

Commonwealth Government records

about the Australian Capital Territory





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The National Archives reviews its collection to confirm the value of records for research, evidential and other purposes or to identify, in consultation with agencies, records for destruction. At the time of publication, all of the National Archives' records described in this guide were present in the Archives' collection. Subsequent to release of this publication, it is possible that some of the records may be destroyed if they are reviewed and considered not to be of enduring value.

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This guide contains images of people now deceased.

Foreword

During the opening ceremony for the Sydney Building in December 1927 Prime Minister Bruce prophetically noted that 'few of us have the imagination to see what will happen in this city in the next 50 or 100 years'. The Walter Burley and Marion Mahony Griffin original design for Canberra assumed a population of 75,000, yet in 2013 the population is 367,000. Through periods of war and depression, and particularly since 1958, the Territory has grown beyond anything that was envisaged when it was first established in 1911.

Government Records about the Australian Capital Territory tells the story of the administration of Canberra and Territory over the last 100 years. The National Archives of Australia and ArchivesACT have been delighted to work together to produce this research guide to mark the centenary of the naming of Canberra as the national capital.

Both institutions hold fascinating collections documenting the history of the Commonwealth and Territory governments and their interaction with the people of the ACT. *Government Records about the Australian Capital Territory* draws extensively on records held not only by the National Archives and ArchivesACT, but also other collecting institutions such as the Australian National University Archives, ACT Heritage Library and National Library of Australia.

Structured according to functions that are essentially the responsibility of the Australian Government or the ACT Government, this publication primarily draws together records from two separate institutions and uses them to present one consolidated history of the ACT. Diverse, and sometimes surprising, topics are covered, from Federation, early administration and the national capital's iconic buildings, through to bus shelters, the arts and public gardens. A rich and informative publication, it will also highlight areas for further research.

We commend and thank Ted Ling and all others involved in the development of this research guide. It is an invaluable research tool showcasing and consolidating archival records relating to the ACT and its people.

Danielle Wickman
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National Archives of Australia

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Ted Ling

Introduction

Government Records about the Australian Capital Territory has been produced to commemorate the centenary of the naming of Canberra as Australia's national capital on 12 March 1913. It is a joint project commissioned by the National Archives of Australia and ArchivesACT.

The guide focuses on government administration of Canberra covering specific periods and events over the past century and uses archival records as its foundation. These records are in the custody of the National Archives and ArchivesACT, as well as other institutions including the National Library of Australia, Australian War Memorial and Australian National University Archives. This guide is not exhaustive in that it does not include every record associated with the Australian Capital Territory (ACT). It does, however, aim to inform and highlight areas for further research.

Following self-government in 1989, a number of administrative functions passed from the Commonwealth to the ACT Government, for example, electricity and water, health, education and community services. The records dealing with those subjects that had previously been in the custody of the National Archives were transferred to ArchivesACT, in accordance with the archival principle that 'records follow function'. That is, if a particular administrative function moves from one level of government to another, the records dealing with that function are also relocated.

The guide is divided into two parts. Part 1 – Canberra: the national capital – is arranged in chronological order and deals primarily with functions that were (and generally still are) the responsibility of the Commonwealth. Part 2 – Canberra: a community – is arranged thematically and covers a range of subjects that may once have been the responsibility of the Commonwealth but are now mostly the responsibility of the ACT Government.

National Archives of Australia

The National Archives preserves and cares for a diverse archival collection documenting the relationship between the Australian Government and the Australian people – a rich resource for the study of the nation's history, society and people.

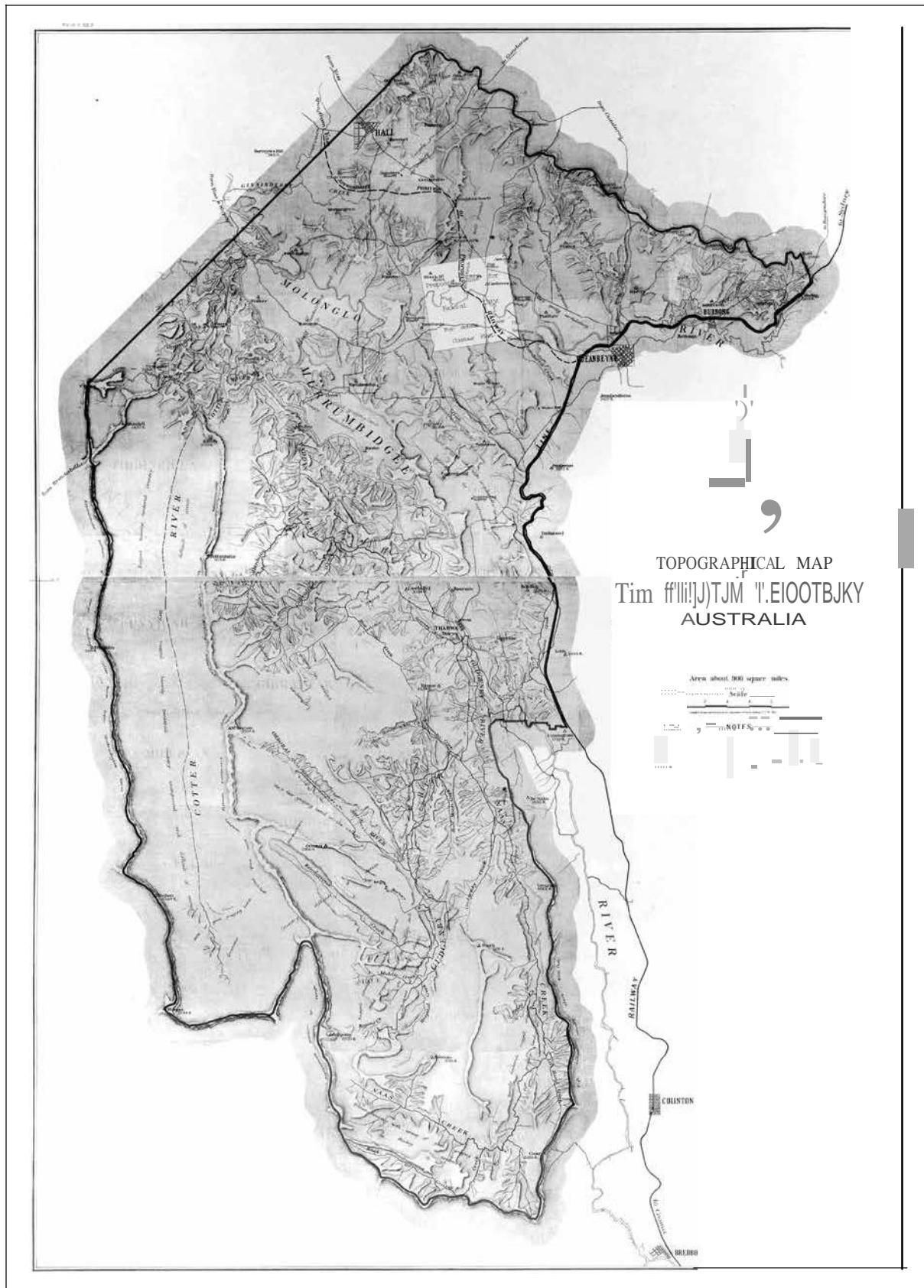
The collection spans almost 200 years of Australian history. Its main focus is material documenting Australian Government activities since Federation in 1901. The National Archives also has significant holdings of 19th-century records about functions transferred by the colonies to the Australian Government at the time of, and subsequent to, Federation.

Territory Records Office and ArchivesACT

The Territory Records Office was established in 2002 to assist ACT Government agencies to encourage open and accountable government by ensuring that Territory records are made, managed and preserved for the benefit of present and future generations. ArchivesACT is the Territory Records Office's public face, and works to promote the use of government archival records and assist the public to access them.

ACT Government archives document the administration of the Territory since self-government, and also span issues relevant to the local Canberra community before self-government. These records document the Territory's heritage, history, social and political life, the rights and entitlements of Territory citizens, and the actions, decisions and interactions of the ACT Government.

The ArchivesACT website (archives.act.gov.au) provides further information about ACT Government archives, including digital copies of some records, indexes and publications. Researchers can also lodge research questions through the website.



Topographical map of the Federal Territory Australia, circa 1910.

Topographical map 3.

Using this guide

Most sections of this guide contain tables listing relevant records relating to the subject covered. Records are listed as series (groups of records) or as individual items, and are arranged by the institution in which they are located. A sample table, with an explanation of each element, is provided below.

Selected RecoRdS Relating to High ScHools	
 Telopea Park School	
 National Archives, Canberra	
 Telopea Park School, 1921–25	 A199, FC1925/155
School at Telopea Park, 1922	A192, FCL1922/283

Key

-  Table title – describes the subject area of the records listed in the table.
-  Subject sub-heading – groups the records relating to one aspect of the table subject.
-  Location sub-heading – indicates the office of the National Archives or the institution in which the records are located.
-  Series or item title – a series is the organisational arrangement used by the creators of records to control and manage the records. It may contain only one record item or up to thousands of items. The date range of the series contents is provided at the end of the title. A record item is usually a file or a volume (it may also be a photograph, map or other format). The date range of the item contents is included at the end of the title. Note that because of differences in the way ACT Government records are managed, it is not always possible to provide a date range for series and items.
-  Series and item number – provides the combination of series number and item control symbol necessary to identify a record item and allow for its storage and retrieval.

Wherever there are references to series in this guide, it is likely that further research will be required to identify individual items. This research can be conducted online using the National Archives' collection database RecordSearch, or by checking hardcopy indexes or lists (known as 'finding aids') in both National Archives and ArchivesACT reading rooms. Some series are only described at series level, with no individual items listed on RecordSearch.

In this guide, the agency, series and item titles may have been truncated. Therefore, when searching for series or items it is recommended that a researcher use series numbers and control symbols rather than titles.

Commonwealth Cabinet records

The guide makes frequent reference to Cabinet records comprising submissions and decisions, Cabinet being the formal policy and decision-making arm of government. A properly organised Commonwealth Cabinet recordkeeping system did not begin until 1919, with the Ministry of Prime Minister William Morris (Billy) Hughes. The records became more extensive as the years progressed.

The principal series of Cabinet submissions held by the National Archives are as follows:

- Hughes ministries, 1919–23: A2717
- Bruce ministries, 1923–29: A2718
- Scullin ministry, 1929–31: A3264

- Lyons and Page ministries, 1932–39: A2694
- Menzies and Fadden ministries, 1939–41: A2697
- Curtin and Chifley ministries, 1941–49: A2700.

With the election of Prime Minister Robert Menzies in 1949, Cabinet recordkeeping became more extensive. The principal record series from 1949 onwards are as follows:

- Menzies ministries, 1949–66: A4639, A4905, A4906, A4926, A5818, A5819, A5827
- Holt ministries, 1966–67: A5841, A5842
- Gorton ministries, 1968–69: A5867, A5868, A5869
- McMahon ministry, 1969–72: A5908
- Whitlam ministries, 1972–75: A5915
- Fraser ministries, 1975–83: A12908, A12909
- Hawke ministries, 1983–91: A13977, A14039.



Commonwealth Avenue Bridge, Canberra, 1964. Construction of the bridge began in March 1961 and it was opened in November 1963.

NAA: A1200, L47601

ACT Government Cabinet records

The ACT Government Cabinet usually meets weekly and, while actual Cabinet documents are not released for 10 years, summaries of Cabinet outcomes are posted online within days of each meeting. This initiative forms part of the open government agenda, designed to make government information more readily available to the wider community. Cabinet outcomes can be found at cmd.act.gov.au/open_government/inform/cabinet.

Access to records in this guide

national archives of australia

Access to records held by the National Archives is regulated by the *Archives Act 1983*. Under the Archives Act, records in the open period are generally available for public access. A change to the public access provisions of the Act in 2011 saw the open period commence after 20 years – a 10-year reduction from the previous 30 years. This change is being phased in between 2011 and 2020, with the closed period reducing by one year each 1 January. More information on accessing records can be found in Fact sheet 10 – Access to records under the Archives Act, available on the National Archives' website (naa.gov.au).

Under the Archives Act, there is also provision to withhold information from public access if it is considered sensitive. Information withheld from public access falls into two broad areas: sensitive personal information, and information about the security of the Commonwealth and its residents.

Many records are available as digital copies on the National Archives' website. Research using the online collection database, RecordSearch, will identify such records.

To view original records researchers will need to visit the reading room of the state or territory office where those records are located. Special conditions are applied to certain types of records, such as audiovisual items. It is recommended that a researcher contact the state office where the items are located in order to discuss access conditions.

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The *Territory Records Act 2002* makes most ACT Government records available to the public once the records are 20 years old. Executive documents – those records produced by the Cabinet of the ACT Government – are released after 10 years. The Territory Records Act allows some records to be withheld from public access for longer periods, usually to protect personal privacy or public safety. A list of categories of records that are not available for public access – known as 'Section 28 Declarations' – is published on the ArchivesACT website. The website also provides information about how to request a record, descriptions of some of the archives held, indexes to records, scanned publications and other tools that may assist researchers.

To view original records, researchers will need to make an appointment to visit the ArchivesACT reading room at Woden Library. ACT Government archives are held in many locations in Canberra, and it may take time to retrieve records and make them available for researchers.

ArchivesACT is usually able to supply photocopies or digital copies of records, and can help with arrangements to make copies of other records such as large-format documents or audiovisual materials. There may be a charge for some types of copies.

Citing records in this guide

The correct citation of records is important, both when requesting records and referring to them in written or published works. Using proper citations helps staff locate records more readily, and also assists other researchers to find material.

national archives of australia

The correct form of citation for records held by the National Archives is: 'National Archives of Australia' followed by a colon and a space, the series number followed by a comma and a space, then the item control symbol. For example: 'National Archives of Australia: A1, 1938/1181'.

'National Archives of Australia' may be abbreviated to 'NAA' provided the full name has been used first. Further details about correctly citing records are available in Fact sheet 7 – Citing archival records, available on the National Archives' website.

archivesact

ACT Government archives often do not include series numbers, but still use item numbers. To cite these records, the following details are required:

- name of the agency currently responsible for the records, for example, Territory and Municipal Services Directorate
- name of the agency that created the records, for example, Department of the Environment, Land and Planning, ACT Office of Sport and Recreation
- item number, for example, 92/18160
- item title, for example, Sport and Recreation Facilities, Erindale Leisure Centre.



Part 1 Canberra: the national capital



Chapter 1 An overview of the Australian Capital Territory

The Australian Capital Territory (ACT) comprises 2360 square kilometres. Canberra, the national capital, is situated in the northern part of the Territory, approximately 280 kilometres south-west of Sydney and 600 kilometres north-east of Melbourne. In July 2012, the Territory's population was 367,000.

The Territory's boundaries are defined by the Goulburn–Cooma railway line to the east, the watershed of Naas Creek to the south, the watershed of the Cotter River to the west, and the watershed of the Molonglo River to the north-east. The Territory also includes a small seaport at Jervis Bay.

There are several townships and communities located within the Territory, including Williamsdale, Naas, Uriarra, Tharwa and Hall.

Apart from the city of Canberra, the Territory has agricultural land (sheep, dairy cattle, vineyards and some crops). Namadgi National Park, the only national park in the Territory, is located in the south-west. It is about 106,000 hectares in size and comprises 40 per cent of the Territory. Tidbinbilla, also located to the south-west of Canberra, includes the Tidbinbilla Nature Reserve and the former Canberra Deep Space Communication Complex, operated by the United States' National Aeronautics and Space Administration.

Indigenous people

The Territory was first occupied by members of the Ngunnawal Aboriginal people. The neighbouring people are the Gundungurra to the north, the Ngarigo to the south, the Yuin on the coast, and the Wiradjuri inland.

Indigenous people have been living in Canberra for at least 20,000 years, perhaps from the time when the extreme cold of the last Ice Age eased. The hunter-gatherer lifestyle continued to be practised into the early 19th century, until the arrival of Europeans with their sheep flocks and cattle herds. The arrival of introduced diseases, such as smallpox and measles, quickly affected Aboriginal numbers.

Introduced animals reduced the abundance of plants, damaged water holes and creeks, and the essential food resources there. Graziers may also have restricted Aboriginal movement, which was essential in the region. Despite this, thousands of people continued to gather in the Snowy Mountains in Bogong season and, in 1826, some 1000 people gathered at Lake George to protest the behaviour of shepherds.

Aboriginal people adapted to the arrival of Europeans by taking jobs as stockmen, and proved their knowledge and skill could be applied to introduced stock. However, government policies and the pressures of this new occupation created severe social pressures on the Ngunnawal community and neighbouring Indigenous peoples.

