (outstanding heritage value to the nation) values for Parliament House. This list is useful in ensuring protection for the values.

<sup>7</sup> The Department of Sustainability, Environment, Water, Population and Communities, *Environment Protection and Biodiversity Conservation Act 1999*

**Table 2: Commonwealth and National Heritage values of the Parliament House Precinct – National Heritage List citation, Australian Heritage Council**

Attributes related to significance	
Criteria	Attributes
<b>Criterion A Historic</b>	<p>As the permanent home of the nation's Parliament, the construction of the new Parliament House and its opening 87 years after Federation represented a defining event in the nation's history. It marked the culmination of efforts to establish permanent quarters for federal Parliament in the national capital.</p> <p>Parliament House demonstrates Australia's political process of Federal Government that has existed since Federation in 1901.</p> <p>Parliament House has rich collections that collectively tell the story of the nation's history and its achievements through objects, art and craft works. More than 5,000 art/craft works and memorials are displayed or housed in the building and in its grounds. The collection includes the Tom Roberts painting displaying the defining event of Australia's Federation, the opening of the first Australian Parliament in the Royal Exhibition Building, Melbourne, on 9 May 1901. Significant amongst these items and fundamental to Australia's democracy are copies of the <i>Magna Carta</i> and the <i>Australian Constitution</i> and the <i>Yirrkala Bark Petition</i>.</p> <p>In the Yirrkala Bark Petition, Indigenous people used traditional images for the first time to demonstrate their traditional rights to country on the national stage. As Galarrwuy Yunupingu, the son of the painter Munggurawuy Yunupingu, said "... it represents the title to our country under our law". The petition led to the Woodward Commission on Land Rights, which contributed to the Australian Government passing Indigenous Land Rights legislation. This petition marks the beginning of the nation's attempts to address the issue of Indigenous land rights.</p> <p>The 1988 Barunga Statement sets out Indigenous aspirations in the year in which Australia celebrated two centuries of European settlement. It called for self-management, a national system of land rights, compensation for loss of lands, respect for Aboriginal identity, an end to discrimination, and the granting of full civil, economic, social and cultural rights. It marks an important event in the changing relations between European and Indigenous Australians.</p> <p>Parliament House is associated with significant political events. For example, it is the site of the apology to Australia's Indigenous peoples by the then Prime Minister, Kevin Rudd MP, on 13 February 2008. It is also the place where the then Prime</p>

	<p>Minister, Robert Hawke MP, was deposed by his own party in December 1991 (resulting in the election of Prime Minister Paul Keating) and where the then Prime Minister, Kevin Rudd MP, was deposed by his own party in June 2010 (resulting in the election of Australia's first female Prime Minister, Julia Gillard MP).</p> <p>The building, including the specific items noted above, expresses these values.</p>
<p><b>Criterion B Rarity</b></p>	<p>Parliament House is rare in the way its design reflects the elements and functioning of democracy as contained in the Australian Constitution. A major criterion for the design of the building, as expressed in the layout of the building, is the way the Constitution requires the Parliament to operate, namely, providing separate chambers for the Upper and Lower Houses of Parliament and offices for the Speaker of the House of Representatives, the President of the Senate and Members and Senators within close walking distance of their respective chambers.</p> <p>The new Parliament House is relatively uncommon as one of only nine parliamentary or assembly buildings at Federal, State or Territory level in the Commonwealth. It is one of only three buildings in Australia which have served as a home for Federal Parliament and it is the first and only one of the three that was specifically built as a permanent Federal Parliament House. The building is also the first parliamentary building in Australia to have been deliberately designed and built to house a significant part of the executive arm of government.</p> <p>Parliament House is rare because its design achieves the function of supporting democracy as reflected in the <i>Australian Constitution</i>. This is expressed in the complex incorporating the Chambers, offices of Parliament and the relationship between the Members' Offices and the Committee Rooms.</p> <p>Architecturally the building is rare in Australia in the way it is incorporated with the natural and designed landscape (as explained under Criterion F) and for its success in integrating a building complex of such magnitude as an earth sheltered construction.</p> <p>The building as a whole demonstrates these values.</p>
<p><b>Criterion E Aesthetic characteristics</b></p>	<p>Parliament House with its flag mast is Australia's national symbol of democracy. The location of Parliament House on Capital Hill places it at the central location of Griffin's design and symbolically at the centre of the nation. The aspirations and symbols of democracy are interwoven throughout the complex.</p>

	<p>The place has been successfully integrated into Walter Burley Griffin's concept for central Canberra and in particular his Land Axis. The building's design was specifically chosen because of its compatibility with and sensitivity to Griffin's plan. This was achieved by effectively incorporating the building into Capital Hill, thus respecting Griffin's principle that the landscape should be the dominant element in his plan for the city. The building was also designed to harmonise with the architectural features of Old Parliament House and to allow the older building to retain its architectural integrity when viewed from close up. Altogether, the building complements and enhances the aesthetic qualities of Griffin's designed landscape.</p> <p>The Tjakamarra mosaic pavement is based on an aesthetic expression of the links between people and their concerns, the surrounding landscape and the Parliament. The Papunya-style mosaic represents the gathering of large groups of men from different Aboriginal groups to talk and enact important ceremonial obligation. This Indigenous imagery is particularly suitable for Parliament House because, as Tjakamarra said, "it ... stands for this place where all people come and meet together ... These Dreamings are part of this country that we live in ... We've been trying to explain what the land means to us for the sake of all Australians". Tjakamarra's mosaic has outstanding aesthetic heritage value to the nation because its location, imagery and story are an Indigenous expression of the importance of Parliament for all Australians.</p> <p>The attributes are the entire complex and its visibility from locations in Canberra.</p>
<p><b>Criterion F</b> <b><i>Creative or technical achievement</i></b></p>	<p>Parliament House expresses a high degree of creative and technical achievement in the way it integrates with the landscape in: completing the central Canberra City order and building a strong relationship to Griffin's radiating road pattern; culminating the pyramidal terminus of the Parliamentary Triangle with a visual interpretation of form that echoes the form of Griffin's Capitol; fulfilling the monumentality of the vista from the War Memorial; addressing and being a feature of the Land Axis; and expressing Griffin's concept of a publicly accessible Capitol above the government to symbolise democracy, captured by the building being in the hill and the public having access over the hill. The flag mast as the hilltop feature also respects Griffin's plan by straddling the land axis and allowing it to continue to Mount Bimberi.</p> <p>Parliament House is also exceptional in the way it serves as a ceremonial and cultural centre, celebrating the achievements of Australians, not least through many Australian artworks that adorn the building and the craftsmanship of the building itself.</p> <p>Its creative and technical achievement is also measured by its</p>



	<p>size as one of the largest buildings in the southern hemisphere and equally by the fact that the architects have managed, despite its size, not to present it as an overwhelming feature in the landscape. The building's two great curved walls and the huge flag mast surmounting the building are further reflections of its high degree of creative achievement.</p> <p>The creative and technical achievement is also evident on a smaller scale in the quality of craftsmanship throughout the complex. The use of marble, timber and special stucco finishes in the building demonstrates this. The creativity is further evident in the mosaic and pool in the Forecourt to the building and in the artworks and memorials that are displayed or housed in the building and in its grounds.</p> <p>The landscaped gardens that surround Parliament House between Parliament Drive and Capital Circle create an important setting for the complex that fulfils a design aesthetic of the building complex rising from native bushland, a major feature of views of the building and a reflection of the Griffin concepts for the 'Capitol'.</p> <p>The complex and features in it have received many awards for design excellence.</p> <p>The attributes are the entire complex with all the features noted above.</p>
<p><b>Criterion G</b> <b><i>Social value</i></b></p>	<p>As the site of the nation's Parliament and centre of its executive government, the place has a strong association with the Australian community at large. The large number of visitors that the building receives each year testifies to its interest and importance to Australians. They would undoubtedly recognise it as the centrepiece of Australian democracy and government, the point from which the nation's affairs are controlled. It is likely that Australian visitors are also attracted to the building because its scale and aesthetic qualities, together with the quality of its fittings, furniture and adornments, arouse in them a sense of national pride.</p> <p>The large flag and flag mast have taken on a particular significance for the people of Canberra, as they are now used as symbols of the national capital.</p> <p>The attributes that demonstrate these values are the building as a whole and its grounds, flag and flag mast, fittings, furniture and adornments.</p>
<p><b>Criteria H</b> <b><i>Associative</i></b></p>	<p>The place is significant as the site where, from 1988 onward, major national achievements of the government have occurred. These achievements are the legislation passed by the nation's premier law-making body, the Commonwealth Parliament. The place is of further significance because it is the site of major national achievements of executive government, specifically the Prime Minister and other Ministers.</p>

	<p>These values are exhibited in the building as a whole and, particularly, in the House of Representatives and Senate chambers and in the Ministerial Wing of the building.</p> <p>The building is of significance for its association with the firm of Mitchell, Giurgola and Thorp as a most notable achievement of their careers, particularly Romaldo Giurgola's.</p> <p>These values are associated in the whole complex including all the external features and landscaping.</p>
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## **8. Parliament House Heritage Advisory Board**

The primary function of the Parliament House Heritage Advisory Board is to provide advice to the Presiding Officers on the heritage management of Parliament House. Additionally the Board is required to provide oversight of detailed heritage issues for Parliament House.

