

*Parliamentary Zone Review
Commemorative Policy*

Background Paper

Culture and Commemoration

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1. Introduction

1.1 Background

In 1997 the National Capital Authority ('the Authority') commissioned Dr David Headon to provide a strategy – and vision – for the allocation of appropriate sites to particular memorials and other commemorative elements in the National Capital. This would be done through the establishment of a series of themes, guidelines and operating principles. The sites were to be located within, or near to, the 'inner ceremonial' core of Canberra, referred to as the Central National Area (CNA). The project resulted in a Discussion Paper entitled *The Way Ahead – National Capital Commemoration (Philosophy, Themes, Guidelines)*.

The Way Ahead argued that, as our country drew nearer to Sydney's 2000 Olympics, the Centenary of Federation in 2001 and the numerous challenges and opportunities of the new millennium, the Authority would undoubtedly be subjected to increased community pressure to site more memorials in Canberra, and to commemorate more subjects, events and individuals. *The Way Ahead* argued for

. . . a sound, defensible position in order to be able to respond proactively to this pressure from individuals and groups intent on lobbying for their particular initiative or proposal. Such pressure has always existed; it will, however, be inevitably intensified in the next three or four years.

The National Capital Authority's experience over the last two years appears to have confirmed the prediction.

The Way Ahead further argued that a 'wonderful opportunity' presented itself for this generation of Authority 'baton holders' to produce

. . . a worthy and ambitious commemorative policy – one replete with potentially timeless relevance and capable of immediate progressive implementation. The NCA needs a structure for all future generations of Australians who view their nation's capital with pride and who want it to play a formative role in determining what Marion Mahony Griffin many years ago called 'the expression of soul requirements'.

The Way Ahead clarified the direction in which the Authority's thinking had been heading since the establishment of the National Capital Planning Authority in 1989. Perhaps the best expression of that direction occurred in the CNA Design Study document *Looking to the Future* (1994), which boldly stated that:

. . . a national capital is more than a city. As the seat of government it requires a symbolic presence to promote a sense of national identity. It is not too outlandish to regard the capital as a symbol of the ideals, dreams, aspirations, achievements, culture and history of the nation.

The Authority's stance, outlined in *Looking to the Future* and given more substance in *Design Dialogue* (1995), provided the framework and the practical stimulus for *The Way Ahead* that broadly endorsed the Authority's primary goals:

- a) Reinforce the symbolic role of the capital.
- b) Foster national pride and provide a sense of national identity.
- c) Create a model city.
- d) Contribute to the development of the city.

and ultimately produced a detailed list of the cultural categories and sites which could be foremost in the determination of an Authority commemorative policy. The last sentence in the Conclusion to *The Way Ahead* indeed looked ‘ahead’: ‘The next step, one which needs to be taken with confidence and commitment, is a plan of action and implementation’. The National Capital Authority was challenged to assume a leadership role in this vital though unexplored area of national commemoration.

1.2 Terms of Reference

In September 1999 Dr David Headon was invited by the Authority to prepare a ‘Commemoration Policy to support the design work currently being undertaken as part of the Parliamentary Zone Review’. The Policy ‘should create a defensible cultural and managerial framework that guides development of commemorative activities and markers related to achievement within the Parliamentary Zone’. The intention is to incorporate a Parliamentary Zone Commemorative Policy into the National Capital Authority’s Memorials Policy (a preliminary draft of which was circulated in August 1999) in order to reinforce the founding Griffin principle of a balanced relationship between buildings and (cultural and geographical) landscape.

Michael Grace, Director of Cultural Projects and Promotion within the Authority, canvassed four components for inclusion in the Policy:

1. *Goals and values* used to identify commemorative subject matter
2. Specification of *criteria* by which commemorative activities and projects, and markers of Australian achievement, could be judged
3. Specification of *subject matter* to be considered for commemoration within the Parliamentary Zone
4. Specification of *potential core projects* to be pursued by the Authority as the next stage of policy implementation

1.3 Parliamentary Zone Strategic Review (PZR) – and Masterplan

The Federal Government announced in the 1998/9 Budget that the Authority would undertake a Strategic Review of the Parliamentary Zone and initiate the development of a Masterplan for it. The stated objective of the Review is ‘to refresh and promulgate the historical vision for the Parliamentary Zone and to provide an innovative and practical procedure for translating that vision into reality’. The Review team was asked to consider a range of issues. Five of these issues relate directly to the Commemorative Policy being developed here:

1. The Parliamentary Zone as the ‘cradle’ of Walter Burley Griffin’s Land Axis
2. The founding Griffin principle of a balance between buildings and landscape

3. Federation Mall as the critical link between Parliament House and Old Parliament House
4. Development of the current cultural program to commemorate Australian identities and events in the Parliamentary Zone
5. Determination of the heritage significance of the Parliamentary Zone as a whole, and elements within the Parliamentary Zone, including indigenous culture

Each of the above will be addressed in the Commemorative Policy being developed in this document, a Policy which will merge both the Authority's 'Vision' and 'Mission', as stated in the Magna Carta Place Design Competition Guidelines recently circulated: namely, to 'build' a National Capital which 'symbolises Australia's heritage, values and aspirations, is internationally recognised, and of which Australians are proud'. The *PZR* draft document, when addressing the cultural context for the Parliamentary Zone, identifies three components needing urgent attention:

1. An unmet need for sites of commemoration and public history to reflect Australian achievement
2. A need for a program of cultural events to encourage greater use by ordinary people
3. A need to recognise and represent the significance of indigenous Australians and this country's bi-partisan commitment to a multicultural future

These, too, will be specifically addressed in Sections 4 and 5 of this document.

