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1914-15-16.

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

FEDERAL CAPITAL.

DOCUMENTS NECESSARY TO COMPLETE PARLIAMENTARY PAPER No. 153 OF SESSION 1914--15--16, LAID ON THE TABLE OF THE HOUSE OF REPRESENTATIVES ON 16TH JUNE, 1915.

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SCHEDULE OF DOCUMENTS.

No.	Date.	Particulars.
1	21.1.13	Colonel Miller, Administrator, Federal Territory, advises no necessity for consultation suggested by Mr. Griffin in letter of 21st January, 1913
2	24.3.13	
3	17.7.13	Cook Administration decide to invite Mr. Griffin to confer with Department
4	14.8.13	Mr. Kelly, Acting Minister for Home Affairs, instructs Colonel Miller that Mr. Griffin will study "the ground" without the presence of the Departmental Board
5	23.10.13	Copy of Griffin Contract is forwarded to Colonel Miller
6	13.11.13 to 18.11.13	Colonel Miller asks for official intimation of Mr. Griffin's engagement. His attention is invited to copy of Contract already forwarded (*vide* 5)
7	29.11.13	Mr. Kelly expresses appreciation of labours of members of Departmental Board and confidence in their loyalty to new policy
8	13th Nov.	Mr. Griffin advise Mr. Kelly that sewerage scheme requires exhaustive examination
9	6.12.13	Copy of Mr. Griffin's accepted Plan is forwarded by Mr. Kelly's direction to Colonel Miller
10	1.2.14	Mr. Griffin's accepted Plan is published in Departmental Schedule No. 17
11	20.2.14	Mr. Kelly asks for estimated cost of all engineering services, Federal Capital
12	13.3.14	Administrator submits scheme of administration of the Federal Territory by a Commission (Colonel Miller, Colonel Owen, and Mr. Thos. Hill)
13	7.5.14	Mr. Bingle, Acting Secretary, Department of Home Affairs, suggests instructions be issued to Mr. Griffin as to his future work
14	20.5.14	Colonel Miller inquires whether the "amended design" or any reports by Mr. Griffin are available
15	22.6.14	
16	7.7.14	Mr. Kelly reaffirms acceptance of amended plan already approved
17	11.7.14	Colonel Miller asks that instructions be issued through him to Mr. Scrivener to proceed with lay-out
18	30.7.14	Mr. Kelly states that Mr. Griffin will lay-out the ground, and directs Departmental Surveyors to be placed at his disposal
19	1.10.14	Ministerial Authority (by Mr. Archibald) for Federal Capital works involving expenditure of £105,000 in anticipation of estimates
20	5.10.14	Mr. Bingle suggests that Colonel Miller should advise on scope of Mr. Griffin's functions in connexion with request of latter for assistance of Surveyor to lay-out
21	5–6.10.14	Colonel Miller advises most strongly that Mr. Griffin's request for surveyors be refused
22	30.1.15	Mr. Griffin offers to express his views in regard to the establishment of a Cement Plant (included in paper 153)
23	3.2.15	Mr. Archibald states that technical advice is being obtained from the responsible officers of the Department, &c., &c. (*vide* 22)
24	26.3.15	Mr. Archibald asks Colonel Owen for report respecting alleged heavy expenditure for excavation and filling in the Parliamentary and Administrative Group according to Mr. Griffin's plan
25	14.4.15	Colonel Owen gives estimate asked for (*vide* 24)
26	3.4.15	Mr. Bingle (for Minister) telegraphs Colonel Miller for statement of total cost to date of Mr. Griffin's section and which is supplied
27	13.4.15	
28	16.4.15 to 5.5.15	Correspondence respecting Mr. Griffin's advice against certain road and quarry work in City area
29	Aug., 1915	Mr. Griffin's Report explanatory of his preliminary General Plan

ARCHITECTURAL COMPETITION.

Documents antecedent to those included in Parliamentary Paper No. 153.

30	30.10.13	Mr. Griffin is instructed by Mr. Kelly, Acting Minister for Home Affairs, to look after competition
31	10.11.13	Mr. Griffin comments on Departmental draft conditions
32	15.11.13	Mr. Griffin is instructed by Mr. Kelly to draw up fresh programme of competition
33	Nov. 13 (at Sea)	Mr. Griffin writes respecting competition
34	5.2.14	Mr. Griffin is authorized by Mr. Kelly to negotiate with suggested adjudicators
35–6	18–25.6.14	Adjudicators are appointed by letter
37	30.6.14	Programme of Competition (*vide* Copy)
38	14.8.14	Mr. Bingle draws Mr. Kelly's attention to possible effect of War on competition
39	17.9.14	Colonel Miller advises Mr. Archibald, Minister for Home Affairs, to withdraw the competition
40	26.9.14	Mr. Griffin is informed of withdrawal
41	1.10.14	Memorandum of interview between Mr. Archibald and Mr. Tompkins, President, Institute of Architects, Victoria
42	1.10.14	Mr. Griffin is informed of Mr. Archibald's adherence to previous decision
43	6.10.14	Colonel Miller advises Mr. Archibald to review the terms of competition
44	10.10.14	President, Institute of Architects, New South Wales, strongly protests against alteration of terms of competition
45	12.11.14	Mr. Bingle (for Minister) replies to above (see 42)
46	29.10.14	Colonel Miller *re* alteration of conditions
47	8.1.15	Colonel Miller *re* alteration of conditions
48	5.2.15	Colonel Miller *re* alteration of conditions
49	9.2.15	Mr. Bingle informs Colonel Miller that question of alteration still under consideration

MISCELLANEOUS PAPERS RESPECTING:

50	..	Queanbeyan–Canberra railway
51	..	Power House, Canberra
52	..	Brickworks, Canberra

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1 and 2

The Administrator Federal Capital Territory.

Forwarded in connexion with previous papers on the subject F.C. 13/145, referred to you on the 10th January.

WALTER D. BINGLE,
Chief Clerk, Department of Home Affairs.

17th March, 1913.

The Honorable the Minister for Home Affairs.

There is no necessity for the consultation suggested by Mr. Griffin.

The responsible officers of the Department are seized of all the facts, and respecting your wishes. They are thoroughly competent to carry out the scheme, and, in my opinion, it would be most unwise to interfere with them.

DAVID MILLER,
Administrator.

24th March, 1913.

The Minister directed that matter be re-submitted in two months.

P. A. GOURGAUD.

28.3.13.
Re-submitted 2.6.13.

1.12.1913.

Honorable King O'Malley, Minister for Home Affairs, Melbourne, Australia.

Dear Sir,

In a former letter, I expressed the feeling that the rank given my design for the Federal Capital was a recognition of advanced ideals, which I had hardly dared expect of any country. As a matter of fact, however, I had entered this Australian event to be my first and last competition, solely because I have for many years greatly admired the bold radical steps in politics and economies which your country has dared to take, and which must, for a long time, set ideals for Europe and America ahead of the possibility of their accomplishment.

So I have, in your city planning project, tried to express the development of fundamental principles which have suggested themselves to me during study of this experimental science from youth, principles deduced fully as much from the mistakes of modern cities as from their successes. And it must be admitted that the civilized nations of the world offer only pathologic examples for civic study, that modern cities everywhere are abnormal, cancerous growths on the landscape, intolerable community homes for a nature and liberty loving, to say nothing of art aspiring people.

Even the basis of your national ideals would hardly have thus sufficed to induce me to go in except for the evidence that seemed to appear between the lines, at least, in the "invitation to competitors" of a great constructive idealist in authority, and this same feeling leads me now to write you in the light of the so-called revised plan which has just come to hand through the press, purporting, in your opinion, in part, at any rate, to embody the primary ideas of the first prize plan.

The implication of this much of responsibility in the departmental design would make it only right for me to allow an exception to a general policy of refraining from criticism of other designers' efforts. Moreover, I am, in addressing you, speaking to your Capital construction department directly, and not to outsiders behind your backs. But destructive criticism is about as useless as it is easy, and it seems better to establish if possible, only the highest broadest standards for test and judgment.

The plan I submitted was, whatever else it may have been also, first and last an expression of functions. Regardless of the fact that the bulk of most modern designers' work takes account directly of precedent and prototypes, and has expressed itself in endless tiresome copy and repetition, I maintain and follow in my practice the conviction that these steps are irrelevant, if not unscientific, and that our work is a matter of adapting topography and materials straight toward the needs or functions these are to serve, just exactly as with mechanics and engineering, though the elements of the problem, especially social and esthetic, are decidedly different.

Allow me again to submit to you the factors of your problem as first worked out in my scheme, and skeletonized in the synopsis and diagrams of accompanying explanation. In the light of your own methodical and scientific ways of organizing and keeping track of the affairs of your Home Department, as has been shown me, you will well be able to judge of the necessity or otherwise of the basic relationships established.

If you will grant that these are not thrown together haphazard, but are the product of a life investigation and thought, you will not be taking them too seriously, and you may be willing to give them the consideration their sincerity warrants.

In expressing these principles in the plan itself, I deliberately refrained from introducing many subordinate modifications in order to force the emphasis of the underlying ideas, since in a competition, the accompanying argument limited to formal statement, cannot sufficiently clarify a design embodying too many variable details of topography and use.

Neither do I claim to have comprehended all the details of your needs that may differentiate the operation of your State and city administration from ours, or your habits of living from those of modern urban communities in general, but we may safely assume that there are some few considerations common to all, and other principles varying from greater to less applicability, and that always the first rule of city planning, as of all architectural organisms, is to establish the terms of the problem as an equation of site condition, ways and means on the one hand, and functions or needs to be served, on the other.

If consistency with my plan, as claimed, is deemed desirable, please test these locally proposed modifications and alterations by this rational coordination to see how utterly destructive of it they are.

If consistency in the new design itself is requisite, it should be capable of demonstration, similarly to mine is a comprehensible synopsis and argument, though the premises may be entirely different. In this latter case the new design should have been submitted in the original competition where it might have been judged simultaneously with all the rest on its merits alone, free from influence of immediate expediency and from local bias. For that purpose was the competition made secret as well as international.

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Now the consistency which is the absolute and essential requisite of any design demands the individual designer; since no practical art in growing civilization can ever furnish more than the elements of a synthesis for each design. Unlike pure mathematics these practical arts and sciences are not entirely subjective and independent of externals, but are determined as phenomena always changing and presenting new phases and elements to be marshalled according to an individual ideal, if they are ever to produce the unity that will make effective either a bridge or a building, or city that is to be created.

There is no advantage, and every disadvantage, in trying to pull together the disassociated features or isolated ideas of various schemes, that would exist in trying to put up a building or piers, columns, doors, windows, and cornices selected from the wreckage of a city block. The same limitations that apply to the altering of a building to produce a reconstruction, a thing which can never attain the unity, utility, or beauty of a new structure evolved from the ground up by the creative architect.

As stated to you in a previous letter, I cannot claim that my scheme is fully or finally evolved in the very short time, and with relative scant information, as compared with a personal familiarity with the details of your governmental and administration methods, but I can claim, if the decision of your judges was competent, a better grasp of the more general and fundamental factors than had others with similar or even greater advantages in knowledge of those detail requirements. That fact should warrant your consultation in undertaking changes, and a chance on my part to weigh in the scales of the general unity of purpose and expression the many valuable suggestions for betterment and economies that might be expected from all sources—an opportunity to give the design the additional time that the event of its use would warrant to incorporate every real improvement that could be desired, maintaining all the while the basic unity and simplicity, absolutely vitally essential to effective design, as every trained designer recognises. It must suffice here to emphasize only two of the salient points which determine all the rest in my design.

First: The scope and magnitude of your Capital, while no greater than in a hundred American cities, and not even equal to Washington, D.C. (laid out long before proprietorship of a continent, or any such things as railroads, telephone, or electric transmission, or monumentally large units of activity, or any of the modern or social determinants could be foreseen) must be dictated by laws of growth, which these modern facilities have evolved, and give promise of. Failure to observe these dynamic determinants, results disastrously to any project in a very short while.

Second: Any arrangement looking a hundred years ahead has to be elastic, permitting street improvement and construction to proceed little by little, no faster than the city growth demands, but at the same time in a way that will be adequate ultimately without the constant shifting of site uses in the various sections, which has led to terrific waste through destruction of property in all our cities heretofore.

Such provision for orderly cumulative growth can only be secured through thorough comprehensive systematic organization, wherein sites on the one hand, and their communication lines on the other hand, are classified and related in accord with the actual tendencies of their requirements as evidenced in the most recent stages of modern city expansion. Only by such comprehensive provision can improvements be afforded, as they are needed uniformly, and on a scale that will, from the beginning, signalize the Capital as an important, dignified, and completely equipped and finished city. This is real economy in the only sense admissible, for a national permanent enterprise. Adaptation to topography will thus be free to make the most of the unique advantages of the site, and not be the abject slave of its every incidental peculiarity.

I have accepted invitations offered by the wide interest in your Capital, in the United States and Canada, to present publicly my ideas and the processes of working them out before the most competent judges, including The American Society of Landscape Architects, The American Civic Association, leading Universities, and chapters of the American Institute of Architects; all the groups of men actively engaged in city planning in this country, as well as a number from Europe and Australia, and including several who had entered your competition, and were familiar with the conditions, and a few who had been able to visit and study the Capital site. With these and with the Australasian Society of America, I have discussed the problem thoroughly, and encouraged severe criticism and comparison with the other designs mentioned in your report, and all other standards. Keen interest and cordial approval, not merely for the design but for the underlying principles, have been accorded wherever they have been so presented. I had expected, naturally, adverse comment from the press, especially foreign, but have been surprised at its scarcity, and its superficial nature, in every case showing unfamiliarity with the purposes, as might be expected, in view of the European standards of crowding of even garden cities, as compared with conditions in most of America and Australia, and especially in the light of tendencies towards larger units of construction and occupation, and fast improving rapid transit facilities, for the development of which opportunity must be afforded in the future under such favorable administrative possibilities as your new city will have.

Enclosed are a few comments of the professional press from the innumerable articles that have been brought to my notice, and in these I trust you may find time to glance at the marked portions, at least.

My work has been previously best known in connexion with the development in this country of a type of architecture that is independent of classic, Gothic, or any other historic, or academic basis, and also free from effort to be original, eccentric, or striking, further than results from the contrast between the borrowed finery of applied academic architecture and a straightforward adaptation of present day labour-saving economic constructive methods, and materials to the essential, but often new, functions of our more complex activities. This, in other words, is to treat architecture as a democratic language of everyday life, not a language of an aristocratic, especially educated cult, as it has been in the modern world since the year 1500, when architecture as a natural expression and creative art died with the "Renaissance."

Strangely enough, the plan to which your jury awarded second prize was the work of possibly the most distinguished worker along similar lines in northern Europe, where the effort started by Architect Louis H. Sullivan, in Chicago, twenty odd years ago, has been taken up on the Germanic countries.

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It is, as the exponent in practice of this same ideal set by Sullivan, that I am being more and more recognised in America and Europe—an exacting responsibility of such significance and opportunity in affecting the future development of architecture as to make me, even after the adverse public expression of your departmental Capital Board, hesitate to leave this country in order to take active measures to present my case for a scientific plan for your city.

I do not, however, fail to recognise that yours is the greatest opportunity the world has afforded for the expression of the great democratic civic ideal. Your advantages are not only in the characteristic Australian idealism and interest in Government activity, but in the fundamental land policy of the Capital. This, at the outset, when you have only a population of 25,000, would, on the basis of average American city land values ($1,000 to $1,500 per head), lead me to predict for the Federal Capital an annual income from land rentals of £250,000 to £300,000 per year, without taking account of any property taxes or profits from Public Service operations. The fiscal side is not the strongest phase either, because, freed from land speculative selfish interest the natural instincts of the community will guarantee higher artistic and social standards, as already instanced by one visitor at the city site, an attitude of fear of spoiling the landscape, such as is not at all to be found in "boom" towns.

If I could be on the ground in consultation with your board for a short while, as suggested in my earlier letter, there would need be no misunderstanding of aims nor loss of necessary unity and simplicity in working out the unsolved plan problems, and because of your unparalleled civic advantages, I would willingly make considerable personal sacrifice, if needed, to render possible a personal presentation, and to meet all objections and suggestions in a rational and sympathetic way such as may be expected of an architect towards clients, who must necessarily understand the designer's reasons, which must, in turn, be conclusive under those circumstances, if he is to expect their adoption. I am willing to admit being wrong in any proposition if, after full and free discussion, the client, in the form of a joint commission or board, interested only in obtaining the best results, fails to concur.

It is for a careful study of the points of the herewith enclosed explanations, and for an open hearing, that I ask your favorable consideration.

Very respectfully yours,
WALTER BURLEY GRIFFIN.

3

[*See page 21 of No. 153.*]

PETITION OF ARCHITECTS AND ENGINEERS FOR ROYAL COMMISSION RELATIVE TO FEDERAL CAPITAL DESIGN.

The Honorable the Prime Minister.

It will be seen from his letter of the 5th instant that Colonel Vernon, who is specially mentioned in this petition, objects to the use which has been made of his name, and disclaims sympathy with the request made.

To grant a Royal Commission would, in my opinion, be unwise, as it would give objectors to the Federal Capital an excellent opportunity to delay the progress of works.

So far as the design is concerned, I suggest seeking the advice as to the alteration of detail of Professor Mawson, Professor of Town Planning, University of Liverpool, who will shortly visit Australia; or, alternatively, that the author of the first premiated design be asked to visit Australia to consult in regard to such modifications of his plan as may, for topographical reasons, be considered necessary.

The President of the Institute of Architects, New South Wales, has commented in his presidential address, on the departmental design, in the following words:—

> "Concerning the plan of the city as finally decided upon, I think most of us admit that in its general lines it is a good plan. In one or two particulars, however, it might have been improved. The dignity and grandeur of the main avenue will not be as great as it would have been had its direction, as laid down in the winning design of Mr. Griffin, been adhered to; but this has been varied, I understand, in order that the main axis of the avenue should be north-east and south-west. Again, the site of the barracks has been placed on Mount Ainslie, and closes the vista towards the north-east. It is doubtful if this was a wise decision, because the tendency of the day is not to make the design of barracks architecturally monumental—utilitarian rather—and to close a fine vista by a very utilitarian structure is, I think, a mistake—a mistake which there is yet time to rectify. These, and some others, however, are possible defects which do not greatly mar a plan which is practically and aesthetically good."

While not indorsing *in toto* the above comments, I am of opinion that details do require modification, but there must be undue delay as to arriving at a conclusion as to the definite layout of the city, as upon that hinges the initiation of important engineering works, and construction of buildings.

W. H. KELLY,
For Minister for Home Affairs.

10th July, 1913.

Bring to next Cabinet.

J. C.

Cabinet decided to bring out the author of the premiated design to confer with the gentlemen who have charge of the matter.

J. COOK.

17.7.1913.

4

[*See pages* 21, 22 *of No.* 153.]

The Honorable the Minister for Home Affairs.

In view of the indorsement by the Prime Minister on the accompanying file, F.C.13/2139, that Cabinet decided to bring out the author of the premiated design to confer with the gentlemen who have charge of the matter, I take it that your intention is that Mr. Griffin shall meet the members of the Departmental Board who are responsible for the design of the lay-out of the Canberra, which has been adopted. This Board comprised:—

Colonel David Miller, V.D., I.S.O., Secretary Department of Home Affairs, Chairman;

Lieutenant-Colonel Percy Thomas Owen, M. Inst. C.E., Director-General of Commonwealth Works;

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Charles Robert Scrivener, Esq., L.S., Director of Commonwealth Lands and Surveys;
G. J. Oakeshott, Esq., Works Director, New South Wales;
J. S. Murdoch, Esq., Architect, Public Works Branch, Department of Home Affairs;
T. Hill, Esq., C.E., M.V.I.E., L.S., &c., Works Director, Victoria.

Please instruct me whether it is your desire that the Committee shall be called together at Canberra to meet Mr. Griffin, and to discuss with him the design prepared by the Departmental Board, and his design, on the spot.

In my opinion, at least a fortnight's continuous application will be involved in this conference.

DAVID MILLER,
Administrator.

1st August, 1913.

The Administrator:

I desire Mr. Griffin to study the ground in the first place without the presence of the Board. To facilitate him in doing so, I desire you to place at his disposal all papers, &c., required by him. To thoroughly acquaint him with all the modifications that have been made in his design, I desire Mr. Murdoch to meet him in Sydney, and accompany him to Canberra. After Mr. Griffin has completed his preliminary investigation, I would like to see him in Melbourne, when any arrangements respecting a conference with the Board could be made.

W. H. KELLY.

14.7.1913 (?14.8.1913).

5

[Confidential.
23rd October, 1913.

Memorandum to the Administrator Federal Territory, Canberra.

Herewith I forward copy of agreement between the Minister for Home Affairs and Mr. W. B. Griffin in connexion with the Federal Capital. I also enclose a copy for the information of the Director of Commonwealth Lands and Surveys.

WALTER D. BINGLE,
Secretary.

Copy forwarded to Director of Lands and Surveys.

P. GOURGAUD.

25/10/13.

6

[Confidential.

The Chief Clerk, Department of Home Affairs, Melbourne.

I shall be much obliged if you will kindly invite the Minister's attention to the fact that, as far as I am aware, no official intimation has been received from the Minister by the Director-General of Works, Director of Commonwealth Lands and Surveys, and myself, respecting Mr. Griffin's engagement, in which connexion I would suggest that a copy of the document be forwarded officially, and the officers concerned, if so desired by the Minister, invited to render to Mr. Griffin whatever assistance is in their power.

DAVID MILLER,
Administrator.

13th November, 1913.

The Administrator,

I would be glad to know if you received in due course the Acting Secretary's communication of the 23rd October (copy attached hereto).

W. H. KELLY.

15/11/13.

[Confidential.

The Honorable the Minister.

The accompanying confidential memorandum from Mr. Bingle was received by me on the 25th ultimo.

I concluded that Mr. Bingle had taken the action in the ordinary routine of business to keep me in touch with matters affecting the Administration of the Federal Territory. No reference is made to any instruction from you.

I am anxious to obtain your instructions for the reason that survey work has been done at Mr. Griffin's request, involving expenditure for which I have not received your authority.

I consider that my Minister should be aware of all such action, and conclude from the terms of the agreement that all instructions will come from you.

It is almost unnecessary for me to state that Mr. Griffin has received every assistance from the various officers and myself.

DAVID MILLER,
Administrator Federal Territory.

18.11.13.

Please see Minister.

W. BINGLE.

25/11/13.

[Confidential.
23rd October, 1913.

Memorandum to the Administrator, Federal Territory, Canberra.

Herewith I forward copy of agreement between the Minister for Home Affairs and Mr. W. B. Griffin, in connexion with the Federal Capital. I also enclose a copy for the information of the Director of Commonwealth Lands and Surveys.

WALTER D. BINGLE,
Secretary.

Copy forwarded to Director of Lands and Surveys.

P. GOURGAUD.

25/10/13.

7

The Honorable the Minister for Home Affairs.

Your attention is directed to the extract marked in the accompanying journal, especially the paragraph relating to the Departmental Board. It is probably the desire of the writer to create a newspaper controversy over this matter, and, up to the present, I have refrained absolutely from taking any notice whatever of the ridiculous statements which have appeared from time to time

DAVID MILLER,
Administrator

24th November, 1913.

The extract referred to warrants no reply. I have nothing but appreciation for the disinterested labours of the members of the Board when serving thereon, and have every confidence in their entire concurrence in the new policy and loyal assistance, as members of the Department, in helping to carry it out.

W. H. KELLY.

29.11.13.

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The Director of Lands and Surveys:
For information and return.

DAVID MILLER.

12.1.14.

Seen.

CHARLES ROBERT SCRIVENER.

19.1.14.

EXTRACT FROM *THE LOCAL GOVERNMENT JOURNAL OF AUSTRALIA*, OF 17.11.1913.

ARTICLE OF CANBERRA.

"If any of the ancient spleen, or little Australianism exists, it can only apply to the chagrined Departmental Board, whose botched, built-up design has been relegated to the realms of oblivion."

8

[Personal.

At Sea, 20th November, 1913.

The Honorable W. H. Kelly,
Acting Minister for Home Affairs, Melbourne.