To fulfil these functions the Board is to:

- make recommendations to the Presiding Officers on heritage policies and major heritage issues;
- provide advice and guidance to the Parliamentary departments (on behalf of the Presiding Officers) on heritage issues and policy;
- review proposals for significant change or conservation/preservation work in Parliament House (including its landscaped surroundings, and commissioned furniture, art and craft);
- provide practical heritage advice and innovative solutions to a range of Parliament House users whilst enabling core business to continue; and
- as required, provide direction for capital works planning to ensure strategic heritage issues are adequately addressed and project delays are prevented.

The overall objective of the Board is to protect the Commonwealth and National Heritage values of the Parliament House precinct.

The Parliament House Heritage Advisory Board will meet regularly and consist of:

- the Secretary of DPS, or an employee of that department nominated by the Secretary; and
- an employee of the Department of the Senate nominated by the Clerk of the Senate; and
- an employee of the Department of the House of Representatives nominated by the Clerk of the House of Representatives.

The Board will be assisted in its deliberations by expert advice from the DSEWPaC and the NCA.

Specifically the Board will request the Secretary of DSEWPaC and Chief Executive of the NCA to nominate an officer to contribute to the deliberations of the Board.

## Parliament House Heritage Management Framework

The nominees will be provided with all papers considered by the Board and will be invited to attend all Board meetings.

The Board may:

- invite other members of the Parliamentary departments to attend its meetings; and
- seek input and advice from stakeholders and when appropriate invite stakeholders to attend or be represented at its meetings.

Secretariat responsibilities will be undertaken by the Strategy and Communication section of DPS.

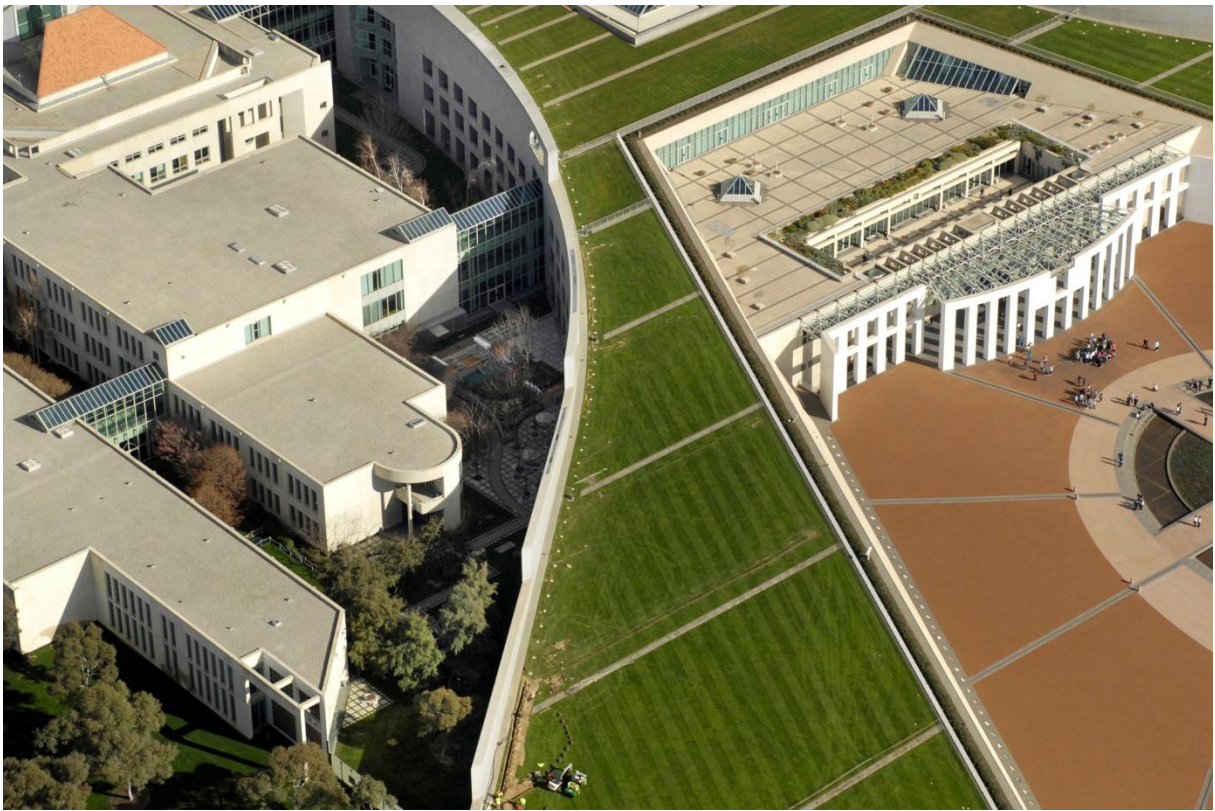


Photo: Auspic

## **9. Heritage framework principles and actions**

The following section provides a list of principles and actions to ensure effective heritage management for Parliament House. The principles and actions draw upon the following major aspects:

- Management processes
- Liaison
- Building and landscape elements
- Artwork, furniture and movable heritage
- Use
- Interpretation and communication
- Record keeping
- Archival requirements

### ***Principle 1: Significance will be the basis for management, planning and work***

The statement of significance will be the principal basis for management, future planning and work in relation to Parliament House's heritage values.

### ***Principle 2: The Burra Charter***

The management of the heritage values of Parliament House will be carried out in accordance with the principles of the *Burra Charter* and any revision of the Charter that might occur in the future.

### ***Principle 3: Comply with governance policies***

Management of principles outlined in this framework is underpinned by relevant departmental Governance and Finance Papers.

### ***Principle 4: Decision making process for works or activities***

Parliamentary departments will ensure that they have an effective and consistent decision making process for works or activities that takes into consideration the heritage values. All such decisions will be suitably documented and these records kept for future reference.

#### *Implementation strategies*

4.1 The decision making process will involve:

- early consultation with internal and external stakeholders relevant to the particular decision;

- an understanding of the original and subsequent designs of, and later changes to, the area involved;
- documentation of the proposed use or operational requirements justifying the works or activity; and
- identification of relevant standards and specifications and steps undertaken to ensure compliance.

4.2 If a conflict arises between the achievement of different objectives, the process for resolving the conflict will involve:

- implementing the decision making process in accordance with Principle 4 *Decision making process for works or activities*;
- compliance with the *Burra Charter*; and
- possibly involving the Heritage Advisory Board in accordance with Action 4 *Heritage Advisory board*.

### ***Principle 5: Relationship with stakeholders***

The Parliamentary departments will seek to liaise with all relevant stakeholders on developments affecting Parliament House. They will seek to actively consult prior to decisions directly impacting on the significance of Parliament House.

#### *Implementation strategies*

5.1 DPS will maintain a list of relevant stakeholders and the scope of their interests. As developments are proposed, Parliament House will seek to inform stakeholders of activities in a timely fashion and provide them with an opportunity to comment on developments.

5.2 DPS will develop a mechanism to trigger external stakeholder consultation, including guidance on the threshold to be used.

5.3 DPS will continue to meet its moral rights obligations in accordance with Governance Paper No. 26—Intellectual Property Policy.

### ***Principle 6: Management of the building and landscape***

In general terms, the overall building, its external form and interiors, the ceremonial, monumental and public areas and the landscape will be protected.

#### *Implementation strategies*

6.1 DPS will protect Parliament House's design integrity by providing adequate resources for capital works, minor works, functional changes or alterations to the building fabric to ensure that:

- project designs include consideration of the protection of the heritage values of Parliament House;
- there will be engagement of designers, project managers, tradespeople and technicians who have a clear understanding of the heritage values and standards of Parliament House;

- all work is designed and implemented to provide a quality outcome and longevity;
- if work is proposed that is unique to the building, design details are to seamlessly integrate the project into the building's design language and ethos, and architectural detail is to be drawn from original Parliament House plans held by DPS Building Information;
- material selection will be guided by existing elements in Parliament House. If the item is unique, a quality material, sympathetic to Parliament House and appropriate for use, should be selected;
- equipment and technology are integrated and do not have a role in architectural expression; and
- best practice conservation is conducted on existing building fabric, artworks are integrated with the building fabric and there is adequate protection of the building's fabric during construction work.

### ***Principle 7: Design and internal changes***

The layout and design of any internal changes, in compliance with Principle 6 *Management of the building and landscape*, will consider the significance of the building overall and the specific space affected.

The ongoing use of Parliament House for its primary role may entail the adaptation of spaces.

#### *Implementation strategies*

7.1 The layout of any changes will consider the design integrity of the building. Parliamentary Service departments should continue to use standard design details, materials and finishes, where such standardisation is appropriate and offers value for money. Information related to these building specifications can be obtained through DPS Infrastructure Services Branch.

### ***Principle 8: Management of items***

Artworks, commissioned furniture and movable heritage will be managed in accordance with their financial and heritage value. When change of use or disposal is proposed for movable heritage items, asset custodians must manage the asset in accordance with Financial Paper No.4 – Chief Executive's Procedures CEP 4.3 – Disposal of public property and Governance Paper No.33 – Caring for Parliament's Assets.

#### *Implementation strategies*

8.1 DPS will develop a movable heritage asset register in accordance with Action 2 *Develop and maintain a record of building, landscape and movable heritage*.