2. *Goals and Values*

2.1 *Introduction*

All cultures create emblems and expressions, the primary purpose of which is commemoration – the recognition of people, events, contributions or achievements that have meaning and value for the larger community. The importance of commemoration as a means of reinforcing and transmitting collective values is demonstrated by the great variety of ways in which it is expressed. Commemorative forms used in contemporary Australian society include special issues of stamps and coins, the placement of interpretative signs and plaques, the naming of holidays and festivals, the dedication of streets, leisure facilities, parks, gardens and buildings, and the construction of memorials.

2.2 *Goals*

- To develop a social and cultural environment in the nation's capital which closely reflects the values of the Australian community – including tolerance, commitment to social justice for all citizens, humour, openness, the desire to have a go, commitment to democratic principles (including freedom of speech and freedom of assembly), social responsibility, civic awareness and respect for the rule of law.
- To confirm the nation's capital as the most appropriate spiritual and symbolic site for reconciliation between Australia's peoples.
- To encourage all Australians to continue their education by enhancing their sense of place and increasing their understanding of the diversity of Australia's cultural heritages. (Australia needs active, informed citizens, and the Authority is uniquely situated to promote this fundamental cultural goal of a country unified and heterogeneous.)
- To affirm the Australian community's belief that collective values are at least as important as individual concerns.
- To encourage the expression, in Canberra, of 'the emotional life' of the country, the spirit and character – and ethos – of Australia.
- To increase the ecological awareness of the Australian people, encouraging the belief that all Australians are custodians of this continent.
- To promote Canberra as our capital in the bush and a working model of economic sustainability, a vital and contemporary city, able to preserve a creative tension between big regional town and small national capital.
- To provide appropriate and inclusive mechanisms for the promotion of national pride and understanding through a Commemorative Policy which honours Australian achievement – both collective and individual.
- To establish criteria for the evaluation of cultural worth which ensure that the Authority's Commemorative Policy only honours subjects of enduring national significance.
- To ensure that all projects selected for commemoration are appropriately sited, designed and constructed (not only those projects brought to the attention of the National Capital Authority, but also those generated by an Authority expert Advisory Committee* selected to recommend an independent program of commemorative recognition to be implemented by the Authority).

* See 'Recommendations', p. 25.

2.3 *Values*

The National Australia Day Committee, in its Nomination Form for 1995, identified what it considered to be distinctive Australian characteristics:

A fair go, a concern for the environment, desire for prosperity with a share for all, participation in sport, cultural diversity, the importance of strong community values and support systems, a keen sense that we have our own contribution to make on the world stage . . . To use more abstract terms, tolerance, pluralism, democracy, equity and equality of opportunity are essential Australian values, which while in some cases not universally enjoyed, are aspirations for Australians as a whole. A certain quality of irreverence should not be left off the list.

This is as creative and contemporary a description of the values of Australians at the end of the twentieth century as one is likely to find. Conflating this statement with the values specified in the first goal of the previous Section (2.2) produces a compelling list of cultural and moral markers for the determination of policy:

- egalitarianism
- tolerance
- humour
- democratic principles
- civic awareness
- freedom
- social justice for all
- openness
- social responsibility
- peace, order and respect for rule of law
- concern for the environment
- strong collective values and sense of shared goals
- diversity
- irreverence
- civility
- fairness

2.4 *Criteria for Evaluation of Commemorative Projects*

An Australian person, event, contribution or achievement, chosen for commemoration in the National Capital, must:

1. Have cultural significance for the nation – that is (as stated in The Burra Charter Revision, 1988), ‘aesthetic, historic, scientific or social value for past, present or future generations’ of Australians.
2. Closely reflect the evolving values, ideas and aspirations of the Australian community.
3. Contribute to the education of all Australians by enhancing a sense of place and increasing an understanding of cultural diversity.
4. Exemplify Australia’s unique heritage.

3. *Commemoration – Who, What and Where?*

3.1 *The Griffins' Canberra Plan*

Both *The Way Ahead* (TWA) and the draft *Parliamentary Zone Review* (PZR) refer specifically to the original 'Canberra Plan' of Walter Burley and Marion Mahony Griffin: TWA recalling the 'symbolic framework' of the Griffins, with its 'diagram of concentric circles (used) in a number of ways, the most significant being to define the physical, political and symbolic centre of our Nation'; the PZR observing that, almost three-quarters of a century after the Griffin 'Plan' was gazetted, 'the Parliamentary Zone remains relatively incomplete. It is this vast unattenuated open space that visitors regard as 'empty' and 'meaningless'. And yet, the document continues, 'the Parliamentary Zone has not lost its potential to be developed as a central place of considerable national and popular meaning . . . the siting of a permanent Parliament House on Capital Hill in place of the Griffins' 'Capitol' building doesn't affect the potency of the idea for a national people's place, nor remove the need for it'.

The PZR project confirms a trend – one revisiting and reinterpreting the spirit of the Griffins' model – that goes back at least twenty-five years to Peter Muller's Griffin Lecture in 1976, and that has been bolstered subsequently by (amongst other sources) the *Second Stage Competition Report on New Parliament House* (Mitchell/Giurgola and Thorp Architects) in 1980, Romaldo Giurgola's Griffin Lecture in 1982 and James Weirick's Griffin Lecture in 1988.