Sir,

As indicated to you in my letter of the 14th instant, I have studied the schedules of accommodation for the Parliament House as prepared by the Department's Board, and handed to me on 13th ultimo.

The modifications suggested by the study have been forwarded to Mr. Macdonald for incorporation in his copy of my draft and for future suggestions in connexion with the outline plan he has been preparing to ascertain proper allowance of area to the different purposes.

I note that the Department advised that the Library be a separate building, which is contrary to the decision I had come to independently. The case for a single general Library integral with the Parliament seems to me to be in that these two functions bear in common a general relationship to all the Departments, and that relationship demands a central location for both, which is accorded in my city plan, and illustrated in the diagrams that accompanied the explanation accompanying it originally. There is, however, an alternative location now reserved at the end of Parliament House, opposite to the local railway station, that can be given for the Library if in a remote future time the demands for space for it outgrow the limits of Parliament site. But in such an event the Parliament can be expected to have also grown to need for itself the additional space in its structure now planned for Library.

Other variations from my enumeration in the Department list seem immaterial, but I am glad to have had the chance to compare, and especially to see, the suggested areas of rooms.

Further consideration of the amount of premiums leads me to raise by £750 my previous recommendation of premium per following substitute list, in order that there may be no question abroad of the scope and importance of this competition.

To the first in order of merit the sum of £2.000.

To the second in order of merit the sum of £1.500.

To the third in order of merit the sum of £1.000.

To the fourth in order of merit the sum of £500.

To the fifth in order of merit the sum of £500.

To the sixth in order of merit the sum of £250.

To the seventh in order of merit the sum of £250.

To the eighth in order of merit the sum of £250.

I hope to receive your authorization to approach the adjudicators soon to avoid delay, as that is the remaining item requiring time.

Presumably no immediate steps will be taken toward carrying into execution the outfall sewer as designed.

Involving the ultimate disposal policy this is a feature of great import to the city.

Probably the plan is all right by itself, but since my responsibility is involved, I want to be sure that the whole question has the benefit of exhaustive examination before irrevocably determined.

I trust, therefore, that the final step can be held back pending my return, unless subjected to counsel by authoritative specialists as to the alternative disposal possibilities.

Yours faithfully,
W. B. GRIFFIN.

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[*See pages* 7, 12, 36 *of No.* 153.]

The Minister.

Mr. Macdonald has handed me six copies of the lay-out plan of the Federal City, as amended recently by Mr. Griffin, and lately reproduced by the Government Printer, Melbourne, with a view to publication. Am I at liberty to send copies to Colonel Miller and Mr. Scrivener.

WALTER D. BINGLE.

3.12.13.

Yes.

W. H. K.

6.12.13.

Copies sent Colonel Miller, Mr. Scrivener, Mr. Murdoch.

W. D. B.

6.12.13.

To the Administrator.

The Minister said I could forward copies to Mr. Scrivener and yourself. I understand they are to be published shortly.

WALTER D. BINGLE,
Chief Clerk.

6.12.13.

The Chief Clerk.

Many thanks.

Two copies received, one of which has been handed to the Director of Commonwealth Lands and Surveys.

DAVID MILLER.

12th December, 1913.

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[*See pages* 7, 12, 36 *of No.* 153.]

Extract from Schedule No. 17.
1st February, 1914.

DESIGN FOR THE LAY-OUT OF THE FEDERAL CAPITAL CITY.

An amended plan by Mr. Griffin, the Federal Capital Director of Design and Construction, has

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been published, showing the alterations in suburban treatment suggested by his closer knowledge of the locality and other modifications that he has considered desirable for the time being. But, while immediate economies (particularly in railway arrangement) are thus contemplated, steps are being taken to prevent anything standing in the way of the ultimate consummation of the complete design.

Reproductions of Mr. Griffin's original premiated design, and of his design as amended, appear opposite page 130.*

Arrangements have now been made to call for competitive designs for Parliament House, the character of which dominant city feature will necessarily influence the style of administrative buildings to be subsequently chosen; and the programme in connexion therewith will shortly be issued. The competition will be world-wide.

* Plan also appears at back of Parliament House Architectural Competition Conditions [herewith]. (See page 44, post.)

11

The Honorable the Minister.

In accordance with your verbal request I consulted the Director-General of Works as to the amount of money which will be required during the next five years, and the purposes for which it will be required. I gather from him that this information cannot be compiled until further particulars are available in regard to the scheme for the city, as recently amended by Mr. Griffin, and in what sequence the works involved therein, are to be taken.

WALTER D. BINGLE,
For Secretary.

12th December, 1913.

Administrator.

Please have figures (roughly approximate), and any memoranda you may have ready for submission to me during my visit to Territory.

W. H. KELLY.

20.2.14.

The Director-General of Works.

Kindly report as to the estimated cost of all engineering services for the Capital, showing separately cost of water (ornamental) and compensating weir, Molonglo.

W. H. KELLY.

20.2.14.

Department of Home Affairs.
MINUTE PAPER.

The Honorable the Prime Minister.

I invite your consideration of the attached memorandum from the Administrator, dated 20th instant, in which you will see that he recommends the course suggested by me some months ago when the Estimates were under consideration.

If given effect to, economy in construction would undoubtedly result from the fact that work would proceed continuously and expeditiously towards completion, while administration could be simplified by the definite allocation of responsibility for its transaction.

W. H. KELLY.

24th November, 1913.

The Administrator.

Scheme to be drawn up for consideration showing (1) financial arrangements necessary to sufficiently advance construction to enable transfer of Seat of Government to Canberra, and (2) the constitution of responsibility for the economical and efficient expenditure of funds thus created.

W. H. KELLY.

26.11.13.

The Honorable the Minister for Home Affairs.

In acknowledging the receipt of your instruction respecting the necessity for the exercise of strict economy, I desire to state that I am personally scrutinizing all requisitions for works and other services with the object of checking any wasteful or unnecessary expenditure.

A copy of your memorandum has been given to each of the responsible officers.

I am of opinion that the cost of the construction of the Federal Capital should not be a charge against the Consolidated Revenue, and believe that, under a proper financial scheme, by which the revenue derivable from the city and the lands of the Territory could be legally set apart for the purpose of paying interest on a loan and establishing a sinking fund for the purpose of eventually extinguishing the principal—there would be no necessity for asking for further appropriations—the sequence of works would be ensured, economy would be effected, and the administration would be placed on a sound footing. I have always maintained that the cost of establishing the Seat of the Government of the Commonwealth at Canberra is not a fair charge against the revenue of the day. The city is being built not only for the people of the present, but for all time.

DAVID MILLER,
Administrator.

20th November, 1913.

12

[Confidential.

The Honorable the Minister for Home Affairs.

In accordance with your invitation, I desire to submit, on the lines indicated by you, the following rough outline of a scheme for the administration of the Federal Territory, and the establishment of the Seat of Government at Canberra:—

ADMINISTRATION.

The appointment of a Chief Commissioner and two Commissioners to control and direct all operations within the Federal Territory, including the establishment of the Federal Capital City at Canberra—these Commissioners to be vested with authority embracing, amongst others—

(*a*) The power to acquire owned lands;
(*b*) The power to obtain revenue from land so acquired, and from Crown lands;
(*c*) The power to levy rates and taxes throughout the Territory;
(*d*) The administration of lands throughout the Territory;
(*e*) The power to obtain loans through the Commonwealth Treasury for the purposes of the establishment of the city and the development of the Territory;
(*f*) The power to engage such expert and other assistance as may from time to time be necessary to enable them to carry out their responsibilities, and to dispense with such services as they consider necessary from time to time·

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(*g*) The control and administration of—

The City	Forests
Works	Stock
Lands	Justice
Mines	Police
Agriculture	Education
Health	Roads
Buildings	Bridges
Railways	Power
Lighting	Sewerage
Water	Rivers
Harbors	Scientific Research

and associated miscellaneous services.

I gather that it is the intention of the Honorable the Minister and the Government to honour me with the appointment of Chief Commissioner, for which I desire to tender my thanks.

I am of opinion that the Director-General of Works should undoubtedly be a Commissioner, and, after mature consideration, suggest the name of Mr. Thomas Hill as the second Commissioner.

I am still uncertain as to whether it will be preferable for Mr. Griffin to be a consultant to the Government or to the Commissioners, but am inclined to the view that greater advantages will result from him being consultant to the Commissioners.

Under the foregoing scheme I am prepared to guarantee that revenue to be derived from the Territory and the city land will be sufficient to enable the Commissioners to finance in such a manner as to render it unnecessary to ask Parliament to appropriate any further sums.

In this connexion, however, it should be borne in mind that the Government will be called upon to pay rent for that portion of the city and Territory occupied by them at the same rates as those paid by private individuals under similar conditions.

When the Commission shall have been established it will be requisite for them to sit for perhaps a week without interruption, but after that I cannot see any reason why the Commission should sit as a body more than once every three weeks. Consequently there should be no material interference with the responsible departmental duties now intrusted to the Director-General of Works and Mr. Hill. Of course, with the establishment of the city and the removal of the Seat of Government to Canberra, the demands upon the Commissioners will increase, and other arrangements will become necessary, but for the time being I am convinced that the suggestion made by me will meet the necessities of the case.

LANDS AND SURVEYS STAFF.

I have communicated to the Director of Commonwealth Lands and Surveys your decision that he and the Lands and Surveys Staff shall at once be transferred to Melbourne, and will complete arrangements accordingly. When this transfer shall have been completed—say, in a month's time—it will be necessary for me to have assistance on my own staff to deal with current and urgent business. Within a few weeks from now a large area, comprising some 80,000 acres, will be thrown open for leasing, and in about three months' time an area of about 75,000 acres of privately-owned lands lying to the north of the Molonglo River will be acquired. These matters will demand most careful administration, and the services of an expert assistant with experience in such matters is necessary.

I am conferring again with Mr. Scrivener respecting the manner in which the remainder of his non-technical work will be conducted here, and will report further in this matter within a week from date.

DAVID MILLER,
Administrator.

13th March, 1914.

13

SCOPE OF MR. GRIFFIN'S WORK.

The Minister.

Mr. Griffin is due to arrive in Sydney on the 9th instant, and to avoid confusion in the Department and overlapping of work, and also that Mr. Griffin may know what is required of him, it will, I think, be necessary for the Minister to issue some instructions to Mr. Griffin.

It is understood that Mr. Griffin is at present perfecting his plan of the lay-out of the city, and is also engaged upon the arrangements in connexion with the inviting designs for the proposed Parliamentary Buildings at Canberra, the receipt of same (in London it is presumed), the safe custody of the designs, and sealed envelopes containing the competitors' names; and the formation of a Board of adjudicators who will subsequently report upon the designs.

It is assumed that Mr. Griffin's head-quarters will be in Melbourne, and the matter of office accommodation and professional and clerical assistance to be provided him can perhaps await his arrival in Melbourne.

WALTED D. BINGLE,
For Secretary, Department of Home Affairs.

7th May, 1914.

Provide room for Mr. Griffin, who will confer with me next week.

W. H. KELLY.

9.5.14.

14

Chief Clerk.

Kindly advise whether Mr. Griffin's amended design for the lay-out of the city is available, also are there any reports by that gentleman.

DAVID MILLER,
Administrator, the Federal Territory.

20.5.14.

15

Commonwealth of Australia.
Federal Territory, Administrative Officer,
Canberra, 22nd June, 1914.

Memorandum.

The Chief Clerk, Department of Home Affairs,
Melbourne.

I have to invite attention to my memorandum of the 20th ultimo—No. Admin. 14/1877—reading as follows:—

> "Kindly advise whether Mr. Griffin's amended design for the lay-out of the city is available, also are there any reports by that gentleman,"

and shall be glad if you will be so good as to inform me how this matter stands.

DAVID MILLER,
Administrator.

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Department of Home Affairs.

The Honorable the Minister.

With reference to the attached memorandum from the Administrator of the Federal Territory, you will remember that I submitted same to you, and from your remarks I gathered that you wished a reply sent that the design which was published in the Minister's Schedule No. 17, dated 1st February, 1914, was the accepted design. However, before communicating with the Administrator, I asked Mr. Griffin whether that was the final design, and he said that as far as he knew at present it was, but Mr. Scrivener was having some surveys made for him of the surrounding lands, and until he got a plan of those surveys (which was beyond the promised date), and saw what the continuation of the main avenues shown in the design would be like, he could not state positively that those avenues were absolutely fixed.

2. There seems a considerable amount of uncertainty in the minds of officers who will have to do with the Federal Territory as to whether they are to regard the amended design, as published in Schedule 17 of the 1st February, 1914, as one upon which they can work in any calculations they may have to make, or whether they may expect a further amended plan, or an enlarged plan of the present design.

3. Perhaps, in order to set the matter on a definite basis, it would be well to obtain a report from Mr. Griffin, who is now in Sydney.

WALTER D. BINGLE,
For Secretary.

3rd July, 1914.

16

[*See page* 48 *of No.* 153.]

The Secretary.

The amended plan already approved is the accepted plan, in which the Federal Capital Director of Design and Construction may recommend such slight modifications, if any, as the extended contour survey may seem to make advisable. In the meantime officers should approach the Director direct as to the allocation or use of particular areas for particular purposes.

The Director informs me that he is preparing for publication a report explanatory of the amended plan, and that he still awaits Mr. Scrivener's extended surveys as per his minute of the 29.6.14.

W. H. KELLY,
Minister for Home Affairs.

7.7.14.

17

The Honorable the Minister for Home Affairs.

With reference to your memorandum of the 7th instant, in which you state that the amended plan already approved is the accepted plan, in which the Federal Capital Director of Design and Construction may recommend such slight modifications, if any, as the extended contour survey may seem to make advisable, &c., I shall be glad if you will kindly issue the necessary instructions to me to proceed at once with the lay-out on the ground of that portion of this design, which will be required in the immediate future.

Upon receipt of such instructions I shall at once make all necessary arrangements with the Director of Commonwealth Lands and Surveys to have the surveys carried into effect.

DAVID MILLER,
Administrator.

11th July, 1914.

18

[*See pages* 9, 10, 40, 41, 47, 48, 49, 89 *of No.* 153.]

The Administrator.

Mr. Griffin, Federal Capital Director of Design and Construction, is to lay out the ground, and departmental surveyors necessary to carry out his directions are to be placed at his disposal. The survey that Mr. Scrivener has completed is awaited by Mr. Griffin to enable general design to be fixed and workmen's location laid out. Kindly expedite.

W. H. KELLY.

30.7.14.

19

[*See pages* 99, 100 *of No.* 153.]

The Right Honorable the Prime Minister.

I have been through the proposals set out in the accompanying memorandum for works at the Federal Capital involving an expenditure of £105,000, and consider each of them requisite. I shall be glad to have your authority to proceed with the same. The whole of these works are being carried out departmentally.

W. O. ARCHIBALD,
Minister for Home Affairs.

1st October, 1914.

Approved.—A.F., 1.10.14. The Secretary, Department of Home Affairs.

Forwarded.—GEO. T. ALLEN, Secretary to the Treasury.

Approved.—W.O.A. The Administrator. 3.10.14.

The Honorable the Minister.

Following upon my interview with you of yesterday, I desire to report that authority was granted for the expenditure of £71,250 for the period from 1st July to 30th September, 1914, on the following services in the Federal Territory, viz.:—

Acton Roads and Bridges ...	£100
Brickworks—preliminary ...	2,500
Cast-iron Pipe Mains	15,000
Dam and Reservoir at the Cotter River	8,000
Murrumbidgee Bridge (to complete)	1,000
Power House—Erection	3,000
Power House—Plant	10,000
Cotter Pumps and Motors ...	1,000
Pipe Head Reservoir (Stromlo) ...	6,000
Mains (Electric)	5,000
Road Construction and Maintenance	1,500
Service Reservoir at Red Hill ...	1,000
Quarry Development	250
Tunnel from Main Reservoir to Pump	3,000
Running and Miscellaneous Expenses	1,500
Buildings for Stores, Workshops, &c.	500
Temporary Hospital (to complete)	1,000

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Store Buildings for Timber ...	500
Repairs and Maintenance, Furniture and Fittings	500
Total Works	£61,350
Medical and Health, including Hospital	750
Temporary Assistance (Field and Office)	1,000
Wire Netting	2,500
Afforestation	1,000
Total	£66,600

For which a sum of £71,250 is available.

The actual expenditure on the foregoing services will amount to about £50,000 for the period ending 30th September, 1914.

The remainder of this sum (£71,250) is necessary to carry to completion the works in hand pending the meeting of Parliament, and in addition thereto I shall be glad to have your approval to put in hand—in anticipation of the passing of Estimates—the following expenditure for the current financial year, viz.—

(*a*) Main Outfall Sewer from City Boundary to Sewer Farm ...	£50,000
(*b*) Completion of Road to Cotter River from City Boundary to 11-mile post	3,000
(*c*) Brickworks, 1st Staffordshire Kiln and Brick-making Machinery	12,000
(*d*) Road Development to South of Murrumbidgee, &c. ...	5,000
(*e*) Cotter Dam (designed height)...	30,000
(*f*) Afforestation and Miscellaneous	5,000

DAVID MILLER,
Administrator.

Federal Territory, 25th September, 1914.

20

[*See pages 41, 43, 89 of No. 153.*]

[Telegram.]

Canberra.

Administrator.

Griffin asked Minister immediate services skilled surveyor and assistant period sufficient lay down under his direction essential lines, base lines, and main thoroughfares suggests surveyor Percival also asking skilled survey draftsman Stop This raises whole question scope of functions upon which think you should advise Minister urgently do you propose accompanying Scrivener.

BINGLE.

5th October, 1914.

21

[*See pages 41, 43, 89 of No. 153.*]

The Honorable the Minister for Home Affairs.

With reference to the accompanying telegram I desire to advise most strongly against the request made by Mr. Griffin to place surveyors under him.

When Mr. Griffin shall have completed his amended design for the lay-out of the Federal City, I recognise that the Minister will satisfy himself that the design is the most suitable for the purpose, and in so doing will obtain such expert advice as may be necessary. I may be permitted to point out that the Departmental Board was unanimously of opinion that they could not advise the Minister to accept Mr. Griffin's amended sketch design.

Should the Minister finally adopt the amended design (or any other design), I trust that he will then instruct me to proceed with the survey of such portion thereof as may be necessary. The survey operations would be carried out on the ground by departmental surveyors under the control and supervision of the Director of Commonwealth Lands and Surveys, an officer possessing the highest qualifications. I regard the suggestion made by Mr. Griffin as impracticable. The Commonwealth Government has in Mr. Scrivener an eminent surveyor, and to overlook that officer in this matter would, in my opinion, be a most unwise procedure.

In my opinion, the time has arrived when the powers and functions of Mr. Griffin should be clearly and definitely laid down. This is essential from every stand-point, and delay in doing so may create a most unfortunate position.

DAVID MILLER,
Administrator.

5th October, 1914.

[Telegram.]

Melbourne.

Acting Secretary, Home Affairs.

Please inform Minister I strongly advise Mr. Griffin's request for loan for surveyors and draftsmen be refused Stop Until after the amended design for the lay-out of the city shall have been approved by Minister there is no necessity for survey operations Stop I understand Minister intends obtaining advice respecting suitability of Griffin's amended design prior to adoption and recommend such a course be adhered to Stop I advise Griffin should be instructed to submit design without further delay Stop Any survey operations should be entrusted to Director Commonwealth Lands and Survey Stop Scrivener will arrive Melbourne this afternoon and has my minute on subject.

ADMINISTRATOR.

6th October, 1914.

22

151 Collins-street, Melbourne,
30th January, 1915.

The Honorable the Minister for Home Affairs,
Melbourne.

Sir,

I notice that there is under immediate consideration the construction of The Portland Cement Plant for the Federal Capital, concerning which I would like the opportunity of ascertaining some facts, and expressing my views, and of making suggestions thereon to you.

Yours faithfully,

W. B. GRIFFIN,
Federal Capital Director of Design and Construction.

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23

[*See pages 77, 100 of No. 153.*]

Sydney, 3rd February, 1915.

Memorandum to

W. B. Griffin, Esq., Director of Design and Construction, Federal Capital, 151 Collins-street, Melbourne.

With reference to your communication of the 30th ultimo, I desire to inform you that the matter under consideration at the present time is in relation to the manufacture of cement for the Commonwealth. Technical advice on the process and engineering advice is being obtained from the responsible officers of the Department.

If, however, you have any suggestion from a stand-point of city design, I shall be glad if you will furnish a report in regard to the matter.

W. O. Archibald,
Minister of State for Home Affairs.

24

[*See pages 71, 77 of No. 153.*]

The Director-General of Works.

It has been stated to me that the conditions which were issued in connexion with the competition for the parliamentary and administrative buildings at Canberra provide certain levels which will involve very heavy expenditure for excavation and filling.

I shall be glad if you will have the quantities taken out, and report as to the approximate cost.

W. O. Archibald,
Minister for Home Affairs.

26th March, 1915.

25

[*See page 71 of No. 153.*]

Federal Capital.

Filling and Excavation for Parliamentary and Administrative Group of Buildings.

The Acting Secretary:

1. The principal filling and excavation for the parliamentary and administrative group of buildings, according to the section issued with the conditions of competition prepared by Mr. Griffin, are at the site of the administrative group.

2. That section shows the ground level of the administrative group at 1,870 feet above sea level. The excavation and filling would extend over a large area; the filling would vary in depth from nought to 40 feet, and the excavation in depth from nought to 19 feet.

3. The group of buildings would be spread partly over the filling, and foundations would have to be carried through to the solid. Nevertheless, in estimating, the cubic contents of filling must be taken out as consolidated earth (in distinction to loose filling).

4. I have not had an opportunity to estimate on the city plan recently submitted by Mr. Griffin, on which I believe the ground level is shown at 1,872 feet above sea level. On the basis, however, of the levels given on the section above referred to, the amount of excavation would be, in round numbers, 250,000 cubic yards, and the total amount of consolidated filling would be, in round numbers, 3,000,000 cubic yards. The material excavated would, however, be used as part of the filling, thus the balance of consolidated filling would be 2,750,000 cubic yards.

4. The cost of the excavation and spreading thereof would be, roughly, £20,000.

6. The cost of the filling depends upon where the spoil could be won, and the distance of transportation. This cannot be estimated at less than 1s. per cubic yard after winning, transporting, and spreading.

7. The actual number of cubic yards of consolidated soil to be spread would be, in round numbers, 3,000,000 cubic yards, which, after deducting the amount won by excavation at the site would be 2,750,000 cubic yards, to which should be added an amount for consolidation, which would bring the total measurement to be moved to 3,000,000 cubic yards approximately.

8. The cost of filling should be estimated at £150,000.

9. The total cost of excavation and filling would thus be:—

Excavation	£ 20,000
Filling	150,000
Total	£170,000

P. T. Owen,
Director-General of Works.

14th April, 1915.

26

[Telegram.]

To: Administrator, Canberra.
From: Bingle, Melbourne.

Minister desires to be furnished earliest moment with statement showing total cost to latest practicable date of Mr. Griffin's section of work under following heads Salaries and allowances travelling expenses cost of material and any other headings which you may have recorded Stop Matter very urgent.

Bingle.

3.4.1915.

27

[Telegram.]

Melbourne.

Acting Secretary, Home Affairs.

Your wire to-day statement showing total cost Griffin's section Federal Capital work to date is as follows—Salaries, twenty-one seventy-five pounds eleven shillings one penny Travelling expenses and allowances three seventy-nine pounds seven shillings and ten-pence Cost of material forty-three pounds five shillings and three-pence Office furniture forty pounds eighteen shillings and five pence Rent lighting one hundred nine pounds three shillings and one penny. Petty cash eleven pounds two shillings and three pence Total, two thousand seven fifty-nine pounds seven shillings and eleven pence Stop Am unaware nature Griffin's present employment or of duty upon which his considerable staff of draftsmen is engaged.

Administrator.

13.4.1915.

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COMMONWEALTH OF AUSTRALIA.

Department of Home Affairs,

Federal Capital Branch, 151 Collins-street,
Melbourne, 16th April, 1915.

The Secretary,
Department of Home Affairs, Melbourne.