8.2 DPS will review existing art collection conservation policies to ensure consistency with the Heritage Management Framework.

8.3 DPS will finalise and implement the furniture collection conservation policy.

8.4 DPS will educate asset custodians and users about the heritage value and sound management of the assets they are responsible for in accordance with Action 10 *Heritage induction and communication*.

### ***Principle 9: Primary and secondary uses***

The primary use of Parliament House will be for activities undertaken in accordance with its role as the home of the Australian Parliament, reflecting the dignity and status of the Parliament. An important part of this use is public access to public areas of the building and landscape.

Secondary uses which support the primary use may include:

- Visitor facilities such as interpretation, education facilities and food outlets; and
- Parliamentary administration services.

#### *Implementation strategies*

9.1 Continue to maintain and enhance access to the public spaces of Parliament House and investigate opportunities for the public to access areas of heritage value and interest in the non-public areas.

### ***Principle 10: Control of leased areas/activities***

Any lease arrangements for components of Parliament House will protect and be respectful of the heritage significance of the place.

#### *Implementation strategies*

10.1 Lease arrangements will:

- be compatible with the heritage significance of the place; and
- provide clear guidelines about the appropriate use and signage.

## **Actions**

### ***Action 1: Adoption of principles***

The principles outlined in the framework will be endorsed as a primary guide for management, as well as future planning work for Parliament House.

### ***Action 2: Develop and maintain a record of building, landscape and movable heritage***

DPS will develop and maintain a baseline record of the building, landscape and movable heritage that underpin the management of the place.

#### *Implementation strategies*

A Parliament House movable heritage asset register will be developed. Movable heritage items will be identified, documented and labelled.

The Central Reference Document will be finalised. The Central Reference Document expresses the Architect's intent in the design of the building and its surroundings. The purpose of the Central Reference Document is also to ensure that the Presiding Officers and the Parliamentary departments have a text to which reference can continually be made in the daily management of the Parliament House when decisions on functional change, proposals for alterations, and replacement of fittings and furniture are required. The format of the text is intended to facilitate that ongoing management process and the need for single-issue, intermittent reference within the expression of the building design's conceptual framework of the whole.<sup>8</sup>

### ***Action 3: Planning documents relevant to Parliament House***

All planning documents developed for Parliament House will refer to this Heritage Management Framework as a primary guide for the management of its heritage values.

#### *Implementation strategies*

Parliamentary Services will review the work order system (on the SAP database) to ascertain whether the system can be modified to include heritage flags, triggers and decision or approval points, especially relating to particularly sensitive heritage aspects of the place. New project documentation will also include heritage flags.

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<sup>8</sup> The *Central Reference Document* was written in July 2004 by Pamille Berg AO Hon. FRAIA, It is available on the DPS staff portal at <http://dpssp.parl.net/publications/architects-design-intent-central-reference-document>



#### **Action 4: Heritage Advisory Board**

The Parliament House Heritage Advisory Board will provide advice to the Presiding Officers on the heritage management of Parliament House.

##### *Implementation strategies*

Appoint Heritage Advisory Board and establish a list of appropriate internal and external experts and stakeholders who the Board can approach for advice. Develop terms of reference for Heritage Advisory Board.

#### **Action 5: Review of the framework**

The Heritage Management Framework will be reviewed:

- once every five years; or
- when the direction of the Parliamentary departments changes to such a degree that principles are not appropriate to or adequate for changed management circumstances.

#### **Action 6: Maintenance planning and works**

Parliament House will be well maintained and all maintenance and repair work will respect the significance of the place. Maintenance and repair will be based on maintenance planning that is informed by:

- a sound knowledge of each part of the building, its materials and services and their heritage significance; and
- regular inspection and monitoring.

##### *Implementation strategies*

Parliamentary Services will review existing maintenance planning to ensure consistency with the Heritage Management Framework.

#### **Action 7: Condition monitoring**

Parliamentary Services will continue to annually monitor the condition of the elements of the building, fabric, furniture, landscape and design integrity of Parliament House. The program is categorised as follows:

- Building Condition Index;
- Furniture Condition Index;
- Landscape Condition Index; and
- Design Integrity Index

##### *Implementation strategies*

DPS will review existing condition monitoring programs to ensure consistency with the Heritage Management Framework.

**Action 8: Upgrading and adaptation works**

The Parliamentary departments will replace, upgrade or adapt fabric and services, including fit out changes, as required by their condition or by changed standards or needs. Such works are not to compromise significance unless there is no alternative, in which case every effort will be made to minimise the impact on significance.

*Implementation strategies*

Undertake adaptation works identified in the *Review of the Parliament House Landscape*, June 2008.

Parliamentary Service departments will review existing capital works planning processes to ensure consistency with the Heritage Management Framework.

**Action 9: Interpreting the significance of Parliament House**

The Parliamentary departments will develop visitor services activities that present and interpret to visitors the heritage values of the building. The content of this information may be developed and enhanced on an ongoing basis, and will be reviewed formally with the Heritage Management Framework every three years.

*Implementation strategies*

The Parliamentary departments will develop a heritage community engagement initiative. The initiative will increase awareness of and access to some of Parliament House's heritage places and values. It includes interpretive activities and events—for example, Open Day, Floriade garden tours, Enlighten festival, art and architecture tours, talks, presentations and publications.

**Action 10: Heritage induction and communication**

The Parliamentary departments will provide their staff and, as appropriate, contractors and lessees with appropriate training in heritage awareness and responsibilities.

*Implementation strategies*

The Parliamentary departments will introduce a heritage awareness and information training program for key staff including asset owners, contractors and lessees.

**Action 11: Records of intervention and maintenance**

DPS will maintain records related to any substantial intervention or change in place, including records about maintenance and monitoring. In some cases where a heritage asset has been damaged or will be removed, relocated or demolished, archival recording will need to be undertaken.

*Implementation strategies*

DPS will retain records relating to decisions taken in accordance with Principle 8 *Decision making process for works or activities* and Principle 5 *Baseline documentation record of building and landscape*.

DPS will retain copies of maintenance plans prepared for Parliament House and records related to monitoring. When these plans and records include areas of heritage significance the documentation will also be retained in the Parliament House heritage manual.

**Action 12: Catalogue of heritage material**

A Parliament House heritage catalogue will draw together information and material that directly relate to Parliament House's heritage significance. This catalogue will become a resource for future interpretation and research relating to heritage values.

*Implementation strategies*

DPS will develop a strategy for documenting and cataloguing heritage material.

**10. Managing change**



Photo: Auspic

Parliament House was constructed to exacting standards with a design life of 200 years. Consequently, all works projects are to be designed and constructed to maintain the design integrity of this national landmark and contemporary heritage building and its diverse landscape.

Any proposed alterations to Parliament House must take into account its conservation and maintain the building's cultural heritage significance, consistent with the ongoing operation of the place as the meeting place of the Parliament of Australia and as a key component of the Parliamentary zone.

The statement of significance indicates the range of heritage values applying to the Parliament

House precinct. When change is being considered, a range of options should be identified which do not cause unacceptable reductions in cultural significance. It may be necessary to modify proposed changes following analysis to better retain cultural significance.<sup>9</sup> According to the *Burra Charter* the policy for managing a place must be based on an understanding of its cultural significance.<sup>10</sup> Policy development should also include consideration of other factors affecting the

<sup>9</sup> Australia ICOMOS, *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 1999, p.8

<sup>10</sup> *Ibid.*, Article 6.2, p.4

future of a place such as the owner's needs, resources, external constraints and its physical condition.<sup>11</sup>

When managing any proposal for change to the built and landscape components of Parliament House, it is useful to use a change hierarchy to assist in determining appropriate actions. This methodology assists in assessing the extent to which key attributes of a component are able to tolerate change without adversely affecting the component's significance and the component's relationship to the significance of the site overall.

To provide guidance for managing change it is useful to indicate the degree of sensitivity components of the place might have to different types of potential change. The following outlines the sensitivity or tolerance to change of key components of the Parliament House precinct.

The Parliament House building has a high architectural symbolic and aesthetic significance. Therefore its external appearance and architectural form are a key attribute embodying these heritage values and they are assessed as having a low tolerance to change.

Equally, the commemorative and monumental areas, with their symbolic architectural spaces and artworks, embody the key heritage attributes of Parliament House and have a low tolerance to change.

The Members', Senators' and Ministers' suites embody important architectural form, design and use of place components. Measured change may be fundamental in maintaining the use of place for these working areas. Generally the Members', Senators' and Ministers' suites have a medium tolerance to change.

The Parliament House landscape has evolved and changed over time largely due to changing climate conditions. Parts of the Parliament House landscape will have a high tolerance to change.

A low tolerance for change does not mean that change is prohibited. It means that change must contribute to the heritage values of the place in a meaningful way and be of a high quality and sympathetic design.

Useful documents concerning the management of change at Parliament House include the *Central Reference Document*, which expresses the architect's intent in the design of the building and its surroundings, and the *Design Integrity and Management of Change Guidelines, 1995*.