The Ngunnawal people have always remained in the area, and in recent years they have become more visible in the general community, and increasingly involved in affairs at the local and national level. The ACT Government formally recognised the Ngunnawal people as traditional owners of the Territory in 2009.¹

Early European settlement

European settlement began with explorations led by Charles Throsby in the 1820s. He named the area the Limestone Plains after the prominent geological formation.

Pastoral settlement began soon after, mostly sheep grazing. One of the first pastoralists to secure a property was Joshua John Moore. He established Canberry at Acton (on the site of the present National Museum of Australia), which an employee subsequently managed on his behalf.

Moore was followed by Robert Campbell, who established a grazing property at Duntroon. His chief foreman, James Ainslie, worked the land on Campbell's behalf. Campbell's brother, Frederick, later acquired the property at Yarralumla (now the residence of the Governor-General). Another pastoralist, George Palmer, established a property at Ginninderra Creek.

Pastoral lands were held on both freehold and leasehold bases, although following the Territory's acquisition by the Commonwealth, all lands have since been allocated on a leasehold basis only.

Small townships began to develop, including Queanbeyan, established in 1838, and Hall in 1882. The nearest railway stations were Goulburn (1869) and Yass (1876). The railway reached Queanbeyan in 1887. With the townships came other facilities, including churches, schools and post offices.

The Territory's first church was St John the Baptist, located at Reid and established in 1845. Other churches followed, including St Paul's Anglican Church at Evatt, a Methodist church at Weetangera, and Catholic churches at Tuggeranong and Hall.

Early 19th-century schools in the Territory were based on pastoral stations or churches, such as Church of St John the Baptist Schoolhouse at Reid, Palmerville, Yarralumla and Ginninderra. Later public schools included Parkwood (1871), Majura (1874), Weetangera (1875), Stone Hut (on Edward Crace's property at Gungahlin in 1878 and later known as Gungahleen School), Canberra School (previously Spring Bank), Duntroon School, Nerrabunda (on Long Gully, 1886), Church Rock Valley, Kowen, Uriarra, Tharwa, Williamsdale, Mulligans Flat Provisional School (1896), Jervis Bay, Hall and Tuggeranong.²

Public School at Tuggeranong.						
Name of Pupil.	Age.	Nature of offence.	Amount of punishment.	Instrument of punishment.	Date of punishment.	By whom inflicted.
Robert White	10 $\frac{3}{12}$	Talking	1 cut	Cane	19-7-98	J. A. Greatorex
Robert Waters	13 $\frac{9}{12}$	Smoking	2 cuts	Cane	22-7-98	do
Edward Fitzgerald	8-	Laughing	1 cut	"	25-7-98	"
John Smith	9	Disobedience	3 cuts	"	15-8-98	"
Leonard Brownsmith	6 $\frac{10}{12}$	Muttering	3 cuts	"	22-8-98	"
Thomas Moran	7	answering	3 cuts	"	22-8-98	"
Frances Kaye	10	Boistering	1 cut	"	31-8-98	"
Christina Moran	10 $\frac{3}{12}$	Sulking	3 cuts	"	3-9-98	"
Nellie Fitzgerald	7 $\frac{6}{12}$	looking about	2 cuts	"	5-9-98	"
Leonard Brownsmith	7 $\frac{1}{12}$	repeatedly	3 cuts	"	10-9-98	J. A. Greatorex
Nellie Fitzgerald	7 $\frac{6}{12}$	careless work	3 cuts	"	10-9-98	"
Christina Moran	10 $\frac{3}{12}$	from want of	3 cuts	"	10-9-98	"
Stanley Brownsmith	10 $\frac{6}{12}$	effort	3 cuts	"	10-9-98	"
Mary White	7 $\frac{3}{12}$	Disobedience	3 cuts	"	21-9-98	"
		Continuous	1 cut	"	28-9-98	"
		Inattention	do.	1 cut	"	"

Tuggeranong Public School's punishment book, circa 1898.

ArchivesACT: 2013/2013/16351

Post offices were built at Michelago, Ginninderra, Williamsdale, Hall, Tharwa, Royalla and in what would later become Canberra, near the site of the Hotel Ainslie.

Local cemeteries were established, including Lanyon (1837) and Hall (1883). There were also several church cemeteries throughout the Territory, including St John the Baptist's Churchyard at Reid, St Paul's at Evatt, and the Methodist Cemetery at Weetangera. Cemeteries were also located on pastoral properties such as Cuppacumbalong, or on private land, including Kowen Forest and Tharwa.³

At the time of its selection as the site for Australia's national capital, there were 1921 people, 1762 horses, 8412 cattle and 224,764 sheep in the Territory.⁴

Climate

Due to its elevation of 650 metres and distance from the coast, the Territory experiences four distinct seasons, unlike many other Australian cities, where the climates are affected by the sea. The Territory is known for its hot summers and cold winters, with occasional fog and frequent frosts. Many of the higher mountains in the Territory's south-west are snow-covered for at least part of the winter. Thunderstorms occur between October and March, and the annual rainfall is 623 millimetres, with rainfall highest in spring and summer, and lowest in winter.

The Territory's hottest day on record was 1 February 1968, when the temperature reached 42.2°C. The Territory's coldest day was 11 July 1971, when the temperature dipped to –10°C.

Selected Records Relating to 19th-century Canberra and the Territory	
Schools	
ArchivesACT	
Public School at Tuggeranong – punishment book, 1895–1939	AA1968/269, 2
Tuggeranong School – register of correspondence, 1910–39	2013/16342
Public School at Tuggeranong and Williamsdale – punishment book, 1898–1939	2013/16351
Provisional School at Williamsdale – register of admission, 1931–48	2013/16352
Provisional School at Williamsdale – student attendance – class roll, 1945–49	2013/16353
National Archives, Canberra	
Royalla School, 1895–1921	A192, FCL1921/983
State Records, New South Wales	
School files, 1876–1979	NRS 3829 (contains numerous files on schools in the ACT region)
Post offices	
National Archives, Sydney	
Michelago Post Office, 1856–1917	SP32/1, Michelago parts 1–5
Ginninderra Post Office, 1859–1917	SP32/1, Ginninderra parts 1–5
Canberra (Acton, Ainslie) Post Office, 1860–1945	SP32/1, Canberra parts 1–7
Uriarra Post Office, 1874–1902	SP32/1, Uriarra parts 1–2
Williamsdale Post Office, 1880–1913	SP32/1, Williamsdale
Hall Post Office, 1888–1917	SP32/1, Hall

continued over

Selected RecoRdS Relating to 19th-centuRy canbeRRa and tHe teRRitoRy (continued)	
Tharwa Post Office, 1894–1972	SP32/1, Tharwa parts 1–2
Naas Post Office, 1898–1934	SP32/1, Naas
Royalla Post Office, 1905–16	SP32/1, Royalla parts 1–3
Cemeteries	
National Archives, Canberra	
General cemetery at Hall, 1915–16	A209, L1916/1962

Endnotes

¹ act.gov.au/ngunnawal-country

² ArchivesACT, *Schools* (finding aid), 2010.

³ ArchivesACT, *Cemeteries* (finding aid), 2008.

⁴ *Official Year Book of the Commonwealth of Australia, 1912*, Melbourne, 1913, pp. 119, 334, 338, 342.

Chapter 2 Federation and the search for a capital, 1891–1913

In the 19th century, there was a concerted push for independence by the Australian colonies as they established themselves as separate units of government. Each colony developed its own system of administration, trade and tariffs, and even rail gauges. Victoria took over the mantle of the dominant colony from New South Wales following the gold rushes of the 1850s.

Yet this drive for independence was tempered by fears of foreign invasion. Russia was considered a threat, while rumours of France's annexation of the New Hebrides in 1883 also heightened tensions. An initial Australasian Convention held in Sydney on 28 November 1883 achieved little. However, Germany's annexation of New Guinea in 1888 ultimately led to an Australasian Federation Conference held in Melbourne in February 1890. Delegates agreed on the need for a union of the colonies and resolved to consider means by which a federal constitution could be developed.

Federal conventions

In the 1890s, two federal conventions were held to consider and report on a scheme for a federal constitution. The first convention began in Sydney on 2 March 1891. Each colony sent delegates, as did New Zealand. At the convention, Henry Parkes argued that in order to establish a foundation for the structure of a federal government, there should be a parliament consisting of a House of Representatives and Senate, the latter represented by all colonies, together with a judiciary consisting of a federal supreme court, and an executive.

A second convention, to develop and enact a federal constitution, was convened in 1897. Sessions were held in Adelaide between March and May 1897, Sydney 2–24 September 1897, and Melbourne between January and March 1898. At the conclusion of the second convention, each colony had to pass a referendum for federation to be realised. This proved a laborious process, with Western Australia the last colony to agree; its referendum passed in 1900.¹

The *Commonwealth of Australia Constitution Act 1900* received royal assent in July 1900. Federation took effect during a ceremony at Centennial Park in Sydney on 1 January 1901, presided over by the Earl of Hopetoun, the first Governor-General.

Selected Records Relating to the Federal Conventions	
1891 Convention	
National Archives, Canberra	
Records of the proceedings and debates, Australasian Federation Conference of 1890 and the National Australasian Convention, 1890–91	R5
Correspondence of the President and the Clerk of the Convention, 1891	R1
Printed papers relating to inter-colonial matters and Federation, 1891	R2
Volumes of handwritten copies of minutes of the proceedings (copies of the Secretary, Assistant Clerk and 2nd Assistant Clerk), 1891	R4
Volumes of resolutions and letters received by the Premier of Victoria, appointment of delegates, 1891	R6
Roll of the National Australasian Convention, 1891	R7
Files of handwritten draft of notices of motion and proceedings, 1891	R8
1897–98 Convention	
Records of the Australasian Federal Convention, 1888–98	R216

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Selected RecoRdS Relating to tHe fedeRaL conVentionS (continued)**National Archives, Canberra and Melbourne**

Framed photographs of the Australasian Federal Convention, Adelaide, 1897 B5658

Parliament House, Canberra

Commonwealth of Australian Constitution Act, 1900

Royal Commission of Assent, 9 July 1900

Selecting the site for the nation's capital

One key issue still remained – the site for the nation's capital. The country's two dominant cities, Sydney and Melbourne, would not agree to the other being the capital. At a premiers' conference in Melbourne in January 1899, NSW Premier George Reid won support for the capital to be located within his state; as a trade-off, however, section 125 of the new federal Constitution specifically stated that it could be no less than 100 miles (160 kilometres) from Sydney. In the meantime, Melbourne would act as the interim capital. The first Commonwealth Parliament met in Melbourne on 9 May 1901.

Reid's successor, William Lyne, wasted no time in endeavouring to locate the capital within the borders of his state. In November 1899, he appointed President of the Land Appeals Court Alexander Oliver to preside over a royal commission to recommend a possible site. Oliver presented his report in October 1900, having personally inspected 23 of the 45 suggested sites, including Bathurst, Orange and Dalgety, and holding public inquiries at 14 of them. His conclusion was that Bombala, together with the nearby port of Eden, should be the capital.

Over the next eight years, many towns were nominated as worthy of selection, in some instances due to partisan interests by local politicians and in others by Federal Capital Leagues, which 'had sprouted like mushrooms in the field'.² In 1902, federal politicians undertook a series of inspection tours of possible sites; senators in March and House of Representatives members in May. Sites visited included Albury, Armidale, Bathurst, Bombala, Dalgety, Goulburn, Gundagai, Lyndhurst, Orange, Queanbeyan, Tumut, Wagga Wagga and Yass. Throughout the period, there was much debate and lobbying.

In December 1902, William Lyne (now the Commonwealth Minister for Home Affairs) established a Capital Sites Inquiry Board, chaired by John Kirkpatrick, a Sydney architect. On 14 January 1903, the board was elevated to the status of a royal commission. The members were asked to 'inquire into and examine the sites proposed for the seat of government of the Commonwealth' in localities that included Albury, Armidale, Bombala, Lake George, Orange and Tumut, and to rank these sites in terms of accessibility, communications, climate, topography, water supply, drainage, soil, building materials, fuel and general suitability.

The commission presented its report on 17 July 1903, with Albury the preferred site.³ Dalgety was added to the list of sites at the request of Austin Chapman, Federal Member for Eden–Monaro, whose electorate included Dalgety. The commission presented a second report on Dalgety on 4 August 1903. While it ranked Dalgety higher than Bombala, it was not high enough to win favour.⁴

Much to Alexander Oliver's chagrin, the commission placed Bombala, which was his preferred site, last. Oliver then produced a second report in which he expressed the view that the Commonwealth's report was dominated by one member of the commission, whom he did not name. As far as the report itself was concerned, Oliver said that he found it 'almost incomprehensible'.⁵

Selected Records Relating to Royal Commissions on Sites Proposed for the Seat of Government for the Commonwealth	
National Archives, Canberra	
Minute book, 1903	A314
Reports and minutes of evidence, 1903	A315 and A316
Summary of evidence, 1903	A318 and A319
Exhibits, 1903	A320
Plans associated with report, 1903	A1203, 994/71/ AUS/3
Report on a proposed site for the federal capital at Dalgety, 1903	A6661, 1252
State Records, New South Wales	
Royal Commission on sites for the Seat of Government of the Commonwealth, 1899–1902	NRS 1460
Report of the Commissioner on sites for the Commonwealth Seat of Government, 1900	NRS 1462

Seat of government legislation

Following the commission's report, a Seat of Government Bill was introduced to the Senate on 6 October 1903 by William Lyne (now Minister for Trade and Customs). The House of Representatives held a series of ballots before members decided on Tumut (36 votes), over Lyndhurst, near Orange (25 votes).⁶ The Senate, however, favoured Bombala.⁷ A compromise was not forthcoming and the Bill lapsed.

From 1904 to 1908, more sites were inspected, legislation drafted and debates held in Parliament. In 1904, NSW Government Surveyor Charles Scrivener undertook a survey of proposed sites in the Southern Monaro district, including Bombala, Dalgety and Delegate, taking into account the volume of water, quality of soils and cost of connecting each site with the existing railway line to Cooma.⁸ Reports were prepared on other sites by Percy Owen and AH Chesterman.

A new Seat of Government Bill was introduced to the Senate in May 1904. Debate centred on whether Bombala or Dalgety should be the preferred site, with Dalgety ultimately chosen. The Bill was passed on 15 August 1904, but the government fell just two days later, and the legislation failed to receive assent.

Another Seat of Government Bill was introduced to the House of Representatives on 14 December 1905. This Bill recommended Dalgety as the preferred capital site. The Bill lapsed when Parliament was prorogued on 21 December 1905. Yet another Bill, also recommending Dalgety, was introduced to the House of Representatives on 17 July 1907. It too lapsed when Parliament was prorogued.

Meanwhile, politicians managed to undertake a series of further inspections of some of the proposed sites. In June 1906, NSW Premier Joseph Carruthers offered to fund a series of visits to sites such as Canberra, Dalgety, Lake George, Makhoolma (near Yass), and Molonglo. Carruthers clearly had an ulterior motive; he wanted the capital as close to Sydney as possible, even allowing for the 100-mile limit imposed by the Constitution. The visits took place in August 1906.⁹

Parliament decided to end the matter and choose a site. On 8 October 1908, after a series of nine ballots, the House of Representatives voted in favour of Yass–Canberra (39 votes), over Dalgety (33 votes).¹⁰ The Senate was quicker to reach a final outcome, needing only two ballots; on 6 November 1908, senators voted for Yass–Canberra (19 votes) over Tumut (17 votes).¹¹ This led to the Seat of Government Bill, which received royal assent on 14 December 1908.

Although Parliament had chosen the Yass–Canberra region as the site for the capital, the exact location was still to be determined. In December 1908, Scrivener was asked to report on possible sites in the Yass–Lake George–Canberra triangle. He had to pay particular attention to the availability of water, sanitation and a ‘commanding position’.¹² In his report, dated 25 February 1909, Scrivener advised that Canberra valley was the most appropriate location for the capital. While prophetically noting that the Molonglo River would be prone to flooding in times of heavy rainfall, he thought the capital should be located within an amphitheatre of hills, visible on approach for many miles. Water could be drawn from the Cotter River, while the Molonglo River could be dammed to form an ornamental lake.¹³

Scrivener’s report was considered by a departmental board comprising Secretary of the Department of Home Affairs David Miller, Director-General of Public Works Percy Owen, NSW Government Architect W Vernon and Scrivener himself. The board supported Scrivener’s recommendation.

On 11 March 1909, Scrivener was asked to undertake a contour survey of the Canberra area, and to survey and identify a ‘seat of government’ and water catchment within the federal territory. He established a base camp on Kurrajong Hill (now Capital Hill) and, assisted by several surveyors including Percy Sheaffe, Harry Mouat and Frederick Johnston, began his work.¹⁴

Scrivener submitted a second report in May 1909 defining a federal territory of 1000 square miles, which included the Cotter River catchment and the catchments of the Queanbeyan and Molonglo rivers.¹⁵ Several issues still needed to be resolved, including negotiations with the NSW Government over the surrender of land. New South Wales would not surrender the Queanbeyan River, but offered the catchments of Gudgenby, Naas and Paddys rivers to the south of the proposed capital site. The land ultimately agreed on was 912 square miles (2362 square kilometres) in size, and would be known as the Federal Capital Territory. It would not be called the Australian Capital Territory until 1938.