Dear Sir,

On my visit to Canberra, Saturday last, I noticed the fact that the north road from the Canberra ford is being regraded, which I deem unwise, because conflicting with city street lines, which should be laid down instead. I also noticed that quarries are apparently being opened up in Mount Ainslie reserve, in place of which I would have recommended locations where the same rock can be as easily obtained, and accomplish necessary cuttings, thus avoiding duplication of work as well as maintaining the natural character of the park.

Yours truly,
W. B. Griffin,
Federal Capital Director of Design and Construction.

Regrading of North Road from the Canberra Ford.

The Director-General of Works.

The road in question, mentioned as being regraded, is the main road running southerly from the Yass-Queanbeyan-road, near Ainslie Post Office, to intersection with the Uriarra-Queanbeyan-road, near the State school. The length in question is about two (2) miles, and it is the only connecting link between the north and south sides of the Molonglo River for many miles, the other road being *viâ* Queanbeyan, a distance of some fifteen (15) miles round.

It is an old main road, practically the oldest in the Territory, and has not received any attention, being left in its natural condition, but recently complaints have been made, and it became necessary to give it some attention, as it was becoming dangerous for travel. The maintenance gangs were accordingly placed on it, and it is now in reasonable trafficable order. The approaches to the ford are also receiving necessary attention. Until the works are undertaken this road will be used for some time yet, and the small expenditure is justified.

The quarry stated as apparently being opened at Mount Ainslie are investigations to obtain some few pitchers for maintenance of roads in the Military College, and some material suitable for temporary surfacing of roads having been discovered, it is being used on road maintenance.

There is no present intention of opening permanent quarries thereon, the material not being suitable.

The opening of any quarry or pit that could alter the character of the surface of the city site, other than the obtaining of small supplies of gravel for ordinary road maintenance of the few roads in the site, and which would otherwise have entailed heavy cost in transport, has, in accordance with your directions, been carefully avoided.

T. HILL,
Engineer.

20th April, 1915.

Secretary:

The road work is maintenance such as has been carried out on all roads, and is essential.

The quarry is to provide material at a low cost for current works. Neither of the works have any conflicting aspect in relation to city construction.

I have not seen any suggestion by Mr. Griffin as to possible quarries, or any plan of projected cuttings.

P. T. Owen,
Director-General of Works.

27.4.1915.

Melbourne, 5th May, 1915.

Dear Sir,

With reference to your communication of the 16th ultimo, in regard to working on the roads at Canberra, and also referred to the fact that quarries are apparently being opened up in Mount Ainslie reserve, I have to advise that the work on the roads is merely maintenance of the main road running south from the Yass-Queanbeyan-road near Ainslie Post-office, to the intersection with the Uriarra-Queanbeyan-road. This is one of the oldest roads in the Territory, and it has been left in its natural condition, but attention was given to it owing to the complaints made that it was dangerous for travel.

The quarry referred to is simply to provide material at a low cost for maintenance of the roads at the Military College. There is no intention whatever of opening any permanent quarries thereon as the material is not suitable.

It is not considered that either of the works alluded to have any conflicting aspect in regard to city construction.

Yours faithfully,
Walter D. Bingle,
Acting Secretary.

W. B. Griffin, Esq.,
Federal Capital Director of Design and Construction,
Federal Capital Branch,
151 Collins-street, Melbourne.

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[*See pages* 12, 36 *of* No. 153.]

Commonwealth of Australia.

DEPARTMENT OF HOME AFFAIRS.

THE FEDERAL CAPITAL.

REPORT EXPLANATORY OF THE PRELIMINARY GENERAL PLAN.

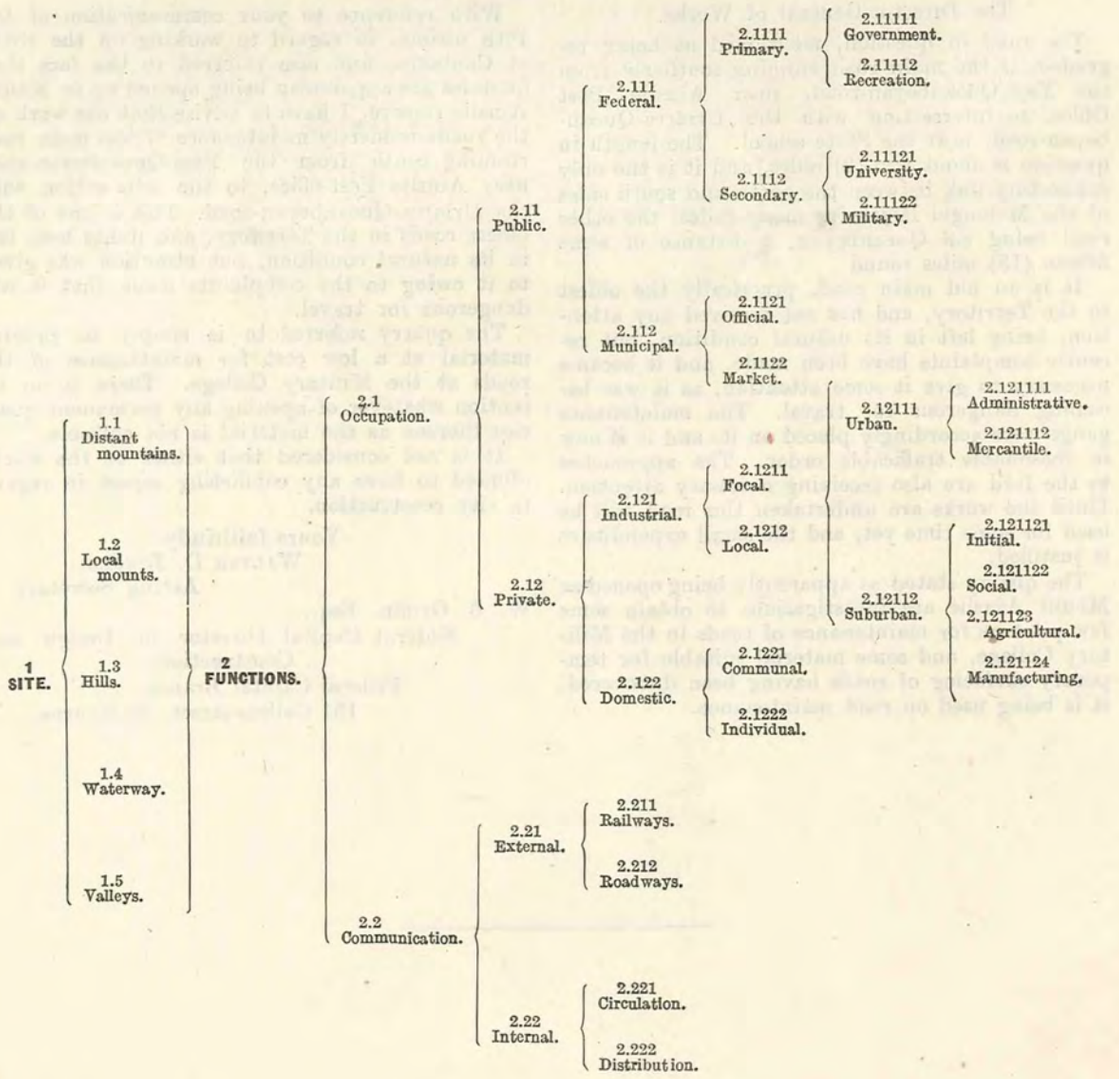
(*Published August*, 1914.)

GENERAL.

Unity essential to the city requires for so complex a problem a simple organism.

The factors consist in the advantages of the location on the one hand and the civic necessities on the other.

For Canberra, an equation thus of the conditions of the site (1) with the functions, (2) to which they are to be adapted, is indicated in the following abstract, the numerals indexing the subsequent elaboration :—



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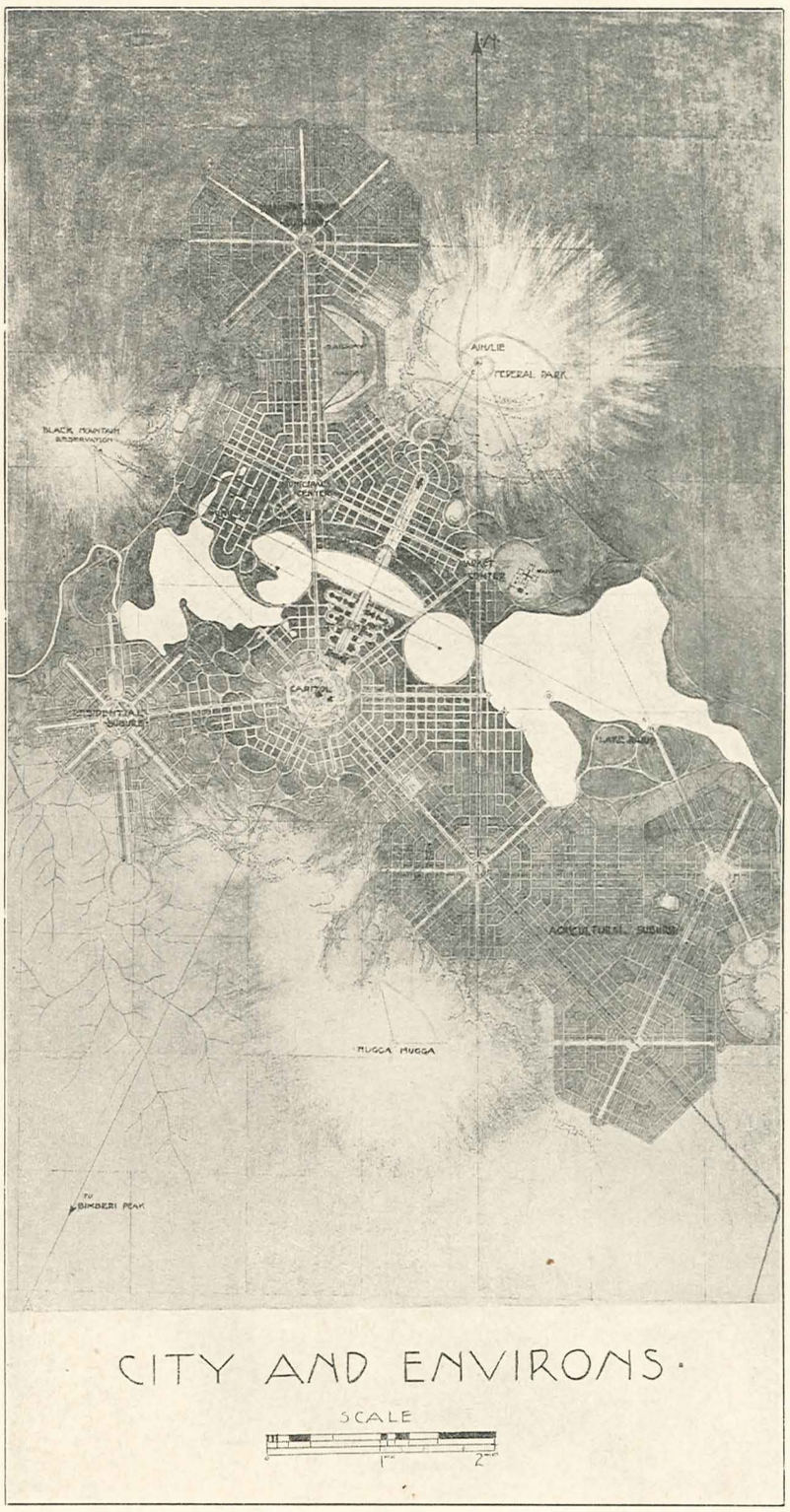

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1. SITE CHARACTERISTICS.

The peculiar advantages of Canberra lie principally in the following characteristics, with each of which is indicated the chief adaptability recognised:—

1.1. Mountain Ranges.—

Beautiful blue and snow-capped peaks of the Australian Alps, counted among the leading natural features of Australia, lie to the south and west, properly sunlit for the scenic background.

1.2. Local Mounts.—

Ainslie, Black Mountain, Mugga Mugga, rising almost 700 feet (too lofty and too exposed for building purposes), afford objective points of prospect to terminate great garden and water vistas, with conspicuous positions for future commemorative monuments, and conversely offer points of outlook over a city arranged in an orderly way with reference to them.

The isolated conical aspect of Ainslie and its alignment with two central eminences on the opposite side of the Molonglo suggested the lesser one of these vistas. The apposition of Black Mountain, with the general direction of the waterway and the broad prospect of the Queanbeyan Plains to the eastward, suggest its transverse and more marked vista opening or axis.

1.3. Hills and Spurs.—

Eminences rising to 200 feet furnish most appropriate public building sites to terminate main thoroughfares disposed with reference to them and often in apposition with the mountains also. The natural contribution of elevated foundations that may be treated in a variety of ways, formal and informal, is an asset for architectural impressiveness not to be wasted. These hills, however, are not considered to dictate either the public buildings, sites, or main thoroughfare lines, except in the light of other determining factors.

1.4. Molonglo River and Flood Basin.—

The considerable central flats are unavailable for building purposes, but eminently suitable for a waterway of the largest extent that would be consistent with a location in the heart of the city, where only, on the other hand, a water feature of the restricted size procurable at Canberra can maintain a dignity in keeping with its purpose.

The practicability of maintaining a surface of 5 square miles of water is verified by all known data, provided proper precautions are taken in the head waters of the Queanbeyan and Molonglo Rivers. Moreover, there are additional river supplies available within the limits of expense proportionate to any unprecedented or possible need.

1.5. Valleys.—

The open alluvial fields, flat, or undulating, are most suitable for ordinary purposes of industry and habitation.

Within the site, these areas are practically all swept by the dominant wintry westerly winds, since only heights of the scale and abruptness of Ainslie, Pleasant Hill, Black Mountain, Mugga Mugga, or Red Hill afford appreciable protection to narrow skirtings, which occur in no considerable case within the city limits. Not more than one-sixth of the official site can be considered so protected, and that in instances too scattered and too rugged for development for general purposes. Such protection can only be accommodated in suburban extensions to be provided north and south as illustrated in the original premiated plan.

However, experiment with winds of the ordinary winter velocity on the Australian plateau indicates that a moderate amount of easily effected tree growth will afford sufficient protection for situations such as even the most exposed on this site, a fact further attested by the generally acknowledged attractiveness for habitation of the tops of spurs extending west from Capitol Hill.

As an initial deterrent to occupation, the wind may be discounted by the present local experience, wherein temporary settlement has been created in an area—possibly the most wind-swept of all—with very slight or no tree protection. Here the first permanent residence has been located after ten months' residential experience in a tent on one of the most exposed points, commanding, however, the mountain view.

The slopes north of the river basin comprising the flat areas having the finest prospect of the mountain background, and of central dominating sites for the most important public architectural group offer the greatest scenic advantages, and are to be given preference for the most general industrial and domestic functions for the democratic purpose of "the greatest good for the greatest number."

Taken altogether, the site may be considered as an irregular amphitheatre—with Ainslie at the north-east in the rear, flanked on either side by Black Mountain and Pleasant Hill, all forming the top galleries; with the slopes to the water, the auditorium; with the waterway and flood basin, the arena; with the southern slopes reflected in the basin, the terraced stage and setting of monumental Government structures sharply defined rising tier on tier to the culminating highest internal forested hill of the Capitol; and with Mugga Mugga, Red Hill, and the blue distant mountain ranges, sun reflecting, forming the backscene of the theatrical whole.

2. FUNCTIONS.

The importance of classifying the purposes of the city lies in the fact that only by proceeding from generals to particulars, from the more essential to the lesser essential, and from the ends desired to the means for obtaining them are natural relationships established.

The generalizations are derivable from tendencies of actual growth in modern cities.

2.1. Occupation.

The advantages the city offers to the various classes of occupants who will reside in and utilize its spaces constitute its reason for being. The various kinds of occupation have divers needs to be met as to area, position, and environment. Secondly, their accommodation requires a communication system—the social means of linking up these elements.

2.11. Public Groups.

From the stand-point not only of general interest, but also of effective control, the character of fixed occupancy divides primarily into two branches—public and private. In the Capital City the former takes precedence, and is treated

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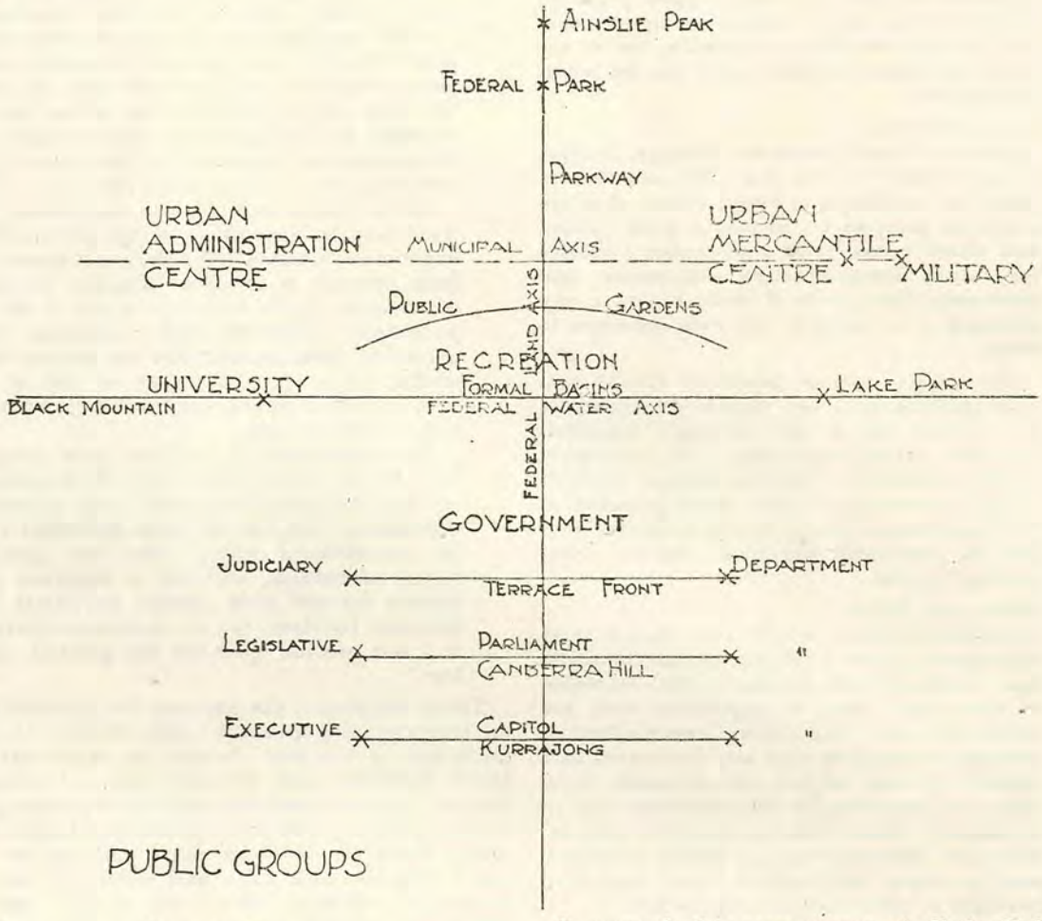
in a very broad way, because extension of functions may easily go beyond any present basis of expectation. Simplest possible arrangement on the most general lines of classification are adopted at the start to insure both room for expansion and a constant coherence.

The general arrangement of Public Functions in this plan is illustrated in the accompanying scheme, in which they are first separated into those appurtaining to the Federation as a whole, and those concerning the City merely.



2.111. FEDERAL GROUP.

Because of unity of control all Federal improvements can be made to contribute to a single dominating group, and since these buildings and spaces can be assorted into four distinct classes, Governmental, Recreational, Educational, and Military, these four are established to form the structural bounds and terminals of two co-ordinate axes.

The unmistakable pre-eminence of Ainslie and Black Mountains ordained them for apposition with such axes, to which the site contributed further opportunity in the general direction of the Waterway, extending towards Black Mountain at right angles to a line joining Ainslie with the most prominent spur of the opposite range, "Kurrajong," and with a lesser eminence between, "Canberra Hill," directly at its front.

The co-ordinate axes disposed accordingly are not with the cardinal points of the compass, which would entail 25 per cent. building frontage without beneficial sunlight, nor with the diagonal points where, for part of the day, no shade could be found; but they lie midway between these extremes.

They are not primarily thoroughfares, but give a connected park or garden frontage for all the important structures, and can be developed, as in the case of the Mall at Washington, with scope for artistic expression, little hampered by utilitarian limitations, affording the greatest ease and comfort for observation of the capital.

In general, this arrangement of all the Federal buildings on heights about two co-ordinate axes, their individual groups, set off and connected by formal water basins, forms one combination of parallel set buildings, to which the possible confusion of other enterprises must ever remain subordinate.

2.1111. PRIMARY DIVISION.

The two more general and earlier developed functions of the Federal Group will be Government and recreation.

2.11111. GOVERNMENT.

Representative Government in all its ordinary functions is to be classed as deliberative and limited, and is properly stationed, in a Capital, in an accessible but still quite area. On the basis of the two lines hereinafter designated "Water Axis" and "Land Axis," it is a simple matter to allot to the commanding Capitol the highest spur on the land axis mentioned as suitable for building purposes, "Kurrajong," and to locate the Parliament Houses on the lower offshoot, "Canberra Hill," on the same line towards Ainslie. Other departmental buildings bounding a water court of the next lower terrace extend to a solid terrace front of buildings and to still lower boulevarded embankments along the central basin of the co-ordinate water axis.

Centrally located, the Capitol is focussed in an extensive hill park, and at that has a limited

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function, either as a general administration structure for popular reception and ceremonial, or for housing archives and commemorating Australian achievements rather than for deliberation or counsel; at any rate representing the sentimental and spiritual head, if not the actual working mechanism of the Government of the Federation. "Kurrajong" is deemed too large and too high for a convenient working organization of Parliament, but, being the only conspicuous internal eminence that has a skyline visible from practically every portion of the city, it lends itself to an architectural treatment that need comprise little more than in the necessary ramps, stairs, and terraces for outlook to make it, by its natural bulk, the dominating achitectural feature.

Moreover, the views command not only the entire city, but, through gaps, the Yarralumla Valley and mountain chains of the Murrumbidgee watershed, the most spectacular features of the landscape, and the irregularity and variety of the hill slopes afford ideal surroundings for an isolated Capitol structure, and most appropriate setting for the two official residences, those of the Governor-General and the Prime Minister.

However, the possiblities of the site are not limited to this recommendation as to the Governor-General for immediate adoption, and though a large park may be connected by private unintersected low level open passage-way from the central position, and extend as far as may be into the hills to the west, forming a domain, it is entirely practicable to locate the Government House itself in the latter area, as alternately provided for, still maintaining parallel, axial, architectural affiliation with the Capitol.

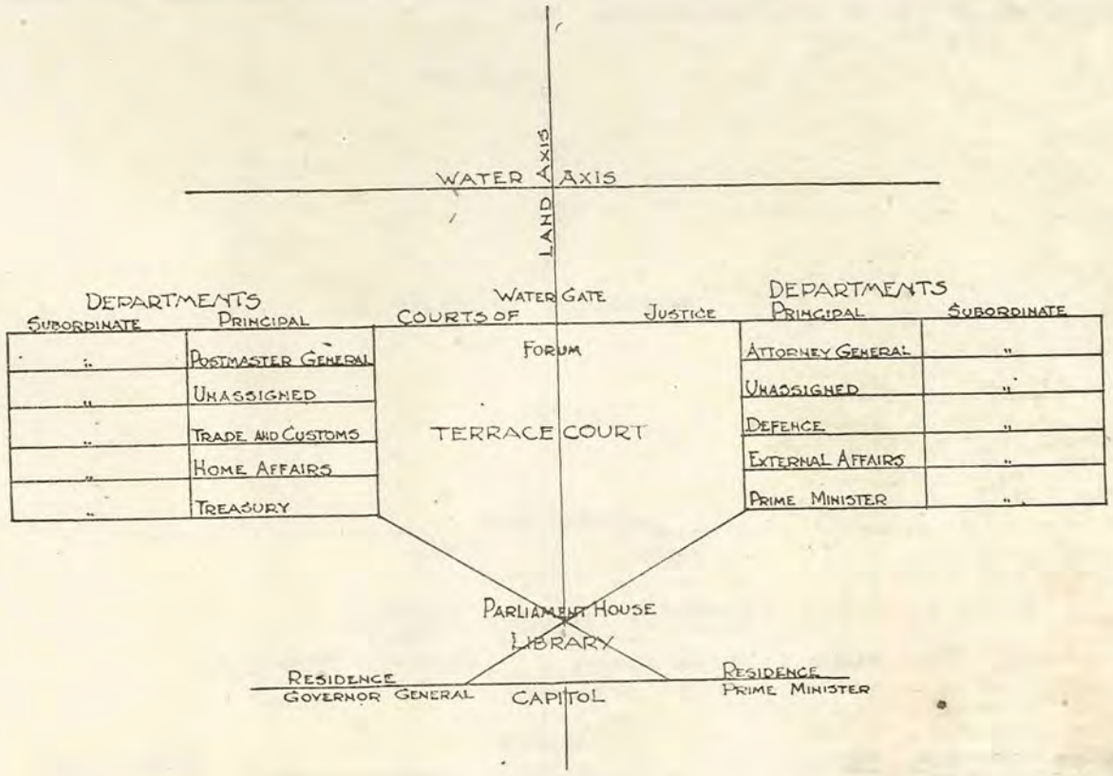
The whole group of Government buildings is directed out from the one popular point along lines of sequence in function. The fact that Parliament is in two "Houses" is an incident in addition to the topographical situation that precludes making of that structure a focal feature.