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<sup>11</sup> Ibid., Article 6.3, p.4

**Table 3: Levels of tolerance for change of the heritage values of components of the Parliament House precinct**

<b>Tolerance for change</b>	<b>Application to the Parliament House Precinct</b>
<p><b>Low tolerance</b></p>	<p>In these areas the architectural form/design, fabric and use are integral to the building's meaning and symbolism as they embody the heritage significance of the place (such as the monumental and ceremonial spaces). The component must retain a high degree of intactness.</p> <p>The component should be retained and conserved. Heritage considerations must be the primary consideration when establishing value for money and quality assurance.</p>
<p><b>Medium tolerance</b></p>	<p>The architectural form/design, location and use of the place (such as Members', Senators' and Ministers' suites and some communal or service areas) embody the heritage significance of the component and its contribution to the Parliament House Precinct.</p> <p>The component should be retained but it may be altered to some degree without undue impact on the heritage significance or values. Heritage considerations should be a factor when establishing value for money and quality assurance.</p>
<p><b>High tolerance</b></p>	<p>In these areas (such as the basement, car parking, plant rooms and parts of the landscape) only aspects of the form and fabric and use embody the heritage values of the Parliament House precinct.</p> <p>Change is/may be acceptable since it is likely not to have an adverse impact on the overall heritage values of the place. Heritage considerations could be a factor when establishing value for money and quality assurance.</p>

Significant changes to the building and its surrounds and artefacts (and/or proposals to use the building in a way that may affect its heritage values) should be referred to the Heritage Advisory Board for advice.

Proposals for work that simply replace like with like materials (for example, as part of a regular maintenance or replacement program) do not need to be submitted to the Heritage Advisory Board. Such proposals, along with proposals

for minor, day-to-day changes/improvements/conservation (including requests for heritage, design integrity and/or quality assurance advice in relation to such minor proposals) must be submitted to the DPS Strategy and Communication Section and where appropriate the Building Information area of Infrastructure Services Branch for advice and approval prior to the commencement of work.

Such requests would include requests for information and advice on drawings, colours and specifications (including the standard of facilities, furniture and fittings necessary for maintaining design integrity whilst allowing the continued operation/functioning of the building).

*Adaptation and new work*

Adaptation work at Parliament House may involve the introduction of new services, or a new use, or changes to safeguard the place. According to the *Burra Charter* adaptation is acceptable only where the adaptation has minimal impact on the cultural significance of the place.<sup>12</sup> New work such as additions to the place may be acceptable where it does not distort or obscure the cultural significance of the place, and new work should also be readily identifiable as such.<sup>13</sup> When new work is being considered for Parliament House it should be sympathetic to the existing fabric in its form, scale, character, colour, texture and material so as to maintain the design integrity of the building.

*Tolerance for change of components of the Parliament House precinct*

Table 4, below, provides a general outline of the various tolerances that different parts of the building may be classified by. The table is general and not universal as most areas will have individual aspects or components that have a low, medium or high tolerance for change. For clarity about the nature and significance of specific components reference should be made to the Central Reference Document.

**Table 4: Tolerance for change of components of the Parliament House precinct**

Component	Tolerance for change	Nature of change impacting on Heritage Values
<b>Monumental, Ceremonial and Public Spaces along the Land Axis</b> ( <i>Forecourt, Great Verandah, Marble Foyer, Queen's Terrace, Great Hall, Members' Hall Main Committee Room, Cabinet Room</i> )	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the facade materials and design</li> <li>• Change to primary use</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> <li>• Changes affecting the design order and symbolism</li> <li>• Removal of art works and Status A furniture which are part of the original design (except where required for</li> </ul>

<sup>12</sup> Ibid., p.7

<sup>13</sup> Ibid., p.7

		conservation reasons)
	Moderate	<ul style="list-style-type: none"> <li>• Changes made within the palette and design language of the building</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Changes to the uses of the Monumental, Ceremonial and Public Spaces along the Land Axis that do not diminish its dignity</li> <li>• Changes to the uses of the Forecourt or grounds that do not hide the building or diminish its dignity or the integrity of the landscape</li> <li>• Non-permanent visitor information mediums</li> <li>• Non-permanent exhibition furniture</li> <li>• Changes to building services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Ceremonial and Parliamentary Working Spaces along the Legislative Axis</b> <i>(Cardinal entrances for the House of Representatives and Senate offices, President's Suite, Speaker's Suite, Leader of the Opposition's suite, ceremonial routes to chambers)</i>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the facade materials and design</li> <li>• Change to primary use</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes consistent with the palette and design language of the building</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Changes to building services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>House of Representatives and Senate Chambers</b>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the materials and design</li> <li>• Change to primary use</li> </ul>

	Moderate	<ul style="list-style-type: none"> <li>• Changes consistent with the palette and design language of the building</li> <li>• Changes to Status A furniture (except where required for maintenance and ergonomics)</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Changes to building services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Landscaping of the Site</b> ( <i>site periphery, formal garden opposite the House of Representatives and the Senate oval, grassed ramps, formally treated places close to the building within Parliament Drive, internal courtyards</i> )	Low	<ul style="list-style-type: none"> <li>• Changes to the overall landscape design intent</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Introduction of sympathetically constructed new built elements on the periphery of the site</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Changes to individual plant species</li> <li>• Changes to use of sporting facilities on the periphery of the site</li> </ul>
<b>Ministerial Entrance, Prime Minister's Suite and Cabinet Suite along the Land Axis</b>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the facade materials and design</li> <li>• Change to primary use</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes consistent with the palette and design language of the building</li> <li>• Changes to Status A furniture (except where required for maintenance and ergonomics)</li> </ul>

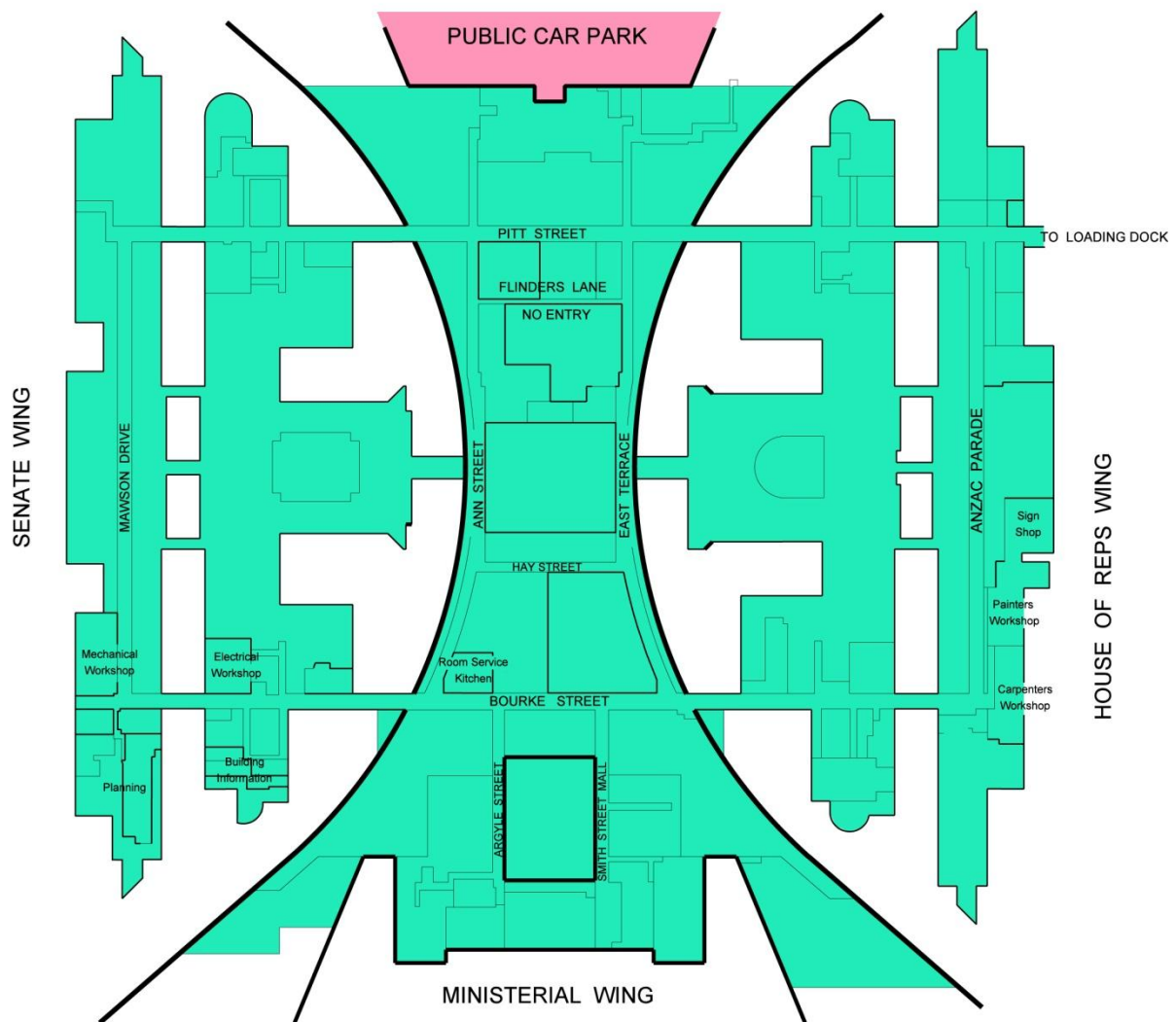


	High	<ul style="list-style-type: none"> <li>• Changes to building services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Public Amenities</b> <i>(Queen's Terrace Cafe, Schools hospitality area, Theatrette, Viewing Rooms, public toilets)</i>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the facade materials and design</li> <li>• Change to primary use</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes made consistent with the palette and design language of the building</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Changes to building services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Communal Working Areas</b> <i>(general circulation areas, chamber lobbies and advisers' waiting areas, Committee Rooms, Parliamentary Library, Party Rooms)</i>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the facade materials and design</li> <li>• Change to primary use</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes made within the palette and design language of the building</li> <li>• Changes to external door design and arrangement</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Changes to building services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Members', Senators' and Ministers' Suites</b>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>