The NSW Government prepared a Seat of Government Surrender Bill, while the Commonwealth prepared a complementary Seat of Government Acceptance Bill. Both the Surrender and Acceptance Acts came into effect on 1 January 1911. While drafting the Seat of Government Acceptance Bill, the Commonwealth also prepared a Seat of Government (Administration) Bill, which became law on 25 November 1910. The legislation provided for most NSW laws to remain in force within the Territory, which would then be administered by a series of ordinances issued by the Governor-General on the advice of the government.

Jervis Bay Territory

The Territory’s size increased by 28 square miles (72.5 square kilometres) when land at Jervis Bay was ceded to the Commonwealth via the *Jervis Bay Territory Acceptance Act 1915*, in order to provide the Commonwealth with a seaport.

Selected Records Relating to the Selection of Canberra as the national capital	
National Archives, Canberra	
Federal capital demarcation of boundaries, 1901–12	A110, FC1911/3575
Panoramic photographs of the future site of Canberra, 1901–16	A13326
Reports and maps relating to the selection of a site for the federal capital, 1903–05	AA1969/438
Special bundles of correspondence relating to the federal capital site, 1903–07	A322
Miscellaneous printed material relating to the federal capital site, 1904	A325
<i>Seat of Government Act 1904</i>	A2863, 1904/7
Maps and plans of proposed federal capital sites, 1904–09	A8036
<i>Seat of Government (Federal Capital), 1904–09</i>	A6661, 1253
Summary of debates in NSW Parliament relating to the federal capital site, 1905	A323

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Selected RecoRdS Relating to tHe Selection of canbeRRA aS tHe national capital (continued)	
Report on suggested site for the seat of government at Mahkoolma, 1906	M1537
Copies of correspondence and reports prior to passing the <i>Seat of Government Surrender Act 1909</i> (NSW) and <i>Seat of Government Acceptance Act 1909</i> (Commonwealth), 1906–09	A206, volume 1
Summary of federal capital site question, 1907	A324
<i>Seat of Government Act 1908</i>	A2863, 1908/24
An Act to Determine the Seat of Government of the Commonwealth, 1908	A1559, 1908/24
Seat of Government Survey Bill, 1909	A100, A1909/3151
Federal capital site, CR Scrivener's report, 1909	A100, A1909/5451
Seat of Government Acceptance Act, 1909	A100, A1909/13058
Seat of Government Acceptance Act, 1909	A1559, 1909/23
Yass–Canberra site for the federal capital, 1909–11	A110, FC1911/738 parts 1–2
Copies of correspondence and reports subsequent to passing the <i>Seat of Government Surrender Act 1909</i> (NSW) and <i>Seat of Government Acceptance Act 1909</i> (Commonwealth), 1909–21	A206, volumes 2–9
Maps of Jervis Bay (relating to the Federal Capital Territory), 1909–22	A3202
Photographic negatives of Canberra site, 1910	A504
Seat of Government (Administration) Act, 1910	A1559, 1910/25
North western territorial boundary, Coree-one Tree, 1910–12	A657, DS1912/833
Seat of Government Surrender Act, 1910–22	A192, FCL1921/1410
Painting of Federal Survey Camp, Canberra by JG Brown, 1911	A1041
National Library, Canberra	
Photographs of senators' tour of proposed capital sites, 1902	PIC/7626/1-46 LOC Album 301
State Records, New South Wales	
Federal capital site reports, 1900–05	NRS 333
Drawings and tracings for the federal capital site, 1910	NRS 8923
Personal records of Charles Scrivener	
National Archives, Canberra	
Panoramic photographs relating to the federal capital, 1909–13	M1488
Printed material relating to the federal capital, 1911–20	M1491
Plaster model of the site for the federal capital city of Australia, 1911	M1492
Albums of photographs, 1886–1949	M16
Maps, plans and pamphlets relating to federal capital sites, 1897–1913	M436
Correspondence and other papers, 1878–1923	M9
Personal records of Percy Sheaffe	
National Archives, Canberra	
Newspaper cuttings, photographs, letters and printed material relating to work in Canberra, 1902–63	M4071

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Selected RecoRdS Relating to tHe Selection of canbeRRa aS tHe national capital (continued)	
Jervis Bay Territory	
ArchivesACT	
Jervis Bay amendment of Seat of Government Surrender and Acceptance Acts to include sovereign rights over lands, 1909–23	A880, TL592 parts 1–2
National Archives, Canberra	
Maps of Jervis Bay (relating to the Federal Capital Territory), 1909–22	A3202
Jervis Bay Territory Acceptance Act, 1915	A1559, 1915/19
Correspondence files relating to blocks of land within the Jervis Bay territory, 1920–91	A11142
National Archives, Sydney	
Meteorology book, Jervis Bay Heads Lighthouse, 1908–	C765

Federal Capital City Design Competition

In 1911, Minister for Home Affairs King O’Malley approved an international design competition for the federal capital, reserving the right to make the final decision of the winning plan. This caused consternation on the part of some architectural groups, who instructed their members not to compete.

O’Malley was not dissuaded and the competition was announced with a deadline of 31 January 1912. In May 1911, O’Malley’s department distributed promotional material for the site, including maps and a booklet entitled *Information, Conditions and Particulars for Guidance in the Preparation of Competitive Designs for the Federal Capital City of the Commonwealth of Australia*.¹⁶

The competition attracted strong interest, leading O’Malley to extend the deadline to February 1912. By the time the closing date arrived, 137 entries had been received. In March 1912, O’Malley established the Federal Capital Designs Board to assess the entries. The board comprised John Coane, a civil engineer and surveyor, John Kirkpatrick, an architect, and James Smith, a mechanical engineer.

The board evaluated the entries over the ensuing weeks, but in the end could not agree on a winning design. Coane favoured one set of entries, but Kirkpatrick and Smith favoured others. They submitted minority and majority reports on 14 May 1912.¹⁷ O’Malley considered the reports and discussed them with other ministers. Then he made the final decision to accept the majority report.

winning entry

On 23 May 1912, O’Malley announced that entry 29 was the winner, with entries 18 and 4 ranked second and third, respectively. The winning entry was that of Walter Burley Griffin and his wife Marion Mahony from Chicago. The other two entries were the work of Eliel Saarinen from Finland and Donat-Alfred Agache from France. These entries were the recommendation of Kirkpatrick and Smith; Coane had favoured a design submitted by an Australian group comprising Walter Griffiths, Charles Coulter and Charles Caswell.

Griffin proposed a land axis between Mount Ainslie in the north and Mount Bimberi in the south. It was bisected by a water axis extending from Black Mountain south-easterly through an ornamental lake that would be formed by damming the Molonglo River. Griffin located residences for the Governor-General and Prime Minister on Capital Hill, with Parliament House and government offices immediately below (now the Parliamentary Triangle). Municipal offices were located in what is now Civic and further to the north (along the future Northbourne Avenue) was a proposed manufacturing centre. Military facilities would be located near Mount Pleasant, as would the main railway station. The design included a road (now Anzac Parade) heading from the lake northwards towards Mount Ainslie, at the end of which would be a casino.

Selected Records Relating to the Design competition for the national capital	
National Archives, Canberra	
Data issued to competitors in the Federal Capital Design Competition, 1911	A811
Model of site for the federal capital, 1911	A1841
Charles Scrivener – plaster model of the site for the federal capital, 1911	M1492
Paintings of cycloramic views of Canberra by RCG Coulter, 1911	A1040
Drawings submitted in the Federal Capital Design Competition, 1911–12	A710
Photographic copies of unsuccessful designs submitted in the Federal Capital Design Competition, 1912	A763
Linen tracing of design submitted in the Federal Capital Design Competition, 1912	A764
Design of the layout of the federal capital as projected by the departmental board, 1912	A767
Photographic negatives of designs submitted in the Federal Capital Design Competition, 1912	A765
Documents relating to the design of the Federal Capital, FC series, 1912–13	A762
Lithographic copies of designs submitted in the Federal Capital Design Competition, 1912	A766
Design of the layout of the federal capital as projected by departmental board, 1913	A768
Appointment of board of assessors in connection with the competitive design for the Federal Capital City, 1908–12	A110, FC1912/563
Designs for the Federal Capital City, distribution of information, 1910–13	A110, FC1913/2355
Designs for the Federal Capital City, board required for adoption of a design for layout of city, 1912	A110, FC1913/1326
Competitive designs for the Federal Capital City, adjudication, 1912	A110, FC1912/4133
Design for layout of federal capital, minority selection, 1912	A110, FC1912/2381
Receipt and storage of competitive designs for the federal capital, exhibition of in Melbourne and Sydney, 1912–13	A110, FC1913/1380
Storage of designs for the Federal Capital City, 1912–13	A202, 1913/1222
Photographs of the eight principal designs for the layout of the Federal Capital City sent to Governor-General, 1912–13	A202, 1913/153
Federal Capital City competitive designs for layout, 1912–15	A110, FC1915/205
Meeting of design board, 1913	A202, 1913/1898
Adoption of a design for the layout of the Federal Capital City, 1914–15	A110, FC1915/57
Federal capital architectural competition, distribution, translation, 1914–16	A110, FC1916/634

naming the capital

With the winning entry made public, all that remained was to name the capital. On 12 March 1913, a crowd witnessed the naming ceremony on Kurrajong Hill. A monument comprising six foundation stones representing each state had been constructed by Loveridge and Hudson, a company of builders and quarry masters from Sydney, at a cost of £263. The Governor-General, Lord Denman, laid the first stone using a trowel made of gold with an ivory handle. He was followed by Prime Minister Andrew Fisher, then King O’Malley. It was initially intended that above the foundation stones would be a ‘commencement column’ 27 feet (8.23 metres) high. The column was never built, although the six foundation stones still remain. In 1988, they were moved to their present site at the top of Federation Mall, near the front of Parliament House.



Lady Denman names the federal capital city 'Canberra', 12 March 1913.

NAA: M1491, 6

Lady Gertrude Denman, the wife of the Governor-General, was then asked to name the capital. From a specially made gold cigarette case, she withdrew a card and told the crowd, 'I name the capital of Australia, Canberra'.¹⁸

Later that day, the Governor-General sent a telegram to King George V to inform him that the naming ceremony had been held. The King, who as the Duke of Cornwall and York had opened the first Commonwealth Parliament in Melbourne on 9 May 1901, replied, 'I am glad to learn that the Foundation Stone of the Federal Capital contemplated by the Constitution with the inauguration of which I was so intimately associated has been successfully laid'.¹⁹ After more than a decade, and amid much searching and consternation, the site for Australia's national capital had finally been chosen and given a name.

Selected RecoRdS Relating to tHe naming of canbeRRA

National Archives, Canberra

Album commissioned for the naming of the capital, 1911–20	M1491, 6
Federal capital monument, 1912–13	A202, 1913/2234
Suggested names for the federal capital, 1913	A110, FC1913/388
Suggested names for the Federal Capital City from Members of Parliament, 1913	A110, FC1913/390
Suggested name for the capital by the Administrator, 1913	A202, 1913/160
Henry Rolland – invitation to the ceremony of laying the foundation stones of the commencement column at the federal capital, 1913	A1660

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Selected RecoRdS Relating to tHe naming of canbeRRa (continued)	
Visit of Governor-General and Lady Denman to the federal capital site, 1913	A202, 1913/325
Federal capital ceremony, luncheon tent, 1913	A110, FC1913/1064
First peg driven by Minister for Home Affairs in survey of federal capital site, 1913	A202, 1913/637
Photographs of driving the first peg for survey for layout of the federal capital city, 1913	A202, 1913/692
Photograph of Lady Denman announcing the name of the new capital, 1913	M1491, 6
National Film and Sound Archive, Canberra	
Film – Naming of the Federal Capital of Australia, 1913	9382
National Library, Canberra	
Trowel used by King O'Malley in laying one of the foundation stones of the federal capital, 1913	PIC OBJ A40005879 LOC Pic Obj drawer 12

Endnotes

- ¹ The activities of the two conventions are described in detail in SG Foster, Susan Marsden and Roslyn Russell, *Federation: a guide to records*, National Archives of Australia, Canberra, 1998.
- ² Jim Gibbney, *Canberra 1913–1953*, Australian Government Publishing Service, Canberra, 1988, p. xiii.
- ³ 'Royal Commission on Sites for the Seat of Government of the Commonwealth Report of the Commissioners', *Parliamentary Papers*, 1903, volume 2, pp. 211–310.
- ⁴ 'Supplement to the Report of Royal Commission on Sites for the Seat of Government of the Commonwealth, Report on a Proposed Site for the Federal Capital at Dalgety', *Parliamentary Papers*, 1903, volume 2, 1903, pp. 311–20.
- ⁵ 'A Short Review of the Contents of the Report of the Commonwealth Commissioner on Sites for the Seat of Government for the Commonwealth', *New South Wales Parliamentary Papers*, 1903, volume 1, pp. 705–37.
- ⁶ *Parliamentary Debates*, House of Representatives, volume 17, 8 October 1903, pp. 5936–7.
- ⁷ *Parliamentary Debates*, Senate, volume 17, 16 October 1903, pp. 6219–32.
- ⁸ 'Federal Capital: Proposed Sites. Report by Charles Robert Scrivener, Surveyor, on Proposed Sites in the Southern Monaro District', *Parliamentary Papers*, 1904, volume 2, pp. 493–505.
- ⁹ NAA: A322, 19A.
- ¹⁰ *Parliamentary Debates*, House of Representatives, volume 47, 8 October 1908, pp. 936–8.
- ¹¹ *Parliamentary Debates*, Senate, volume 48, 6 November 1908, pp. 2101, 2108.
- ¹² Roger Pegrum, *The Bush Capital: how Australia chose Canberra as its federal city*, Hale & Iremonger, Sydney, 1983, p. 145.
- ¹³ 'Federal Capital: Proposed Site at Yass–Canberra, Papers Respecting Selection of Territory and Proposed Site for the City', pp. 6–11, *Parliamentary Papers*, 1909, volume 2, pp. 509–40.
- ¹⁴ The field books created during this survey are held by the Office of the Surveyor-General, Environment and Sustainable Development Directorate. They have been digitised and are available at actpla.act.gov.au/tools_resources/maps_land_survey/surveying_data/surveyors_information/field_books.
- ¹⁵ NAA: A100, A1909/5451, Federal Capital Site, Charles Scrivener's Report, 1909. This file contains Scrivener's second report, 26 May 1909.
- ¹⁶ NAA: A811, 1/1, 30 April 1911.
- ¹⁷ 'Federal Capital City, Report of Board Appointed to Investigate and Report to the Minister for Home Affairs in Regard to Competitive Designs', *Parliamentary Papers*, 1912, volume 2, pp. 349–56.
- ¹⁸ NAA: M1491, 6, Charles Scrivener, Canberra: Capital City of Australia, 13 March 1913, p. 38.
- ¹⁹ *ibid*, pp. 10–11.

Chapter 3 Early administration of the capital, 1911–27

Having acquired its Federal Territory, the Commonwealth then set about creating an establishment to administer it. In the beginning, administration of the capital was the responsibility of a number of agencies in Canberra and Melbourne; this would remain the case for many years.

Although the Commonwealth had grand designs, international conflicts such as World War I, and local conflicts between Walter Burley Griffin and government officials, would do much to hinder Canberra's early development.

Early administration

In Melbourne, two departments had responsibility for the capital: Home Affairs (general administration, land policy and surveys), and Works and Railways (design and construction). Locally, David Miller was appointed Canberra's first Administrator. Other officials included Charles Scrivener as Director of Lands and Surveys, Henry Rolland as Resident Architect, Percy Sheaffe as Surveyor, and Thomas Weston as Afforestation Officer.