The plateau stretching between Kurrajong and Canberra Hill provides sufficient foreground from the former to set off the Parliament House on the latter, over which, however, the court of the Departmental Buildings on the next terrace below may yet be seen, while the view beyond is uninterrupted across the Basin, and the water front of the Public Gardens, and along a broad plaisance to Ainslie. Parliament Building, on the edge of Canberra Hill, has an elevation of 50 feet above the succeeding plateau, and is approached therefrom by wide ramps around the fountain end of a terrace reservoir. From this terrace court of the reservoir the Parliament edifice has thus a lofty setting, stopping the long axis of the reservoir, crowned by the lofty Capitol behind, and supported on the flanks by the lower Departmental Buildings.

The ensemble presents excellent opportunity for cumulative massing.

The central terrace court of the Government Group lies 35 feet above the lowest terrace, from which it is separated by the buildings along the waterway frontage, but to which access is given by ramps at ends and flights of steps between the structures.

The court terrace, however, is carried on the roof of a central building of the waterway embankment, which projects into the Basin, crowned toward the water by an open colonnade, surmounting a slight bank of steps to afford an open forum, beneath which the structure serves as a launch entrance or "Water-gate."



GOVERNMENT GROUP

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2.11112. RECREATION.

The Governmental Group silhouetted against the dark forested hills is best seen from the other arm of the land axis, where most appropriately may be located the public gardens, essentially the show places of the city. This recreational function of the Commonwealth Capital will appurtain to the people directly as distinguished from their representatives or agents or servants. It is, therefore, to be situated rather directly in communication with the congregation centres, and tributary to the homes of the people, than connected with any other Federal Group. The Circular Pools and connecting Basin of the waterway essentially belong to this group, and are adapted, by their continuous boulevarded embankments, for a continuous motor route, and for water-sports, pageants, and bathing, the Central Basin incidentally forming a rowing-course of 1 mile between terminal bridges.

The Stadium for general assembly faces the waterway, and is recessed into the slope of the bank, where it does not interrupt the continuous vista along the land axis. The Theatre and Opera House, on either side, are reached from the municipal avenue on one hand, and from the boulevard of the water front garden on the other, for maximum accessibility from the residential districts. Farther to each side of the land axis are paired Galleries of the graphic and plastic arts; the Museums for natural history and archeology; the Zoological Gardens and the Baths, and Gymnasia; all together affording for the business and residential districts an appropriate front to correspond with the governmental aggregation on the other long side of the central Basin.

Recreation comprehends, also, a formal plaisance 600 feet wide, all the way to the Casino, a park feature, at the foot of Mount Ainslie, with ramp drives to points of vantage on the slopes overlooking the whole city and surrounding country, and setting off such commemorative national monuments as may be appropriately most conspicuous.

Maximum effectiveness for the waters is attained by widening as much as possible between the necessary bridges.

The Molonglo is left in its present state in the lower channelled reaches, where it forms a feature of the botanical gardens and forest reserve continuous with Black Mountain, incidentally perpetuating there the only remnant of primeval luxuriance on the city site.

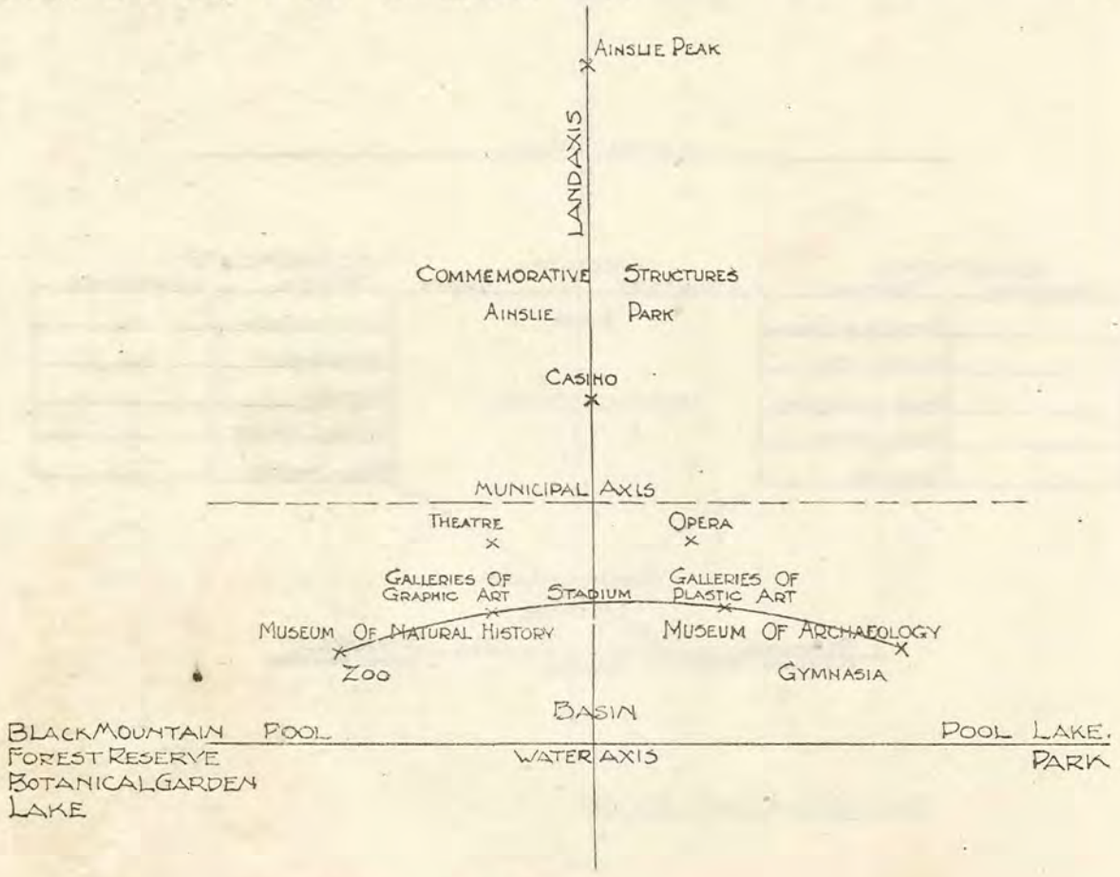
Here, a dam, so located as to combine with one of the road crossings, impounds at 1825 elevation the lower outlying lake, and the triple internal architectural lagoons bounding on three sides the Governmental Group, reflecting the buildings, augmenting humidity and aiding equability of atmosphere in the heart of the city.

Another weir, with locks, on the line where the railway and a main traffic route pass around the Government Reservation, inundates the extensive upper bottom lands for a naturalistic lake at 1835 level, practically coincident with the highest recorded flood.

The circular pools and their connecting basin provide three lagoons, each complete in itself, and all located in spaces between the direct lines of communication joining focal centres. At the same time, because of their largeness of scale and severe simplicity, the lagoons conform to the architectural character of the centre of the City, where any informal pond would be ineffective.

Stepped and gently sloping embankments at slight comparative expense offer better architectural possibilities and greater utility than the more ordinary vertical revetments.

The two irregular lakes located as is the case of the formal lagoons without intersecting the direct lines of communication have an informal treatment that corresponds with the park-like, irregular character of the City's first suburban zone and of the more spacious recreation grounds facing them.



RECREATION GROUP

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2.1112. SECONDARY DIVISION.

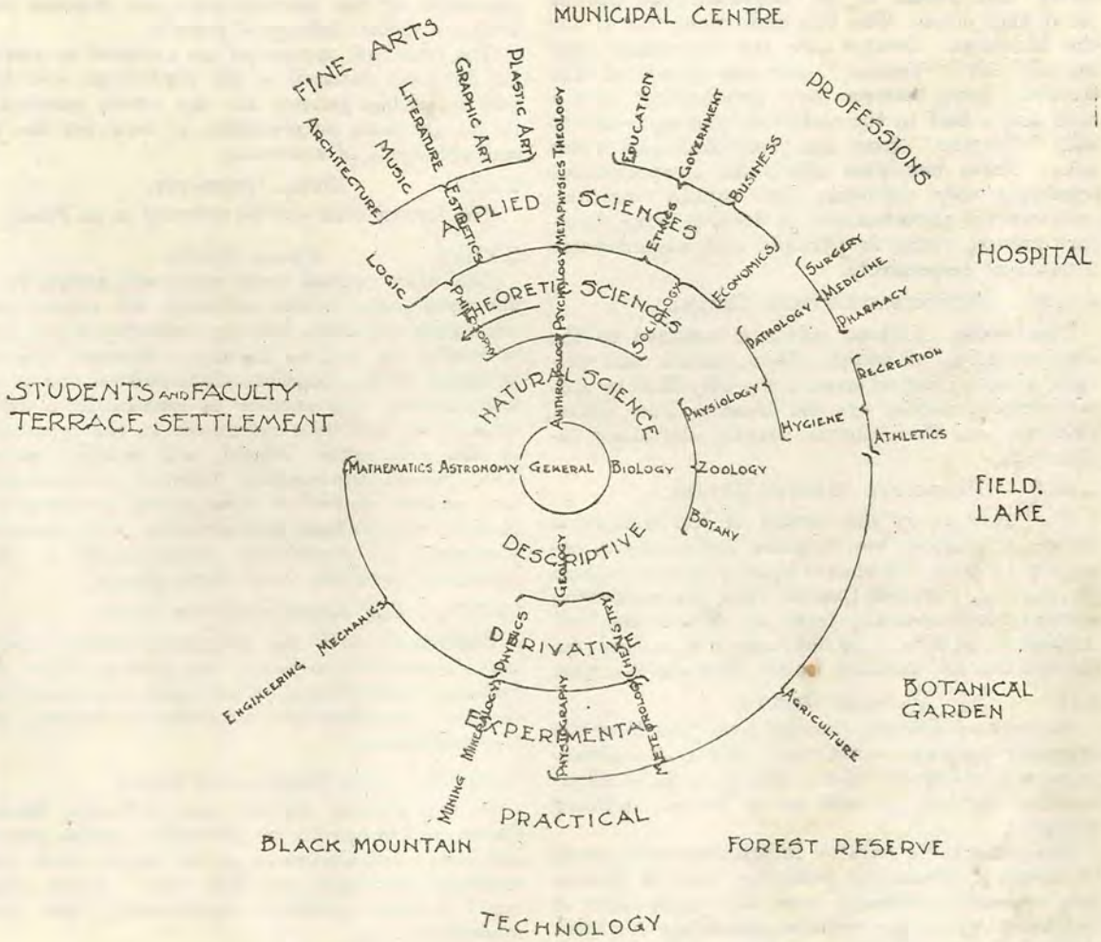
Realization of the Secondary Part of the Federal Group may only follow long after the other has materialized, for its functions are of a more special and less imperative nature.

2.11121. UNIVERSITY.

Of these two features, the University and Military Groups, the former is recognised as of a more appropriately dominant character, and is aligned with the terminus of the water axis at the foot of Black Mountain. The situation of gentle undulation largely under the mount's lee having wide scope, surrounded by the inherently most attractive region of the City, is intersected by a little lagoon arm, bordered by the lowest lake, and at the same time overlooks the entire length of the other four of the chain. This site is also in a position to utilize the botanical gardens and mountain with its forestry reserve.

The scheme of the Educational Group comprises the fields for higher education that may be taken up by a nation recognising the enormous advantages and economies in federating all the scientific, professional, technical, and practical branches for both teaching and research.

Fundamental sciences, descriptive of nature, lead directly to the theoretical sciences dependent upon them along lines of derivation and through these, in appropriate combination, into the lines along which they are applied to the work of civilization. Some such arrangement is necessary to permit proper expansion in ever-changing fields, with convenience to students. Moreover, it is endeavoured to direct these lines on the site to such openings for actual application as are most available to them. Thus from Physiology, the gymnasia give on to the broad flat athletic grounds and the water areas. And the hospital, of itself in a most suitably isolated location with most equable temperature and favorable atmospheric conditions, is adjoined by the Medical, Surgical, and Pharmaceutic Schools. Thus Agriculture adjoins the Botanical Gardens and the Forestry Reserve. Into the base of Black Mountain extends Mining, while Engineering lies between it and Architecture—both of which it serves—and has maximum of room for expansion; Pedagogy, Law, and Commerce approach the Civic centre of people, courts, and offices.



2.11122. MILITARY.

The upper reach of the water axis has no commanding terminal short of the blue hills of the Dividing Range, bounding the outlook from the City over the Queanbeyan Plains, where a spacious public park is allotted to one side of the upper lake, and on the other are the grounds of the present Military College, with the steep bald knoll of Pleasant Hill—the highest crest within the City—their most conspicuous feature. This may be crowned either by a future development of the Military College, or, citadel like, given over, together with the adjacent slopes, to the Military Post, with its armories, arsenals, drill-halls, and barracks, commanding the railway lines, overlooking the entire City, and flanking the gap eastward towards the sea.

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2.112. MUNICIPAL GROUPS.

Buildings of the Municipality, those public edifices of utility to the people of Canberra as a whole, afford further opportunity for extending the harmonious public grouping of the parallel-set system of the Federal Groups, by establishing a subordinate axis adjoining the Recreation Group, which is most nearly analogous to the general community functions.

Two separate characteristics distinguish these municipal utilities—first, that of the official, clerical, and administrative class; second, that of the material handling, transportation, and merchandizing class; and it would tend to congestion to concentrate such conflicting though equally important general functions in one centre. Two centres, therefore, are fixed as the terminals of a municipal axis in the form of an avenue, north of and parallel with the water axis, each terminus connected with the garden and water feature of the latter axis, by short park arms leading from the circular pools. The essentially city functions are not only tributary to all the inhabitants, as is the Recreation Group, but are to serve handily the great Federal enterprises, which are here located in close proximity in three cases, whereas connexion with the great Government focus is direct, and access to its Departmental Groups reasonably close. The two sites made use of for the Municipal Centres are the important and isolated hill "Vernon" and the slopes of like elevation lying between two terminating hills a mile and a half to the eastward, and equi-distant with "Vernon" from the great land and water axes. These two sites afford for comprehensive treatment very different, but equally unusual, architectural opportunities to develop large structure groups, rising in pyramid and amphitheatre formations respectively.

2.1121. MUNICIPAL OFFICES CENTRE.

The former of these points is assigned to the administration of urban affairs, public and private, where, grouped around the City Hall or Administration Block, are the General Post Office, Criminal and Civil Courts, Banks, and allied institutions.

2.1122. MUNICIPAL MARKET CENTRE.

The interval to the second of the municipal centres is considerable, to allow for indefinite expansion of both, which are equally accessible from the railway, from the Capitol, from the residential sections, and especially from the agricultural and industrial suburbs. At this second point are the Central Station and the Public Produce Markets.

2.12. PRIVATE GROUPS.

As we have learned through some phases of the generally baneful "gridiron," there are advantages in rectangular plots, and in orderly alignment of private, as well as of public, building groups.

The remarkable parallel in the respective needs of industry demanding publicity; and of habitation requiring seclusion from the stand-point of occupancy; with the needs of circulation for business and of distribution only for access to retired districts, from the stand-point of communication, makes feasible an harmonious organic arrangement without conflict between street and plot requirements.

Between the arms of the grand axes of public groups, private buildings are allotted separate systems of co-ordinate axes, determined by as many different base lines as are needed to interconnect directly the main public features and all lesser specialized centres.

Though these axes are routes and governed largely by circulation considerations, each line commands a view of terminal objectives, either natural or artificial, and each system of co-ordinates offers rectangular sites for all buildings up to a point of junction with the next similar system, while even at these intersections no acute angles are permitted, for triangular buildings are as expensive as they are irredeemably ugly. But the allowed obtuse intersections afford a quadrilateral site disposition, as economical as the rectangular type, with two long prospects at each sweep of the cross connecting or ring streets.

The angle blocks are, as a rule, less adapted for formal than for informal and picturesque treatment, and excepting immediately around the focal centres, where the completed plan figure is manifest, they occur at the very points of least communication and formality, and of greatest areas and cheapest land, where an informal treatment is easiest and most appropriate.

2.121. INDUSTRY.

The industries of this Capital City, aside from those institutions which have been provided for in the Public Functions which are the primary purposes of the Capital, may be considered to be relatively simple in requirements, because the character of the location does not indicate very large or special industrial growth.

The principal operations are assumed to concern the internal demands of the population, and they will be either general for the whole community or for its main subdivisions, or local for the immediate needs of residents.

2.1211. FOCAL INDUSTRY.

The former class can be referred to as Focal.

2.12111. URBAN UNITS.

The more central focal units will naturally be the urban ones, whose influence will extend over the entire city area, but the disparity in the kind of traffic, as well as housing, between the two principal urban functions distinguishes one as administrative, and another as mercantile, a difference which has been recognised in the separation of the two public, official, and market centres. The line of demarcation between governmental and private control of these urban activities will tend to be indefinite and variable, with changing standards of community consciousness so they naturally, together, form single groups.

2.121111. THE ADMINISTRATIVE FOCUS.

Contiguous with the Municipal Official Centre may, therefore, be found the private offices and financial institutions, stock and insurance exchanges, chambers for corporate enterprises, and the professions.

2.121112. THE MERCANTILE FOCUS.

To the Railway Station and Produce Market Centre will naturally be attracted private general mercantile establishments in the larger units, particularly wholesale, together with "goods clearing," transfer systems, warehousing, and light manufacturing.

2.12112. SUBURBAN UNITS.

Suburban centres, situated at points topographically most available, but at some distance from the heart of the city, are established to help fix the internal routes and give some idea of the extensive application of principles of planning, with specialized direct connected centres, and with building sites, rectangular so far as possible, varying in utility from a maximum to a minimum of accessibility.

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It is advisable to determine lines of extension as far ahead as possible, as has been done in many German cities, generations in advance of occupancy, to prevent ultimate obstruction of orderly growth through misdirected improvements. Five of these suburbs were indicated in the first premiated competitive plan, one to be devoted to society congregation, three to agricultural pursuits, and one to manufacturing.

In this preliminary draft of the internal city site the originally suggested lines of approach to outlying suburbs have been maintained.

Considerable elasticity must necessarily be allowed for in the designation of outlying centres, because of the remoteness of the anticipated period of occupancy.

2.121121. INITIAL TOWN.

To meet special conditions imposed by the necessity of occupancy south of the Molonglo, in advance of construction of bridges, or the extension of the railway across to Yass, there are introduced three local nuclei tributary to a preliminary railway line already laid down.

It is estimated that there will be a population of 10,000 or 12,000 before the advent of Parliament, and it is possible that the extension of the railway may not come until after that time. Therefore, these initial centres will permit of a completely organized small town, not merely for construction forces, but for a variety of interests.

This district is plotted to correlate intimately with the Public Groups, its central co-ordinate axes being parallel, securing the same advantages of sun exposure, and disposed to benefit fully from the upper circular basin water frontage, through opposition with the ultimate Urban Mercantile Centre on the north side.

2.121122. SOCIETY SUBURBS.

To meet the objection of wind exposure on the bare western side of the City the residential area is contracted into the valley lying inside that bounding range of hills, dominated by "Shale," which are to be given over to an afforestation park.

Two points of congregation accentuate the two natural topographic outlets west of the Capitol.

These residential centres might well be characterized by society clubs, and church assemblages for that large social group of special character peculiar to a national capital. The conformation of the land tributary to them is irregular and most advantageously divided into the larger estates, while the Yarralumla Valley to the west, unintersected by railway and least in demand for industry, and the informal lake at the north, afford open areas for a maximum of outdoor life. The proximity of the University may also be counted to afford an attraction, as exemplified in university towns and intellectual centres throughout the world.

2.121123. AGRICULTURAL SUBURBS.

Outlying village centres to the southward, or possibly to the northward, in either case in the lee of the only protective mountains of the site may be devoted, at least in some transitional stages of the City's growth, to horticultural and intensive agricultural uses, truck gardens, nurseries, poultry raising, &c., occupying alluvial plains adaptable to sewage irrigation from the higher inhabited regions, and being directly tributary by rail transportation, and by road, to the Markets. At their centres facilities for creameries, abattoirs, and allied operations are to be found.

2.121124. MANUFACTURING SUBURB.

The centre lying to the northward of the City was originally designated "Manufactures," but conditions in the early growth, with the railroad facilities limited to the south of the Molonglo, may necessitate that such activities be concentrated in one of the southern suburbs. Furthermore, it is possible that the summer northerly winds may render the northern point less acceptable than a southern one for this purpose.

2.1212. LOCAL INDUSTRY.

In addition to general business in the immediate neighbourhood of the specialized Urban and Suburban Industrial Foci there can be anticipated a development of business for more local distribution to, and accommodation of, the intermediate areas generally utilized by residents. Such business, necessarily attracted by easiest accessibility, will tend to align itself on the most direct of the avenues connecting the focal centres.

These industrial alignments may be assumed to include in some instances not only the wide main thoroughfare frontages, but also, as an elastic limit, the frontages of the first and longest parallel avenue on either side.

The unit blocks on the long connecting avenues are narrowed by the amount of increase in front traffic accommodation, these avenues being at least twice as wide as others, and also by the introduction of a rear alley shipping way of 30 feet wide.

It is contended that modern and prospective means of street transportation in the tramway and fast vehicular traffic, and of which the great progress up to the present is hardly a beginning towards speed, safety, noiselessness and reliability in sight for the near future, mean a very different and far more general lineal distribution of ordinary retail trade than where a walking range has been the determining influence.

During the transformation period congestion has resulted in cities, and the lift or elevator pressed into service for relief. An equally well administered tram service, perhaps supported financially in the same way out of rents, would assure a more convenient, as well as far better horizontal, alignment.

2.122. RESIDENTIAL SECTIONS.

With the Federal needs provided for in their special districts, and with the general industries amply accommodated at focal points, and along the direct lines connecting them, the remaining portion of the city site is available for domestic life, which demands privacy, quiet, and stability, with freedom from either interference or encroachment of business life. Because of the triangular or rhombic arrangement of their traffic-line business boundaries, these internal areas, while secluded, may yet be but a few steps from the industries and communication lines serving them. Equitably distributed throughout the city these quiet sections allow domiciles to be everywhere handy to industrial employment.

2.1221. DOMESTIC COMMUNITIES.

Comprising the proportionately large share of the city area required for habitation, the segregated sections, formed and separated by the general traffic lines, furnish not only suitable individual home sites, but comprise social units for that larger family—the neighbourhood group, with one handy district school or more for the children, and with local playground, game fields.

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church, club, and social amenities accessible without crossing traffic tracks, or encountering the disturbing elements or temptations of business streets, since these family activities may best be directed internally toward the geographical centres of their groups for their special congregation. In other words, the adult and independent industrial social activities may be considered typically directed centrifugally, whilst the domestic social efforts are assembled centripetally for effective control and co-operation.

The innermost unit block may be varied to form considerable areas for such special purposes, including also sanatoria, residence hotels, parks, ornamental or industrial horticultural gardens, even to the extent of agricultural fields, farms, or wilds in earlier stages of settlement, all with the minimum of interference with the traffic of the city as exemplified in the lakes and parks of large groups, occupying the whole of similar areas which are devoted to special Capital uses.