3.2 *Non-Military Commemoration*

The Way Ahead added to this momentum in 1997 but, in addition to engaging actively with the Griffins' model, it applied that model to the recent history of commemoration activity in Canberra:

At last people were recognising that a disproportionate number of Canberra's built memorials were military memorials – superb as most of these are. Indeed, as Alan Roberts remarked in his 1990 paper 'Memorials in the National Capital – Developing a Sense of National Identity': 'There is no individual monument to a single sportsperson or to a cultural or intellectual figure, except for the English botanist Sir Joseph Banks and the Scottish poet Burns'. This is still true – nor is there virtually any recognition of national achievement in medicine, architecture, the performing and visual arts, law, economic and labour history, or the media. Who are our Nobel Prize winners? Where do we recognise, in the nation's capital, profound national achievement? The inner ceremonial core needs work; it also needs passion, commitment and due recognition of the significance of this moment. . . . other national narratives to complement the military need to be placed on the centre stage.

The case for a proactive National Capital Authority is now more compelling than ever. If more evidence for this were needed, then the focus groups used to formulate the draft PZR provide it. 'Most Australians', the Review states, 'feel a need in the zone for more places of interest rather than buildings, and many see a need to make Canberra more fun, with more social interactivity'. They would also appreciate 'a public history project as such'. Creating *the place of the people* in the Parliamentary Zone, between now and the end of 2001 – the

Federation centenary year – will in part address the absence identified. According to the *PZR* draft, *the place of the people* must reflect:

. . . the political and cultural role of Australia’s Capital; Federation and Australian democracy; achievements of individual Australians in all areas of endeavour; the diversity of Australia, its people, natural environments, cultures and heritage; the unique qualities of Australian creativity and craftsmanship.

This ‘Statement of Intent’ in the draft *PZR* accords closely with the argument and content of *The Way Ahead*. The thematic clusters of *TWA* readily adapt to the campuses of the *PZR*. Subject matter to be commemorated in the campuses/clusters will be specified in Section 4, ‘Organisational Structure’.

3.3 *The Diverse Australian Experience*

If historian Professor Geoffrey Bolton is right when he says that ‘national identity is back on the agenda now for historians’, and the *PZR* focus groups’ need for public history made tangible is genuinely reflective of a similar national sentiment, then the challenge for the National Capital Authority is to merge these expressions into a coherent, ‘hands-on’ commemorative whole – that is, convert scholarly interest into community interest. Yet the concepts of nationalism and national identity (especially as we near the Olympic year 2000) bring with them fresh and challenging questions, all of which presuppose the simple truism that national identity will always be an unfinished project. Implementation of the Parliamentary Zone Review Commemorative Policy (*PZRCP*), with its assured civic goals, must address the following questions:

1. How to get Australians thinking about their common civic values, practices and beliefs, and the evolving shape of their largely tolerant, working liberal democracy?
2. How to expand the community’s ‘sense of national identity’, maintaining the important soldier and sport preoccupations while recognising what cultural commentator Donald Horne has referred to as ‘the serious meaning that citizens share a land with a common set of rights, duties and traditions’?
3. How to express, symbolically and meaningfully, the nation’s express commitment to reconciliation?
4. How to achieve the right balance of signs, sites, gardens, public places, public activities and significant memorials? In his 1997 Australia Day address, author Thomas Keneally stated the case for many Australians when he said:

I demand the right to celebrate, to praise, to take delight, to have doubt and to mourn. The idea that we must choose between white triumphalism and an appropriate grieving is an absurd concept.

The Authority’s *Parliamentary Zone Review Commemorative Policy*, to endorse or to determine future projects, must not seek to choose exclusively, but to include; each choice must reflect, effectively and according to the commemorative criteria in Section 2.4, the generous plurality of the Australian experience.

4. Organisational Structure

4.1 Introduction: Central Campuses

The *PZR* draft, responding to the feedback of the focus groups, suggests that the