The administration began by acquiring the land it needed for offices, residences, government establishments and a nursery. Initially it planned to acquire all freehold lands, but in the short term only gained what it needed. In February 1911, the Commonwealth acquired 2018 acres (816 hectares) of land at Acton. By 1924, it had acquired 206,000 acres (80,937 hectares) at a cost of £750,000.¹

Selected Records Relating to Land acquisition and management	
ArchivesACT	
Collection of publications relating to the planning, development and construction of Canberra, 1903–30	A9535
National Archives, Canberra	
Federal Territory acquisition of privately owned lands, 1899–1915	A202, 1914/3884
Correspondence files, 'FCL' (Federal Capital Lands), 1901–27	A192
Collection of publications relating to the planning, development and construction of Canberra, 1903–30	A9535
Correspondence files, 'FCH/FC' (Federal Capital), 1906–17	A110
Plan of blocks 1 to 5, division of Forrest, 1909–15	A8001, 61
Register of conditional purchases, 1910	A118
Correspondence files, 'FCW' (Federal Capital Work) / 'FC' (Federal Capital), 1910–31	A199
Register of acquisition of holdings, 1910–37	A119
Maps, street plans and posters relating to Canberra and the ACT, 1910–58	A8001
Crown lands, 1911	A432, 1929/2723
Federal Territory, deputation respecting certain matters, 1911–12	A202, 1912/531
Correspondence files, 'DSS' (District Surveyor, Surveys), 1911–25	A364
Register of holdings, 1911–27	A120
Valuations of FCT holdings (Moriarty and Smith valuations), 1911–27	A358
Parish maps of the capital territory, 1912	A3203
Acquisition of land within the FCT for Commonwealth purposes, 1912	A110, FC1912/2797

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Selected Records Relating to Land Acquisition and Management (continued)	
Correspondence files, 1912–13	A537
Correspondence files, 'DS' (District Surveyor), 1912–16	A657
Valuations of Oakes Estate and Jervis Bay holdings (Moriarty valuations), 1912–16	A359
Field books, 1912–27	A740
Correspondence files, FCT holdings, 1912–35	A196
Federal capital contour plans, 'FC' (Federal Capital), 1912–37	A2033
Papers relating to land policy in the FCT, 1913–14	A785
Correspondence files, FCT holdings (Oaks Estate), 1913–21	A566
Correspondence files, 'DSL' (District Surveyor, Leases), 1913–29	A363
Correspondence files, 1914–15	A788
Correspondence files, 1915–16	A789
Correspondence files, administrative lands, 1915–16	A209
Correspondence files, acquisition of Jervis Bay holdings, 1915–20	A360
Correspondence files, 'DSE' (District Surveyor, Estates), 1916–22	A362
Correspondence files, 'DSG' (District Surveyor-General), 1916–25	A361

Selected Records Relating to Early Administration

National Archives, Canberra

Summary of federal capital expenditure, 1901–25	CP953/1
Percy Sheaffe – newspaper cuttings, photographs, letters relating to work in Canberra, 1902–63	M4071
Charles Scrivener – panoramic photographs relating to the federal capital, 1909–13	M1488
Plan of street nomenclature, Canberra, 1909–15	A8001, 55 and 56
Charles Scrivener – printed material relating to the federal capital, 1911–20	M1491
Correspondence files, administrative series, 1912–14	A202
Papers relating to the position of Administrator, Federal Territory, 1913–14	A339
Correspondence files, administrative works series, 1913–16	A784
Correspondence files, 1913–17	A214
Henry Rolland – printed material relating to the federal capital, 1913–63	A1663
Correspondence files, engineering, 1914–15	A790
Henry Rolland – photographs relating to the federal capital, 1914–26	A1661
Correspondence files, administrative, 1915–16	A207
Correspondence files, administrative works, 1915–16	A784
General records, works, 1921–25	CP464/5

Infrastructure

In the early years, the administration began work on the provision of services for the new capital. It built the Power House, the adjacent Fitters Workshop at Eastlake (now Kingston) and the Cotter Dam (all completed in 1915), and began construction of a sewerage system extending from the civic centre to Weston Creek. In addition, a small hospital was built at Acton (these facilities are discussed in later chapters).

For a time, Acton was Canberra's principal administrative and commercial centre. The Commonwealth Bank established a branch and there was also a post office.

acton House

There were two principal government buildings. The first was a former pastoral homestead built in late 1823. It was acquired by the Commonwealth on 25 February 1911, and became the home of the Chief Surveyor. Later it was used as a police station and court house. It was demolished in 1940 to make way for the new Canberra Community Hospital.

old canberra House (the Residency)

Old Canberra House, once referred to as The Residency, was the second administrative building at Acton. Designed by Commonwealth architect John Smith Murdoch, it was built in 1913 to serve as a residence for Administrator David Miller. From 1936 until 1953 it was used by the British Government, chiefly as the residence for the High Commissioner. The building survives today as Old Canberra House, part of the Australian National University.

bachelors quarters (lennox House)

The first semi-permanent residential accommodation for government staff was the Bachelors Quarters at Acton (sometimes referred to as the Single Men's Quarters), built between 1911 and 1913. In 1935, it was converted into a commercial guest house and renamed the Acton Guest House. In 1960, it was leased to the Australian National University to be used as student accommodation and renamed Lennox House. It is still used by the university today.

Selected RecoRds Relating to eaRly official buildingS	
ArchivesACT	
Bachelors Quarters, Acton Guest House, 1942–46	A2942, 128
National Archives, Canberra	
Bachelors Quarters, Canberra, 1911–15	A207, G1915/2089
Photograph of Acton House, 1915	M1483, 16/11
Lease of Acton House, Canberra, 1916–17	A1, 1916/31412
Acton House, Canberra, 1916–20	A192, FCL1920/1776
Bachelors Quarters, 1917–22	A192, FCL1922/1534
Bachelors Quarters, main file, general matters, 1918–23	A361, DSG23/700
Bachelors Quarters general file, 1923–26	A6273, L1925/216
Court House Acton, general file, 1926–33	A292, C4713
Consideration of possible closure, Bachelors Quarters, Acton, 1929–50	CP487/7, 32
Erection of Police House at Acton, 1934–36	A432, 1934/393
Floor plan for conversion of Acton House into police court, 1929	A2502, AB1167
Acton Guest House, 1937–42	A292, C15910
Cairn to commemorate the site of Acton House, 1940	A2617, section 10/13163
Alternative design column to commemorate the site of Acton House, 1940	A2617, section 192/13409
Demolition of Acton House, 1940–51	A292, C19925
Lennox House, transfer to the Australian National University, 1963–64	A463, 1964/740

military colleges

The government established military colleges on the recommendation of Lord Kitchener who, following his visit in 1910, said that the country must assume responsibility for training its own military officers.

Duntroon House was one of three rural mansions that pre-dated Canberra's development; the property was once owned by Robert and Marianne Campbell. The house and surrounding property were acquired by the Commonwealth in 1910 and became the home of the Royal Military College, which opened in June 1911.

The college's first Commandant, Brigadier-General William Bridges, was wounded at Gallipoli and died on board a hospital ship en route to Egypt in May 1915. His body was returned to Australia and buried on Mount Pleasant, behind the college, in September 1915 in a grave designed by Walter Burley Griffin.

The Royal Australian Naval College at Jervis Bay was established on 1 January 1913. Pending construction of new facilities, the college was located at Osborne House, Geelong, from February 1913. It moved to Jervis Bay in February 1914.

Selected Records Relating to Military Colleges	
Australian War Memorial, Canberra	
Jervis Bay Naval College, 1905–15	AWM50, 32/1
History of the Royal Australian Naval College, 1911–60	AWM124, 5/249
National Archives, Canberra	
Proposal to rent Duntroon Homestead for Military College, 1910–12	A1, 1912/9851
Collection of photos of Canberra, foundation stone, Duntroon, 1911–18	A1523, 1
School at Naval College, Jervis Bay, 1912–17	A1, 1917/13847
Royal Naval College, Jervis Bay, expenditure, 1912–35	A292, C258
Contour survey of proposed site for Naval College, Jervis Bay, 1912–80	A6664, L262
Progress of works (architectural) Duntroon, 1913–15	A784, W1915/431
Photograph of Duntroon military college, 1914	M1483, 16/9
Burial of late General Bridges at Duntroon, 1915	A789, 1915/569
Naval College lands, Jervis Bay, 1915–16	A192, FCL1916/333
Site for Naval College, Jervis Bay, 1915–24	A6273, L1925/952
Detail survey, Jervis Bay Naval College, 1916–26	A192, FCL1924/498
National Archives, Melbourne	
Complement of Royal Australian Naval College, 1911–20	MP472/1, 5/20/6176
Naval College entry of cadets, 1912	MP472/1, 5/12/4237
National Archives, Sydney	
Acquisition of Duntroon, Federal Territory, 1912–44	SP857/3, PC/645

yarralumla brickworks

The brickworks, established in 1913, were built on land previously leased by pastoralist Robert Campbell because the quality of shale at the site was considered ideal for the manufacture of bricks as part of Canberra's building program. A workmen's camp was established in June 1913 and production soon began, but was halted during World War I, beginning again in 1921.

Bricks from the site were used as part of the construction of Old Parliament House. A narrow-gauge rail line was built to transport bricks to the site, and then demolished afterwards.²

The works were later renamed Commonwealth Brickworks and ultimately closed in 1976. In 1982, the works were placed on the Register of the National Estate.

Selected Records Relating to the yarralumla Brickworks	
National Archives, Canberra	
Federal capital brickworks, 1910–13	A110, FC1913/1055
Camp at brickworks site laid out, 1913	A202, 1913/2641
Brickworks, Federal Territory, 1913–14	A199, FCW1914/723
Camp sites at the brickworks, 1914–16	A207, G1916/299
Accommodation for men employed at Power House and brickworks, 1916	A199, FCW1916/488
Brickworks survey, 1916–21	A192, FCL1921/921
Drawings of brickworks layout of cottages, 1920–30	A2502, AB95 sheet 2
Brickworks subdivision for erection of cottages, 1921–22	A192, FCL1922/183
Brickworks workmen's cottages, 1921–24	A414, 21 parts 1–2
Brickworks cottages, 1921–25	A361, DSG24/123
Canberra brickworks, 1946–53	A1831, 1958/202
Canberra brickworks, accounts and general matters, 1957–61	A1831, 1957/407
Commonwealth Brickworks funding, part 2, 1972–90	A431, 1978/88
Commonwealth Brickworks (Canberra) Limited, financial statements, 1977–78	A6024, F1977/485
Commonwealth Brickworks, financial arrangements, 1978–80	A6024, F1978/115

permanent parliament House design competition

In 1914, the government announced a competition to design a permanent Parliament House in Canberra. The competition began in July 1914 but was aborted in September due to World War I. It was revived briefly in August 1916, but was abandoned in November that same year. All plans submitted in response to the competition were returned to their owners. In 1923, Cabinet agreed to provide £3000 in compensation to those architects who had submitted design proposals.³

Selected Records Relating to the Design of a Permanent Parliament House	
National Archives, Canberra	
Drawings submitted by Edwin Pruitt and associated records, 1911–14	A7008
Applications for copies of conditions for competition for Parliament House, 1914	A110, FC1914/808
Parliament House Canberra designs, 1914–16	A110, FC1914/547
Parliament House competition, withdrawal owing to European crisis, 1914	A110, FC1914/1063
Parliament House competition, Canberra, 1916	A110, FC1916/340
Suggested postponement of Parliament House competition, 1916	A110, FC1916/455

canberra (tuggeranong) arsenal

The proposal for a Canberra arsenal originated in 1915 with a suggestion by Director-General of Works Percy Owen that arms should be manufactured in Canberra. A small arms factory had opened in Lithgow in 1912, but it was felt that a larger facility was needed. A number of Canberra sites were considered, but the final choice was Tuggeranong. Plans and costings were also prepared for a railway to connect the arsenal with the line from Queanbeyan. However, with the cessation of hostilities in 1918, the need for the arsenal dissipated and it was never built.

Selected Records Relating to the Arsenal	
National Archives, Canberra	
Arsenal Committee, President, 1915–16	CP487/6, 70
Arsenal Committee miscellaneous papers, 1915–16	CP487/6, 72
Papers relating to the Arsenal Site Investigation Committee, 1915–18	A267
Arsenal Town Committee general correspondence, 1918	A268
Arsenal Town Committee minute book, 1918	A269
Arsenal Town Committee outward letter book, 1918	A270
Arsenal Town Committee number register, correspondence files, 1918	A340
Arsenal Town Committee copies of minutes of meetings, 1918	A341
Arsenal Town Committee copies of reports, 1918	A342
Correspondence files, arsenal construction series, 1918–25	A271

molonglo internment camp

The establishment of an internment camp at Molonglo (now Fyshwick) arose following a request from the British Government for Australia to house German prisoners of war. The camp operated between 1918 and 1921, but was never actually used for its original purpose. Instead, it held German families previously interned at Bourke, New South Wales. Later, the camp accommodated workmen involved in the building of Canberra and, for a short while, a school was also established there.

Selected Records Relating to the Molonglo Internment Camp	
ArchivesACT	
National Capital Planning and Development Committee, Molonglo Internment Camp, 1918–40	A3032, PC32/9
National Archives, Canberra	
Proposed use of Molonglo Internment Camp as a convalescent farm, 1919	A2487, 1919/5208
Papers relating to the Molonglo Internment Camp Disposal Committee, 1920	A277
Molonglo Internment Camp, 1920–21	A199, FC1921/186
Photograph of the Molonglo Internment Camp, 1926	A3560, 189

Walter Burley Griffin's work in Canberra

By late 1912, Griffin's design for the national capital was criticised for being too elaborate and costly. Minister for Home Affairs King O'Malley announced the appointment of a Departmental Board headed by Administrator David Miller to oversee construction of the new city. The board rejected Griffin's design and instead put forward its own, which O'Malley approved in early 1913. It was actually this design on which the city was to be built when it was named on 12 March 1913.

Griffin arrived in Australia in August 1913. By this time there had been a change of government and Joseph Cook was the responsible Minister. Following representations from Griffin, the board was disbanded on 15 October 1913 and Griffin was appointed as Federal Capital Director of Design and Construction. He was asked to review his design, having visited the capital site and met with departmental officers to hear their concerns. This he did in a submission known as the 'Report Explanatory' dated 13 October 1913.⁴

Over the next seven years, Griffin became embroiled in a series of conflicts with government officials who appeared determined that his design would not be implemented. In 1920, he was offered a position as a member of the new Federal Capital Advisory Committee, but declined and later left Canberra.

Selected RecoRdS Relating to walteR buRley gRiffin'S woRK in canbeRRA**National Archives, Canberra**

Design of the layout of the federal capital as projected by the Departmental Board, 1912	A767
Design of the layout of the federal capital as projected by the Departmental Board, 1913	A768
WB Griffin, Director of Design and Construction, Federal Territory, 1913–14	A202, 1914/4325
WB Griffin appointed as Director of Design and Construction, 1913–16	A110, FC1916/88
WB Griffin, work as Federal Capital Director of Design and Construction, 1914–15	A110, FC1915/440
Notes by Minister for Home Affairs in answer to letter from WB Griffin, 1915	A110, FC1916/177
‘Plan of City and Environs’ (plan of Canberra by WB Griffin) (No. 103c), 1918	A9332

Royal commission on federal capital administration

In 1916, a royal commission was established to investigate a range of issues involving Canberra's administration, including the treatment of Walter Burley Griffin by government officials, the management of accounts and finances, and construction work undertaken to date. The commission produced two reports, in 1916 and 1917.⁵

Regarding Griffin's treatment, the commission found that officials withheld information from him and supplanted his design with their own. The commission was critical of the management of Canberra's finances, and was scathing in its assessment of the work on the sewerage system, describing funding spent to date as being wasted ‘because the work done must always be wholly useless’.⁶

Selected RecoRdS Relating to tHe Royal commiSSion on fedeRal capital adminiStRation**National Archives, Canberra**

Royal Commission on Federal Capital Territory, 1902–17	A1, 1917/13695
Royal Commission on Federal Capital, Cotter River Road, 1916	A192, FCL1917/709
Books required for Royal Commission, 1916	A361, DSG16/593
Royal Commission on Government Administration of Federal Capital, 1916	A6006, 1916/5/18
Appointment of Counsel, Home Affairs Royal Commission, 1916	A6006, 1916/7/6
Royal Commission on Home Affairs amendment of terms of reference, 1916	A6006, 1916/7/11
Royal Commission on Federal Capital, 1916–18	A3832, RC16, items 1–10
Royal Commission on Federal Capital Administration, 1916–17	A1831, 1917/10938
Fees paid in connection with Royal Commission on Federal Capital, 1917	A199, FC1917/141
Federal Capital administration report of Royal Commission, 1917–20	A192, FCL1922/736

capital Hill foundation Stone

Despite the turmoil over Griffin's design, there was a notable visit to Canberra by the Prince of Wales (later King Edward VIII) in June 1920. During the visit, he was asked to lay a foundation stone on Capital Hill, which he did on 21 June 1920.

Selected RecoRd Relating to tHe laying of a foundation Stone in 1920**National Archives, Canberra**

Souvenir program, laying of a commemoration stone by the Prince of Wales, 1920	A1522, 3
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Federal Capital Advisory Committee

In January 1921, the Federal Capital Advisory Committee was appointed to advise the government on matters involving the construction of the capital and to review the Griffin Plan. Committee members included John Sulman, Ernest de Burgh, Percy Owen, John Goodwin, Herbert Ross and Charles Daley (Secretary).