2.1222 HOMES.

The desirability of rectangular blocks and parallel-set buildings, in the interests of economy of construction and restfulness and simplicity in architectural treatment, is scarcely less in the case of residences than for public or industrial groups, so where topography permits, a system of rectangular blocks is preferable, especially where, as in this plan, it is by no means an expression of the "gridiron," because of its universal closed vistas and innumerable street terminal sites. The reduction in the repetition of unit blocks in one line marks here their independence and seclusion, also permitting a graduated increase in the proportion of land used individually to that demanded by communication.

The internal blocks, typically large, in many cases forming considerable undivided areas, leave opportunity for private development or small-community initiative to evolve pretty schemes of driveway subdivision, recessed courts, closes, quadrangles, terraces, common gardens, irregular hill garden subdivisions, and a host of similar possibilities, adding incident and variety to a consistent whole.

For the sites among the hills, while an informal regularity or block arrangement might, in some cases be possible, it is not deemed so necessary, since where allotments are large and houses are on different levels, more picturesque juxtaposition is permissible. It is regarded as generally desirable however, that the occupied sites be higher than their communication lines for enhancing their appearance, their utility, privacy, and individuality.

2.2. COMMUNICATION.

The general communication system, finally, often irrespective of merely aesthetic conditions, accomplishes the industrial success or failure of a city. But this does not imply the attaining of a maximum of communicating lines so much as their thorough correlation and suitable allocation. The scheme must be simple and flexible, available with varying conditions of expansion and the changes of condition with time: it must be detrimental to the shape or orderly relationships of buildings or to the natural beauty of the landscape in no case that is avoidable.

2.21. EXTERNAL ROUTES.

2.211. RAILWAYS.

The line of railroad approaching from either way, all junctions being external, is directed toward the Capitol as it comes into view, and then diverted in passing the Public Buildings Group, to avoid bisection of the internal traffic. The railway is, however, in immediate contact throughout with all the industrial and general habitation areas, with frequent local stations for freight or passenger accommodation. It is to be noted that the regions not in direct touch are those of the specialized characters preferably least intruded by the disagreeable features of dirt, noise, and sight, incidental to railway operation, and in general are those prepared to utilize the private motor car for rapid communication.

Gradient is the easiest possible, being virtually a level throughout, with an appropriate ½ per cent. rise to the main station, facilitating starting and stopping. Trackway in general is straight, with but four slight turns of three degree curvature, suitable to long train traction. Thoroughfare through flat districts is maintained by open depression about 12 feet deep, the excavated materials forming embankments of 6 feet in height, an elevation requiring but slight incline for crossing streets, and used by the parallel roads where adjacent.

Through industrial regions the railway is conducted between occupied blocks, for switching, warehousing, &c., utilizing a flattish valley on the outskirts for freight marshalling and car storage yards for which a considerable area is to be set aside where interfering least with through street lines.

The line, approaching the Urban Administrative Centre from the north, turns at a local station there, and is directed towards a cathedral-crowned hill, into the lowest slope of which it passes as it turns and enters the Mercantile Centre through a sub-way beneath the open square in front of the Main Station.

Spurs here afford stub-terminal train tracks for each direction at the sides of the station not served by the through tracks.

The Main Station, of hexagonal shape, commands the place, but lies at one side of the city traffic currents, and is beautifully ensconced, owing to the hilly conformation at the rear. It is disposed to be conspicuous from distant points, and to offer a dignified commanding prospect of the City for the arrival's first impression. To minimize the difficulty of early completing so ambitious a station centre the street arrangement is designed to permit diversion of the approaching avenues at greater distances from the focal point than intended ultimately.

Due south from the station, the railway emerges from the subway, and follows a direct line from Ainslie and the Cathedral, crossing the waterway at junction of basin and lake, continuing between wide avenues to the southern Suburban Stations, finally turning out of the City with the Capitol and Black Mountain in its wake.

In general, this external communication line is treated with the dignity accorded to internal lines, has its well-marked objective at every turn, and is afforded the finest view points where crossing each of the axes of the dominant architectural *ensemble*.

Because this through traffic line may be some years in eventuating, and in order to effect a saving, at the outset, of the long weir bridge, it is considered that possibly the local branch from Queanbeyan, serving as a constructional line during the creative period, may be so plotted as to serve ultimately as a rapid transit adjunct to the main railroad route, linking in the Government centre with the northern and southern suburbs. This, however, can only be suitably accomplished

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by a line that can be concealed in the steeper slope of the hills approaching the Capital, crossing the river in a specially designed bridge, with the track level beneath the roadway, with still enough room below the latter to clear the boulevarded river embankment. This branch, necessarily largely in tunnels, and with its limited ultimate functions permitting of relatively sharp curvature, affords access to Parliament House, and the Industrial Centre of the initial City so close as to obviate any need for street vehicles to eke out the journey. Perhaps such additional rapid transit facility with a clear way, independent of the street traffic, might ultimately play part in the healthful dissemination of the Capital settlement.

Though not indicated, a feasible route can be laid down for the extension of lower level railway facilities to the west and south should seemingly improbable conditions ever demand such. The isolated Yarralumla Valley will scarcely justify a long distance rail connexion.

2.212. ROADWAYS.

Existent external roadways are relatively unimportant, but are accommodated by through routes connecting with all the outlet gaps.

2.22. INTERNAL ROUTES.

With regard to the internal system in general, it is unnecessary to elaborate here the provision for storm water disposal and drainage equipment, further than to note that the grades and the general utilization of the depressions for thoroughfare simplify the reticulation problem. The transverse interception of storm water at various levels is also facilitated.

The Molonglo banks and bed afford an apparently economical route for final outfall lines.

A complete local pipe and wire service at the street building line, obviating stubs or pavement interference, is attainable with the roadway system of control advocated.

For tramway equipment elasticity is a first requisite, guaranteed by the integral system of arterial thoroughfares wherein there is allowance for ultimately depressing in open channels an economical sub-surface scheme of rapid transit.

2.221. CIRCULATION SYSTEM.

Considering our problem from the stand-point of "Occupancy," there has been noted modern tendency to supplement largely, if not to supplant the spot concentration of older towns with long alignments of traffic and trade.

The maximum facility for uninterrupted rapid transportation and an adequate equipment with services in the arterial system accentuates the tendency, while a strictly subordinate arrangement of feeder streets deters traffic diversion, cutting off competitive inducement to traffic and trade as well, for trade must be where the people are. The direction of the main routes is involved in selecting their terminals, those points of natural or functional eminence, which must be inter-connected as directly as is compatible with the possibility of following easy and uniform gradients, never greater than 2½ per cent., without excavation unduly expensive in proportion to the advantage sought. The desirability of straightness can hardly be over-estimated, but with it no convex profile is permissible. Whereas, however, these long lines are but few in the aggregate, because of the concentration of the circulative function, the value of their proper uniform grade and alignment for safety of operation, directness, and view of their important and attractive objectives, in the organic city, constitute an operative economy at least comparable with the demands of ordinary railroad lines, having infinitely less traffic burden, and infinitely greater distances and difficulties.

The basic circulation system comprises the triangle connecting simultaneously the three business centres of Government activity (Government, University, Military) and the two urban centres of local business (Administration and Merchandising). On this framework the City can develop all its functions from the beginning of its maturity with ample latitude for variation in each phase of activity, maintaining the final scale of a Capital City from the outset. Increments of gradual growth may be definitely little by little, incorporated without confusion, congestion, or scattering along later extensions of the arterial systems, followed by corresponding distribution tributaries as required.

Never less than triple roadways can be considered sufficient to handle avenue traffic ultimately, with tramways, fast and slow vehicles in both directions; but, in the early projection of these avenues, it will be well to substitute park treatment or even to permit temporary private garden occupancy of the portions not immediately needed for traffic.

The street area, if reduced to three roadways, is a desert, dangerous and unpleasant to traverse, so in a sunny country of stately open-branched broad-leaf evergreen avenue trees, additional space is required for a final arboreal accompaniment of at least quadruple rows and supplemental shrubbery, parkways for shade and shelter, wind and dust arresting. From considerations also of architectural setting, ventilation, fire stop, command of crossings, and eventual rapid transit, a uniform width of 200 feet is adopted.

2.222. DISTRIBUTION SYSTEM.

A system of distribution at right angles to the circulation thoroughfares gives minimum of distance from either side of such thoroughfare. For access to public transfer lines, trams, &c., this is the prime object. With a frequency of the circulation ways the distances are short; indeed, a point five blocks back in the triangular interspaces of this plan is a rarity.

The rectangular form of block most generally adapted to improvements, and straight roadways most simply kept and patrolled, can in these purely distribution routes, be readily maintained with very slight modification for a considerable undulation in site since these streets essentially short in any one direction permit obstructions to remain or to be compassed by diverting ramps without loss of utility, while general and frequent variations in rate of slope can be accomplished at angles without rendering the irregularity apparent or disagreeable.

The very liberty and topographic adaptability permissible to these mirror distributing streets demands a contrasting dignity and severity in the connecting avenues that form the backbone of the system, and for that dignity the conomy of the former easily contributes the requisite funds.

The streets parallel to business avenues decreasing in length, in accessibility, and in importance in direct ratio with their distances from their main axial artery, approach by degress an ultimate of enclosed courts best adapted for privacy and quiet, tending naturally to maintain themselves for residential and similar purposes against any possible intrusion of business, especially since they are only reached from the main travel routes by ring cross streets that neither connect important points nor ever run directly in any one

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way for sufficient distance to attract active traffic. There are, however, no "dead ends" nor "cul de sac" streets expensive to serve.

The gradual reduction of the proportion of thoroughfare area to private grounds in residence sections adds materially to the site space available for use as well as to economy in service equipment pipes and wire lines, pavements, and their maintenance.

One suburban town observed, where alternate cross roads as laid out were omitted, leaving blocks 1,200 feet long, may be cited as having been able to perfect its street improvements, many years ahead of other places of similar conditions otherwise, but with the greater multiplicity of streets.

In the hilly sections the distribution lines take the form of sweeping ramps, confined, as far as possible, to the depressions for reasons heretofore explained, as well as for economy in the grading pipe service, drainage, shelter, and in the utilization of land that is of minimum value for other purposes. This way is also the simplest and least conspicuous in mutilation of natural rugged types of scenery. Effort has been directed towards securing arcs of the minimum curvature needed to compensate an appearance of varying and convex grades for economy as compared with straight lines in such locations, and for directness, safety, and ease of control as compared with short curves.

A uniform width of 100 feet for distribution ways is established as a suitable minimum interval between building fronts for light, air, privacy, and fore-garden embellishment. It is by no means a determinant of the desirable thoroughfare space in roadway, walk, or public parking, which should be graduated to a minimum requirement of possibly a 12-foot driveway alone in the farthest backset, short streets, or ravine climbs. There is no reason why the balance of the potential right of way should not be granted for fullest use to the private occupants and considered in all but reserved jurisdiction as belonging to individual abutting allotments, withholding an easement for direct service lines adjacent to the buildings, and retaining the exercise of considerable public control as to appearances. This is not an uncommon arrangement and one here allowing variable increase in the proportion of private sites to actual public ways directly corresponding to lesser unit values of the areas for fixed occupancy and their lesser demand for access.

WALTER BURLEY GRIFFIN,
Federal Capital Director of Design and Construction.

October, 1913.

CANBERRA
FEDERAL CAPITAL
OF
AUSTRALIA
PRELIMINARY PLAN
Feet 0 400 800 1200 1600 2000
Scale. 1600 Feet to an Inch.
Summit of Black Mountain
2658 ft
Ainslie
2762 ft
CIVIC CENTRE
MUNICIPAL AXIS
BASIN
LAKE
MOLONGLO
RIVER
WATER AXIS
LAND AXIS
BASIN
MARKET CENTRE
Mount Pleasant
MILITARY GROUP
GOVERNMENT GROUP
HOUSES OF PARLIAMENT
Governor General's Residence
BASIN
CAPITOL
RIVER
LAKE
RESIDENTIAL SUBURB
INITIAL CITY
SUBURB

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DESIGNS FOR THE FEDERAL PARLIAMENT HOUSE.

The Secretary.

Recommended that this correspondence with schedule of the accommodation proposed to be incorporated with the conditions of competition for designs for the House of Parliament, Canberra, be referred for favour of consideration by a Joint Committee of both Houses of Parliament.

P. T. OWEN,
Director-General of Works.

9.10.13.

A Joint Committee of the Houses would probably not report in time to permit of Mr. Griffin preparing specifications in time. This work is now intrusted to Mr. Griffin, who might see the heads of the various Departments connected with Parliament with a view to providing for present wants and possible expansion.

W. H. KELLY.

30.10.13.

The above functions to be considered are (1) the Work of Members, (2) *Hansard*, (3) the Press, (4) proximity of Government Printer, (4) the Library, (5) Refreshment and Recreation.

W. H. K.

30.10.13.
Mr. Griffin. 10.11.13.

31

Memorandum.

10th November, 1913.

The Honorable the Minister for Home Affairs,
Melbourne.

RE ARCHITECTURAL COMPETITION FOR PARLIAMENT HOUSE, CANBERRA.

On the 31st ultimo I obtained for inspection the printed draft of the Information, Conditions, and Particulars for Guidance in the Preparation of Competitive Designs for the Houses of Parliament, Federal Capital City of the Commonwealth of Australia, as prepared by my predecessors, the Departmental Board, together with the principal documents and minutes covering their consideration of this subject during the preceding two and a half years, but not including any adopted enumeration of the building requirements.

In preparing a new draft I am attempting to overcome objections that might be raised, particularly in respect to the following points, the numbers in parentheses referring to the clauses in the Departmental Draft.

The purpose (1), (2) of submitting a design for the whole scheme of the Government group is a duplication of the previous competition for the city plan, this part of which the Board itself subsequently agreed to accept *in toto*. Furthermore, raising this question in any way would tend to introduce inconsistency in the city plan, the whole of which is conditioned largely on the correlative disposition of factors of this group. It might transpire that there would be irreconcilable disparity in relative merits as between the whole schemes and between the Parliament structures.

Furthermore, this policy of putting so many eggs in one basket may, without in any way obviating the necessity of indefinite further competition, leave an open door to legal or political obstacles to treating the successive problems of the more remote and indefinite structures in the light of further knowledge and experience. Moreover, asking so much of competitors in restricting the number of entrants who can spare the time.

The purpose should be to select an architect for a definite purpose, and to make this invitation to all countries, (3) more than merely nominal by assuming their representation in an international adjudication.

In lieu of a double competition (4), (5), (8), *et seq.*, it seems for many reasons better to adopt that simplest of the three alternative kinds of competition which is most emphatically recommended for "Competition in Public Works of Great Importance" (Article 3—a Regulation for Architectural Competition), by the Royal Institute of British Architects.

Since the securing of supervision of the work is problematical anyway (27), the double selection would hardly be justified, involving, as it does, nearly two years time as estimated from (19), (21), *i.e.*, for preparation of designs, nine months; judgment, three months; for re-preparation with two re-shipments, six months; re-judgment and transportation, two months at the minimum, and considerable expense (11). Especially this complex arrangement will operate to render impracticable a real international jury or award.

The nomination of assessors (6), (7), and real restricting to one (9), (21), who must in fairness be announced beforehand, precludes not only world-wide interest, but limits the scope of effective effort, and, therefore, confines the number and character of entrants to those best in touch with the environment and personality of that adjudicator, whoever he might be.

Moreover, the preservation of anonymity, vitally essential to any public competition, cannot be guaranteed through the successive stages of submission, re-consignment, and re-submission (8) of the same design (13) by any precautions, to say nothing of the impossible general stipulation incorporated in (17).

The slight remuneration of £350 each (11) assured to three Australian architects (5), which is the net summation of any advantages as against all the objections to the complicated double competition is neither necessary nor sufficiently dignified (nor if special inducement were necessary would this be of sufficient value and dignity) to attract their participation in the competition where they have the initial advantage of familiarity with the conditions of the problem.

Restriction of interested participation or assistance should extend through the duration of the competition, not merely a part as in (10).

A redistribution of the premium amounts (11) to reimburse eight competitors will offer greater inducement to entrants because of the lesser prolongation of the agony and the work.

It is possible through omission of the first item of (12) to add the detail required in second item of (13), and obtain all the information furnished by (12) and (13) with no work or effort additional to (12), since none of the items of (12) add anything as to qualification of the architect, however much further they carry the sketch stage of the design, nor are apt to change anything because of the mental attitude induced by the selections under (8), and essentially similar adjudication under (7). The requirement of an optionally rendered perspective (13) is illusory and dangerous in either competition, nor is it of advantage to a technical jury.

The Department's stipulation as to Government's ways of delivery, and handling, and returning the drawings may be adopted in essentials, and the conditions of employment (25), (26), (27), (30 revised), incorporated as drafted

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by the Royal Institute of British Architects, can be accepted by the Government, but it would hardly be well to leave contradictory or ambiguous terms as to remuneration for re-study as in (28), (27 revised), since the previous study will have been paid by the premium, and the subsequent study covered by the rate of (27), (30 revised).

Also the Government ownership of architectural instruments (30), (29 revised) of service should extend to one copy of all drawings, details, and documents.

I am submitting provisional draft meeting the above objections, incorporating all new matters necessary to direct the work of the competitions along lines harmonious with the city plan, and policies, and to include a classification of functional requirements of the Parliament Building.

Further time will be required to prepare provisional plans to determine approximately the superficial areas to be allotted the different functions, the cubic contents that can be required for both preliminary and ultimate structures, and to indicate practicable limitations as to total length, width, height, and elevation with reference to the other structures of the Government group of the Capital.

Further consideration, correspondence and possibly consultation, will be necessary to the determination of the *personnel* of the jury of award.

The whole matter is important enough to warrant, and can be considered as undergoing constant study and revision for some period longer.

WALTER B. GRIFFIN,
Federal Capital Director of Design and Construction.

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The Secretary.

The Federal Capital Director of Design and Construction has been instructed to draw up the programme for the competition for the Houses of Parliament. The appended paper prepared for the information of competitors, and laying down the method and rules of competition accordingly lapses.

W. H. KELLY.

15.11.13.
(1) Director-General of Works.
(2) Administrator.
20.11.13.

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Personal.]

At Sea, 20th November, 1913.

The Honorable W. H. Kelly,
Acting Minister for Home Affairs, Melbourne.

Sir,

As indicated to you in my letter of the 14th instant, I have studied the schedules of accommodation for the Parliament House as prepared by the Department's Board, and handed me on 13th ultimo.

The modifications suggested by the study have been forwarded to Mr. MacDonald for incorporation in his copy of my draft, and for future suggestions in connexion with the outline plan he has been preparing to ascertain proper allowance of area to the different purposes.

I note that the Department advised that the Library be a separate building, which is contrary to the decision I had come to independently. The case for a single general Library integral with the Parliament seems to me to be in that these two functions bear in common, a general relationship to all the Departments, and that relationship demands a central location for both which is accorded in my city plan, and illustrated in the diagrams that accompanied the explanation accompanying it originally. There is, however, an alternative location now reserved at the end of Parliament House opposite to the local railway station that can be given for the Library if in a remote future time the demands for space for it outgrow the limits of Parliament site. But, in such an event the Parliament can be expected to have also grown to need for itself the additional space in its structure now planned for Library.

Other variations from my enumeration in the Department list seem immaterial, but I am glad to have had the chance to compare, and especially to see the suggested areas, of rooms.

Further consideration of the amount of premiums leads me to raise by £750 my previous recommendation of premium per following substitute list in order that there may be no question abroad of the scope and importance of this competition—

To the first in order of merit, the sum of £2,000.

To the second in order of merit, the sum of £1,500.

To the third in order of merit, the sum of £1,000.

To the fourth in order of merit, the sum of £500.

To the fifth in order of merit, the sum of £500.

To the sixth in order of merit, the sum of £250.

To the seventh in order of merit, the sum of £250.

To the eighth in order of merit, the sum of £250.

I hope to receive your authorization to approach the adjudicators soon to avoid delay, as that is the remaining item requiring time.

Presumably no immediate steps will be taken toward carrying into execution the outfall sewer as designed.

Involving the ultimate disposal policy this is a feature of great import to the city.

Probably the plan is all right by itself, but since my responsibility is involved, I want to be sure that the whole question has the benefit of exhaustive examination before irrevocably determined.

I trust, therefore, that the final step can be held back pending my return unless subjected to counsel by authoritative specialist as to the alternative disposal possibilities.

Yours faithfully,
W. B. GRIFFIN.

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[*See page* 38 *of No.* 153.]

[Telegram.]

To: Griffinarch, Chicago.
From: W. H. Kelly, Melbourne.

5th February, 1914.

Parliament competition Cabinet approves suggestion International adjudication sitting London under Charmanship Australian architect each English American German French Open tentative negotiation as previously suggested and cable result.

KELLY.

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Melbourne, 18th June, 1914.

Dear Sir,

I have much pleasure in informing you that, acting in accordance with the recommendation of the recent Conference of Representatives of the Institute of Architects, I have appointed you to be the Chairman of the Board of Adjudicators which it is proposed shall sit in London early next year, for the purpose of considering and reporting upon the designs for the Parliamentary Buildings at the Federal Capital.

Travelling expenses will be allowed when you proceed to London, and £10 10s. per diem will be paid to you during the actual sittings of the Adjudication Board in London.

It has been arranged that the following gentlemen, with yourself as Chairman, will compose the Board of Adjudication, viz., Mr. John Burnet, F.R.I.B.A., London and Glasgow; Monsieur Victor Laloux, Commander Legion of Honour, &c., Paris; Professor Otto Wagner, Vienna; and Mr. Louis H. Sullivan, Chicago.

Yours faithfully,
W. H. Kelly,
For Minister for Home Affairs.

G. T. Poole, Esq., Perth, W.A.

36

25th June, 1914.

Dear Sir,

Confirming the unofficial arrangements entered into between you and the Federal Capital Director of Design and Construction, at Paris, on 5th March last, you are appointed to act, in conjunction with four other architects as adjudicators in the architectural competition for the Commonwealth Parliament House, in accordance with the programme prepared by the Department of Home Affairs, forwarded herewith.

The Commonwealth undertakes to reimburse you for all travelling expenses, will defray the other expenses incidental to the adjudication, and will pay each adjudicator at the rate of £10 10s. per diem while on this service, and will provide you with a secretary, if desired.

The date for submission of designs has been fixed for 31st March, 1915, after which time must be allowed for the drawings submitted in Melbourne, to be transported to London, where the Adjudication Board may be expected to meet in the following May.

Quarters for the sessions will be provided by the High Commissioner for Australia in London, whose advices as to arrangements will be communicated to you.

With sincere appreciation of your interest in this matter, which has prompted the granting of your distinguished services to the Commonwealth,

I am, dear Sir,
Yours faithfully,
W. H. Kelly,
For Minister for Home Affairs.

M. Victor Laloux, Architect, 2 Rue de Solferino, Paris, France.

Similar letters were sent to the following:—

Mr. John James Burnet, F.R.I.B.A., London and Glasgow.
Professor Otto Wagner, Vienna.
Mr. Louis H. Sullivan, Chicago.

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Commonwealth of Australia.

FEDERAL PARLIAMENT HOUSE ARCHITECTURAL COMPETITION.

(*Published 30th June*, 1914.)

Registration.

Commonwealth Minister of State for Home Affairs, Melbourne, Australia.

The undersigned hereby acknowledges receipt of copy of programme for the Federal Parliament House Architectural Competition, and registers application for any special information that may be communicated from the Federal Capital Director of Design and Construction to intending competitors.

The undersigned has engaged in the actual practice of architecture, having designed and supervised building construction.

Signature—
Address in full—
Witness—
Address in full—
Date—

Each intending competitor must detach and forward this sheet to Department of Home Affairs, Melbourne, Australia.

PROGRAMME.

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Commonwealth of Australia.

FEDERAL PARLIAMENT HOUSE ARCHITECTURAL COMPETITION.

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1. PREAMBLE.

Purpose.—The Government of the Commonwealth of Australia, having under construction the Federal Capital City at Canberra, desires to secure the services of an architect or architects to design, in harmony with the objects and policies of the general design for the city, the first of its important public buildings. The foremost of these buildings in importance and in order of construction is Parliament House, for which tentative designs are invited in international competition open to all qualified architects. If any premiated design additional to the first shall have been specially commended by the Adjudicators on account of exceptional merit, it is possible that the Commonwealth may subsequently commission the author thereof in connexion with other buildings at the Capital; but it must be understood that such commendation does not entitle the said architect to any right for such future employment.