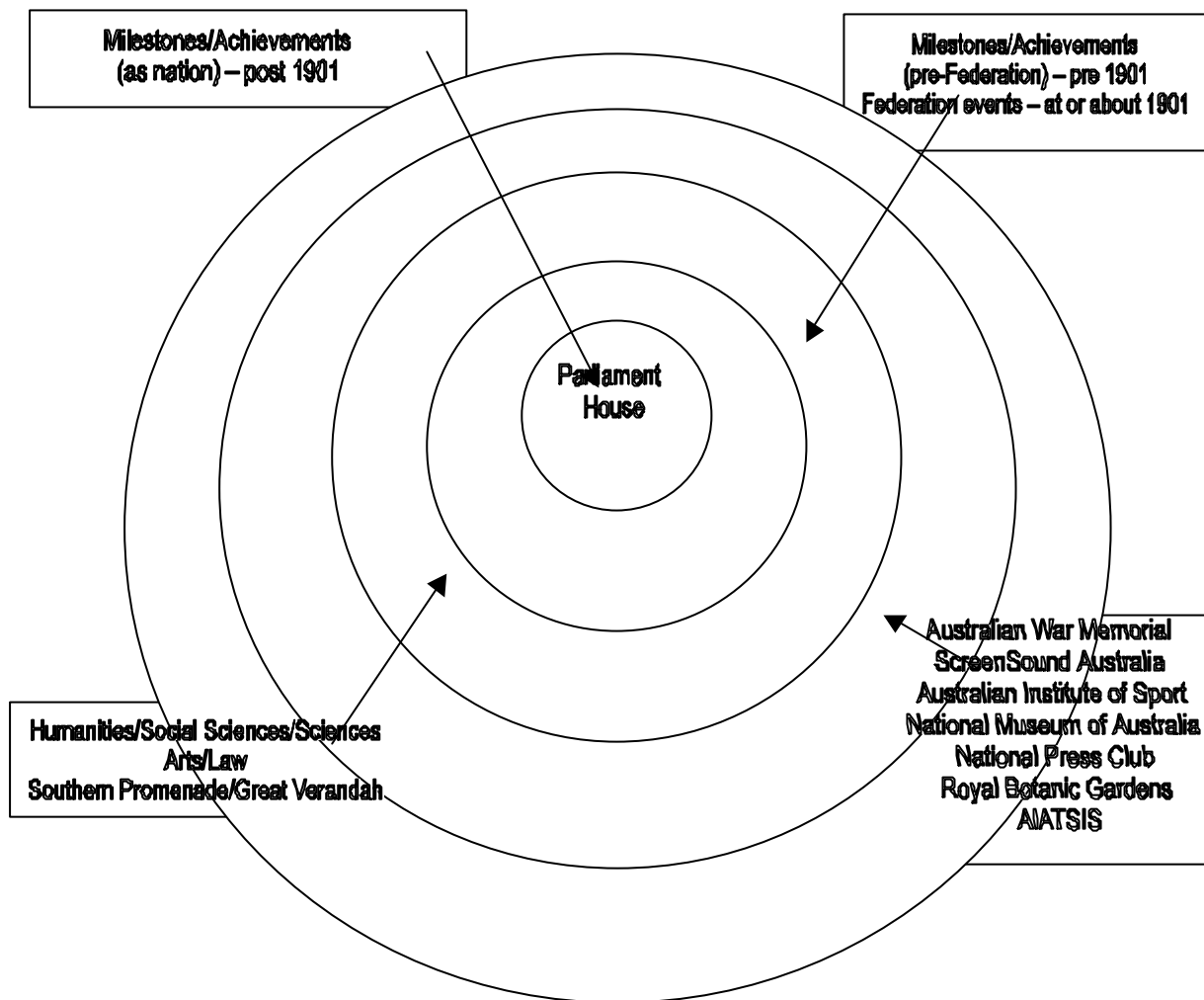
. . . lack of a relationship between buildings [in the Parliamentary Zone] is obvious – each one stands alone, disconnected from the others . . . Noting this, and the Griffin intention to form such relationships, an imperative exists to gradually introduce a more people-friendly, legible urban form through the grouping of buildings around open space.

It maintains that the simplest way to achieve this is ‘to allow all new buildings to form groups, or campuses, with existing ones’. Three main campuses emerge in the *PZR* formulation: a ‘Humanities and Sciences’ campus, built around the National Library of Australia (NLA) and the National Science and Technology Centre (Questacon); an ‘Arts and Civic’ campus built around the National Gallery of Australia (NGA), the High Court and the National Archives; and a ‘Government’ campus centred on Old Parliament House. A ‘Treasury’ campus and an ‘Administration’ campus are two other possibilities.

The subject clusters of *The Way Ahead*, congregating around Griffinesque ‘fields of action’, readily translate into the draft *PZR*’s central campuses and *the place of the people*. But before specifying these clusters, a brief summary of Griffin’s ‘symbolic network’ for an Australian national capital is needed. In brief, Griffin:

- Conceived of Canberra as ‘a solid mandala . . . an intelligible, sensible three dimensional diagram packed full of significance and purpose’;
- Structured his design in terms of sets of co-ordinate axes – land/water, National/Municipal;
- Asserted an ‘energy matrix’, a ‘concept of power or energy . . . conceived of as having a centre, something like the Sun within our solar system . . .’;
- Used this ‘energy’ concept to produce a ‘diagram of concentric circles (used) in a number of ways, the most significant being to define the physical, political and symbolic centre of our Nation’, based on a design centred on Capital Hill; and
- Moved from ‘generals to particulars’ through a matrix of ‘radial lines represent(ing) specific applications into the field of action and . . . located in such a way as to best serve the community’.

In civic terms, the Sun/solar system idea is reinforced by the six state capital avenues which radiate out from Capital Hill/State Circle, presenting an obvious opportunity for six separate, state-created markers at the intersections of each avenue with State Circle (see ‘Recommendations’, p. 25). More importantly for this document, the symbolic intent of Griffin’s Sun/solar system energy matrix – to define the physical, political and symbolic centre of our nation, as Peter Muller indicated in his 1976 Griffin lecture – emerges with a particular potency for the campus/subject cluster structure that follows. Obviously, the manifestations of Canberra development post-1927 make a structure replicating Griffin’s – running from generals to particulars and overlaying the land and water axes – impossible. Most subject clusters of Griffinesque energy have been determined for us.



4.2 *Government Campus*

Four areas are included:

I. State Circle and Intersections

Recognition here of the role and distinctive character of each state and territory – and, when relevant, of particular regions within Australia (for example: the Kimberley, Barossa, Snowy, Gippsland, Pilbara, Riverina, Atherton Tableland, King Island, Cape York, Monaro)

II. Federation Mall

Recognition of political history and achievement, post 1901. The area to feature the ‘big ticket’ social and cultural achievements since 1901 and Federation, including the triumph of multiculturalism, achievement by women, constitutional history pertinent to Old Parliament House (1927–88) and Parliament House (post 1988), republican history, labour relations, economic history, environmentalism, big national projects and national disasters/tragedies. The Federal Mall grid of subjects to include:

- Historical Milestones – post 1901 (especially those recognising Aboriginal and Torres Strait Islander advancements: 1938 Day of Mourning to 1967 Referendum, Yirrkala Bark Petition, Wave Hill, Tent Embassy, Mabo, Wik)
- Visual Representation of all State Flags/Commonwealth Flags/Aboriginal and Torres Strait Islander Flags – and their origins
- Specific Achievements of Prime Ministers – Barton to Howard
- Catalogue of Aboriginal and Torres Strait Islander Political Organisations
- Major Institutions – Returned Services League (RSL), Australian Broadcasting Corporation (ABC), Special Broadcasting Service (SBS), Salvation Army, Dr Barnardo, Smith Family
- Multiculturalism/Cultural Diversity – Gorton/Grassby to the present
- Labour Relations/Industrial Legislation/Economic History – from establishment of Commonwealth Court of Conciliation and Arbitration (1904) to Strikes of 1919–21 to federal union structure (1927) to present
- Achievement by Women – recognising those women and organisations who played the key roles in the shift from first to second-wave feminism, among them Miles Franklin, Alice Henry, Adela Pankhurst Walsh, Jean Devanny, Mary Gilmore, Christina Stead, Jessie Street, Bessie Rischbieth, Flora Eldershaw, Marjorie Barnard, Pearl Gibbs, Katharine Susannah Prichard
- Constitutional History – Constitution Place and Magna Carta Place from the book-ends to fundamental, non-indigenous constitutional history
- Republican History
- Environmentalists/Environment
- Big National Projects (national capacity to generate monumental projects) – Murrumbidgee Irrigation Area, Sydney Harbour Bridge, Kalgoorlie Pipeline, Snowy Mountains Hydro-Electric Scheme, Sydney Opera House, Transcontinental Railway, Ghan Railway, Ord River Scheme
- National Tragedies (national capacity to overcome adversity, hardship, disaster) – Maitland floods, Black Wednesday fires, Cyclone Tracy, Mt Kembla mining disaster (1920), bombing of Darwin (1942), sinking of HMAS *Sydney* (1941)

III. King Edward Terrace to King George Terrace

Recognition of major events in Australia's history, from 1788 to the onset of nationhood and Federation, particularly political history stretching from the succession of early governors to the colonial premiers (1856–1901). The King Terraces grid of subjects to include:

- Historical Milestones 1770–1901 – for example, 28 April 1770 (Cook arrives), 26 January 1788 (First Fleet), 12 February 1851 (Hargraves finds gold at Ophir), 1855 (adoption by Victoria of the secret ballot), 3 December 1854 (Eureka), 26 May 1856 (NSW self-government), 1860 (first Afghan camel drives arrive), 10 January 1868 (last convicts arrive at Fremantle), 6 September 1870 (withdrawal of British troops), 21 October 1872 (telegraph links Australia to London), 21 December 1894 (female suffrage in South Australia), 1 January 1901 (Federation)
- Visual Representation of All Colony Flags – plus commemorative recognition of each colony's attainment of self-government

- Major Organisations Last Century – including the Australian Natives' Association, the Australian Federation Leagues (including Women's Federation Leagues), Mechanics' Institutes
- Pioneer Republicans – including John Dunmore Lang, Charles Harpur, Daniel Henry Deniehy, Adelaide Ironside, E. W. O'Sullivan, George Black, Louisa Lawson, Henry Lawson, William Astley ('Price Warung'), Andrew Inglis Clark
- Pioneers in Colonial Parliaments
- Pioneer (Women's) Suffragists and Suffragettes – including Maybanke Anderson, Annette Crawford Bear, Vida Goldstein, Rose Scott, Catherine Helen Spence, Louisa Lawson, Marie Pitt
- Pastoralists of Note – including Terence Aubrey Murray, the Duracks, 'Hungry' Tyson, Ben Boyd, Sidney Kidman

IV. Old Parliament House – Gardens and Surrounding Environs

Recognition of specific Federation history (and Old Parliament House-related history to 1927), individuals and individual achievement in the chronological period from August 1885 (Federal Council of Australasia Act) to May 1901 (opening of First Commonwealth Parliament, in Melbourne):

- 'Fathers' of Federation – Parkes, Clark, Griffith, Barton, Deakin, Spence, Kingston, Forrest, Garran, Quick, Downer
- Fathers of Australian Constitution – Griffith, Clark, Kingston, O'Connor, Barton
- 'Nation's Capital' history, 1908–27
- First Aboriginal Protests in Canberra – ('Queen') Nellie Hamilton, 'King' Billy, Jimmy Clements
- Major Social/Political Events Relating to Federation, 1885–1901. The chronology 1885–96, for example, might include: 1885 (Federation Council of Australasia Act), 1889 (Edwards Defence Report), October 1889 (Henry Parkes' Tenterfield Oration), February 1890 (Australasian Federation Conference, Melbourne), March/April 1891 (National Australasian Convention, Sydney), July 1893 (establishment of Australasian Federation League), July/August 1893 (Corowa Conference), January/February 1895 (Hobart Premiers' Meeting), 1896 (Enabling Acts and Bathurst People's Federal Convention).

4.3 *Humanities, Social Sciences and Science Campus*

The National Library of Australia (NLA)/National Science and Technology Centre (Questacon) area, largely unused beyond the buildings themselves, is capable of sustaining with ease a rich collection of subject areas. These include:

- *Creative Writers* (NLA) post-1788, (Aboriginal and Torres Strait Islander storytellers and singers to be recognised at the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) – Aboriginal and Torres Strait Islander writers at both NLA and AIATSIS)
- *Historians* (NLA) – including John Dunmore Lang, W. C. Wentworth, John West, Henry Melville, James Macarthur, William Westgarth, James Fenton, Ernest Favenc, George Sutherland, G. W. Rusden, W. B. Kimberly, J. H.