In its first annual report, the committee proposed a three-stage construction approach. The first stage would include the relocation of Parliament to Canberra together with a number of administrative departments, the building of permanent roads and a sewerage system. The second stage would include the relocation of central administrative agencies, construction of railways and permanent architecture. The final stage would include the construction of permanent and monumental works and ornamental waters. The committee suggested that Canberra should be a garden town and that, in order to reduce overall construction costs, permanent structures should be delayed for some time.⁷

In its second annual report, the committee costed its three-stage construction approach. Stage 1 would take three years and cost £1,799,000. Buildings to be constructed in the first stage included a provisional Parliament House, government printing office, administrative offices, government and public hostels, cottages for officials, water supplies and sewerage, bridges and roads.⁸

Throughout this period, both Parliament and Cabinet reviewed the issue of relocating to the capital on a number of occasions. In December 1921, Parliament considered the committee's first report and decided to proceed with most of the recommended program, but deferred building a permanent Parliament House. It approved £200,000 for building works in the first year, whereby government functions would be located south of the Molonglo River, while businesses and civic development would be located to the north.

In July 1923, Cabinet approved the construction of a provisional Parliament House. As construction progressed, Cabinet had to resolve the matter of public service transfers. It considered the subject at length in November 1925 and decided that transferring staff on a permanent basis would be inconvenient, costly and inefficient; instead a nucleus of essential staff would be relocated.⁹

Residential accommodation

Having decided to relocate to the capital, the government had to provide accommodation, both workplace and residential, for public servants moving from Melbourne, and for workmen involved in construction projects.

camps

In the early years, residential accommodation in Canberra consisted of work camps for labourers brought in to build the capital. The camps were located at major work sites such as Acton, Brickyards, Power House, Cotter River, Causeway, Arsenal and Westridge (now Yarralumla). Later camps were established near Capital Hill and in Civic; the latter was known as White City and was dismantled when the land was required for the Canberra High School (which opened in 1938).¹⁰

Hotels

From 1922 to 1927, the Federal Capital Advisory Committee and its successor, the Federal Capital Commission, built a series of hotels to provide public servants and their families with residential accommodation. The work began with a series of four hotels, initially identified by their numbers.

Hotel 1 (Hotel Canberra)

The proposal for the construction of Hotel 1 was reviewed by the Public Works Committee in early 1922.¹¹ Originally planned to accommodate 200 people, the committee recommended this be reduced to 100 to lower the cost.¹² Parliament approved the reduction and the building's construction in July 1922.¹³

However, Cabinet later reversed the decision and approved an increase to 200 people.¹⁴ The building opened in December 1924 as the Hotel Canberra, although it was not fully completed until June 1925.

In the 1970s and 1980s, the facility was used to accommodate Commonwealth staff. It was later purchased by the Hyatt Corporation, refurbished and renamed the Hyatt Hotel Canberra after being officially opened by former prime ministers John Gorton and Gough Whitlam on 23 July 1988.¹⁵

Hotel 2 (Hotel Kurrajong)

Hotel 2, located on National Circuit, was intended for higher-paid public servants. Initially planned with 80 rooms, it was later increased to 120 rooms. The Public Works Committee approved the hotel, and its estimated cost of £39,000, in its report presented in June 1923.¹⁶ The hotel was completed in 1926. Later, it was used as accommodation for parliamentarians. It survives today as the Hotel Kurrajong.

Hotel 3 (Hotel Ainslie, Gorman House)

Hotel 3, located on Ainslie Avenue, was later renamed Hotel Ainslie and then Gorman House, after Clarence Gorman, a member of the Federal Capital Advisory Committee who died on 24 January 1927. It was initially designed to accommodate 80 guests and was completed in July 1927. The building survives today as the Gorman House Arts Centre.

Hotel 4 (Wellington Hotel)

Hotel 4, located on the corner of Canberra Avenue and National Circuit, was completed in May 1927. It was later renamed the Wellington Hotel. The hotel has since been demolished and is now the site of Rydges Hotel on Canberra Avenue.

Other accommodation

Other hotels and guest houses were also built. Beauchamp House opened on 9 August 1927; since 1985 the facility has been leased to the Academy of Science and renamed Ian Potter House. Brassey House was completed in August 1927; it was sold in the 1990s and is now the Brassey Hotel. Hotel Acton opened in May 1927 and was later used by the Patent Office, ACT Police and Canberra University College. Kingston Guest House opened in 1926 to provide accommodation for staff at the new Government Printing Office; it was demolished in 1969.

Selected RecoRdS Relating to campS and HotelS	
Camps	
National Archives, Canberra	
Photograph of Administrator's camp at Acton, 1910–22	M11, 9
Photograph of camp at Acton, Canberra, 1913–14	M1483, 16/5
Workmen's Camp at Acton, 1914–15	A207, G1915/1624
Camp site, Acton occupation, 1918–19	A361, DSG18/1957
Photograph of Westlake Camp, tradesmen's mess, 1926	A3560, 588
Photograph of Causeway Camp, workmen's huts, 1927	A3560, 3245
Hotels	
ACT Heritage Library	
Hotel Canberra, pay sheets, 1941	HMSS 0331
Hotel Acton, guest books, 1960–62	HMSS 00081
National Archives, Canberra	
Hotel Acton, officers hotel Canberra, 1922	A2617, section 64/225

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Selected RecoRdS Relating to campS and HotelS (continued)	
Hotel Acton, officers hotel Canberra, 1922	A2617, section 64/226
Construction and maintenance of guest houses and hotels in the Capital Territory, 1925–27	CP698/28
Guest book, Hotel Ainslie, 1925–32	A419
Photograph of Hotel Acton under construction, 1926	A3560, 2036
Bauchamp House superstructure, J Walker contractor, 1926–29	A6269, E1/28/2161
Bauchamp House, 1926–30	CT86/1, 141
Photograph of Beauchamp House, Acton, circa 1927	A3348, 25
Brassey House, 1927–29	CT86/1, 140
Bauchamp House, 1927–33	A1, 1933/2729
Bauchamp House, transfer of residents to Gorman House, 1933	A1, 1933/3620
Applications for lease of Brassey House, 1935	A1, 1935/12272
Photographs of guest houses	A7973, numerous items

mount Stromlo observatory

The construction program initiated by the Federal Capital Advisory Committee included the Commonwealth Solar Observatory on Mount Stromlo, which was established in 1924. The site had been used, however, for observations during the previous decade. Prior to completion, Cabinet approved the appointment of Walter Duffield as the observatory's first director.¹⁷ Responsibility for the observatory remained under Commonwealth control until 1956, when it was transferred to the Australian National University. The observatory was damaged by fire in 1952, and severely damaged during the bushfires of 18 January 2003.

Selected RecoRdS Relating to tHe mount Stromlo obSeRvatoRy	
Australian National University Archives	
Correspondence files of Commonwealth Astronomer Richard Woolley, 1925–56	ANUA 117
Commonwealth Solar Observatory correspondence files, 1927–52	ANUA 441
National Archives, Canberra	
Establishment of an astronomical observatory at Canberra (Mount Stromlo), 1910–18	A1, 1918/6038
Reports from the meteorological station at Mount Stromlo, 1912	A202, 1912/234
Mount Stromlo Director's residence, 1920–25	CP698/30, 1/2
Solar physical observatory on Mount Stromlo, 1923	A414, 80
Commonwealth observatory (Mount Stromlo) erection, 1923–28	A199, FC1926/206
Meteorological solar observatory, Mount Stromlo, 1923–49	A461, B372/1/2
Drawing of the layout of buildings, 1924	A2502, AB430
Mount Stromlo general file, 1925–28	CP698/30, 1/1
Files relating to construction and maintenance of the Commonwealth Observatory, 1925–29	CP698/30
Mount Stromlo observatory estimates, 1927	CP698/30, 1/4
Mount Stromlo buildings, 1927–28	CP698/30, 1/3
Mount Stromlo observatory fire precautions, 1937–65	A431, 1965/1589
An Act to Provide for the Transfer of the Mount Stromlo Observatory to ANU, 1956	A1559, 1956/79

demise of the federal capital advisory committee

In late 1924, the government decided to replace the Federal Capital Advisory Committee with a three-member statutory commission. Cabinet records document the government's decision, but without explanation.¹⁸ The probable cause of the committee's demise was its slow rate of progress but, in fairness, it was not given sufficient funding to enable it to achieve its goals. Although the new commission took effect in January 1925, the superseded committee survived (in name only) until it was formally abolished in June 1925.

Selected Records Relating to the Federal Capital Advisory Committee

National Archives, Canberra

Minutes of meetings, 1921–24	A411
Correspondence files, 1921–26	A414
General records 'A' series, 1923–24	CP464/2
General records 'B' series, 1923–24	CP464/3
General records 'C' series, 1923–24	CP464/4
Correspondence between Committee Secretary and the Director-General of Works, 1924	A416
General correspondence and draft material relating to the preparation, processing and distribution of annual reports of the Federal Capital Commission, 1922–29	CP698/11

Federal Capital Commission

The Federal Capital Commission was formally established on 1 January 1925 through the *Seat of Government (Administration) Act 1924*. Three commissioners were appointed: John Butters, John Harrison and Clarence Gorman. The commission was established essentially to build and administer Canberra. Its functions included the administration of lands and the provision of utilities, services and works. It operated independently of department control and was empowered to raise the funds necessary for its work.¹⁹

At the time of the commission's establishment, Canberra's buildings comprised the Power House at Eastlake (now Kingston), Telopea Park School, 12 timber cottages at Acton, 32 brick cottages at Ainslie (now Braddon), 16 brick cottages at Blandfordia (now Forrest), 30 brick cottages and three timber cottages at Eastlake, and 10 brick cottages at Westridge (now Yarralumla). Buildings under construction included the provisional Parliament House and Hotel Canberra.²⁰

When creating the new commission, the government took the opportunity to enshrine the Griffin Plan within legislation. The *Seat of Government Act 1908* gave Parliament the responsibility for safeguarding the plan and stated that as soon as practicable the responsible Minister should publish a plan of the layout of Canberra and its environs. The plan was gazetted on 11 November 1925.²¹ It set down the formal layout of the city and stipulated that the Minister had to give 30 days' advance notice of any changes, which had to be laid before Parliament and subject to disallowance. The responsibility for administering the Griffin Plan passed from Parliament to the Joint Committee on the ACT following its establishment in 1956.

Selected Records Relating to the Establishment of the Federal Capital Commission and Protection of the Griffin Plan

ArchivesACT

Correspondence, reports and maps relating to variations to the City Plan of Canberra, 1924–87	A7503
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Selected Records Relating to the Establishment of the Federal Capital Commission and Protection of the Griffin Plan (continued)

National Archives, Canberra

Seat of Government Administration Act, 1923–24	A2863, 1924/8
Seat of Government Administration Act, 1924	A361, DSG24/530
An Act to make Further Provision for the Government of the Territory for the Seat of Government, 1924	A1559, 1924/8

First residential land sales

Cabinet met in Canberra for the first time at Yarralumla House (later Government House) on 30–31 January 1924. During their meeting, ministers resolved that all Territory lands would be disposed of by auction and leased for a term of 99 years.²²

The decision was taken to ensure that development proceeded in an orderly fashion and the Commonwealth retained ultimate control of its new lands, to prevent investment by speculators. The principle was enshrined in section 9 of the *Seat of Government (Administration) Act 1910*, where it was stated that 'no Crown lands in the Territory shall be disposed of for any estate of freehold'. The Commonwealth wanted not only to thwart any opportunity for land speculation, but to ensure that the unearned increments from land values created by the expenditure of public monies should belong to the people.

Leases were auctioned in accordance with the City Area Leases Ordinance 1924. The first residential land sales took place on 12 December 1924; a total of 290 residential leases and 104 business leases were offered, although only 147 leases were sold on the first day, with a capital value of £60,340.²³ Lessees were required to pay rent, usually 5 per cent of the unimproved value of their land, which would be reviewed at future intervals. Another lease sale followed in May 1926, while a third auction was held on 19 March 1927, which was the last until 1951. In between, leases were offered for purchase.

Selected Records Relating to early Land Sales

National Archives, Canberra

Miscellaneous legal documents relating to land transactions, contracts and agreements primarily conducted in the ACT, 1920–40	AA1973/26
Receipt books for use re land sales at Canberra, 1924–25	A1, 1925/1819
Memorandum concerning sales of city leases, 1926	CP190/6
Correspondence files, 'CL' (City Lease), 1928–30	A6274

Housing

The sale of leases in December 1924 was soon followed by a program of housing construction. Providing sufficient housing for both public servants and workmen would bedevil the administration for much of Canberra's early history.

Canberra's first residential properties were established at Acton between 1913 and 1914. Most properties were built for government officials. Several properties in Liversidge Street and Lennox Crossing still survive as part of the Australian National University.

In 1923, Cabinet approved an architectural competition to design residential housing, with first prize being £150.²⁴ The competition was won by a Melbourne company, Oakley, Parkes and Scarborough. The Federal Capital Commission produced a booklet, *General Notes for the Information of Public Servants*, to provide officials moving from Melbourne with information about Canberra.²⁵ The booklet also included

designs for more than 20 homes, ranging in price up to £1940. Models FCC 4 and FCC 9 were the most popular; both had hallways instead of direct access from the front door.

Residential leases and accommodation, and the rents charged for them, had the effect of creating a multi-layered class system. Workmen housed in camps or temporary housing paid lower rents, while public servants accommodated in houses built by the commission paid higher rents. Rents were based on the cost of construction for each house. A cap was placed on building costs in each suburb, which resulted in lower-paid officials being housed in Ainslie, Reid and Braddon, where they paid lower rents. Higher-ranking public servants were housed in suburbs such as Forrest or Deakin. By 1930, there were 728 houses under lease, and another 308 special cottages and temporary tenements for workmen.²⁶

Selected Records Relating to early Housing

ArchivesACT

Correspondence files, 'TL' (Territory Lands), 1932–62 A880

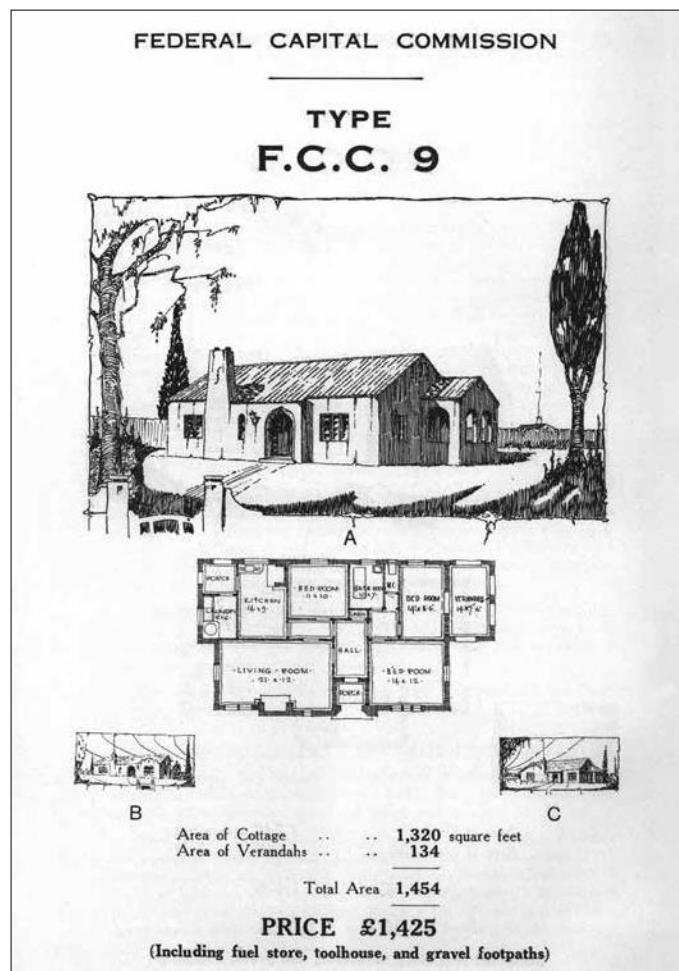
National Archives, Canberra

Correspondence files, residential matters (Jervis Bay), 'A' series, 1923 A366

Drawings of FCC cottage type 9, 1926 A2502, AB704

Photograph of FCC cottage type 9, 1928 A3560, 4022

Copies of transcripts of evidence taken at the inquiry into Canberra housing by the Parliamentary Joint Committee of Public Accounts, 1928 CP698/20



The design of FCC Type 9, one of the more popular floor plans offered by the Federal Capital Commission, 1926.
 NAA: M4071, 64