2. CONDITIONS.

These conditions are mandatory, and failure on part of a competitor to conform to the same will exclude his design.

2.1. APPLICATION.

2.11. *Qualification of Applicants.*—Intending competitors are required to acknowledge receipt of Programme of Competition on accompanying Registration Form indicating responsible architectural practice in design and supervision of building construction. Satisfactory compliance with this condition will be a first essential to candidacy for employment in connexion with the execution of this work. No adjudicator, nor advisor, nor employee of the Commonwealth of Australia shall compete or assist a competitor. No competitor shall submit more than one design.

2.12. *General Information.*—Registration Forms and Programmes can be obtained by addressing any of the following places:—

Department of Home Affairs, Melbourne; Commonwealth Works Director, Sydney; and Public Works Departments in Adelaide, Brisbane, Perth, and Hobart.
London.—Office of High Commissioner of Australia.
Wellington, N.Z.—Public Works Department.
Cape Town.—Public Works Department.
Ottawa.—Public Works Department.
Berlin.—The British Embassy.
Madrid.—The British Embassy.
Paris.—The British Embassy.
Rome.—The British Embassy.
St. Petersburg.—The British Embassy.
Stockholm.—The British Embassy.
Vienna.—The British Embassy.
Washington.—The British Embassy.

2.13. *Special Information.*—Additional information, if necessitated by circumstances, will be forwarded by the Federal Capital Director of Design and Construction to all registered competitors.

2.2. DESIGNS.

2.21. *Preparation.*—All the drawings required shall be drawn with pencil or pen, without wash or colours, except plain washes if desired, to indicate sections or to block in openings or to show different planes of distances. All lettering shall be of plain legible type. All rooms shall have figured dimensions. All drawings shall be cloth-mounted on stretchers. The only drawings to be submitted are:—

(1) Plan of each floor of Parliament House.—Drawn to a scale of 1-16th inch per 1 foot.
(2) Longitudinal section of Parliament House.—Drawn to a scale of 1-16th inch per 1 foot.
(3) Transverse section of Parliament House.—Drawn to a scale of 1-16th inch per 1 foot.
(4) Three elevations of Parliament House.—Drawn to a scale of 1-16th inch per 1 foot.
(5) Perspective from direction of "Terrace Court of the Reservoir," indicating relationship with proposed future Departmental and Capitol Buildings.—Scale 1-16th inch per 1 foot at nearest angle on picture plane.
(6) Detail of one architectural feature of the building, selection optional.

A brief description, in print or typewritten, unsigned, must accompany the drawings, including a statement of the total volume of the ultimate buildings in terms of cubic feet. Cubage shall be computed to indicate as exactly as possible the actual volume of the building, calculated from the surface level or levels of the lowest floor to the highest points of the roof, and contained within the various outside surfaces of the walls. The actual volume of projecting features of all sorts, including parapets, towers, lanterns, bays, dormers, vaults and exterior steps above grades shall be included, but covered open-sided porticos or loggias shall be taken at half their volume. Light wells of less than 400 square feet area shall not be deducted.

A figured diagram, showing method adopted in computing volume, shall accompany each design.

Any language may be used at the option of the competitor.

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2.22. *Submission.*—Designs shall be submitted without revealing the registered address of the competitor or bearing any distinguishing mark, motto, or name which could serve as means of identification, but with a sealed opaque packet firmly attached containing name and address of the author or authors, with a declaration that the design is his or their own personal work, and that the drawings have been prepared throughout under his or their own personal supervision. Such packet and the design to which it is attached will be given a common number on receipt, and the former will be held and opened after adjudication only by his Excellency the Governor-General or his deputy. Any attempt by an author to disclose his identity in any other manner will disqualify his design, and such design will not be included in the competition. The designs shall be delivered to the Federal Capital Director of Design and Construction, Melbourne, Australia, or to the High Commissioner of Australia, London, England, free of cost to the Commonwealth, on or before 31st March, 1915. Omission to so deliver will involve disqualification, unless the Commonwealth Minister of State for Home Affairs is satisfied that the delay could not have been forseen, and is only for a period that will not interfere with the work of investigation and adjudication.

2.23. *Custody.*—The Government does not accept responsibility as regards safe transit, custody, or retransit of the designs or any documents forwarded or delivered by a competitor, but it undertakes that all reasonable care shall be exercised to prevent damage during the period in which they are in its possession, and that insurance will be effected based on its own estimate of value.

2.24. *Publicity.*—All designs and documents not excluded from the competition may be exhibited for reasonable periods after adjudication, such exhibition to be open free to the public. Publication of designs, whether premiated or unpremiated, will in no way entitle competitors to any claim for compensation against the Government or its agents in regard to proprietary or other rights.

2.25. *Return.*—The winning design shall become the property of the Government. All other designs will be repacked and shipped or posted for return to the several competitors. Each competitor will be advised of their despatch. Freight and other charges in transit will be paid by the Government to the address so named by the competitor.

2.26. *Adjudication.*—The drawings will be adjudicated by a jury of architects as follows:—

GEORGE T. POOLE, of Australia.
JOHN JAMES BURNET, of London and Glasgow.
VICTOR LALOUX, of Paris.
OTTO WAGNER, of Vienna.
LOUIS H. SULLIVAN, of Chicago.

In case of disability of any adjudicator, his successor will be appointed by the Federal Capital Director of Design and Construction.

The jury will examine all designs submitted, determine as to their conformity with the mandatory conditions, and select eight (8) designs in order of merit and accord mention to such others as may be deemed especially worthy. The decision of the jury will be final, and its announcement will be made in Melbourne within three months of the date of the receipt of designs, or as soon thereafter as is possible. The report of the jury will state its reasons for the selection and classification of the designs, in order of merit, and a copy, accompanied by the names of the prize winners, will be sent by the Federal Capital Director of Design and Construction to each competitor.

Immediately upon the opening of the identification envelopes by the Governor-General the prize winners will be notified by telegraph.

2.27. *Premiation.*—In accordance with the jury's award the Government of the Commonwealth of Australia agrees to pay within two months of adjudication premiums as follows:—

To first in order of merit the sum of £2,000.
To second in order of merit the sum of £1,500.
To third in order of merit the sum of £1,000.
To fourth in order of merit the sum of £500.
To fifth in order of merit the sum of £250.
To sixth in order of merit the sum of £250.
To seventh in order of merit the sum of £250.
To eighth in order of merit the sum of £250.

2.3. EXECUTION OF BUILDING.

2.31. *Employment of Architect.*—The Government will employ the competitor placed first by the jury as architect for the initial portion of the building (note reference in 3.22.); and so far as the subsequent stages of the ultimate building are concerned, it is the intention of the Government similarly to employ him. Insomuch, however, as the construction of the ultimate building may spread over a number of years, this statement cannot be taken to bind the Government to employ the architect in these later stages.

2.311. *Extent of the Service Required.*—The employment of the competitor as architect for the construction of the building, or any part thereof, is to include the preparation of all such working drawings and specifications in connexion with the work to be constructed, and the furnishing of all such information in connexion therewith as the Minister for Home Affairs may require, and the furnishing to the Minister of necessary copies thereof, and the supply of one permanent copy on tracing linen of the plans, elevations and sections of the work as executed, and also a permanent copy of all corrected details of the work and figured plans and diagrams of all ducts, wires, pipes, and appliances for service systems inside and outside the building. If the Government decides to require personal supervision by the competitor employed as architect, he shall, in addition to the above, faithfully and diligently personally supervise the execution of the work, and perform all such architectural services in connexion therewith as are necessary to insure the complete carrying out of his design. No departure from the working drawings and specifications is to be permitted without written approval of the Minister for Home Affairs.

2.312. *Remuneration.*—The architect will be remunerated for his services as follows:—

(*a*) If the employment includes personal supervision of the execution of the work, he will be remunerated in accordance with the schedule of percentage charges sanctioned and published by the Royal Institute of British Architects as at the date of the first publication of this programme in the *Commonwealth Gazette;* or

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(*b*) If his employment does not include personal supervision of the work he will be remunerated at the rate of 3 per cent. on the calculated cost of the actual work undertaken.

3. INSTRUCTIONS.

The following intimations are advisory, and contain no recommendations that need be considered mandatory:—

3.0. Design Policy.

The Australian Commonwealth, with no historically-evolved suitable architectural style, but with unique scope in its unlimited open continent for national growth, with this virgin city site under unified control, and possessed of modern building science, appliances, and materials, is in a position to exact unity in plan and homogeneity in expression and harmony with whole natural environment beyond any ordinary opportunity. Since the city is to evolve gradually, the desired unity cannot be assured by personality nor can it under popular government be established by authoritative degree of any arbitrary type. Hence it is desired that the standard of design be the expression of actual functions through practical organic planning; through the direct adaptation of the inherent characteristics of the materials used, avoiding the intrusion of irrelevant features, however time-honoured. on the one hand, or individual on the other; and through recognition of the peculiar site conditions. Parliament House, with the whole Government Group, is but an element in a larger system of parallel-set public edifices, all regulated by the same standard, which is intended to extend through the entire city and to characterize it. Hence, appropriate scale and relationship to the other masses are imperative. To illustrate the conception of general relationship of important structures—but not their style—there are appended plans, elevations, and sections of the Government Group, and a general perspective view of the Capital from the preliminary city design.

3.1. The Site.

3.11. *Position.*—Canberra site is of latitude 35° 15′ south, longitude 149° 15′ east of Greenwich, with an average altitude of 2,000 feet in a Federal Territory of 900 square miles among the northernmost ranges of the Australian Alps.

3.12. *Climate.*—The minimum and maximum recorded shade temperatures are 11.1° and 104° Fah. The average temperature during the coldest month is 39.7° Fah., during the hottest month 68.4° Fah. The average yearly rainfall is 22.63 inches. Rains are, however, occasionally torrential. Snow is almost unknown, and of but a few hours' duration at the most. On an average there are 2,519 hours of bright sunshine during the course of the year, and the rarity of the atmosphere of the altitude serves to magnify the intensity of the rays. Winds are climatically characteristic of the latitude. The agreeable wind is from the east, the disagreeable ones are from the west in the winter and from the north in the summer. Provision for economical heating of the buildings during the winter months, and arrangements throughout for proper summer aeration and shade are essential.

3.13. *Topography.*—The region is generally undulating, sometimes rugged, occasionally rocky, the outlooks between the near-by mounts being bounded by distant blue ranges. It is proposed that the completed city shall enjoy the relief of an expanse of artificial water, in place of the Molonglo River, which now meanders through the city site between high banks clothed with weeping willows.

3.14. *Vegetation.*—The undulating flats of the city are naturally grazing plains, but the higher parts are or have been openly wooded. The sylva of the region is broad-leaf ever-green, mostly species of eucalypt; but soil and climate allow wide latitude to horticultural embellishment.

3.15. *Setting in Projected City.*—A plan of the central part of the city as projected indicates main features whose general relationship may be considered as an amphitheatre, with Mount Ainslie on the north in the rear, flanked on either side by Black Mountain and Mount Pleasant, all together forming a top gallery: with slopes to the water, the auditorium: with waterway and flood basin, the arena: with southern slopes reflected in the basin, the terraced stage set with monumental Government structures sharply defined, rising tier on tier to the culminating highest forested hill of the Capitol: and with grey Mugga Mugga, Red Hill, and the purple distant mountain ranges, sun-reflecting, forming the back scene.

3.151. *Setting in the Public Buildings Group.*—The public groups in the design of the city are treated in a broad way because the extension of this important category of functions may go beyond any present basis of expectation. The general arrangement of the public functions and the preliminary plan are illustrated in the accompanying diagram, where they are first separated into those belonging to the Federation as a whole and those concerning only the city's immediate needs.

The architectural base lines for the Federal Groups are an axis joining Ainslie with the hill of the Capitol, passing over the lesser eminence of the Parliament Hill between and a co-ordinate axis from the peak of Black Mountain extending through the water basins. These axes are not thoroughfares essentially, but form park or garden frontage for all the important structures which can be developed with the least utilitarian limitations, and afford the greatest ease and comfort for comprehensive observation of the Capitol. In general, the arrangement of all the Federal buildings on heights about two co-ordinate axes, their individual groups, set off by formal basins and garden features, forms one combination of parallel-set buildings, sufficently unified to dominate all other interests in the city.

3.1511. *Setting in the Government Buildings Group.*—The Capitol is isolated and centrally focused in an extensive hill park. This building, which is intended to symbolize Australian sentiment, achievement, and ideals, will be used for the housing of archives, &c., and in connexion with public ceremonials. Its isolation and the height of its site, 80 feet above the Parliament House, insure its supremacy as the objective feature, not only of the Government Group, but of the entire city. The whole group of Government Buildings is to be directed out from this one popular point along lines of sequence in function. The fact that Parliament is in two Houses, in addition to the topographical situation, precludes giving to that structure a focal significance. The plateau stretching between the hills of the Capitol and Parliament provide sufficient foreground for the former to set off the latter, over which, however, the court of departmental buildings on the succeeding long terrace below may yet be seen, while the view beyond is uninterrupted across the basin, public gardens, and along a broad plaisance to Mount Ainslie. Parliament Building, on the brow of its hill, has an elevation 50 feet above the terrace of the buildings next below, and is to be approached therefrom by wide

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ramps around the fountain end of a terrace reservoir. From this terrace court the Parliament edifice has a lofty setting, stopping the long axis of the reservoir. Crowned by the Capitol behind, and supported on the flanks by the lower departmental buildings, it thus presents an opportunity for cumulative massing. The central terrace court of the Government Group lies some 30 feet above the lowest terrace of the water front, from which it is separated by the buildings facing the great basin, and to whose embankment access is given by ramps at the end and flights of steps between the structures. The court terrace, however, is extended on the roof of a central building of the waterway embankment, which projects into the basin crowned toward it by an open colonnade surmounting a slight bank of steps to afford an open forum, beneath which the structure serves as a launch entrance or "water gate."

It is to be noted that the roof of Parliament House, as well as the roofs of departmental buildings, will be important objects of view from the terrace outlooks above; also, that framing and maintaining the open axial view through the extent of the Public Groups are desiderata.

3.2. Facilities.

3.21. *Materials and Appliances.*—Bricks of good quality for rough work, or size 9″ x 4½″ x 3″, are being manufactured and stored by the Government on the ground. Although there are to be found on site a variety of basalts, porphyritic rock, sandstones, and limestones, and grey granite is obtainable within the Federal Territory, there is no stone at hand worked with sufficient economy obtainable in sufficient size or quantity or of proven durability for general adaptation throughout the public buildings. There are, however, at hand many kinds and colours of rocks suitable for base and facing aggregates in concrete construction, and Australia is rich in building marbles, with white, grey, pink, red, black, and veined combinations adapted to exterior and interior facings. Lime in limited quantities is burnt from stone on the city site. The manufacture of Portland cement is carried on at several points in this State, and the ingredients of manufacture are to be found within a few miles of Canberra. Steel, in large structural rolled shapes, is only obtained at present by importation: but there are probabilities of considerable Australian development in this direction within a few years. Reinforced concrete construction is established and in general use. The availability of skilled plasterworkers and materials may well facilitate general employment of that class of work. Fire-resisting construction of the most advanced type is essential. Hardwood for finishing has been brought in from a distance, and is undergoing seasoning on the ground.

3.22. *Funds.*—The ultimate cost of the Parliament House shall be considered to be within the sum of £1,000,000, but provision shall be made in the designing to allow for an initial housing as an integral constructional feature of the completed building, providing for the immediately necessary functions without external embellishment. The functions suggested as most necessary to the initial structure are printed in *italics* in the subsequent enumerations. The cost of the first necessary portion should not exceed £250,000. Economy in obtaining a maximum effectiveness with direct means will be an important element in the ultimate design, while satisfying the fundamental necessities in an economic arrangement of a "shell" or "core" for immediate purposes will be an important factor.

3.3. Functions.

The Parliament consists of two elective bodies, the House of Representatives and the Senate, to the former of which is responsible the administrative "Government," drawn from members of both Houses, and comprising the Prime Minister and Ministers for various Departments for the administration of all Government affairs. The essential requirements concern either the House of Representatives, the Senate, or both (general), provision for which should be in accord. Women are equally eligible with men for membership. Convenience of access to Session Chambers is required for summons of all members to division vote on three minutes' notice.

3.31. *General.*—Allow ample corridors, stairs, and lifts. Local wardrobe, lavatory and toilet provision for men and for women shall accompany all groups.

Heating and ventilating systems shall be provided throughout.

	Aggregate Floor Areas, suggested minimum in square feet.
3.311. *Public Accommodation.*—Entrance hall giving access to galleries, exterior observation balconies, roof promenades, &c., and served with room for doorkeepers, room for three policemen, 2 reception rooms; general lobby, or reception hall, suitable for ceremonials and banquets, with direct connexions, with doorkeeper, to principal public and members' sections	8,000
3.312. *Public and Members' Accommodation — Library* — Quarters so placed as to allow scope for expansion and to give access for the public separately from members; combining National and Parliamentary Libraries until specified capacity is outgrown, when independent Library quarters may be established elsewhere, as provided for in Government group reservation. Administration—2 rooms for librarian, 1 room for assistant librarian, 1 room for chief cataloguer, 1 room for five assistant cataloguers, 1 room for binders, 1 room for accountant, 1 room for assistant, attendants, messengers (five), 1 room for re-receiving, 1 room for packing ...	4,000
Books—Room for 250,000 volumes; 5,000 volumes of newspapers, preferably flat on roller shelves; and 50,000 volumes of documents. Temporary accommodation for members only shall provide for 5,000 volumes books; 200 periodical files; 200 newspaper files. 1 room for collection of rare books, plate, medals, maps, &c.	1,000
Public Accommodation—1 Periodical Room, 1 Reading Room, 6 Study Rooms (small, provision for typewriting)	5,000
Members' Accommodation — 1 Periodical Room, 1 Reading Room	2,500
3.313. *Members' Accommodation* — Recreation and Refreshment Services (preferably on one floor)—1 Billiard-room, with room for three tables, with lounges adjacent; Members' Dining-room or rooms, to seat 250; 1 Officers' Dining-room, to seat 30; 1 Press Dining-room, to seat 30, or service to equivalent room in Press suite; 1 Strangers' Dining-room, to seat 20; 2 Strangers' Dining-rooms, to seat 10 each; 2 Strangers' Dining-rooms, to seat 6 each	8,500

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	Aggregate Floor Areas, suggested minimum in square feet.
1 Kitchen with Scullery at one end, not separate; Store-room, Larder, Refrigerator, Stock Cellar, Fuel-room. Serving-rooms, between Kitchen and Dining-rooms, with Pantries	4,000
2 rooms for stewards, 2 rooms for staff changing dress, Lavatory, Bath, 1 spare room for staff ...	1,500
3.314. *Legislative Drafting Office*—2 rooms	500
3.315. *Official Reporting Department*—(Suite on same floor with, and as close as practicable to the reportorial allotments in the two Session Chambers.) 1 room for chief reporter, 1 room for second reporter, 6 rooms for assistant reporters (two in each), 1 room for reference library and retiring, 1 room for typewriters' retiring, 1 room for clerk and accountant, 1 room for messengers and stores, 10 rooms for typewriting, minimum dimension 10′ x 10′. (Four of these may be in separate suite adjacent to House of Representatives, and two in separate suite adjacent to Senate)	6,000
3.316. *Newspaper Representation* — Press Writers' Assembly-room—(Dining-room for Press (which see) may serve for this if not readily connected with Kitchen service) ...	700
13 Suites of 2 rooms each assigned to separate news agencies convenient of access to Reporters' Galleries in Session Chambers	5,000
3.317. *Post, Telegraph, and Telephone Office*—1 Office, 1 room adjacent for switchboard	500
3.318. *Caretaker's Apartment* — 1 Office, 1 Living room, 1 Dining-room, 1 Kitchen, 2 Bedrooms ...	1,500
3.32. *House of Representatives*—Representatives' Lobby—1 room of general access	2,000
Strangers—3 Waiting-rooms, 3 Women's Retiring-rooms	2,000
1 Session Chamber—light and airy, to seat initial membership of 100, with lateral tier benches without desks and provide for ultimate expansion to seat possible membership of 300. Include—Speaker's Dais and seat, Speaker's Gallery, to seat 150 persons; Official Reporters' Desks on floor at centre table, or in gallery near floor; Newspaper Reporters' Gallery, near or at front, set low with desk equipment for 30 reporters; Public Gallery, to seat 200 persons	5,000
Administrative Reference — 7 rooms, accessory to Session Chamber (for arranging data required for immediate information in Sessions). Speaker's Suite—1 Ante-room, 1 Reception and Dining-room, 1 Library, 1 Bedroom, with bath, toilet. Government Whip—1 room. Government Supporters—1 room for assembling (present) 100 to (ultimately) 300. The Ministry—1 room for assembling and deputations, with lavatory and toilet; 1 Suite of 2 rooms for Prime Minister, 8 rooms for other Ministers. The Opposition—1 room for assembling 50 to (ultimately) 150 members. Opposition Leader—1 Suite of two rooms. Extra Parties—2 rooms *en suite*. Chairman of Committees—1 room. Committees—4 rooms	23,000
Officers.—Clerk—1 Office, 1 Bedroom, bath, and toilet. Clerk Assistant—1 Office, 1 Bedroom, bath, and toilet. Serjeant-at-Arms—1 Office, convenient to Clerk, 1 Bedroom, bath, and toilet. Clerical Assistance—3 Offices. Messengers—2 Rooms, with baths and toilet accommodation	3,000
Records.—1 Room for ready access to current files in standing cases of face area of 1,500 square feet, for Parliamentary Papers, Bills, Acts, and Records. Also storage vault space, for 15,000 superficial feet of standing case frontage, elsewhere available.	
Housekeeper's Quarters—6 Rooms	1,000
3.33. *Senate*.—Senator's Lobby — 1 Room of general access	2,000
Public Reception—3 Rooms, 2 Women's Retiring-rooms ...	2,000
1 Session Chamber—a light and airy room, to seat initial membership of 50, with lateral tier benches, and provision for ultimate expansion to seat possible membership of 150. Include:—President's Dais and Seat, President's Guests' Gallery, to seat 250; Official Reporters' desks on floor at centre table, or in gallery near floor level; Newspaper Reporters' Gallery, near or at front, with desk equipment for 20 reporters; Public Gallery, to seat 300 persons. (Insomuch as Parliament is opened by the Governor-General in this Chamber, provision should be made for accommodating on such occasions the members of the House of Representatives.)	5,000
Administrative Reference — 7 Rooms accessory to Session Chamber (for arrangement of data required for immediate information in Sessions). President's Suite—1 Ante-room, 1 Reception and Dining-room, 1 Library, 1 Bedroom, with lavatory and toilet. Government Whip—1 Room. Ministers — 4 Suites of 2 rooms. Leader of Opposition—2 Rooms. Extra Party—1 Room. Chairman of Committee's Suite—2 Rooms. Committees—2 Rooms for assembly	14,000
Officers.—Clerk—1 Office, convenient to President; 1 Bedroom, with bath and toilet Clerk Assistant—1 Office, convenient to Clerk; 1 Bedroom, with bath and toilet. Usher—1 Office, convenient to Clerk; 1 Bedroom, with bath and toilet. Clerical Assistance—3 Offices. Messengers—2 Rooms	3,000
Records—1 Room for ready access to current files in standing cases of face area of 7,500 square feet. Also storage vault for old files, 7,500 superficial feet of standing case frontage, elsewhere.	
Housekeepers' Quarters—6 Rooms	1,000