	Moderate	<ul style="list-style-type: none"> <li>• Changes consistent with the palette and design language of the building</li> <li>• Internal changes to layout</li> <li>• Changes in loose furnishing</li> <li>• Changes in flooring materials (allowing for carpet maintenance and replacement)</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Maintenance/adaptation of lighting system position</li> <li>• Maintenance/adaptation of other services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Parliamentary and Executive Amenities</b> <i>(Members' and Members' and Guests' Dining Rooms, Members' Terrace, relaxation areas, recreation areas, common toilet areas)</i>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to the facade materials and design</li> <li>• Change to primary use</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes consistent with the palette and design language of the building</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Maintenance/adaptation of other services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>The Parliamentary Departments</b> <i>(DPS, Senate and House of Representatives accommodation)</i>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes made within the palette and design language of the building</li> <li>• Changes in flooring materials (allowing for carpet maintenance and replacement)</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Internal changes to spaces with no specific heritage values</li> </ul>

		<ul style="list-style-type: none"> <li>• Internal changes to layout</li> <li>• Changes in loose furnishing</li> <li>• Maintenance/adaptation of lighting system position</li> <li>• Maintenance/adaptation of other services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Media Accommodation</b>	Low	<ul style="list-style-type: none"> <li>• Changes to look and feel</li> <li>• Changes that are inconsistent with the palette and design language of the building</li> <li>• Changes to external door design and arrangement</li> <li>• Changes or additions to location signage</li> </ul>
	Moderate	<ul style="list-style-type: none"> <li>• Changes consistent with the palette and design language of the building</li> <li>• Changes in flooring materials (allowing for carpet maintenance and replacement)</li> </ul>
	High	<ul style="list-style-type: none"> <li>• Internal changes to layout</li> <li>• Changes in loose furnishing</li> <li>• Maintenance/adaptation of lighting system position</li> <li>• Maintenance/adaptation of other services</li> <li>• Adaptation and addition of technology that is consistent with the palette and design language of the building</li> </ul>
<b>Car parking, Basement Services Areas and Plant Rooms</b>	Low	
	Moderate	
	High	<ul style="list-style-type: none"> <li>• Maintenance/adaptation of other services</li> <li>• Internal changes to spaces with no specific heritage values</li> <li>• Maintenance/adaptation of lighting system position</li> <li>• Changes to interior design</li> <li>• Introduction of new technology</li> </ul>

**Figure 1: Levels of tolerance for change at Parliament House**

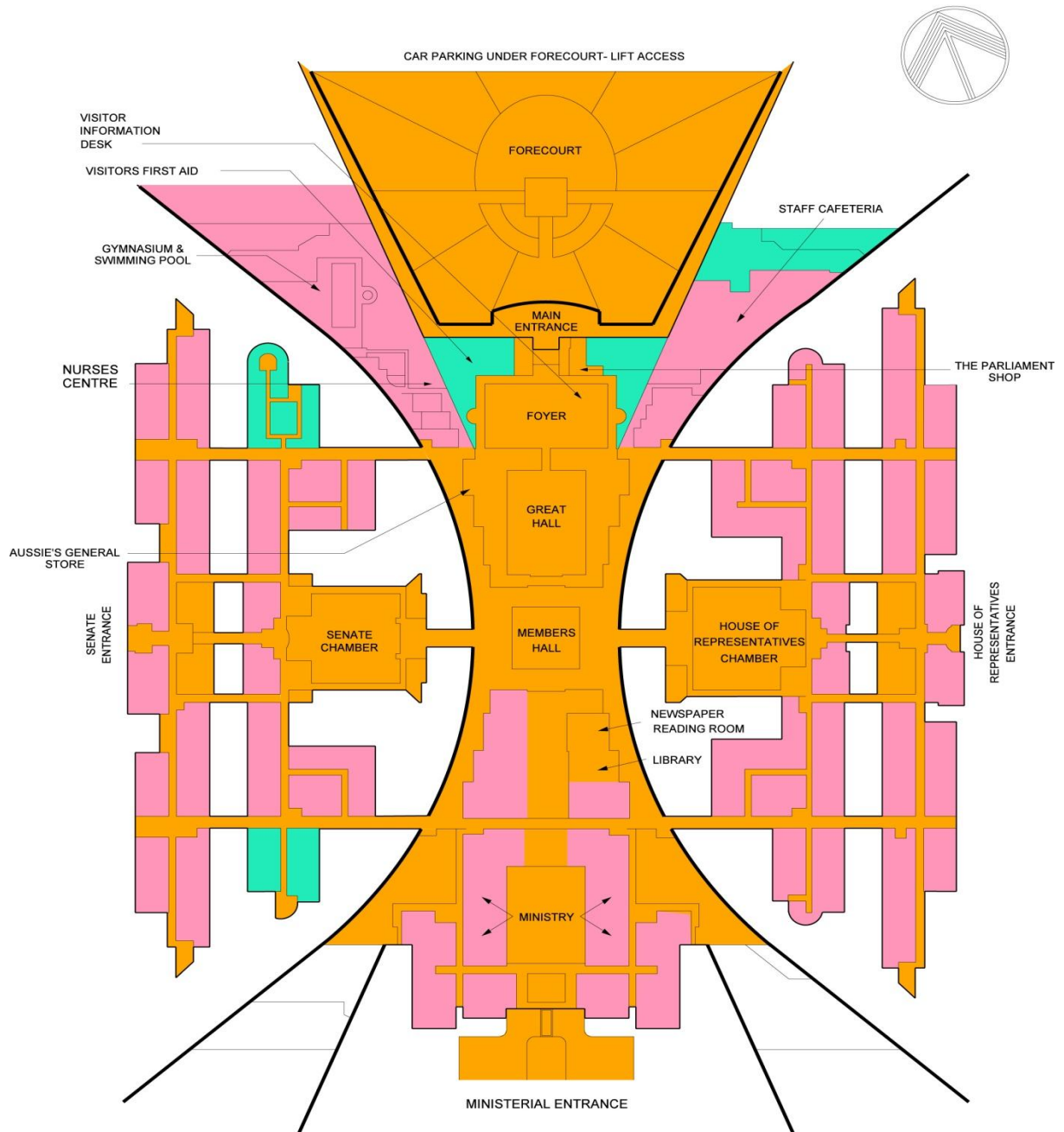


## Basement Plan

### LEGEND

-  HIGH TOLERANCE
-  MEDIUM TOLERANCE
-  LOW TOLERANCE

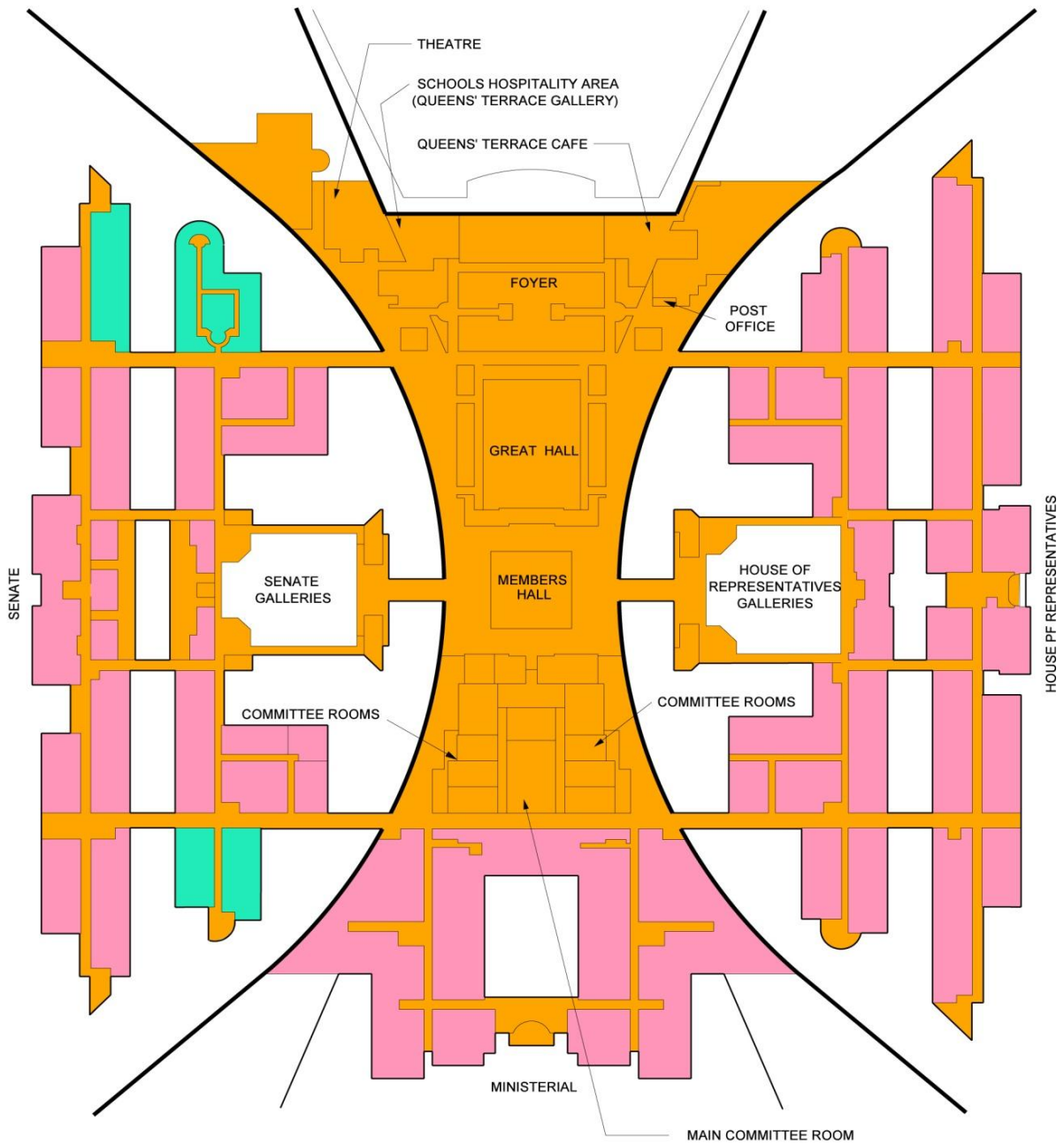
# Parliament House Heritage Management Framework