Commercial and social activities

In addition to providing housing, the commission dealt with other issues, including commercial and social activities in Canberra. Major shopping centres were planned for Civic, Manuka and Kingston. The first land sales held in December 1924 provided for commercial leases as well as residential. The first commercial lease was awarded to JB Young, who took up a site at Kingston at a cost of £2050, and opened the company's (and Canberra's) first store on 21 July 1925. Other stores quickly followed and Kingston rapidly emerged as Canberra's principal shopping centre, with 24 stores. There were only two stores in Manuka. However, Manuka did have one advantage with the opening of the Capitol Theatre on 8 September 1927.²⁷

A number of small businesses were located on the north side of the Molonglo River, around Braddon. Indeed, by September 1926, 40 commercial leases were taken and *The Canberra Times* noted feverish building activity in the district.²⁸

Construction of the Sydney and Melbourne Buildings, referred to collectively as the Civic Centre Buildings, began in 1926. While the Sydney Building was opened by Prime Minister Stanley Bruce on 3 December 1927, the Melbourne Building was not completed until 22 February 1946. Since then, the buildings have been used by government agencies and companies – one of the longest tenants being the Commonwealth Bank, which still retains a presence in the Melbourne Building.²⁹

Selected Records Relating to early commercial activities	
ACT Heritage Library	
Photograph of Melbourne Building, circa 1930	HMSS 0311
ArchivesACT	
Melbourne Building West alterations, stage 1	NC-78/01416, parts 2–4
Melbourne Building West alterations, stage 2	NC-78/01445, parts 5–7
Melbourne Building stage 2 partitioning	NC-80/00906, parts 1–2
National Archives, Canberra	
Civic Shopping Centre, building plans for retail trading, 1924	A2617, section 90/893–895
City sections, elevation of Sydney or Melbourne Building, shops at Civic Centre, 1925	A875, NN
JB Young Limited, 1925–29	A6086, C301
Perspective drawing for Civic Centre buildings, 1926	A3560, 2410
Photograph of interior of JB Young's store at Kingston, 1926	A3560, 153
Signwriting, Messrs JB Young Ltd, Eastlake, 1926	A6273, L1926/1475
Civic Centre Buildings (including private enterprise), general, 1926–30	A292, C1893
Photograph of opening of Civic Centre by Prime Minister Bruce, 1927	A3560, 3756
Sydney and Melbourne Buildings, transfer of departments, 1928–37	A292, C12085, A and B
Accommodation for Commonwealth departments at Civic Centre, 1929–40	A461, D6/1/3
Lease of premises at Civic Centre for Commonwealth purposes, 1932	A1, 1932/797
Colonnade lighting, Sydney and Melbourne Buildings, Civic Centre, 1934	A1, 1934/7750
Civic Centre, Sydney Building, 1937–47	A877, CL21332
Civic Centre, Melbourne Building civil engineering, 1941–42	A292, C20625
Civic Centre, Melbourne Building erection, 1941–51	A292, C20628, parts 1–2
Photograph of public buildings, Civic shopping centre, 1941–60	M914, Canberra 6723

continued over

Selected RecoRdS Relating to earlY commErCial actiVitiEs (continued)

Photograph of public buildings, Civic centre shopping area, 1941–61	M914, Canberra 6700
Erection and completion of Melbourne Building at Civic Centre, 1943	A295, 930

prohibition

From the beginning of Commonwealth settlement, Canberra was a dry town. At the insistence of King O'Malley, the very first ordinance stated that 'No licence to sell intoxicating liquor in the Territory shall be granted'.³⁰ People wanting to buy alcohol had to travel to Queanbeyan.

Prohibition lasted until 1928 when, following a successful referendum held on 1 September, alcohol was sold for the first time on 22 December 1928 at the Canberra, Wellington and Acton hotels, and three specially licenced 'cafes' at Civic, Manuka and Kingston. *The Canberra Times* reported 'busy scenes' on the first day.³¹

Selected RecoRdS Relating to pRoHibition**National Archives, Canberra**

Prohibition, FCT, 1923–29	A458, A388/1
Prohibition, federal capital, individual representations, 1926	A458, G388/1
Prohibition, federal capital, individual representations, 1926–28	A458, G388/1 parts 1 and 3
Prohibition, applications for liquor licences, Canberra, 1928–29	A458, I388/1
Prohibition, general representations, 1928–32	A458, H388/1

community organisations and community halls

As Canberra began to develop, a series of community organisations emerged, including the Social Service Association. It was established by the Federal Capital Commission in May 1925 by amalgamating other smaller bodies. Although short lived (it only survived until 1929), it was very active in promoting a range of social activities. It even produced its own newspaper, the *Canberra Community News*. The association held its last meeting in May 1929.

Selected RecoRdS Relating to tHe Social SeRViCe aSSociation**National Archives, Canberra**

<i>Canberra Community News</i> (master set), 1925–27	A429
Correspondence files of the association, 1926–29	CP698/9
Miscellaneous files relating to the activities of the association, 1926–29	CP698/33

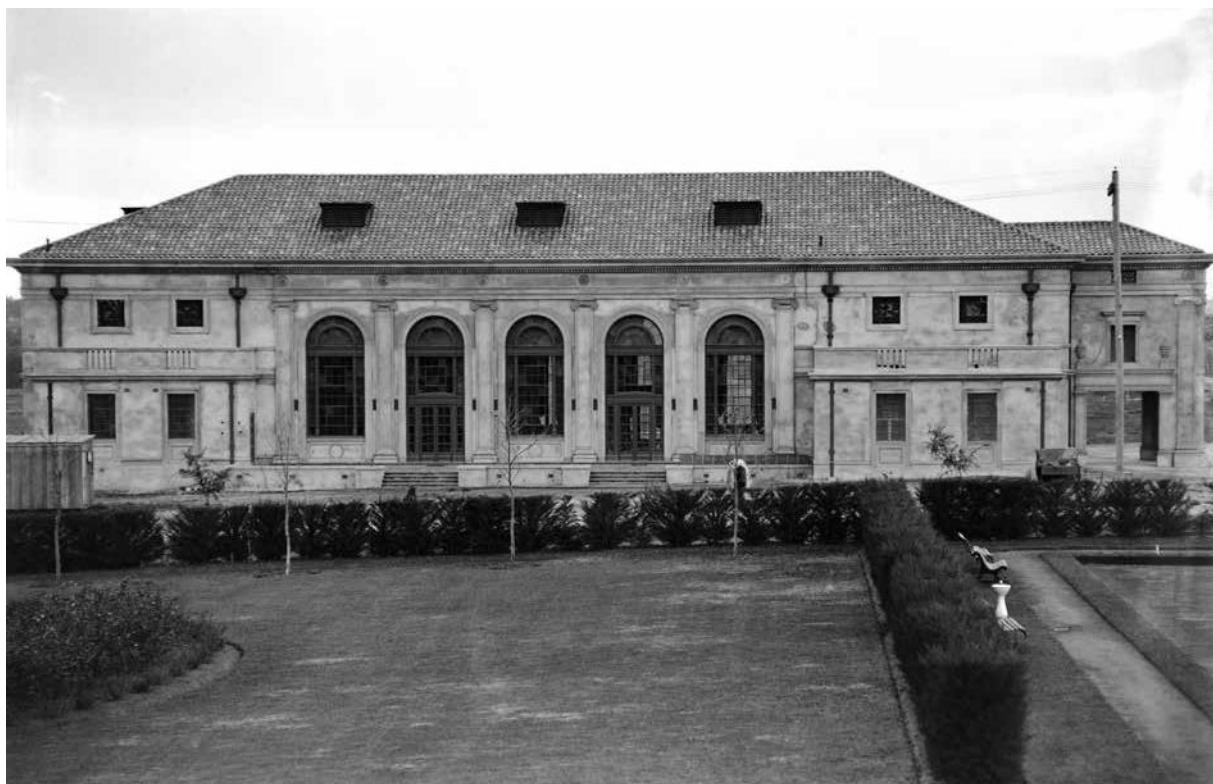
Throughout this period, a number of community halls were built. They were used for social events such as concerts and dances, and for community meetings. The first was Acton Hall, built in 1913. It was used for social events, including concerts, and briefly served as a school until Telopea Park School opened in 1923. Later, it was renamed the Canberra Trades Hall. Another hall was built at the Causeway in 1925, and was used for dances and social events.

By far the largest was Albert Hall. Minister for Home and Territories George Pearce approved the project on 17 February 1926. Unlike other halls, which were mostly built by voluntary labour using materials provided by the Commonwealth, Albert Hall was a government-financed project.

Work commenced in June 1927, and Albert Hall was opened by Prime Minister Bruce on 10 March 1928.³² For many years, the hall remained the largest facility in Canberra for dances, concerts and recitals. It was also used for fundraising activities, citizenship ceremonies and graduation ceremonies for

Australian National University students. In March 2007, the National Capital Authority announced plans to redevelop the area, with the addition of several new buildings near the hall. Public opposition to the proposal forced the authority to abandon the idea.

Selected Records Relating to community Halls	
Archives ACT	
Community centres in general ACT (public halls)	1968/7
Causeway Hall, Block 1 Section 35 Kingston	92/10144
Causeway Hall, Community Facilities Section	C88/2640
Kingston	SP5886
Corroboree Park Community Hall, Block 4 Section 79 Ainslie	92/10163
Ginninderra Community Hall, Block 19 Section 12 Higgins	92/10164
Oaks Estate Community Hall, Block 4 Section 15 Oaks Estate	92/10193
Torrens Community Hall, Block 2 Section 22 Torrens	92/10195
Kaleen Community Hall, Block 54 Section 78 Kaleen	92/10196
Rosehill Spence/Evatt Community Hall, Block 4 Section 42 Spence	92/10197
Yarralumla Hall	92/17754
Torrens Community Hall, General Block 2 Section 22	79/216
Jervis Bay Community Hall	81/5298
Kaleen Community Hall design	NC-81/01766#1
Oaks Estate Community Hall	NC-83/01199
Albert Hall bookings, 1936–69	2013/487
National Archives, Canberra	
Acton recreation hall, Federal Territory, 1913–16	A207, G1916/859
Acton Hall, 1916–17	A361, DSG17/2667
Acton amusement hall, 1922	A192, FCL1922/1484
Acton Hall removal, 1923	A361, DSG23/1969
A site for a trade's hall at Canberra, 1925	A199, FC1925/46
Causeway Hall erection and administration, 1925–35	A1, 1933/2763
Photograph of Causeway Hall under construction, 1926	A3560, 1500
Construction of Assembly Hall, Canberra, 1926	A1, 1926/3542
Trades hall site, Canberra, 1926	A6006, 1926/07/19
Assembly Hall Commonwealth Avenue, 1926–27	A281, DGW1927/211
Acton Hall general, 1926–29	CP698/9, 46/1
Photograph of Causeway Hall, John Butters driving the first nail, 1927	A3560, 781
Albert Hall caretaking, 1928	CP698/9, 46/6
Albert Hall, 1928–29	CP698/9, 46/5 parts 1–2
Acton social service hall, 1928–29	CP698/9, 46/22
Letting of Albert Hall for picture show purposes, 1930–32	A430, G1214
Albert Hall general administration, 1933–57	A431, 1953/2064
Albert Hall catering and refreshment rights, 1937–39	A659, 1939/1/2806



Albert Hall, Canberra, 1928.

NAA: A3560, 4338

Rural land issues

In addition to residential and commercial leasing, Territory lands were leased for rural purposes. By 1928, a total of 218,080 acres (88,253 hectares) were under pastoral lease. A small abattoir had been in operation since 1920. There were also leases for dairy farms, piggeries and orchards. The Federal Capital Commission established an Agriculture Branch to promote agriculture within the Territory.³³

The privately operated abattoir, began in 1920, was replaced by a Commonwealth facility in 1944. The Canberra saleyards opened on 27 February 1930; *The Canberra Times* reported that on the yards' first day of operation, 10,000 sheep were offered for sale.³⁴ A stock route along the Federal Highway leading to the saleyards was also developed.

In September 1923, Minister for Home and Territories George Pearce approved the establishment of a three-member Land Board to make recommendations relating to the administration and control of land within the Territory. The board was established via the Leases Ordinance 1923 and comprised John Goodwin, member of the Federal Capital Advisory Committee; Percy Sheaffe, District Surveyor; and Charles Horsburg, accountant with the Department of Works and Railways. The board was reconstituted by including a Territory lessee and held its first meeting on 6 October 1925.³⁵

Over time, lessees expressed concern over their lease conditions, including shortness of tenure, unfair rents, costs of improving their land, and the limited size of their holdings. They formed the Federal Capital Territory Lessees' Association and lobbied officials for change. The Parliamentary Joint Committee on Public Accounts investigated the lessees' concerns in 1929. It noted that leases varied between one and 25 years, although the average was 10 years. Rents varied between threepence and ninepence per acre.

The committee recommended that lease terms be standardised at 25 years. It also recommended that a new Land Advisory Board be established with three members: one recommended by rural lessees; one appointed by the government; and a chairman, also appointed by the government, preferably from a

contiguous State Land Board. It argued that the Federal Capital Commission should not be a member of the new board.³⁶

Cabinet reviewed the committee's recommendations in February 1930 and agreed to the establishment of a new advisory board, although it noted that current rents were generally fair and reasonable.³⁷ The new board was established via the Land Advisory Board Ordinance 1930 in August of that year.

A Land Commissioner and Land Court were established in July 1936, replacing the former advisory board.³⁸ The role of the Commissioner was to review decisions taken by the Minister in respect of lease rents and conditions, and make recommendations to the Minister. If lessees were dissatisfied with the decision, they could appeal to the Land Court.

Selected Records Relating to Rural Land Issues	
ArchivesACT	
Miscellaneous papers relating to stockowners and stock holdings, 1933–34	CP847/1
Implications of self-government for rural lease and environmental administration, 1986	86/5505
National Archives, Canberra	
Correspondence files, 'L' (Land), 1911–41	A6273
Register of inwards correspondence relating to rural land and lease matters, 1912–59	A8618
Correspondence files, 'RL' (Rural Leases), 1913–32	A6275
Abattoir building, 1921	CP464/5, 1921/190
Stock returns, 1921–24	A365
Contour plan of abattoir site, Mugga Mugga, 1925	A6664, L157 and L157A
Land Branch files, 1928	CT86/5
Hog farm, Majura, 1928–41	A292, C394
Federal Territory lands, compulsory acquisition, 1929–30	CP190/7
Correspondence files, 'L' (Land), 1930–32	A6276
Canberra hog farm, 1930–31	A1, 1932/1238
Stock route roads to saleyards, 1930–38	A292, C1245
Stock route along Federal Highway to saleyards, 1931–32	A1, 1931/2930
Hotel Canberra garbage, Commonwealth hog farm, 1933	A1, 1933/8573
Rural reference sheets, 'R' (Rural), 1950–68	A6732
Correspondence files, 'G' (General), 1958–68	A8613
Correspondence files, 'TL' (Territory Lands), 1962–76	A6345
Correspondence files, 'LA' (Land Administration), 1968–75	A8615
Land Board/Land Advisory Board/Land Court	
ArchivesACT	
Board of Review on Land Valuations general file, 1928–29	A880, TL6277
Proposed Appeal Board (Rental Valuations) under City Area Leases Ordinance, 1930–31	A880, TL7842
Land Commissioner Ordinance, 1933	A2942, 322
Land Court Ordinance, 1935	A2942, 531
National Archives, Canberra	
Land Board, personnel and general matters, 1923–29	A6273, L1929/1730

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Selected RecoRdS Relating to RuRal Land iSSueS (continued)	
Evidence taken at Land Board meetings, 1924	A361, DSG23/3124A
Collection of miscellaneous records of the Land Board and Land Advisory Board, 1925–32	A12088
Land valuation, Canberra, 1928	A6273, L1928/2757
Valuation of buildings, levying of rates and rental charges on premises and land occupied by the Commonwealth, 1928	A6273, L1930/1619
Land Valuation Board of Review, 1928–32	A458, AN120/5
Land valuation appeals, Canberra, 1928–37	A6086, C970
Photographs of Land Court at Acton Court House, circa 1929	A3560, 5937–5939
Minutes of Land Board Appeals, Belconnen, Hall, Gungahlin subdivisions, 1929	A6273, L1929/1497
Land Valuation Ordinance ACT, 1929–70	A432, 1954/2080
Land Advisory Board, FCT, 1930	A458, BD120/5
Land Advisory Board Ordinance, FCT, 1930–32	A1, 1932/808
Maintenance of fencing and destruction of rabbits, report by Land Board, 1931	A1, 1931/6484
Land Advisory Board Ordinance, 1931–32	A1, 1932/3882
Copies of transcripts, valuations, inspection reports relating to Land Court sittings, 1936	CP879/1
Establishment of Land Board in ACT, 1950	A4940, C180
Land Development Board, 1954	A518, FL824/1

Construction of the provisional Parliament House, East Block and West Block

Although desiring a substantial Parliament House in Canberra, the government was reluctant to commit due to the cost involved. In 1921, the issue was referred to the Public Works Committee, which later reported that a permanent building would take seven years to complete and cost £2.5 million. The committee presented two alternative options: the construction of the nucleus of a permanent building on Camp Hill, below Capital Hill, at a cost of £350,000; or the construction of a provisional building just below Camp Hill.³⁹ Cabinet chose the second option.⁴⁰ It was anticipated that the building would take two-and-a-half years to construct at a cost of £220,000. Provision was made for 112 members and 56 senators, and the building was expected to last 50 years. The building was designed by John Smith Murdoch and was constructed from bricks from the nearby Yarralumla Brickworks.