Heaton, G. A. Wood, G. C. Henderson, Ernest Scott, Lloyd Churchward, Noel Ebbels, C. E. W. Bean, June Phillip, Ian Turner, C. M. H. Clark, Keith Hancock, R. M. Crawford, Gordon Greenwood, A. G. L. Shaw, Brian Fitzpatrick

- *Compilers of Encyclopaedias, Atlases, Dictionaries* (NLA) – including David Blair, H. T. Burgess, James Smith, J. S. Battye, J. H. Heaton, R. P. Whitworth, W. H. Wells
- *Philosophers* (NLA) – including John Anderson, John Passmore
- *Educationists, Commentators & Public Scholars* (NLA) – including David Syme, Charles Badham, George Higinbotham, G. B. Barton, C. H. Pearson, J. B. Higgins, Vance Palmer, Fred Alexander, Peter Board, J. R. Darling, David Scott Mitchell
- *Medical Researchers/Doctors/Health Activitists* (Q) – including Joseph Bancroft, Raymond Begg, John Cade, Kate Campbell, Grace Cuthbert Browne, Lorimer Dods, Norman Gregg, Elizabeth Kenny, Jean Macnamara, Lucy Osburn, Vera Scantlebury Brown, Harry Wunderly, William Bragg, Lionel Batley Bull, Frank Macfarlane Burnet, Ian Clunies Ross, John Eccles, Howard Florey, Joseph Pausey, David Rivett, Eric Underwood, Victor Chang, Fred Hollows
- *'Pure' Scientists* (Q) – including astronomers (best source for this is Ragbir Bhathal and Graeme White, *Under the Southern Cross – a Brief History of Astronomy in Australia*, 1991), Lawrence Bragg, Howard Florey, Macfarlane Burnet, Douglas Mawson, John Eccles, Dorothy Hill, John Cornforth, Alan Walsh, Don Metcalf, William Farrer, A. E. V. Richardson, James Ruse
- *'Applied' Scientists* (Q), especially Australian inventions/inventors – including Thomas Fisk, James Harrison, Hugh McKay, A. G. M. Michell, John Ridley, Alfred Traeger, Aspro, bionic ear, Hills Hoist, Interscan, Orbital Engine, Stump-Jump Plough, Totalisator, Ultrasound, Vegemite (The definitive source for early inventions is Gerald Walsh, *Pioneering Days – People and Innovations in Australia's Rural Past*, 1993)

4.4 Arts/Law Campus

The National Gallery of Australia (NGA)/High Court of Australia (HC)/National Archives (NA) area, also largely unused beyond the buildings, would accommodate:

- All *Visual Artists* (NGA) post 1788 (traditional Aboriginal and Torres Strait Islander material either here or at AIATSIS)
- *Architects/Designers* (NGA) – including Francis Greenway, John Verge, John Lee Archer, James Blackburn, John Sulman, William Wardell, Edmund Blacket, Leonard Terry, Peter Kerr, J. J. Clark, James Barnet, Edmund Wright, Henry Hunter, Robert Haddon, G. S. Jones, H. D. Annear, W. Hardy Wilson, Walter Burley Griffin, Marion Mahony Griffin, Roy Grounds, Robin Boyd
- *Photographers*
- *Chief Justices of the High Court of Australia* (HC) – including Griffith, Knox, Isaacs, Duffy, Latham, Dixon, Barwick, Gibbs, Mason, Brennan, Higgins, Higinbotham

- *Members of the High Court of Australia (HC)*
- *Renowned Australian Jurists (HC)*
- *Nationally Significant Legislation and Justice Issues (HC)*

4.5 Southern Shore Lake Edge Promenade/Walking Track

The rationale for the campuses is compelling. These sites will commemorate individuals, events, contributions or achievements pertinent to the site theme, and the 4–5 kilometre ‘Walking Track’ proposed in the *PZR* draft document will engage with these themes and individuals according to the final route selected.

However, one area, central geographically, has not been allocated: the southern shore lake edge promenade, through Parkes Place to King Edward Avenue. It is here that the *PZR* locates ‘The Great Verandah’, a meeting place and place of conversation for Australians within *the place of the people* – and it is here that the nation could recognise its most significant nation-creators and nation-definers, those Australians who have distinguished themselves in particular fields of endeavour. The Walking Track could have its symbolic beginning here and then meander. This would be our equivalent of Canada’s ‘Path of Heroes’ in Ottawa.

While it is true that Australians are not, as the *Sydney Morning Herald* observed as far back as 1888, ‘an impressionable people’, nonetheless development of an ‘inner ceremonial core’ of quality and variety is at this time not only appropriate for historical, social and cultural reasons, the *PZR* focus group results suggest that the large majority of Australians want it. In this context, the Southern Shore Lake Edge (and surrounding area) assumes ‘cutting edge’ importance as a prime location to honour Australian excellence. It could present an Australian ethos through those individuals who are selected to be honoured. (*Note: Living Australians are not considered, as some historical perspective is essential to confirm the selection of these extraordinary Australians.*)

Two primary categories of Australian are recognised here:

1. Distinguished individual Australians, other than military, as a complement to ANZAC Parade and the War Memorial, including those whom one would categorise as the ‘unsung’ heroes – including Charles Kingsford Smith, Albert Namatjira, Don Bradman, Pearl Gibbs, Truganini, Carline Chisolm, Mother Mary McKillop, Ernest Edward ‘Weary’ Dunlop (for his ‘cultural’, not ‘military’ significance), Fred Hollows, John Simpson Kirkpatrick (same as Dunlop), Damian Parer, Neal Davis, Vincent Lingiari, Raymond Donoghue, Albert ‘Totty’ Young, Harold Cochrane, Maurice Buckley, Douglas Fong, Arnold Cook, Herbert Latrobe, George Downton, James Smith, Grace Bussell, Eleanor Jacob, Ruby Boye-Jones, Marjorie Stapleton, Lores Bonney, Marjorie Lyon, Doris Taylor, Alice Briggs, Robert Tudawali, Herbert John Hinkler, Horace William Madden, Robin Miller, Sister Elizabeth Kenny, Rev. John Flynn, Louisa Lawson, Mark Wilson, Lottie Lyall, Victor Chang, Pastor Sir Douglas Nicholls, John Gilbert, Elizabeth Macarthur, Mary Reiby, Daisy Bates, Lucy Osburn.