## LEGEND

- HIGH TOLERANCE
- MEDIUM TOLERANCE
- LOW TOLERANCE

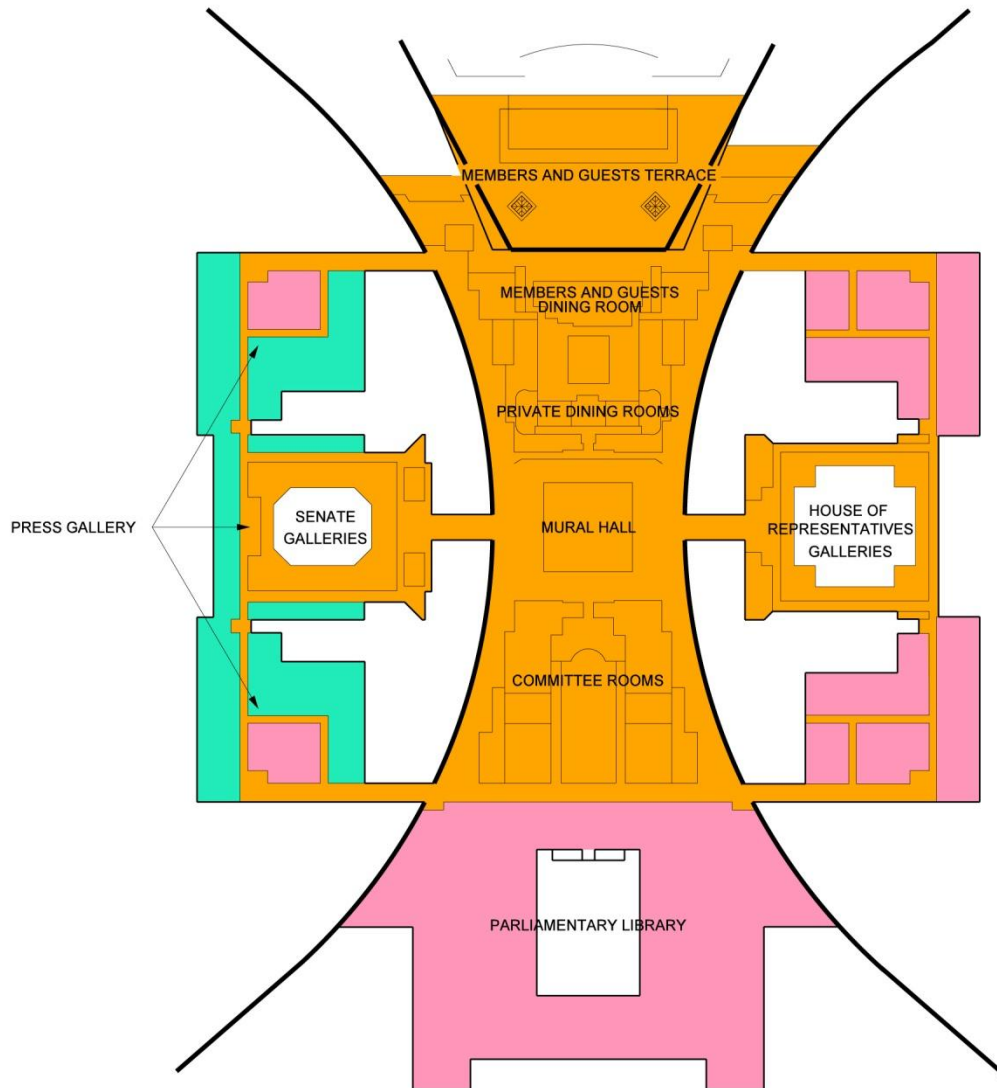
## Ground Floor



## First Floor

### LEGEND

-  HIGH TOLERANCE
-  MEDIUM TOLERANCE
-  LOW TOLERANCE



## Second Floor

### LEGEND

-  HIGH TOLERANCE
-  MEDIUM TOLERANCE
-  LOW TOLERANCE

*Design language and uniformity*

The design 'language' of the materials, flooring, ceilings, furniture, colours, fabrics and finishes throughout the building is an integral element of the building's design. The colour palette, style and use of material must be consistent from a 'look and feel' consideration and for consistency of supply.

**Figure 2: Examples of ceiling, flooring, furniture and fixtures design language**



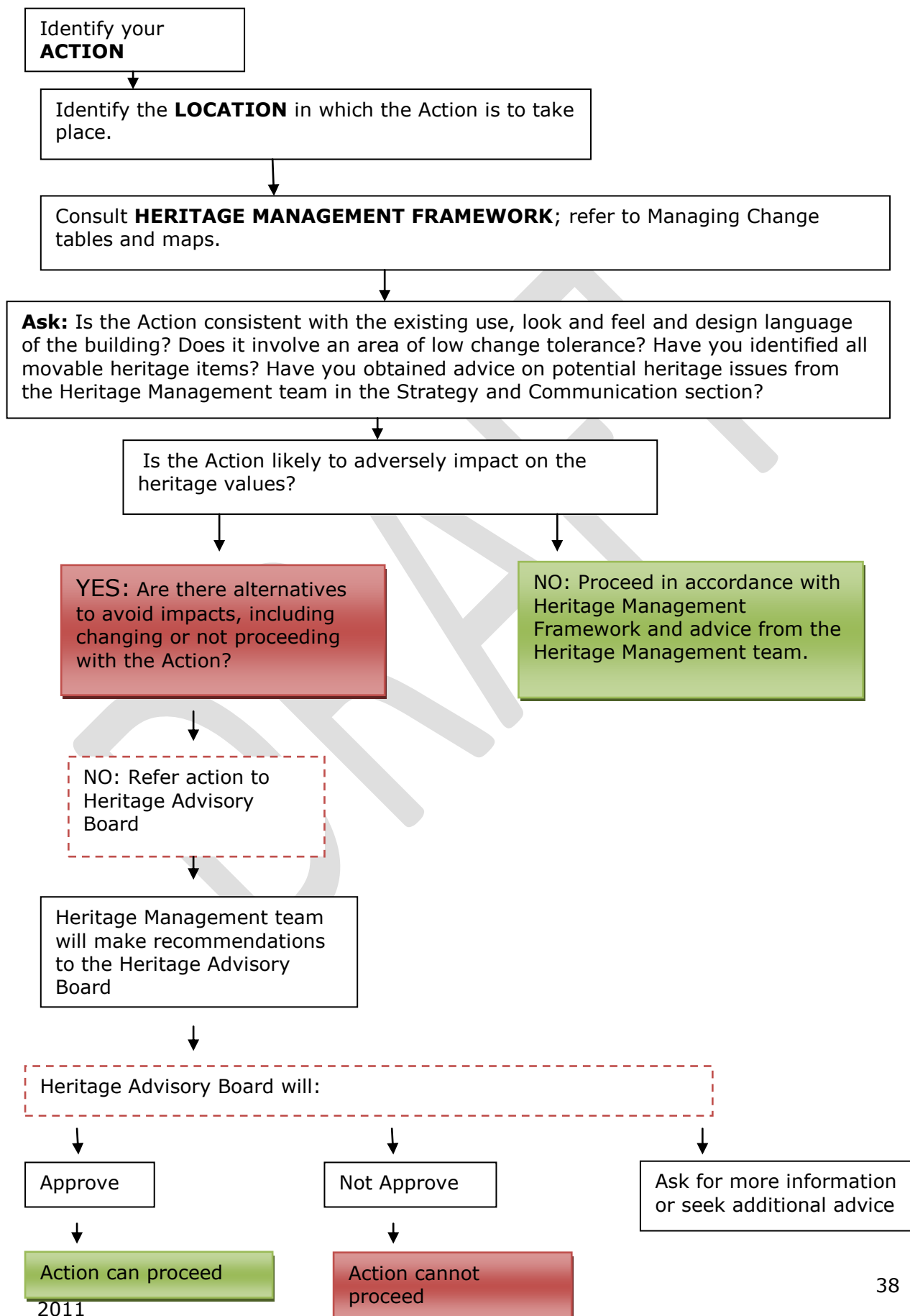
In this design context, change should be evolutionary, not revolutionary, and appropriate change requires thorough understanding of the building's design language. Advice should be sought in order to understand the design intent of individual elements and their significance to the overall design.