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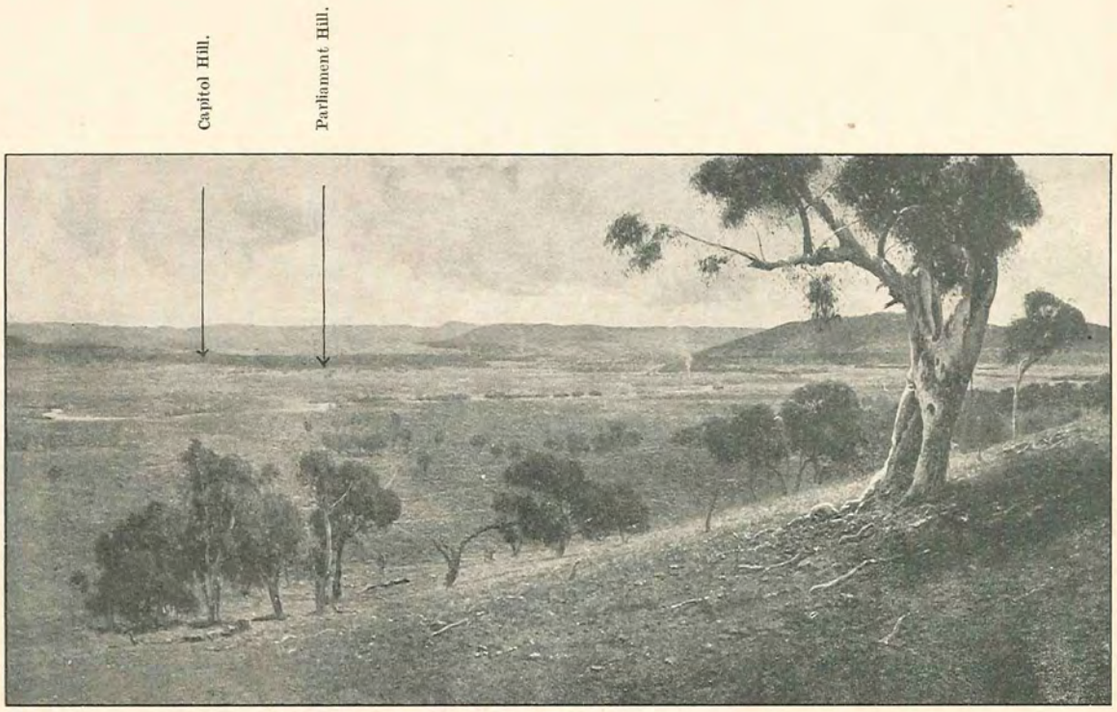
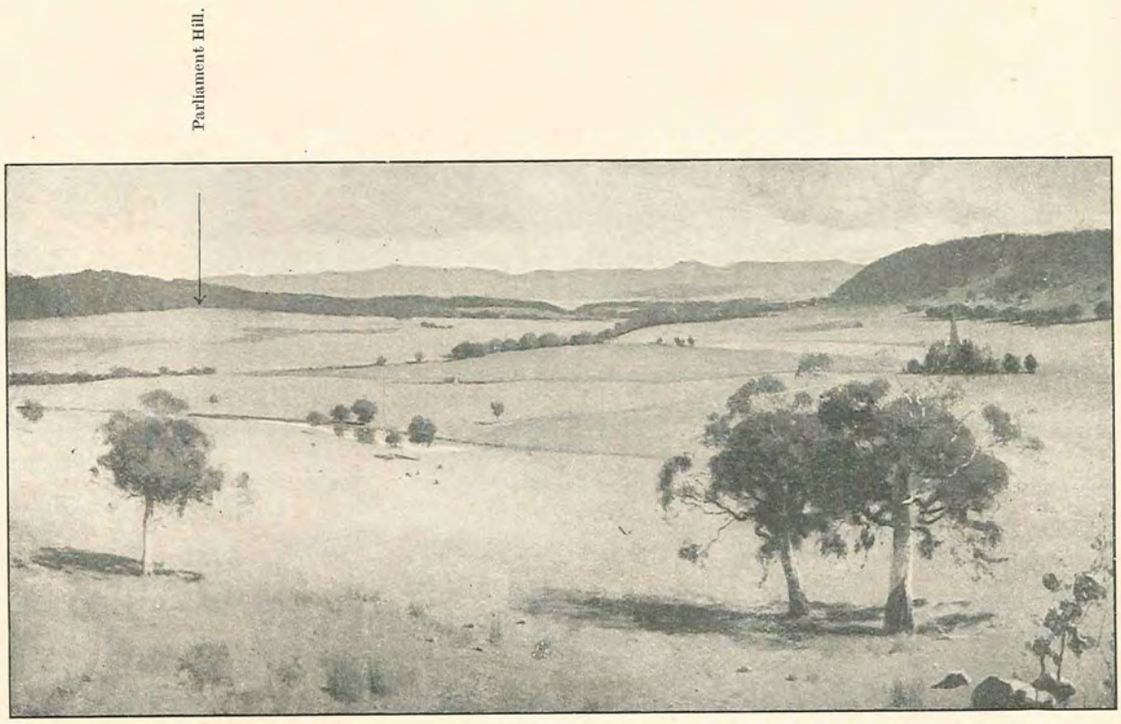


CANBERRA.—VIEW IN PRESENT CONDITION.
From painting by W. Lister Lister.



CANBERRA.—VIEW IN PRESENT CONDITION.
From painting by Penleigh Boyd.

TWO VIEWS OF SITE FROM DIFFERENT POINTS ON PLEASANT HILL.

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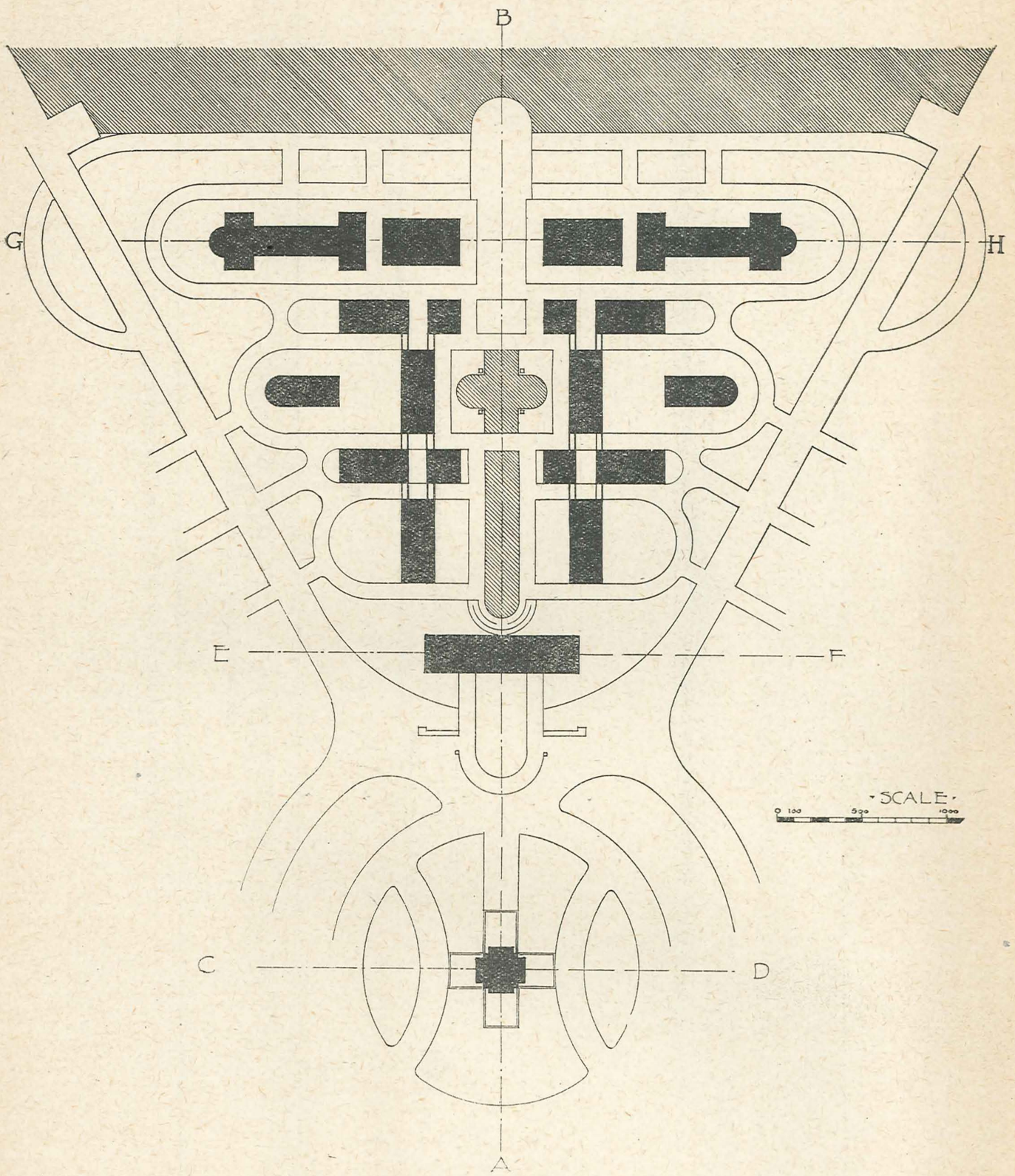

GOVERNMENT GROUP SITE.—PLAN.

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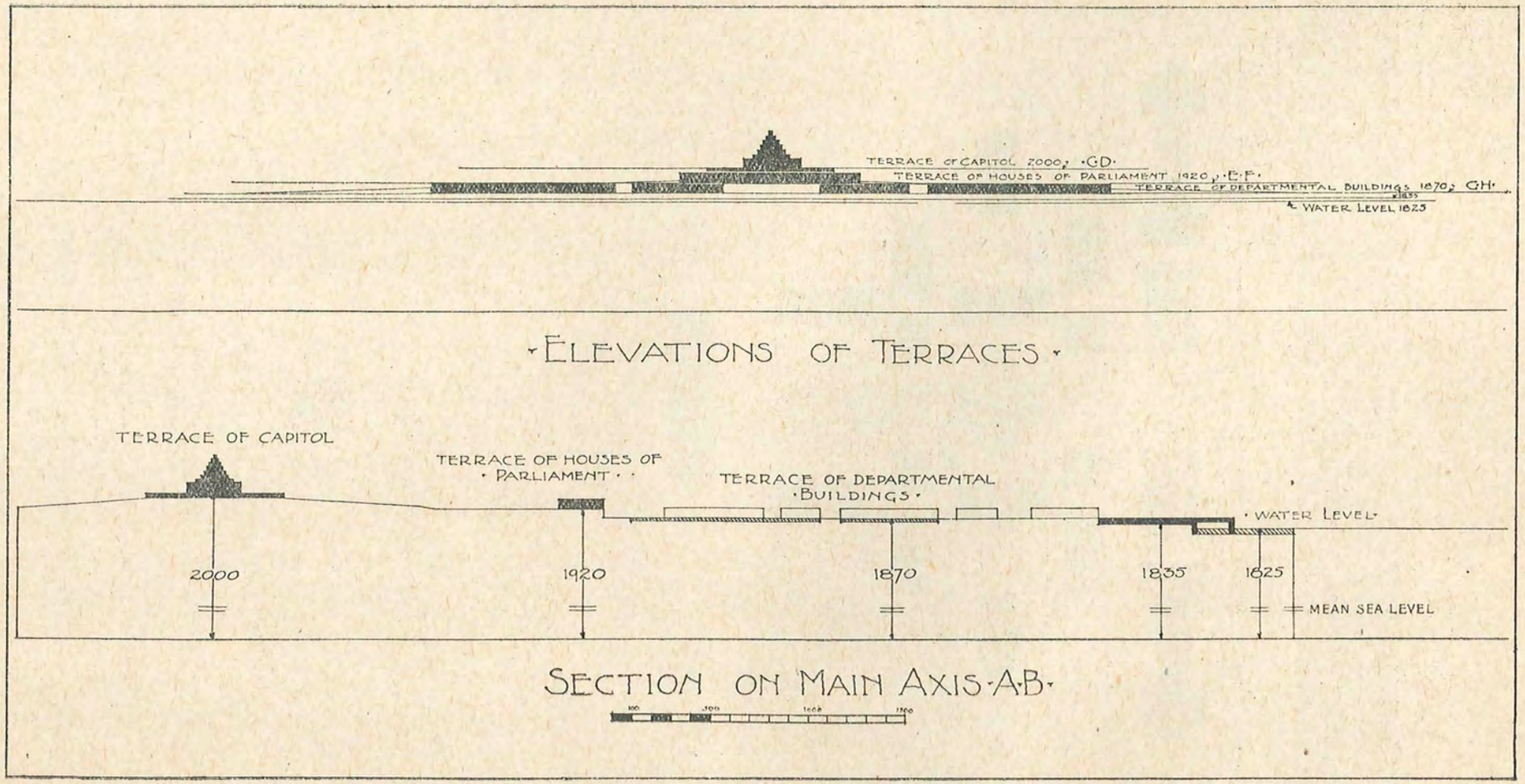

GOVERNMENT GROUP SITES.—ELEVATION AND SECTION.

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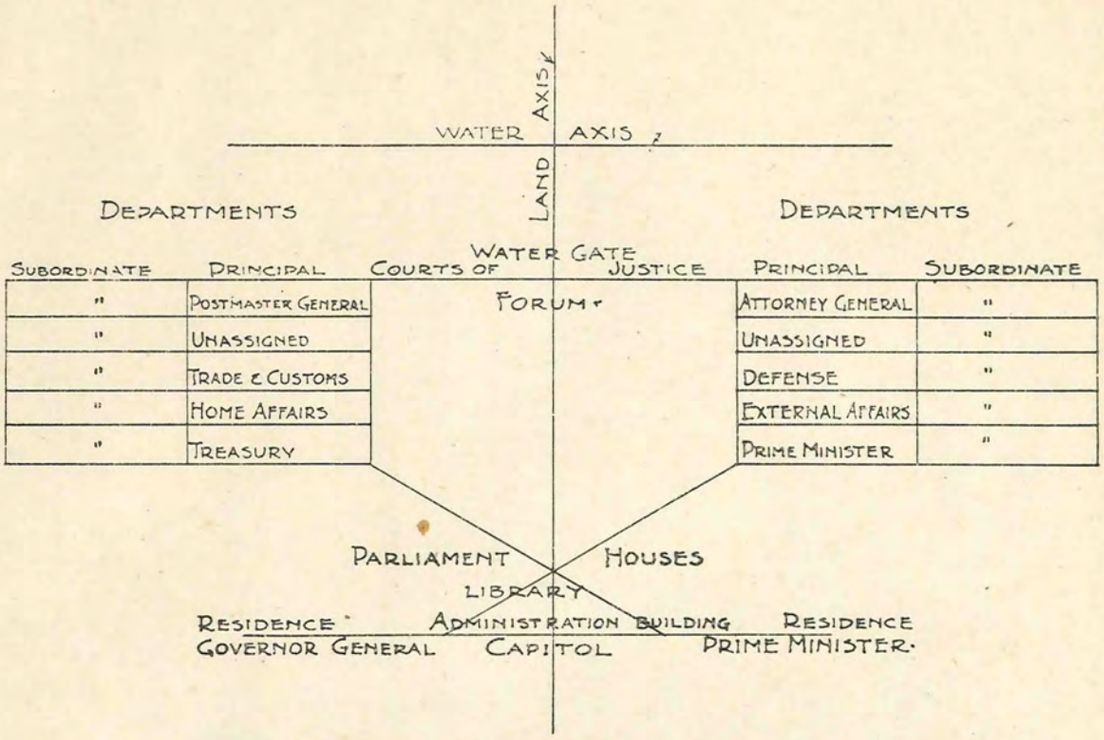

DIAGRAM OF GOVERNMENT GROUP.

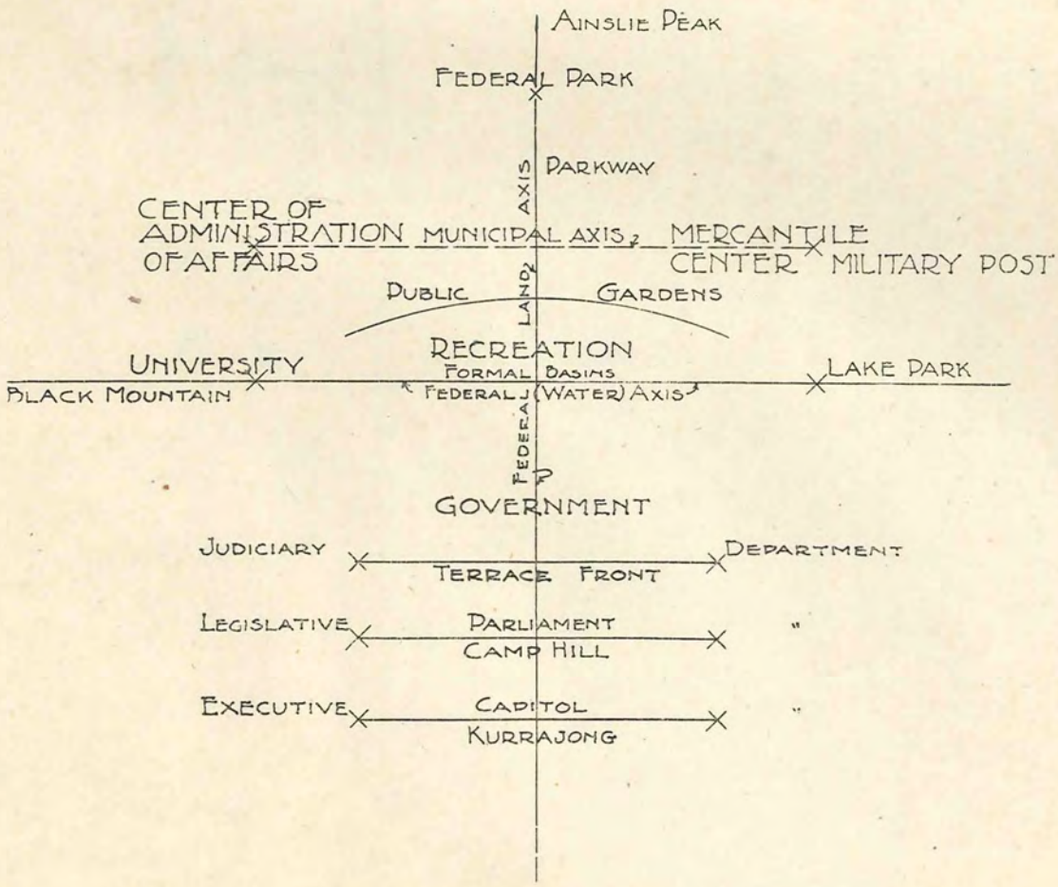

DIAGRAM OF PUBLIC GROUPS

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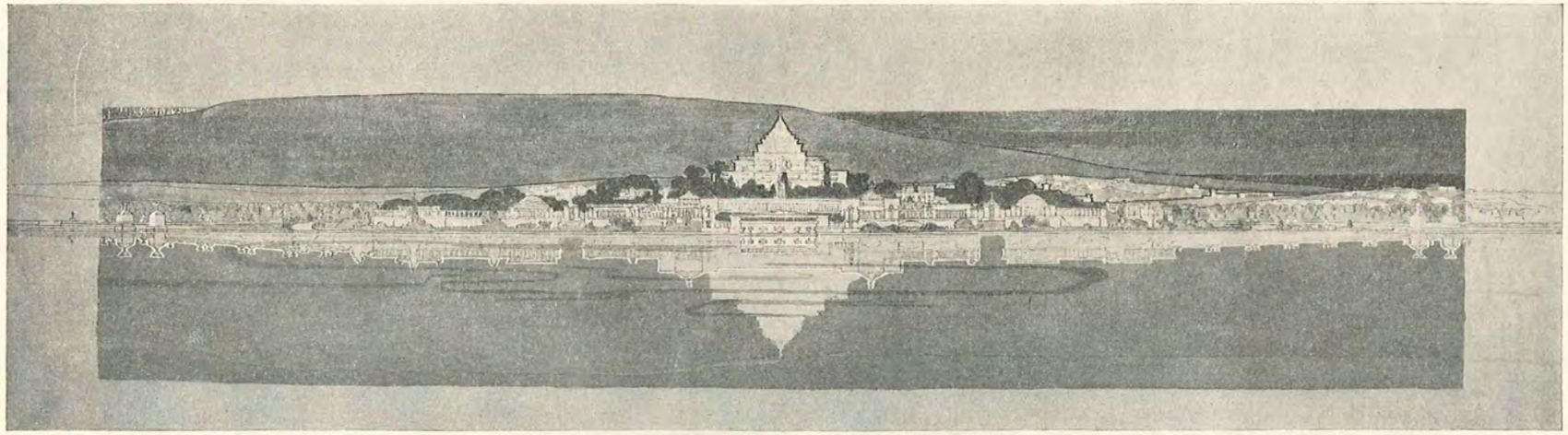
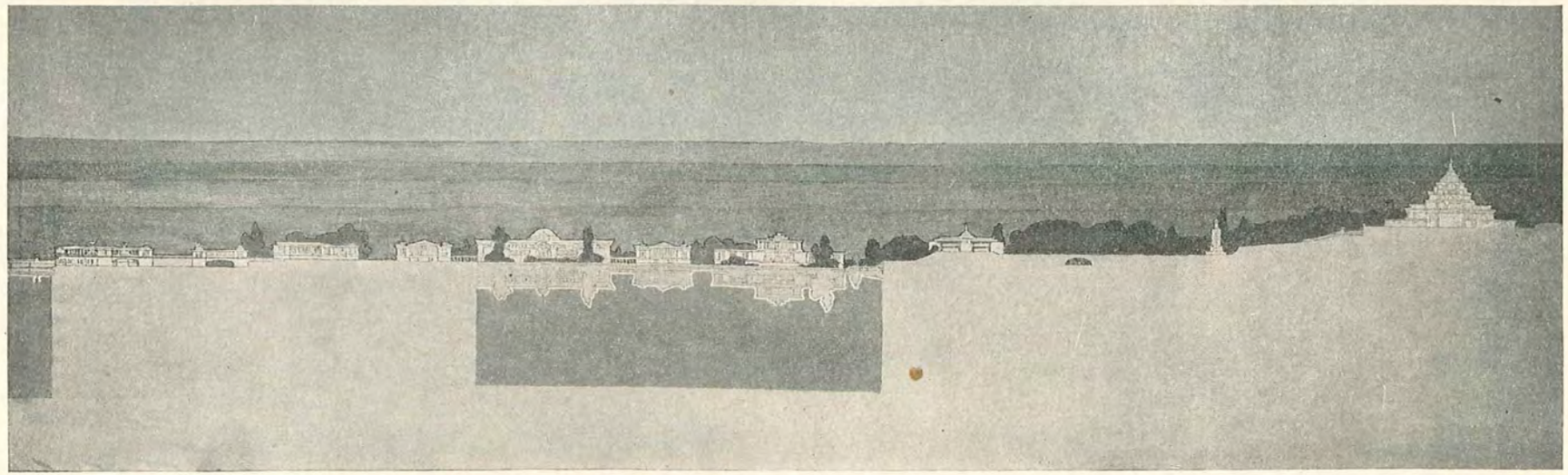


GOVERNMENT GROUP, PRELIMINARY ELEVATION.



GOVERNMENT GROUP, PRELIMINARY SECTION.

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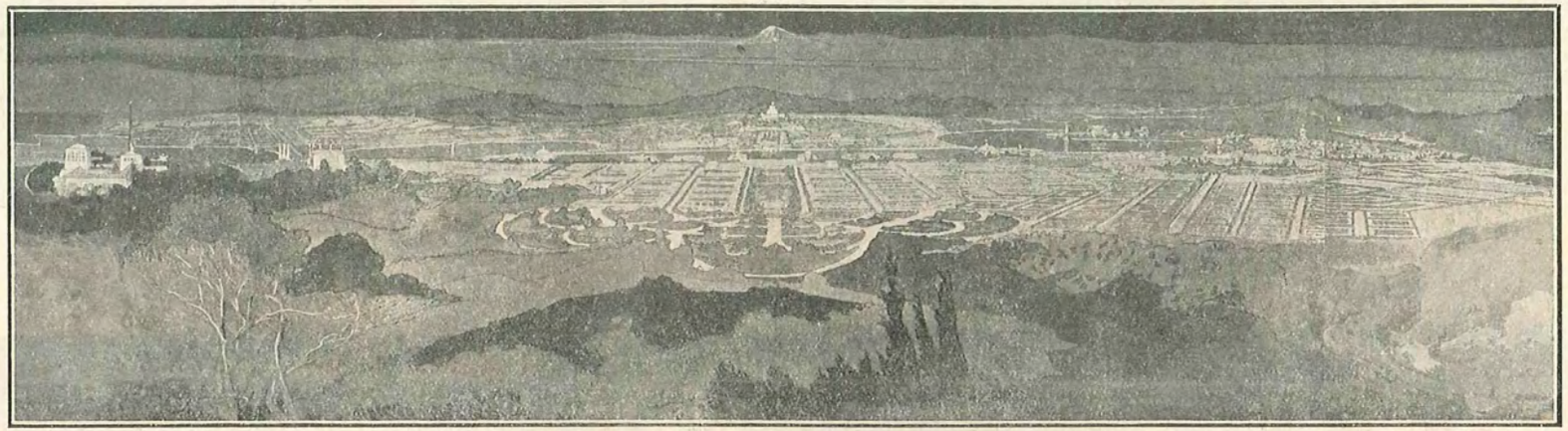

ENTIRE CITY.—PRELIMINARY PERSPECTIVE.
From Summit of Mount Ainslie.