A small ceremony was held on 28 August 1923 to mark the turning of the first sod by Minister for Works and Railways Percy Stewart. As construction began, gifts were received from overseas, including the Speaker's Chair in the House of Representatives, a gift from the British Parliamentary Association, and the President of the Senate's chair, a gift from the Canadian Government.

The building was officially opened by the Duke of York (later King George VI) on 9 May 1927. Dame Nellie Melba sang the national anthem, and the Duke formally unlocked the front doors to the building using a gold key designed for the occasion. Later that day, the guests dined on a variety of foods, including Canberra pudding. Despite meticulous planning, not everything went smoothly. A much smaller crowd than anticipated witnessed the day's proceedings; the result was that several tonnes of food, mostly meat pies, were not eaten and had to be buried.

Since its opening, the building has been enlarged and refurbished several times. The principal change was the construction of 'wings' on the east and west sides in 1949.

Selected Records Relating to the Provisional Parliament House
National Archives, Canberra

Plan of approved Parliament House by John Murdoch, 1924	A2617, section 76/460
Architectural drawings, 'P' (Parliament House), 1925–27	A2514
Royal Visit 1927, unregistered correspondence files, 1926–27	A6977
Duke of York visit, 1926–30	A1606, B40/1 (attachment)
Official program for the opening ceremony, 1927	M4071, 75
Gold key used by the Duke of York, 1927	A6802, 5
Illuminated manuscript of the address read by the Duke of York, 1927	A4867
Catering arrangements during opening of Parliament, Canberra, 1927	A1, 1927/4412
Administrative and general correspondence files, Royal Visit, 1926–27	A6976
Royal Visit 1927, opening ceremony file index, 1926–27	A6978
Royal Visit 1927, action outstanding register, 1927	A6979
Records relating to the Royal Visit, 1927	CP325/6

east block, west block and the government printing office

Between 1923 and 1924, the Public Works Committee reviewed proposals to accommodate public servants relocated from Melbourne. Responding to Parliament's decision to move to Canberra by 1926, the committee recommended that a nucleus of essential public servants, or a 'secretariat' of each key department, should be relocated and housed in 'secretariat' buildings. This was the origin of East Block and West Block.⁴¹

East Block, once known as Secretariat Building Number 1, was designed by John Smith Murdoch for Parliamentary support staff. Construction began in January 1925 and the building was completed in 1927. It has since been used by a number of Commonwealth agencies and has housed a post office, telephone exchange and the Indonesian Embassy. Since 1998, it has been the head office of the National Archives of Australia. West Block, originally known as Secretariat Building Number 2, was also designed by John Smith Murdoch. It was completed in August 1927 and has been used by Commonwealth agencies and, briefly, by the National Library of Australia.

To support Parliament, the Government Printer also moved to Canberra to a new purpose-built facility on Wentworth Avenue, Eastlake (now Kingston). It commenced operation in July 1927.⁴² The building has since been demolished. Printing staff were housed in newly built cottages in Kennedy Street, Eastlake.

Selected Records Relating to the Construction of East Block and West Block
National Archives, Canberra

Drawing of East Block ground and first floor plan, 1924	A9663, A924
Drawing of East Block sections and elevations, 1924	A9663, A925
Percy Sheaffe – photographs recording construction of Parliament House and East Block, 1924–25	M4071, 63
Secretariat Building Number 1, 1924–28	A6270, E2/28/2240
West Block (Hutcherson Bros), late Secretariat 2, 1924–29	A6270, E2/29/1062
Drawing of Secretariat Building 1, and post office, 1925	CT86/1, E
Printers' Quarters Eastlake, construction of staff accommodation, 1925–28	A6270, E2/28/2446
Photograph of printers' quarters, Kennedy Street, Kingston, 1926	A3560, 1676

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Selected Records Relating to the Construction of East Block and West Block (continued)

Photograph of West Block approaching completion, 1927	A3560, 3273
Correspondence, Government Printer, 1927	CP211/2, 9/10
East Block additional work, 1927–30	CT86/1, 298
Printers' Quarters additional work, 1927–30	CT86/1, 212
East Block erection of new office block, 1937	A295, 420

official residences: the Lodge and government House

While Parliament's move to Canberra was being planned, the construction of official residences, particularly for the Prime Minister and Governor-General, was also under consideration. The Federal Capital Advisory Committee recommended that a 'suitable bungalow' should be provided for the Prime Minister and a site was chosen adjacent to Adelaide Avenue. Initially known as the Prime Minister's Residence, it is now widely known as The Lodge. The building was designed by Melbourne architects Percy Oakley and Stanley Parkes. Cabinet approved its construction in December 1925 and a contract was later awarded to a Sydney builder, James Taylor. Work was completed in early 1927 and Prime Minister Stanley Bruce and his wife Ethel were the first residents in May 1927.

Since then The Lodge has been home to many prime ministers and their families, however, in recent years it has been suggested that it is no longer suitable as an official residence. In 2013 the University of Canberra and the Gallery of Australian Design coordinated a competition to design a new Lodge on the shores of Lake Burley Griffin. The competition, known as the Lodge on the Lake, was won by architect Jack Davies. At present the design has no official status and there are no proposals by government to replace the existing Lodge.

Government House (Yarralumla) was previously the residence of pastoralist Frederick Campbell. It was acquired by the Commonwealth in 1912 and, for a short while, was used as office accommodation. In January 1925, Cabinet decided to close the facility. However, that decision was short lived and, by 1926, it was clear that it would be the Governor-General's residence. Furnishings for Government House (and The Lodge) were designed by Ruth Lane Poole, wife of Charles Lane Poole, Principal of the Australian School of Forestry. Initially referred to as the Governor-General's Residence, in January 1927 Cabinet decided that it would officially be known as Government House, the name it bears today.⁴³

Selected Records Relating to the Lodge and Government House

National Archives, Canberra

Valuations of Yarralumla homestead and buildings, 1911–13	A357, 1
Correspondence files relating to the acquisition of Yarralumla homestead, 1911–14	A357
Visitors book Yarralumla, 1917–25	CP188/2
Photograph of The Lodge, 1925	A1200, L83826
Photograph of Prime Minister's Lodge under construction, 1926	A3560, 2006
Prime Minister's cottage (residence), 1926–29	CT86/1, 58
Stanley Melbourne Bruce – The Lodge visitors book, 1927–29	M4254, 2
Governor-General's correspondence files, Royal family (births, deaths, successions, coronations, jubilees), 1935–53	A3522
Visitors book, Government House, 1936–44	A13852
Visitors books, The Lodge, 1966–	A2443, A2444

Endnotes

- ¹ 'Report from the Joint Committee of Public Accounts on the Subject of Canberra Housing', 28 March 1924, pp. 4–5, *Parliamentary Papers*, 1923–24, volume 4, pp. 379–94.
- ² The line actually extended beyond Parliament House to the Kingston Power House and later across the Molonglo River to Civic.
- ³ NAA: A2718, volume 1 part 1, 9 October 1923. In 1988, the drawings prepared by American architect Edwin Pruitt were donated to the National Archives by his grandniece, Hannah Pruitt. They remain the only competition drawings in the Archives' custody.
- ⁴ *Parliamentary Papers*, 1914–17, volume 2, pp. 919–20, 1034–46.
- ⁵ 'Royal Commission on Federal Capital Administration, Report', *Parliamentary Papers*, 1914–17, volume 2, pp. 1067–112; *Parliamentary Papers*, 1917, volume 2, pp. 1–92.
- ⁶ 'Royal Commission on Federal Capital Administration, Report 4. Sewerage of Canberra', p. 3, *Parliamentary Papers*, 1917, volume 2, pp. 43–9.
- ⁷ 'First General Report Construction of Canberra', 18 July 1921, *Parliamentary Papers*, 1920–21, volume 3, pp. 2027–69.
- ⁸ 'Second General Report Construction of Canberra', 31 July 1922, *Parliamentary Papers*, 1922, volume 2, pp. 2791–804.
- ⁹ NAA: A2718, volume 1 part 3, 26 November 1925.
- ¹⁰ A map showing the location of all camps can be found in Ann Gugler, *The Builders of Canberra 1909–1929, Part 1: temporary camps and settlements*, CNP Publications, Canberra, 1994, pp. 17–18.
- ¹¹ The Parliamentary Standing Committee on Public Works was established in 1914 to review proposals for Commonwealth-funded construction projects estimated to cost above a predetermined limit.
- ¹² 'Report together with Minutes of Evidence Relating to the Proposed Construction of a Hostel at Canberra', 11 April 1922, *Parliamentary Papers*, 1922, volume 2, pp. 2285–312.
- ¹³ *Parliamentary Debates*, House of Representatives, volume 99, 26 July 1922, pp. 799–811.
- ¹⁴ NAA: A2718, volume 1 part 1, 9 October 1923.
- ¹⁵ *The Canberra Times*, 24 July 1988, p. 1.
- ¹⁶ 'Report together with Minutes and Evidence Relating to the Erection of Officers' Hostel, Canberra', 26 June 1923, *Parliamentary Papers*, 1923–24, volume 4, pp. 611–44.
- ¹⁷ NAA: A2718, volume 1 part 1, 7 August 1923.
- ¹⁸ NAA: A2718, volume 1 part 2, 5 September and 14 October 1924.
- ¹⁹ Administrator David Miller had suggested the formation of such a commission but World War I prevented its implementation.
- ²⁰ *The Canberra Times*, 3 September 1956, pp. 2, 6.
- ²¹ *Commonwealth Gazette*, number 99, 11 November 1925, p. 2393.
- ²² NAA: A2718, volume 1 part 2, 30–31 January 1924.
- ²³ *The Canberra Times* printed an extract taken from the ledger for the first land sales, compiled by auctioneers Woodgers and Calthorpe (12 March 1965, p. 27).
- ²⁴ NAA: A2718, volume 1 part 1, 22 March 1923.
- ²⁵ NAA: M4071, 64, April 1926.
- ²⁶ *Federal Capital Commission Annual Report*, 30 June 1930, p. 41, *Parliamentary Papers*, 1929–31, volume 3, pp. 2915–3008.
- ²⁷ A brief overview of what Canberra looked like in 1926 can be found in *The Canberra Times*, 3 September 1956, pp. 2, 6.
- ²⁸ *The Canberra Times*, 10 September 1926, p. 10. This was only the second edition of the newspaper, the first edition having appeared one week earlier, on 3 September 1926.
- ²⁹ The ACT Government commissioned a Conservation Management Plan for the Sydney and Melbourne Buildings (produced in 2011), which provides an extensive history of the two buildings (economicdevelopment.act.gov.au).
- ³⁰ 'The Territory for the Seat of Government, No. 1 of 1911, An Ordinance for the Provisional Government of the Territory of the Seat of Government', section 6.
- ³¹ *The Canberra Times*, 24 December 1928, p. 1.
- ³² *The Canberra Times*, 12 March 1928, p. 4.
- ³³ Statistics are taken from Federal Capital Commission annual reports.
- ³⁴ *The Canberra Times*, 28 February 1930, p. 2.
- ³⁵ NAA: A6273, L1929/1730.
- ³⁶ 'Report on Agricultural and Pastoral Leases in the Federal Capital Territory', Joint Committee of Public Accounts, 13 December 1929, *Parliamentary Papers*, 1929–31, volume 3, pp. 639–61.
- ³⁷ NAA: A3264, 19 February 1930, p. 20.
- ³⁸ *The Canberra Times*, 24 July 1936, p. 2.
- ³⁹ 'Report together with Minutes and Evidence, Appendices, and Plans Relating to the Proposed Erection of Provisional Parliament House, Canberra', 18 June 1923, *Parliamentary Papers*, 1923–24, volume 4, pp. 645–792.
- ⁴⁰ NAA: A2718, volume 1, 23 July 1923.
- ⁴¹ 'Report together with Minutes and Evidence Relating to the Proposed Erection of a Secretariat Building at Canberra Including Provision for an Automatic Telephone Exchange and Post Office', 10 September 1924, *Parliamentary Papers*, 1923–34, volume 4, pp. 793–818.
- ⁴² *The Canberra Times*, 15 July 1927, p. 1.
- ⁴³ NAA: A2718: volume 1 part 3, 13 January 1925; volume 2, 5 July 1926; volume 2, 17–18 January 1927.

Chapter 4 Depression and war: Canberra in decline, 1927–57

Subsequent to the opening of Parliament House, in April 1928 Cabinet approved the relocation to Canberra of 184 staff from agencies, including the Bureau of Census and Statistics, Electoral Office, Auditor-General's Office, Public Service Board, Superannuation Fund Management Board, Invalid and Old Age Pensions Office, and Department of Health.¹ Canberra's development seemed assured, but what no-one foresaw was the effect of the Great Depression, beginning in October 1929.

Canberra National Memorials Committee Report

In 1927, the Canberra National Memorials Committee issued a report on the naming of suburbs, streets, parks and other public places. That report formed the basis of most of the names used in Canberra's inner suburbs and streets today.²

The committee divided Canberra into 23 divisions, essentially suburbs. The names commemorated Australian exploration, navigation, pioneering, colonisation, administration, politics, science and letters. New suburbs were created and some old suburbs renamed. On the north side, Ainslie became Braddon, South Ainslie became Reid, and North Ainslie became Ainslie. On the south side, Eastlake became Kingston, Blandfordia became Forrest, and Westridge became Yarralumla.

The report also dealt with the naming of thoroughfares. At the centre was Capital Hill, which the committee believed would one day house a monumental building, possibly the national archives or a 'temple of honour' to great Australians. From here, eight avenues radiated outwards, six of them named after capital cities and the other two named Commonwealth Avenue and Kings Avenue. At the end of each avenue would be a park named after the first governor of each state. Hence, at the end of Brisbane Avenue is Bowen Place, named after George Bowen, Queensland's first governor.

Coat of Arms

On 21 July 1927, Chairman of the Federal Capital Commission John Butters wrote to the Secretary of Home and Territories expressing his wish that Canberra have its own coat of arms. A competition was announced on 13 August 1927, with the winner to receive £25.³ The competition attracted 32 entries, all of which the judges rejected. One entry, prepared by CR Wylie from Sydney, was thought to have sufficient merit to warrant further development.

In April 1928, Wylie's revised design was sent to the College of Arms in London for approval. The college advised in July 1928 that the proposed design, with two black swans, was too similar to the coat of arms granted to Perth a few years previously. The college suggested substituting a kangaroo for one of the swans, but instead the Federal Capital Commission opted for one white swan instead of a black one. After minor adjustments, King George V granted the design by royal warrant dated 8 October 1928. The College of Arms issued the official exemplification (artistic rendition) and blazon (description) on 7 November 1928, along with the crest.⁴

The key symbols on the coat of arms are: the swans represent European Australians and Indigenous Australians; the crown represents the Monarch; the castle represents Canberra and conveys the idea of magnificence and grandeur; the sword represents justice; the mace represents Parliament; the white rose represents the Duke of York, who opened Parliament House in May 1927; and the gum tree represents the growth of Canberra and the fact that it is a garden city.

The official Coat of Arms was held by the National Archives of Australia for many years. To commemorate Canberra's centenary, on 1 July 2013 both it and other supporting documents were formally presented to the ACT Government.