**11. Decision making process**

In developing works proposals, or planning for an action at the Parliament House precinct (including changes of use and disposal of assets), Figure 3 summarises the process that should be undertaken. For a list of frequently asked questions regarding heritage issues see Attachment F.



**Figure 3: Decision making process to ensure Parliament House precinct heritage values are considered when planning works or activities**



## 12. Cultural heritage items and objects for Parliament House

Within and around Parliament House there are many items and objects that have cultural heritage significance or might acquire these values over time.

### *Definition of cultural items*

*The cultural heritage items for Parliament House comprise:*

- (a) *items which are a symbol of the functions of Parliament House as a ceremonial place of national importance;*
- (b) *items which have a role in telling the story of the development and operation of Parliament House as a workplace for the Australian Parliament;*
- (c) *artworks and documents within the Parliament House Art Collection;*
- (d) *items which have been specifically designed for Parliament House;*
- (e) *items which have permanent Parliament House markings.*

The assessment of the significance of cultural heritage items and objects will be undertaken against the following primary criteria, and taking into consideration the supporting comparative criteria.

### *Primary criteria*

Items and objects may be classified as having cultural heritage **significance** for the Parliament or Parliament House if they meet one or more of the following primary criteria.

- Historic significance
- Artistic or aesthetic significance
- Scientific or research significance (research potential) and/or
- Social or spiritual significance (demonstrated contemporary attachment between the item or collection and a group or community).

### *Comparative criteria*

Four comparative criteria are used to evaluate the **degree** of significance. These criteria interact with the primary criteria and may increase or decrease significance.

- Provenance (who created, made, owned or used the item or collection?)
- Rarity or representativeness
- Condition or completeness

- Interpretive capacity (Does it help to interpret aspects of its place or context?).

#### Managing items of cultural significance

Items and objects which meet the above criteria should

- (a) Be provided with a statement of significance
- (b) Be recorded in the relevant database
- (c) Be subject to a day-by-day management regime that respects and preserves the cultural heritage values
- (d) Only be considered for disposal after assessment by the Heritage Management team in the Strategy and Communication section, or the Art Services Section (for items in the PHAC).

#### *Statements of significance*

For all objects and items which are assessed to have cultural heritage significance, a statement of significance needs to be prepared.

A statement of significance is a reasoned, readable summary of the values, meaning and importance of an item or collection. It is more than a description of what the item or collection looks like. A statement of significance summarises **how** and **why** the item or collection is important. It is supported by research and evidence assembled through the assessment process.

For more information on assessing significance see:

- Significance 2.0: a guide to assessing the significance of collections.  
<http://www.environment.gov.au/heritage/publications/significance2-0/index.html>

#### Databases

DPS will maintain three key databases for items of cultural heritage significance.

- Parliament House Art Collection (PHAC), which includes:
  - Rotational collection;
  - Historic memorials collection;
  - Gifts collection;
  - Architectural Commissions(including status A furniture); and
  - Archive Collection

As of mid-2011, the PHAC database is based on the Vernon CMS system.

- Integrated Library Management System (catalogue), which includes:
  - the rare book collection;
  - Parliament of Australia Hansard set;

## Parliament House Heritage Management Framework

- Parliamentary author collection; and
- Political party materials collections (including speeches and policies).
- New database to be developed for other identified cultural heritage items which are not recorded by the PHAC database or the Library catalogue. This new database will include identification technology and all listed cultural heritage items will be tagged accordingly.

A list of assets and items that have been identified as having heritage significance for Parliament House can be seen on the Parliament House Movable Heritage Register.

Best practice heritage guidelines emphasise the need to ensure that strategies for managing heritage assets are consistent with the organisation's corporate objectives and with the asset management requirements of its overall portfolio.<sup>14</sup> Current or expected development, works, disposal or other proposals that may affect asset items with heritage value are to be managed in accordance with Governance Paper No.33 – Caring for Parliament's Assets and Financial Paper No.4 – Chief Executive's Procedures CEP 4.3 – Disposal of public property.

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<sup>14</sup> Productivity Commission, Conservation of Australia's Historic Heritage Places, Productivity Commission Inquiry Report, No.37., 6 April 2006, p.421

## Attachment A - Parliamentary Administration

### Parliamentary Administration

The Presiding Officers note:

- (i) The authority for the Australian Parliament to administer its own affairs comes primarily from the *Australian Constitution* (particularly sections 49 and 50), the *Parliamentary Privileges Act 1987*, the *Parliament Act 1974* (section 5) and the *Parliamentary Precincts Act 1988* (section 6).
- (ii) In administering its own affairs (including the control and management of buildings within the parliamentary precincts), Parliament is assisted by the three parliamentary departments.
- (iii) Parliament is responsible for administering its internal affairs, including:
  - supporting both Houses and their committees;
  - supporting individual Parliamentarians and their staff;
  - record keeping;
  - inter-parliamentary relations;
  - maintaining the buildings, landscapes, and objects; and
  - securing the safety of building occupants, visitor and the buildings.
- (iv) The Parliament will seek to work with Executive Government in the management of the Ministerial Wing, noting that the Ministerial Wing sits within the parliamentary precincts. Section 6 of the *Parliamentary Precincts Act 1988* states that "In respect of the Ministerial Wing in Parliament House, the powers and functions given to the Presiding Officers [in relation to the control and management within the parliamentary precincts] are subject to any limitations and conditions agreed between the Presiding Officers and the Minister".
- (v) Parliament retains the right to take decisions about its internal affairs unless and until there has been legislation that expressly transfers authority or limits decision-taking.

The Presiding Officers expect:

- 1 That, except where there is conflict with its right to administer its own affairs and/or express legislative exemption, the Parliament requires the Parliamentary Service departments, other building occupants and building users to comply with relevant Commonwealth and ACT legislation.
- 2 That parliamentary administration and operation are not subject to government policy without the express and separate approval of each House of Parliament.
- 3 That the Parliamentary Service departments will plan and deliver services on the basis of "good corporate citizenship". This would include services such as the recording, broadcasting and transcription of chamber activities and committee hearings; annual reports and governance activities; library services to members and senators; the provision of factual information about the Parliament; the provision of administrative and support services; the provision of catering; security, landscape and gardening; building fabric services; information and technology services (including communications); visitor support services; and human resources and financial support.

## Attachment B - Understanding the Parliament House Building

### Understanding the Parliament House Building

The Parliament House Precinct encompasses an area of 32 hectares. Thirteen hectares of the site are landscaped with formal garden beds and with informal plantings of trees and shrubs. A further ten hectares are covered with turf and the remaining nine hectares comprise hard surface areas. The actual building covers 4.8 hectares of the site, but most of the building is covered by the landscaped areas of gardens and informal plantings.

The building stands astride Walter Burley Griffin's north-south Land Axis which runs from Mount Ainslie through Capital Hill to Mount Bimberi. Surmounting the building at the junction of its east-west axis and the Land Axis is a huge flag mast flying an Australian flag. The building is a four-sided structure whose eastern [House of Representatives] and western [Senate] sides are separated by two great curved walls, each 460 metres long. With the flag mast, the walls are the dominating features of the structure.



Great Verandah, Photo: Auspic

The main mass of the building stands along its north-south axis and consists from north to south of the Great Verandah with the Queen's Terrace above it, Public Foyer (or entrance), Great Hall, Members' Hall, Main Committee Room and the Ministerial (or executive) Wing. The Ministerial Wing incorporates a large enclosed courtyard at the rear of the building.

The eastern and western sides of the buildings are symmetrical in nature and contain respectively as their principal elements the

House of Representatives chamber and the Senate chamber. There are office suites for the Members and Senators on the respective sides as well. The mass of the eastern and western sides of the building is broken up by several internal courtyards.



Ministerial entrance,  
Photo: Auspic

The building has four main entrances: the main or public entrance, one entrance each to the House of Representatives and Senate wings, and an entrance to the Ministerial Wing. The main entrance faces towards Mount Ainslie and the facade has been deliberately designed to harmonise with the design of Old Parliament House. In front of the entrance is a forecourt containing a large mosaic based on a traditional Aboriginal painting. It is surrounded by a ceremonial pool. The House of Representatives and Senate entrances have unique architectural characteristics that distinguish them from one another. Both entrances have porte-cochères. The entrance to the Ministerial Wing is also distinctive and features at its front a long ornamental pool and fountain.

## Attachment C – Parliament House Landscape

### Parliament House Landscape

Parliament House is surrounded by 23 hectares of landscape designed to blend in with the architecture of the building. The basic objective of the landscape is the creation of a setting of appropriate scale and character, which relates both to the individual and to the larger context of the city. The peripheral areas, the areas outside Parliament Drive, are designed as dense plantings of Australian native vegetation, many indigenous to the



DPS Landscape Service, Photo: Auspic

areas, out of which rooms are carved to accommodate various recreational requirements. These areas connect the site visually to the surrounding area between Capital and State Circles and to the wider Canberra landscape, conceptually and practically recreating the hill character of the site. The Formal Gardens, on the eastern outer perimeter, have trimmed hedges, pergolas, and a variety of annuals and perennials. The combination of English and French formal gardens reflects the British and European influence on Australia.