It is important that this category recognises both the ‘high-flier’ *and* the relatively ‘unsung’, but each person chosen to be commemorated must satisfy the criteria in Section 2.4, regardless of his/her community profile.

2. Those Australians (or those in Australia) who have had an impact on the defining shape of the nation – not those who have been responsible for an individual contribution of excellence, but those (other than politicians known only for their ‘political’ activity, whom we could locate near the Parliament Houses) whom we would class as genuine nation-definers, nation-shapers and nation-builders – a list of whom might include the likes of Lachlan Macquarie, W. C. Wentworth, John Dunmore Lang, Marcus Clarke, Catherine Helen Spence, Rose Scott, J. F. Archibald, A. G. Stephens, Henry Lawson, George Robertson, C. E. W. Bean, the Unknown Soldier, William Cooper, Kevin Gilbert, Edith Cowan, Oodgeroo, Harold Blair, Eddie Mabo, Edward ‘Ned’ Kelly, James Leslie ‘Les’ Darcy, Charles Chauvel, Raymond Longford, Dame Enid Lyons, Sidney Kidman, James Blackburn, John Broadfield, George Goyder, Francis Greenway, William Hudson, William Light, Charles Yelverton O’Connor, Charles Todd, Frank Flynn, Vida Goldstein, John Gribble, Patrick Durack, William Farrer, Edward Henty, A. E. V. Richardson, James Ruse, Jessie Street.

Individuals satisfying the above criterion for inclusion in one of the two primary categories must then be picked up in one of the following secondary categories. These are:

- Leaders (Colonial and Post-Federation)
- Explorers, Navigators, Adventurers (including Aboriginal and Torres Strait Islander ‘Guides’)
- Nobel Prize Winners
- Scientists/Inventors
- Entertainers
- Champions/Sporting Greats
- Writers
- Musicians
- Painters
- Other Artists
- Builders/Architects
- Humanitarians
- Thinkers
- Pastoralists
- Clerics
- Organisers and Unionists
- Judges and Lawyers
- Industrialists
- Warriors/Soldiers
- Administrators

4.6 *Walking Track/Reconciliation*

The campus outline (Sections 4.1 to 4.4) gives substance to the ‘Statement of Intent’ included in the *PZR* draft document, addressing all the subject themes named – all of which relate

principally to non-indigenous achievement in nation-building. Dominated by the 'Government Campus', commemoration in this area properly and inevitably focuses on non-indigenous achievement. For this reason the 'Walking Track', layering Aboriginal and Torres Strait Islander symbolism on a perceived non-indigenous site, is an appropriate way of reconciling the two distinct heritages within the Parliamentary Zone.

4.7 Tent Embassy Site/Permanent recognition

The Aboriginal Tent 'Embassy' appeared in 1972 as a protest site to highlight land rights issues. The site has not, however, been continuously occupied since that time. In January 1992 the Tent 'Embassy' was re-erected on the original site opposite Old Parliament House. In 1993 the ashes of Aboriginal writer and activist, Kevin Gilbert, were scattered on the site.

It may now be appropriate to examine the possible establishment on or near the site of a permanent recognition of the contribution made by, and the heritage of, the indigenous people of the area.

5. *Beyond the Parliamentary Zone (Reconciliation)*

5.1 *Introduction*

With the indigenous focus south of the lake centred only on the 'Walking Track' symbolism and the Aboriginal Tent 'Embassy', bi-partisan political commitment to reconciliation (reinforcing the community's commitment) suggests a need to express that presence more visibly north of the lake. Creative use in the future of the three sites listed below will ensure this outcome. The National Capital Authority's broad cultural policy would be strengthened accordingly.

5.2 *Mt Ainslie Reconciliation Summit*

In order to balance symbolically the 'Government Campus'/Capital Hill area, to present a powerful commitment to reconciliation and to be consistent with the Authority's second goal, Mt Ainslie could be considered as a reconciliation site.

5.3 *Mt Ainslie Slope*

With the summit a site of community reconciliation, Mt Ainslie slope could provide the geographical and thematic opportunity to locate, suitably and honourably, the contribution of Australia's 'alternative' nation-makers. When Eric Fry compiled *Rebels and Radicals* (1983), he introduced his book with the truism that 'rulers write history' in order to contrast his 'alternative' case:

This book shows another side, turning away from the rulers to the ruled, from victors to victims. These rebels and radicals confronted the powerful authorities of their day. Some resisted force with force and were hanged or shot, others were jailed, many led tragic lives and all suffered from persecution or discrimination. So were they simply losers, not worth remembering? No. They and the people for whom they stood had their effect on the shaping of Australia, for dominant classes are always restricted by the forces opposing them.