CANBERRA
FEDERAL CAPITAL OF AUSTRALIA
PRELIMINARY PLAN
Summit of Black Mountain 2658 ft
Feet 0 400 800 1200 1600 2000
Scale. 1600 Feet to an Inch.
Ainslie 2762 ft
CIVIC CENTRE
BASIN
LAKE
MOLONGLO
BASIN
MARKET CENTRE
Mount Pleasant
MILITARY GROUP
GOVERNMENT GROUP
HOUSES OF PARLIAMENT
Governor General's Residence
BASIN
CAPITOL
RIVER
LAKE
RESIDENTIAL SUBURB
INITIAL CITY
SUBURB

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38

[*See page* 109 *of No.* 153.]

COMPETITION FOR DESIGN OF PARLIAMENTARY BUILDINGS AT CANBERRA.

The Honorable the Minister.

A few copies of the programme were posted early, and should be in Europe and America now, but the bulk of the copies sent to the High Commissioner, America, France, Germany, Italy, &c., will hardly have reached their destination and be distributed.

The war which has broken out in so many countries since the programme was issued will, it is thought, have a prejudical effect on the competition, and Europe will be in such a state of ferment and unrest that European architects are not likely to compete, and the designs will probably come only from American competitors.

It becomes a question for consideration whether—

1. The competition shall go on as announced;
2. The time be extended in the hope of better competition when the war is over, and
3. The competition be withdrawn until a more favorable time.

If the action be not soon taken, any competitor who may do work upon a design in pursuance of the printed terms of the competition might, if the competition be afterwards withdrawn, be entitled to ask for compensation.

WALTER D. BINGLE,
Acting Secretary, Department of Home Affairs.
14th August, 1914.

The Honorable the Prime Minister.—Referred—
W. H. KELLY. 19.8.1914.

To see Mr. Kelly.—J. COOK. 21.8.1914.

In two weeks.—W. H. KELLY. 24.8.1914.

39

[*See page* 109 *of No.* 153.]

The Honorable the Minister for Home Affairs.

In view of the condition of war obtaining in Great Britain, France, Russia, Belgium, Austria, and Germany, and the general unrest consequent thereon, I deem it my duty to submit the advisableness of withdrawing the invitation for the Federal Parliament House Architectural Competition (copy herewith). I am of opinion that a large number of eminent architects are not in a position to devote their time to this until after the termination of the war. In Great Britain and the British Overseas Dominions, many architects are on active service in the field, and the Commonwealth would be well advised to defer the competition.

The intention underlying the invitation was to secure the best design in international competition, which object cannot now be attained.

DAVID MILLER,
Administrator.

17th September, 1914.

Approved.—W. O. A., Minister for Home Affairs. 25th September, 1914.

40

[*See page* 109 *of No.* 153.]

[Telegram.
Sydney, 26th September, 1914.

W. B. Griffin, 25 O'Connell-street.

In view of war Minister has directed cablegram be sent High Commissioner to announce withdrawal for present of competition for Federal Parliamentary Buildings, Canberra. Sir George Reid has also been asked to arrange for various Ambassadors to be informed accordingly (stop). Thought you might wish to advise American correspondents by mail to-day.

SECRETARY,
Home Affairs.

From: Walter Burley Griffin, Sydney.
To: Minister Home Affairs, Melbourne.

Have had no notice telegram just received announcing withdrawal Parliament Competition urge substitution of term postponement ensuring good faith with entrants and adjudicators pass not returned but am leaving for Melbourne tonight.

WALTER BURLEY GRIFFIN,
Director Designs and Construction.

27.9.1914.

41

[*See page* 109 *of No.* 153.]

COMPETITION FOR DESIGN OF PARLIAMENT BUILDINGS, CANBERRA.

At my request, Mr. Tomkins, President, Institute of Victorian Architects, called upon me today. I consulted with him in regard to the matter of withdrawing or postponing the invitations to architects throughout the world to forward designs. I asked his opinion as to whether the act of withdrawal would have any injurious effect upon competing architects, as I had been advised it would, and that it would be better to postpone the competition to be resumed at the earliest possible moment. Mr. Tomkins was of opinion that no injury could be done to competing architects, and he thought there was no need to disturb the cable sent to the High Commissioner. He did not think that the Commonwealth Government could be charged with want of good faith, nor did he think that any architect would, in the time since the issue of the programme, have done any appreciable amount of work.

Mr. Tomkins further expressed the opinion that the present conditions of competition were not such as were generally acceptable to the architectural profession in Australia, and instanced one matter—that the judging would be by foreigners unacquainted with Australian conditions and desires. He considered that as Australia had to pay for the work, she was entitled to say what she would like.

W. O. A.

1st October, 1914.

42

[*See page* 109 *of No.* 153.]

Melbourne, 1st October, 1914.

Dear Sir,

With reference to the invitation of Competitive Designs for the Parliamentary Buildings to be erected at Canberra, I have, after consideration

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of the arguments put forward by you, and all the circumstances of the case, decided to adhere to the notification which the High Commissioner was asked by cablegram to make, viz., that the competition has been withdrawn until a more favorable time.

Yours faithfully,
W. O. ARCHIBALD,
Minister for Home Affairs.

W. B. Griffin, Esq., Federal Capital Director of Design and Construction, Melbourne.

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[*See pages* 109, 118, *of No.* 153.]

WITHDRAWAL OF INVITATIONS COMPETITIVE DESIGNS, PARLIAMENT HOUSE, CANBERRA.

The Honorable the Minister for Home Affairs.

In view of the fact that you have withdrawn the invitation for competitive designs for Parliament House, at Canberra, I would suggest that the Minister might avail himself of this opportunity of reviewing the conditions, so that as soon as the time arrives for re-advertising the invitation, the conditions which will be acceptable by the Minister will be ready for issue.

DAVID MILLER,
Administrator.

6th October, 1914.

44

[*See pages* 109, 118, *of No.* 153.]

Royal Society's House,
5 Elizabeth-street, Sydney,
10th October, 1914.

Hon. W. O. Archibald, Minister for Home Affairs, Melbourne.

Sir,

It having been brought under the notice of the Council of the Institute of Architects of New South Wales that the Government proposes to indefinitely postpone the competition for the Federal Parliament Buildings, at Canberra, and also to issue altered conditions of competition, I am instructed to state that while this institute regrets the postponement of the competition, it recognises that it is unavoidable on account of war. The institute strongly protests against any alteration of the conditions. They have met with the approval of all the architectural bodies of the Commonwealth. They have been widely circulated throughout the world, and any alteration means a breach of faith with those competitors who have by this time given the questions involved much thought and study, and have gone to no small expense in the preparation of their preliminary sketches, if not with their completed drawings.

This institute is of the opinion that any alteration in the conditions would tend to seriously lower the reputation of the Australian Government, and cast a slur on its *bona fides* in such matters.

There have been, unfortunately, for our good name, similar occurrences in the past, and their effect has been the reverse of beneficial.

This institute hopes that the postponement will be made as short as possible, and is of the opinion that the position would be met by an extension of time for the receipt of the designs in Melbourne and London, without any interference in the conditions.

I am, yours faithfully,
ARTHUR WM. ANDERSON,
President, Institute of Architects, New South Wales.

45

[*See pages* 109, 118 *of No.* 153.]

Department of Home Affairs,
12th November, 1914.

Sir,

With reference to your letter of the 10th ultimo (received back to-day), relative to the competitions for Federal Parliament Buildings, at Canberra, I am directed by the Minister for Home Affairs to point out to you that the statement in your letter that the conditions of the competition have met with the approval of all the architectural bodies in the Commonwealth is at variance with the representations made direct to this Department by the President of the Victorian Institute of Architects, and also of other architectural bodies.

Yours faithfully,
W. D. BINGLE,
Acting Secretary.

Arthur William Anderson, Esq., President, Institute of Architects, N.S.W., 5 Elizabeth-street, Sydney, N.S.W.

46

[*See pages* 109, 118 *of No.* 153.]

29th October, 1914.

Memorandum to:
The Acting Secretary, Department of Home Affairs, Melbourne.

I shall be much obliged if you will be so good as to inform me respecting the action which has been taken by the Minister on my minute of the 6th instant in connexion with reports by Mr. Griffin—Federal Capital.

Also I shall be pleased to be informed whether the Minister desires to have any expression of opinion and advice respecting the conditions for competitive designs for Parliament House, which have been withdrawn. It appears to me that the time is opportune to review the conditions, and to obtain a decision as to whether the competition is to be restricted to British Architects, or whether—by means of a preliminary competition —provision be made under which, say, three Australian architects, and five other British architects may finally compete.

DAVID MILLER,
Administrator.

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[*See pages* 109, 118 *of No.* 153.]

8th January, 1915.

Memorandum to:
The Acting Secretary,
Department of Home Affairs, Melbourne.

I shall be much obliged if you will be good enough to favour me with advice respecting the action taken by the Honorable the Minister on

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my minute of the 13th November last, in which I advised that the conditions for the competitive designs for Parliament House be revised and restricted to the British Empire, with provision for at least three Australian architects in the final competition.

The revision of the conditions may occupy some time, and it is desirable that there should not be any unnecessary delay.

DAVID MILLER,
Administrator.

Minister says that matter is still under consideration. Inform and re-submit in a week.

W. D. B.

9.2.1915.

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[*See pages* 109, 118, *of No.* 153.]

Commonwealth of Australia.
Federal Territory Administrative Offices,
Canberra, 5th February, 1915.

Memorandum to:
The Acting Secretary,
Department of Home Affairs, Melbourne.

I have to invite attention to my memorandum of the 8th ultimo, No. Admin. 14/4419, on the subject mentioned below, and shall be glad if you will be good enough to inform me how the matter stands.

DAVID MILLER,
Administrator.

Subject: Competitive designs for Parliament House.

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[*See pages* 109, 118, *of No.* 153.]

[Telegram.

From: Bingle, Acting Secretary.
To: Administrator, Canberra.

Your memorandum eighth January *re* conditions Parliamentary Competition, Minister desires you informed that question still under consideration matter has been held in abeyance pending Prime Minister's return to Australia.

BINGLE,
Acting Secretary.

9th February, 1915.

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FEDERAL CAPITAL RAILWAY.

Recommended that the Engineer-in-Chief for Railways be requested to interview the Chief Commissioner, New South Wales, with a view to ascertaining the conditions under which he will be prepared to undertake the supply of the necessary vehicles, and provide for their haulage as required.

DAVID MILLER,
Secretary.

23rd July, 1912.

Ask New South Wales Government the conditions for constructing road.

K. O'M.

27.7.1912.

COMMONWEALTH OF AUSTRALIA.
Melbourne, 30th July, 1912.

Memorandum.

The Secretary to the Prime Minister.

It is desired that a communication somewhat in the following terms be forwarded to the Premier of New South Wales:—

"The Commonwealth Government having decided to construct a light railway from Queanbeyan to the Federal Capital city site, a distance of between seven and eight miles, I shall be glad to know whether your Government will be willing to undertake the construction of the line by your own officers, it being understood that, prior to final arrangements as to construction, the Commonwealth Government would have working plans and longitudinal sections prepared. If agreeable, it is desired that you will be good enough to state the conditions under which the work may be carried out, and the probable time that would be involved.

DAVID MILLER,
Secretary.

Prime Minister.
Melbourne, 1st August, 1912.

Sir,

I have the honour to inform you that it has been decided by the Commonwealth Government to construct a light railway from Queanbeyan to th Federal Capital city site, a distance of between seven and eight miles.

I shall be glad to know whether your Government is willing to undertake the construction of the line by officers in the employ of your State on the understanding that, prior to the completion of the arrangements as to construction, the Commonwealth Government will have working plans and longitudinal sections prepared.

If agreeable to this course, will you be so good as to state the conditions under which the work may be carried out, and the probable period of time that would be involved.

I have the honour to be, Sir,
Your most obedient servant,
ANDREW FISHER.

The Honorable,
The Premier of New South Wales.
Sydney.

NEW SOUTH WALES.
Premier's Office,
Sydney, 27th August, 1912.

Sir,

With reference to the terms of your letter of the 1st instant, No. 12/01839, intimating that it has been decided to construct a light railway from Queanbeyan to the Federal Capital city site, I have the honour to inform you that I have conferred with my colleague, the Minister for Public Works, regarding the inquiries made in paragraphs two and three of your communication with the following result:—

This Government will be prepared to construct the railway, provided the Commonwealth Government will pay all costs in connexion with the construction of the line, with the exception of plant, which the Government would provide, and for which a charge of 5 per cent. on the total cost of the work would be made.

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I regret it will not be possible to state a time for the completion of the railway until the working plans and sections have been submitted by your Government.

I have the honour to be, Sir,
Your obedient servant,
JAS. S. McGOWAN.

The Right Honorable,
The Prime Minister,
Commonwealth of Australia, Melbourne.

Seen 3.9.12.
K. O'M.
Saturday.

Prime Minister,
Melbourne, 20th February, 1913.

Sir,

With reference to your letter of the 27th August last, relative to the proposal to construct a light railway from Queanbeyan to the Federal Capital city site, I have the honour, at the instance of my colleague, the Minister for Home Affairs, to inform you that he has approved of the terms mentioned therein, viz., that your Government will be prepared to construct the railway, provided the Commonwealth will pay all costs in connexion with the construction of the line, with the exception of plant, which your Government would provide, and for which a charge of 5 per cent. on the total cost of the work would be made.

It is desired that the work of construction of the line be placed in hand at the earliest moment.

I have the honour to be, Sir,
Your most obedient servant,
W. M. HUGHES,
for the Prime Minister.

The Honorable
The Premier of New South Wales,
Sydney.

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FEDERAL TERRITORY POWER HOUSE.

The Secretary,

During my visit to Canberra with the Minister, I brought before him the advisability of forthwith erecting brick walls to the power-house instead of galvanized iron and lime walls, as was proposed when the structure was begun.

Reviewing the whole question of erection of power-house, the first intention was to put up a temporary building on a temporary site—the structure to be of the simplest, and the boiler-house plant to be modified as temporary. There was, however, delay in providing funds for the purchase of power-plant and erection of house, and, as a result, the Federal Capital designs were in the meantime obtained, and it was possible to allot a definite site for power-house. Under those circumstances, it was approved that the permanent house should be erected, and that complete coal-handling and boiler-house plant should be installed.

At that time, however, this branch was not in a position to know when bricks could be made in the Territory owing to the question of site for brickworks not being decided. In the meantime, brick manufacture has been pushed on with, and I understand that there are over 250,000 good bricks available for use; hence the reasons for sheeting the permanent house temporarily with galvanized iron has ceased to exist.

It is, of course, necessary that the power-house shall have brick walls as soon as possible on grounds of utility, appearance, and cost.

With regard to utility, there is a great advantage in brick walls to keep the power-house cool. This building will contain costly machinery and electrical plant. The fire risk in a brick building will be considerably lessened; in fact, almost eliminated, and there is an evident advantage in such consummation, having in view the important part that the power-house will take in the early development of the city. On the other hand, there would be a great disadvantage in changing from galvanized-iron sheeting to brick walls at a future date, because of the dust and dirt which would be caused thereby, and the possible interference with the running of the plant.

In relation to the appearance of the building, when the brick walls are erected, the structure will be an important and good-looking one. On the other hand, a galvanized-iron structure would not enhance the scene.

The question remains as to what would be the saving in prime cost at this juncture to use galvanized iron instead of brick. I have had an estimate made of the respective costs of brickwork and galvanized iron, and find that the former will cost £943 more. On the other hand, if galvanized iron is erected now, the Commonwealth would, at a later date, have to bear the cost of removing same, and the value of the temporary materials will have been reduced by about 33 per cent. Thus, although the Commonwealth might save in the prime outlay £943 at the present time, the total cost when the brick walls are erected will be at least £400 more than if the brickwork is carried out forthwith.

In support of my recommendation that brickworks should at once be proceeded with, I am glad to state, for the Minister's information, that it is estimated that the cost of the erection of the steel-work by day labour will be about £1,500 less than was the amount provided in the tender received from the contractor for supply and erection.

P. T. OWEN,
Director-General of Works.

4th October, 1913.
Administrator, 8.10.13.

The Honorable the Minister.

The accompanying report by the Director-General of Works is submitted:—

I concur with the recommendation that the walls of the power-house be of brick for the reasons given by Colonel Owen, also that bricks of good quality have been made at the Departmental Brickworks, Canberra, and are available.

I therefore ask for authority to proceed with the work accordingly.

DAVID MILLER,
Administrator Federal Territory.

10.10.1913.
Mr. Thomas Hill:
Referred.

P. T. OWEN.
Director-General of Works.

17th October, 1913.
C.S.D.

Approved.
W. H. KELLY,
For Minister for Home Affairs.

If possible, carry out by contract.
W. H. KELLY.

16.10.13.

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FEDERAL TERRITORY POWER-HOUSE BRICK WALLS.

The Director-General of Works (Enginering).

For favour of report as to present position of this matter, and particularly as to whether this work is to be carried out by day labour or by contract.

DAVID MILLER,
Administrator.

10th December, 1913.

The Administrator:

After going into the requirements for construction of continuous kilns, I have thought it advisable to go into the expediency and merits of concrete. Mr. Murdoch is preparing plans accordingly. The Minister left the option of day labour to this branch. The plant for concrete mixing is available, and it will be better (to work in with machinery) to do the concrete walls by day labour. Tenders are being asked for the roof covering and window frames (steel).

P. T. OWEN,
Director-General of Works.

19.1.1914.

In a month.

D. MILLER,

25.1.1914.

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Re BRICKFIELD, CANBERRA.

On the 22nd April, I re-visited the brickfield. Mr. Sivyer had put down some blasts in the hill immediately west of the kilns, and just outside the fence (see on plan *ante*). When the surface soil was removed, the rock was found to be a rotten diorite, which is useless for bricks. Hence the boundary of the brick shale is near the western fence, and I fear we can look for no further supplies hereabouts.

Another blast put down to the north of the kilns to test the dip of the quartzite was unsatisfactory, and gave no useful information.

I have no further recommendations to make in addition to those given previously. There are, of course, brick clays west of Red Hill and near Queanbeyan Crossing, which have been briefly examined, which will give further supplies when required.

GRIFFITH TAYLOR, D.Sc., B.E., B.A., F.G.S., F.R.G.S., Physiographer.

26th June, 1914.

Director-General forwarded.

T. HILL.

13.8.14.

Put away.

T. HILL.

26.2.15.

FEDERAL CAPITAL—BRICKFIELD.

Mr. Thomas Hill:

For perusal.

P. T. OWEN,
Director-General of Works.

1st May, 1914. C.S.D.

The Director-General of Works.

Papers perused. When at the Federal Capital site recently, I took advantage of Mr. Griffith Taylor's visit there to outline to him the Honorable the Acting Minister for Home Affairs' instruction that, on no account, was the ridge running north and south to be touched, the effect being that all the shale is to be won on the west of that ridge, and none to the east. In company with Mr. Taylor, certain further test holes were decided upon, and the brickworks foreman instructed to have same made. Mr. Taylor has, I understand, since seen them, and will submit a further report in due course.

T. HILL.

7th May, 1914.

Mr. Hill, I will visit when at Canberra this week end.

P. T. O.

17.6.14.

Mr. Hill,

Has not Taylor any further report?

P. T. OWEN,
D. G. W.

26.6.14.

Mr. Griffith Taylor,

For favour if any furthr report you may have.

THOMAS HILL,
Engineer.

22.6.14.

BRICK-FIELD.

A visit was paid to the brickworks—which I inspected—with special reference to the question of future extensions of clay-winning.

The open cut and quarry now in work are made in very satisfactory material. The strata here dip to the S.S.W. rather steeply, as can readily be determined by the layers of fossils. The dip is about 30 degrees, but varies even in the portion exposed in the quarry.

The beds to the north-west of the quarry are rolling and faulted. Some contain abundant fossil shells, and these beds should be avoided. So far all the limy beds are at the western edge of the quarry where it is shallowest.

[*Pencil Sketch here.*]

The shale is particularly easy to work, being broken up by vertical and diagonal clearage, as well as to a less degree by the true bedding planes. On the whole, the present quarry is, therefore, very satisfactory.

Mr. Sivyer (Works Foreman) informs me that the bricks have improved greatly since he obtained the raw material from the (eastern) deeper portions of the quarry. There is practically no evidence of lime "blebs" in any of the later burnt bricks.

It is to be remembered also that up to 20 per cent. of lime—provided the material be finely crushed and mixed thoroughly—can be incorporated in brick clays. It may be that the CO_2 gas given in burning has led to the porous nature of the bricks in the past. If so, the choice of better portions of the clays may prevent this defect.

FURTHER EXTENSIONS.

It is now possible to gauge the character of the clays better—as more shafts have been sunk, and the outcrops are more visible. I am in agreement with Mr. Mahony, and recommend that the workings proceed rather to the north-east toward shale trig.

From the somewhat hurried inspection to-day, I perhaps cannot give a decided opinion, but I may say that, in my opinion, there is not the slightest need for anxiety as to the future. The lime bands are very local, and so circumscribed they they could all be incorporated in the normal clays—with suitable adjustment of proportion—without any disadvantage accruing. (At the same time, it should be feasible to leave the few lime bands untouched for a considerable period, until the field is better prospected.)

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The impure bands certainly seem more abundant towards the S.W., (*i.e.*, between the gate and the works). Due north of the works (beyond the fence) are definite outcrops of quartzite and sandstone. I have recommended that a few shots be fired in these outcrops to obtain their dip. The strike is N.N.W., or thereabouts (as usual), and the dip is probably to the S.W., but owing to numerous small faults, this is not certain.

Hence a line joining the present quarry to the shalt trig seems the soundest along which to work. I differ slightly from my colleague in that I think the present face might be driven continuously in that direction without much fear to disappointment. He, I understand, favours opening new working cuts in the vicinity of shale trig, which would supply material and prospect also. I see no reason why the splendid face now being worked should be abandoned.

[*Pencil Sketch here.*]

I think that all the rock between the parallel lines here shown $\left.\begin{matrix} A \\ A \\ -- \\ B \\ B \end{matrix}\right\}$ can be used as brick material.

The strike runs across these lines, and the beds on the whole dip considerably to the south-west; so that the surface outcrop give a good indication of the character of the beds, at least to a depth of thirty feet, below which they would not, I understand, be worked.

At the same time it must be understood that small beds of fossils may be met with throughout. The genesis of the formation—river silts and coastal muds in which were beds of shell fish, much as cockle-beds of to-day—implies a haphazard arrangement of the limebeds at very varying and uncertain distances.

Finally without pretending to any practical knowledge in brick-making (other than my metallurgical training) it appears to me that a higher degree of vitrification would improve the bricks. This requires greater heating, and it is in this direction rather than in a different raw material that improvement is to be looked for.

GRIFFITH TAYLOR.

Postcript.

At a later visit, Mr. Hill pointed out that it was desirable to keep to the west of the ridge line. This restriction practically nullifies all the recommendations made on previous inspections.

It is now necessary to prospect further to the west in the hill immediately beyond the fence in this direction. I have therefore marked out a line across the "strike," which will give us the greatest information, and I believe that Mr. Sivyer is having a trench made in that position. Until this is done, we are not able to gauge the amount of brick clay which may be available beyond the present brick-field reserve.

GRIFFITH TAYLOR.

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