To the north the grass tree lined Land Bridge links the site with the Parliamentary Triangle and the city beyond, fulfilling the fundamental design element of Walter Burley Griffin's Plan.

The Forecourt to the north of the site is the primary point of arrival for all visitors to the Parliament House. Its inclined walls and broad expanse open to receive the Land Bridge, the Parliamentary Triangle and the city beyond.

The island at the centre of the pool, representing Australia surrounded by the ocean, is paved with a granite mosaic representation of an Aboriginal sand painting describing "meeting place".

Inside Parliament Drive the landscape provides the setting for the building. This area has a park-like arrangement of eucalypt trees set in manicured green lawns that sweep up to the entries and over the roof of the building.

The curved walls and office wings enfold and contain the private House of Representatives and Senate courtyard gardens. These courtyards admit light and air to the inner sections of the building, provide external views from the offices and serve as extensions to the interior spaces. These areas are primarily designed not as showpiece gardens but as functional, practical and aesthetically pleasing spaces that respond to and compliment the architecture.

Two smaller inner courtyards for use by the Speaker of the House and the President of the Senate have what is perceived to be a more Australian character that responds to the architecture. These courtyards are paved in Tasmanian sandstone and planted with a mix of Australian native and exotic shrubs and trees.

The Prime Minister's courtyard acts as an exterior anteroom for the office suite and accommodates restricted vehicular entry. The courtyard features timber pergolas and a granite paved area features bronze sculptural elements representing the spirit of rock tors, while an intricate channelled water feature and wall fountain symbolise the precious nature of water in a dry continent.

## Attachment D– Parliament House Furniture Collection

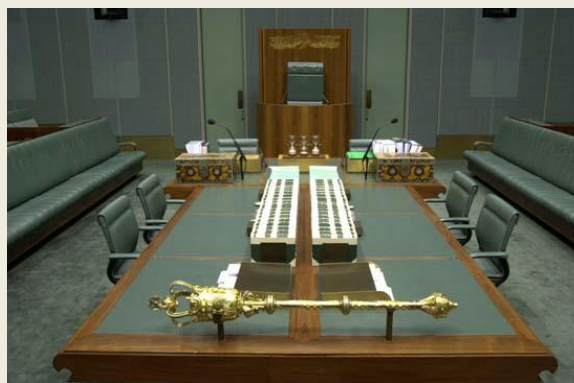
### The Parliament House Furniture Collection

The Parliament House Furniture Collection originated from the Parliament House Construction Authority Furniture Program. The Architects of Parliament House considered the interior design and furnishings of the building to be as critical as the architecture itself for the building to be a success. The two aspects, inseparably linked, provide a single, clear response to the original design brief. The brief called for Parliament House to be 'more than a functional building' and to provide 'strength and originality of image' and reflect 'uniquely Australian qualities of environment'. These requirements formed the foundation for the design and commissioning of about 25,000 high-quality furniture items which are directly related to the building's design detailing and symbolism.



A typical Member's suite. Photo: Auspic

The furniture was intended to reflect the design ethos and philosophy of Parliament House and to be consistent throughout the building. The Parliament



The Table of the House, Photo: Auspic

House Furniture Collection (currently valued at approx. \$70 million) comprises three collections, with each collection assigned a 'Status Classification' to recognise the particular functional and representational

role in various areas of the building. The three Status Classifications include:

**Commissioned furniture** (Status 'A') – these furniture pieces are highly crafted and specialised items, often designed in collaboration between the craftspeople and the architects. They appear in 'special' suites and public and VIP areas.

**Global furniture** (Status 'B') – is duplicated within areas throughout the building. This important, high-quality furniture makes up the majority of the furniture within Parliament House. You can see these items in Ministers', Senators' and Members' suites.

**Office furniture** (Status 'C') – is furniture located throughout the work areas of the building. These items are considered 'replaceable' and were not designed as part of the Parliament House Furniture Collection.

The Parliament House Furniture Collection is managed by the DPS Furniture Manager and maintained by DPS Building Fabric Services.

For more information on the furniture at Parliament House, contact: Department of Parliamentary Services (**DPS**) Furniture Manager Ext: 5138



## Attachment E – Parliament House Art Collection

### The Parliament House Art Collection

The Parliament House Art Collection (**PHAC**) is a public collection of significant heritage value, with art acquired specifically for this building. The principal architect of the building, Romaldo Giurgola, envisaged the art program functioning as an essential element of the building's architectural fabric. He wanted the building, and the art and craft work within it, to reflect the unique qualities of Australia—especially the environment, the climate, and the light. The art and craft works also reflect aspects of Australian culture, character and identity, and showcase the best of Australian contemporary art and craft practice.

Rather than developing the art program after the building was completed, the architect involved artists, craftspeople and curators from the early phases of the construction project. An Art Advisory Committee was formed within the Parliament House Construction Authority, and began to meet regularly from 1982.

Collecting started in 1984, with the major purchasing taking place from 1985 to 1987. Many of the works acquired during this period are part of the Rotational Collection, which is the largest part of the PHAC. Works from the Rotational Collection are displayed in the general circulation spaces of the building, as well as the offices of Senators and Members.

Apart from the Rotational Collection, the PHAC comprises a number of other stand-alone collections:

- the Historic Memorials Collection;
- the Gifts Collection;
- the Architectural Commissions; and
- the Archive Collection.

Together these collections make up the PHAC, containing over 6,000 art and craft works.

For more information on the Parliament House Art Collection, contact Art Services Ext: 5123



*Fossilised architectural landscape*  
(1986-88) Ewa PACHUCKA Photo:  
Auspic

## **Attachment F– Frequently asked questions**

### **What is heritage value?**

The term 'heritage value' means all the aspects of a place that give it special meaning or make it important to the community.

### **Where does heritage fit in at Parliament House?**

The Parliamentary departments and their predecessor departments have a proud record as the managers of assets, including cultural heritage assets, for Parliament House since 1988. Parliament House is recognised as a design icon and is part of Australia's Heritage. This should not be compromised. Parliament House is a place of national and international significance and was constructed to exacting standards with a design life of 200 years. Consequently, all works projects are to be designed and constructed to maintain the design integrity of this national landmark and contemporary heritage building and its diverse landscape.

### **What is the benefit of looking after our heritage?**

The Parliamentary Service departments have stewardship of Parliament House and its surroundings, artworks and furniture on behalf of the Parliament and Australian people under the direction of the Presiding Officers. Parliament House is a national symbol, rich in meaning and value to all Australians. When we maintain the heritage values we ensure the continuity of the qualities that the building expresses. Developing an appreciation of Parliament House's unique cultural values and playing a part in their preservation and interpretation can be a rewarding and fulfilling opportunity for Parliamentary Service staff and contractors.

### **When should I consider heritage issues?**

When considering any activities, additions or alterations to the Parliament House building, including its landscaped gardens, and commissioned furniture, fabrics, artworks and craft.

### **What do I do first when planning to undertake a project?**

Investigate to determine if your proposal affects any identified heritage values. Consider your project's compatibility with the look and feel and design language of the building. For help consult the Parliament House Heritage Management Framework.

### **Does heritage mean that I can't change or modify anything?**

As long as every effort is made to ensure that significance heritage values are not adversely affected, most modifications can be undertaken.

### **How do I avoid delays?**

Make heritage considerations a priority in the planning of activities and projects. Thinking about heritage early in the process and seeking appropriate advice will allow for potential heritage issues to be resolved in a timely manner. Developing an understanding of Parliament House's heritage values and design language will also assist staff in avoiding potential heritage issues.

### **Who can help me with heritage issues?**

Strategy and Communication – Ext: 5087  
DPS Fabrics Officer – Ext: 8109  
DPS Furniture Manager – Ext: 5138  
DPS Landscape Services team – Ext: 5258  
DPS Art Services team – Ext: 5123  
Usher of the Black Rod – Ext: 3398  
Serjeant-at-Arms – Ext: 4444



Photo: Auspic

## Acknowledgements

In the preparation of this framework, DPS has been fortunate in receiving valuable support and resources from the following Commonwealth agencies and their heritage management staff:

- Australian War Memorial  
Resource: *Australian War Memorial Heritage Management Plan Final Report*, prepared by Godden Mackay Logan for the Australian War Memorial, January 2011
- Department of Defence Heritage  
Resource: Defence Heritage Toolkit
- Department of Sustainability, Environment, Water, Population and Communities
- High Court of Australia  
Resource: *High Court of Australia Conservation Management Plan Volume 1*, prepared for the High Court of Australia by Dr Michael Pearson, Dr Sandy Blair, Geoff Butler and Duncan Marshall, 10 June 2010
- Old Parliament House  
Resource: *Old Parliament House: Heritage Management Plan 2008-2013*
- National Gallery of Australia
- National Museum of Australia
- National Portrait Gallery  
Resource: *National Portrait Gallery Conservation Management Plan*, prepared for the National Portrait Gallery by Dr Michael Pearson and Duncan Marshall, 13 August 2010

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<http://www.environment.gov.au/heritage/publications/significance2-0/index.html>