Here is the 'counter-commemoration' that Emma Partridge discussed in her work for the Authority. With the southern side of Lake Burley Griffin designated as, more or less, the expected or established history, the necessary public history of a dominantly European culture, the Mt Ainslie slope could site the unexpected - the other-side-of-the-frontiersmen and women.

5.4 *Rond Terraces*

The idea of the terraces reflecting, in part, a 'beginning place' effectively complements non-indigenous 'beginning place' symbols south of the lake, but the practical problem is: which Aboriginal and Torres Strait Islander group's creation myths? A far better concentration might be on the generic, continent-crossing ancestral tracks, which emphasise the *totality* of the Australian landscape - that this country was, in 1788, totally inhabited, and comprehensively understood in mythic terms. This area could exude the 'collected' wisdom of Aboriginal and Torres Strait Islander cultures on the northern side of the lake, just as the Forecourt in Parliament House does on the southern side.

5.5 *Clusters*

While the Parliamentary Zone can readily accommodate the subject matter identified in Sections 4.2, 4.3 and 4.4 (along with the generic groupings in Section 4.5 *the place of the people*), common sense suggests that certain clusters of subjects are the obvious province of certain national institutions. These are:

- I. Australian War Memorial (AWM)
The AWM has served as a model 'cluster' since its inception.
- II. Screensound Australia/National Film and Sound Archive
To include:
 - Actors (film and television)
 - Directors, Producers (film and television)
 - Films
 - Cinematographers
 - Television Programs
 - Radio Celebrities
 - Music/Musicians (to be shared with the School of Music, in close geographical proximity)
- III. Australian Institute of Sport
To include:
 - Sportsmen and Sportswomen (other than those in elite category, destined for *the place of the people*) – the high achievers in all sports.
 - Major Sport Moments/Events/Generic Achievements
 - Sport Contributions – including administration
- IV. National Museum of Australia
- V. National Press Club
Two clear categories:
 - Magazine/Newspaper proprietors, Reporters – including J. F. Archibald, A. G. Stephens, John West and David Syme
 - Cartoonists and Cartoons – including Hop, David Low, Norman Lindsay, Banks, Bluey and Curley, Ginger Meggs, the Potts, Felix the Cat
- VI. Royal Botanic Gardens
 - Naturalists/ Environmentalists – including Joseph Banks, George Caley, Robert Brown, Allan Cunningham, John Hunter, John White, Ronald Gunn, John Gould, John Gilbert, Louisa Atkinson
- VII. Australian Institute of Aboriginal and Torres Strait Islander Studies
 - Anthropologists/Ethnographers
- VIII. Canberra Churches
 - Clergy

6. Conclusion

6.1 Recommendations

The National Capital Authority, in order to confirm a proactive stance through its Commemorative Policy in the Parliamentary Zone and its broader cultural policy for the nation's capital, could:

- ◆◆◆ 1. Form an expert Advisory Committee (of 5) to:
 - a) Meet twice a year to formulate specific recommendations for Authority-driven commemoration of Australian people, events, contributions and achievements – especially as these relate to ‘birthdays’ of historical and cultural significance; and
 - b) Meet as required to produce a formal response to commemorative projects suggested to the Authority by the community, or by politicians acting on behalf of the community.

- ◆◆◆ 2. Hire a professional historian to document the history of memorials and memorial policy in Canberra, from the painting by Tom Roberts of the iconic ‘Big Picture’, through the fitful history of the Historical Memorials Committee, the National Memorials Ordinance (1928), up to the present. Alan Roberts’ excellent 1990 article ‘Memorials in the National Capital’ is a useful starting point, but by no means the full narrative.

- ◆◆◆ 3. Rekindle a symbolic connection to early Canberra development through a heritage project utilising two popular commemorative strategies of the 1920s:
 - a) seats with commemorative plaques placed in or near the Central National Area, based on Canada’s excellent Confederation Boulevard Site Furniture project; and
 - b) stands of native trees, especially the varieties of the kurrajong, eucalypt and wattle that were planted in 1927.

Both of these measures address the Australian tendency to subtlety compared with, say, American triumphalism in the Washington, Lincoln, Jefferson and Franklin Delano Roosevelt memorials.

- ◆◆◆ 4. Commence a program of events in the year 2001 to take place annually in the ‘people’s’ central area, from the southern lake edge promenade to King Edward Terrace. Canberra’s Centenary of Federation national day, Foundation Day on 12 March 2001, could be used as the focus for a musical event based on the commissioning of an original commemorative piece of music – not necessarily classical. The 2001 musical event would be the first Foundation Day annual event.

- 5. Run two seminars per year, 2000–2013, one on some aspect of history relevant to a centenary event (1900–1913), and the other held to encourage the community’s deeper understanding of a key aspect of Australian culture. The first seminar in the latter category could bring together small, authoritative groups from the Authority and Canada’s National Capital Commission to discuss areas of mutual

interest, in particular national capital history, formation and awareness. An obvious subject in a later year is the powerful re-emergence of ANZAC Day's secular and sacred significance in recent years – especially for young Australians.

6. Mount a permanent exhibition in the forthcoming Great Verandah building to showcase Australian historical and cultural development.
7. Sponsor a schools' activity with local publications which emphasises the significance of Canberra as the nation's capital – within the National Civics Program that commenced recently.
8. Sponsor an annual activity, independent of the Multicultural Festival, which engages Canberra's diplomatic community while increasing its understanding of the unique qualities of Australian culture.
- ◇◇◇ 9. Create state-endorsed and state-funded markers at the intersection of the avenues of each state capital city within State Circle.

6.2 Core Projects, 1999–2001

Those marked with ◇◇◇ above.