Selected Records Relating to the Coat of Arms	
ArchivesACT	
Royal Grant of Armorial Bearing to Federal Capital Commissioners and the City of Canberra, 1928	CP188/1
Grant of Arms by the Royal College of Arms to the Federal Capital Commission and the City of Canberra, 1928	CP188/2
Impress Seal with matrix bearing the Arms of the Federal Capital Commissioners and the City of Canberra, 1929	CP188/4
Canberra Coat of Arms	1961/58
City Coat of Arms – policy and administration	89/18614
Use by the NCDC of the City of Canberra Coat of Arms as its official insignia	NC-74/00670
National Archives, Canberra	
Designs and notes submitted in competition for Coat of Arms for Canberra, 1927	CP205/1
Coat of Arms City of Canberra general, part 1, 1927–31	A431, 1951/1694
Coat of Arms for city of Canberra, 1927–46	A461, D396/1/10
Canberra Coat of Arms coloured copy, 1928	AA1971/348
Canberra Coat of Arms, 1928–31	A2910, 410/1/93
Coat of Arms City of Canberra general, part 2, 1929–47	A431, 1951/1695
City of Canberra Coat of Arms general file, part 4, 1947–63	A431, 1963/167

Official flower and flag

It would be many years, however, before the Territory had an official flower or its own flag. The Territory's official flower, the bluebell (*Wahlenbergia gloriosa*), was chosen in 1983 and proclaimed in 1984.⁵

A Territory flag was first mooted in the 1960s but rejected in favour of the national flag. Prime Minister Malcolm Fraser was opposed to a Territory flag, and so too was Prime Minister Bob Hawke. With the onset of self-government, design competitions were held in 1988 and again in 1992. Four designs were shortlisted and presented to the community for comment in early 1993. The design by Ivo Ostyn, which featured the Southern Cross and a modified form of Canberra's Coat of Arms in the colours of blue, gold and white, won the competition.

Blue and white are the colours of the city (shown by the wreath above the shield on Canberra's Coat of Arms), while blue and gold are the traditional Territory sporting colours, and were taken from the national blue and gold appearing on the wreath of the Australian Coat of Arms. The ACT Legislative Assembly officially adopted the flag in 1993.

Selected Records Relating to the Official Flag and Flower	
ArchivesACT	
Canberra flag	1963/7
Design of Canberra flag	ZA74/160
Floral emblem for the ACT	81/4653
National Archives, Canberra	
Adoption of a flag for Canberra, 1963–64	A3211, 1963/2444
The bluebell, floral emblem of the ACT, 1982	A6135, K25/11/82/1
ACT flag proposals, 1982–85	A463, 1988/2553

Great Depression and changes to administration

The onset of the Great Depression in October 1929 had a significant impact on Canberra, as it did for the nation. The effect on Canberra's administration was immediate, with James Scullin's government abolishing the Federal Capital Commission in 1930.

demise of the federal capital commission

By 1928, the Federal Capital Commission had completed the provisional Parliament House, East and West Blocks, Printing Office, The Lodge, Government House, Printers' Quarters, Forestry School, Mount Stromlo Observatory, Albert Hall, a series of hotels and guest houses, and Ainslie Primary School. It also had 728 houses under lease, mostly to public servants.⁶

Despite these successes, the commission was unpopular with many Canberra residents. It had freedom from direct Parliamentary and Public Service Board supervision, which caused concern, as did the lack of local participation in its deliberations. In 1928, Parliament resolved that the commission's third member would be elected, rather than being an appointed official. The move did little to dampen criticism of the commission.

In May 1930, the Scullin government used the financial hardships imposed by the Great Depression to abolish the commission.

Selected RecoRdS Relating to tHe fedeRal capital commiSSion	
ACT Heritage Library	
Photograph of John Butters, circa 1929	HMSS 0312
National Archives, Canberra	
General correspondence regarding annual reports of the commission, 1922–29	CP698/11
Photographic prints of early Canberra, 1923–28	A5342
Unregistered files relating to the administration of the Federal Capital Territory, 1924–31	A6447
Administrative correspondence of the Secretary's Department, 1925–28	A12700
Circular letters, 1925–29	CP209/4
Accounting instructions, 1925–29	CP911/3
Administrative correspondence of the Architect's Department, 1925–29	A12693
Organisation circulars, 1925–29	CP911/1
Files relating to construction and maintenance of various public offices, 1925–29	CP698/27
Minutes of meetings, 1925–30	A412
General correspondence, 1927–30	CP981/2
General correspondence, 1927–30	CP981/3
Lantern slides of scenes in Canberra, 1929–30	A8875
Architectural drawings	
Architectural drawings, 'AA' (Architectural) prefix, 1925–28	A2501
Architectural drawings, 'AB' single number series (2nd size), 1913–30	A2502
Architectural drawings, 'AC' (3rd size), 1925–31	A2503
Architectural drawings, 'AD' (4th size), 1926–30	A2504
Architectural drawings, 'AF', 1925–30	A2505

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Selected Records Relating to the Federal Capital Commission (continued)

Architectural drawings, 'AG' (largest size), 1930	A2506
Architectural furniture drawings, 'FA' (smallest size), 1926–29	A2507
Architectural furniture drawings, 'FB' (2nd size), 1926–29	A2508
Architectural furniture drawings, 'FC', 1925–26	A2509
Architectural housing drawings, 'HA' (smallest size), 1927–30	A2510
Architectural housing drawings, 'HB' (2nd size), 1927–30	A2511
Architectural housing drawings, 'HC' (3rd size), 1926–30	A2512
Architectural housing drawings, 'HF' (largest size), 1927–30	A2513

ACT Advisory Council and Civic Administrator

In place of the commission, the government established the ACT Advisory Council. In its initial years, the council comprised three elected members and four appointed members, but this would change. As its name implied, the council was an advisory body only and was often ignored by ministers and governments, but it proved to be a staunch advocate for the Territory. It continued until 1974.

In addition to the council, a Civic Administrator was appointed, whose principal concern was local and municipal administration of the Territory. The first Civic Administrator, AJ Christie, was appointed on 1 August 1930. However, he was soon succeeded by Charles Daley, the former Secretary of the Federal Capital Commission. The position proved to be short lived, abolished in 1932 following a departmental restructure.

Selected Records Relating to Changes to the Administration
Archives ACT

ACT Advisory Council – volumes of signed minutes of meetings, 1930–74	A4854
ACT Advisory Council – committees	NC-70/01035
ACT Advisory Council – comment on municipal accounts	NC-70/01056

National Archives, Canberra

Appointment of Civic Administrator, 1930–32	A1, 1932/1127
Advisory Council election regulations, 1931–67	A432, 1957/1175 parts 1–2
Advisory Council – approval to peruse draft estimates, 1933–43	A659, 1943/1/4355
Advisory Council Ordinance and Regulations part 1, 1935	A1, 1935/1789
Advisory Council members, filling of vacancies and allowances to members, 1935–39	A1, 1938/28196
Advisory Council – consideration of draft ordinances, 1935–51	A431, 1951/1765

Responsibility for land policy and administration within the Federal Capital Territory was returned to departmental control, with the establishment of the Federal Capital Territory's Branch of the Department of Home Affairs as the principal successor for general administrative and local land management matters.

Other economy measures were soon put into place. Officer training establishments at Duntroon and Jervis Bay were closed. Training for army officers was relocated to Victoria Barracks in Sydney, while training for naval officers was transferred to the Flinders Naval Depot in Victoria. As economic prospects brightened and the threat of war increased, Cabinet approved the reopening of Duntroon in September 1935.⁷ Despite the ceremonial laying of a foundation stone in 1936, Duntroon did not reopen until 1937. The Naval College at Jervis Bay did not reopen until 1958.

Selected RecoRdS Relating to tHe cloSuRe of duntRoon and JeRViS bay naval college	
ACT Heritage Library	
Papers relating to the closure of the Jervis Bay naval facility, 1930	HMSS 0232
Australian War Memorial, Canberra	
Cost of removal of Royal Military College to Duntroon, 1934–37	AWM61, 464/18/276
Expenditure, Royal Military College, removal to Duntroon, 1936–37	AWM61, 465/1/814
National Archives, Canberra	
Jervis Bay Naval College, 1930–31	A458, M376/1
Royal Military College, retention of the name 'Duntroon', 1930–31	A1, 1931/25
Duntroon College, removal to Sydney, 1930–33	A292, C885
Correspondence relating to the maintenance of the Naval College, Jervis Bay, 1930–36	CP834/1
Correspondence relating to accommodation at the Military College, Duntroon, 1931–41	CP831/1
Royal Australian Naval College return to Jervis Bay, 1937–71	A5954, 1513/2
National Archives, Melbourne	
Royal Military College, removal from Duntroon to Sydney, 1929–31	B1535, 735/2/141
Proposed removal of Royal Military College to Duntroon, 1935	B1535, 735/2/340
Opening ceremony, Royal Military College Duntroon, 1936	B1535, 735/2/424

Despite the economic hardships of the 1930s, some progress was made. New roads linking Canberra to Goulburn and Yass were completed in 1931, although both were unsealed. The Institute of Anatomy was completed in 1931, the early National Library building in Parkes in 1935, and the Australian War Memorial in 1941 (all discussed in Chapter 8). Canberra High School in Acton opened in 1938, and the Patent Building, located in Barton, was completed in 1940.

New hostels were established. Glebe House, initially the rectory of St John the Baptist Church, was acquired by the Commonwealth in 1930 and operated as a hostel until its demolition in 1955. Barton House, on Brisbane Avenue, was completed in 1940 at a cost of £35,000.⁸ It was first used as a guest house and later as low-cost accommodation. It was demolished in 1981.

Selected RecoRdS Relating to glebe HouSe and baRton HouSe	
National Archives, Canberra	
Photograph of Glebe Guest House, 1930	A3560, 6378
Glebe House, valuation and tenancy, 1933	A292, C4245
Barton House, architectural and general, 1938–43	A292, C17113
Contract for erection and completion of Barton House, 1940	A295, 685
Canberra Hostel, Barton House, 1940	A11960, 1940/14
Barton House, layout of grounds, 1944–45	A659, 1944/1/2261
National Archives, Sydney	
Barton House, Canberra, 1924–59	SP857/10, PR/269

manuka pool

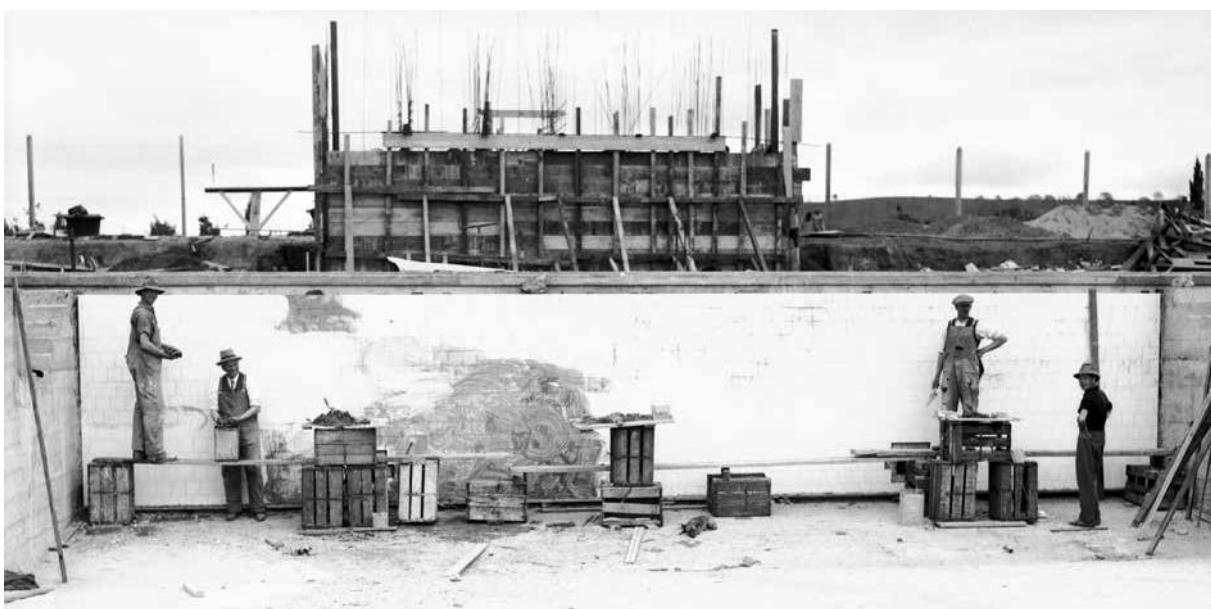
Manuka Pool, Canberra's first government-funded public baths, opened in 1931. Initially planned for Acton, in June 1927 local workman Harold Lasseter offered to construct a pool at Ainslie 50 yards (45.7 metres) long and 20 yards (18.3 metres) wide for £850 if the government would first enclose the site and undertake the excavation.⁹ Lasseter would later achieve fame after dying in the outback having allegedly discovered a fabulous gold reef.

The project was reviewed by the Public Works Committee, which recommended an alternative site near Telopea Park to be closer to children attending the nearby school. The pool was to be heated but the committee rejected this as an unnecessary expense, and it was ultimately shorter than designed as a result of the committee's recommendation that the length be reduced to 100 feet (30.5 metres).¹⁰

Cabinet approved the projected cost of £10,000 and the work was completed in December 1930.¹¹ The pool was officially opened by Minister for Home Affairs Arthur Blakeley on 26 January 1931.¹²

There was one other significant administrative change during this time – the renaming of the Federal Capital Territory to the Australian Capital Territory, effective 29 July 1938. The existing name was considered cumbersome and it was thought that the change would better reflect 'Australian nationhood and the single entity of this nation'.¹³

Selected RecoRdS Relating to manuKa pool	
ArchivesACT	
Manuka swimming pool, modification	NC-77/01119
Manuka swimming pool, solar heating	NC-81/01267
Manuka swimming pool, heritage properties restoration program	92/14153
National Archives, Canberra	
Drawing of Manuka swimming pool, Canberra, 1910–30	M4447, 8
Swimming baths, Manuka, construction and maintenance, 1929–32	A6272, E99
Drawing of Manuka swimming pool, Canberra, public baths, 1930	A2617, section 83/2743
Drawing of Manuka swimming pool, Canberra, public baths, 1930	A2617, section 83/3534
Drawing of Manuka proposed swimming pool, 1930	A2617, section 83/15652



Manuka Pool under construction, Canberra, 1930. Photographer: William James Mildenhall.

NAA: A3560, 6453

National Capital Planning and Development Committee

In 1938, parliamentarians voiced their concern that some building projects were about to take place in Canberra without Parliament having been consulted. Some of these projects appeared to conflict with the Griffin Plan, which was enshrined in legislation via the *Seat of Government Act 1924*.

Member for Parkes Charles Marr noted that the Department of the Interior had chosen a site for the new Canberra High School at Acton, when that site was intended for a future university. Marr also noted that the proposed Patent Office building, to be located between Parliament House and Hotel Kurrajong, had not been referred to the Public Works Committee even though the project was estimated to cost £100,000.¹⁴

To address these concerns, Parliament established the National Capital Planning and Development Committee in December 1938, ostensibly to safeguard the Griffin Plan.

The committee comprised the Chairman of the Public Works Committee, Chairman of the ACT Advisory Council, Assistant Secretary (Civic Administration) of the Department of the Interior, and four other members to be appointed by the Governor-General, of whom at least three were to be authorities on town planning, architecture or engineering.

The Minister of the Interior could refer to the committee any matter relating to the planning and development of the city. The committee could, of its own volition, inquire into the Griffin Plan or proposals for the development of the city or designs for the siting, layout or construction of any public building. The committee was essentially advisory in nature and the Minister was not obliged to accept its advice. It was abolished in 1957 following the establishment of the National Capital Development Commission and the National Capital Planning Committee.

Selected Records Relating to the National Capital Planning and Development Committee	
ArchivesACT	
Minutes of meetings of the committee, 1939–57	A3070
Correspondence files, 'PC' (Planning Committee), 1949–57	A3032

Minutes of meetings of the committee, 1939–57	A3070
Correspondence files, 'PC' (Planning Committee), 1949–57	A3032

Defence installations

Although the 1930s was a period of decline for Canberra, as the threat of war loomed, several defence installations were built.

(army) drill Hall

As early as 1928 there were calls for a drill hall in the Territory. By 1937, a site on Kingsley Street, Turner (now part of the Australian National University), was chosen. Construction of the hall, comprising a drill hall, mess accommodation, offices and stores, began in 1939 and was completed on 12 April 1940.

After World War II, the Army's need for the hall began to wane. Although it still remained the owner of the site, community organisations began to use it. The Army withdrew in 1969 and the university was allocated a lease over the site. In the ensuing years, it was used by Radio ANU and community radio station 2XX. Radio 2XX remained at the site until December 1999, when it relocated to new premises in Bunda Street, Civic.

In March 1985, a joint initiative between the university and the National Gallery of Australia to use the hall as an exhibition space took effect when the newly renamed Drill Hall Gallery opened as an annexe of the National Gallery, which provides Canberra with a program of exhibitions of Australian and international art.¹⁵

Selected Records Relating to the Army Drill Hall	
National Archives, Canberra	
Canberra militia unit and erection of drill hall, 1927–63	A431, 1964/1367
Military training, Canberra Drill Hall and offices, 1937–42	CP323/4, D403
Erection and completion of drill hall at Kingsley Street, Turner, 1939	A295, 618
Canberra Drill Hall, site plan, 1939	A2617, section 2/10198
Canberra Drill Hall, 1939	A2617, section 2/10203
Canberra Drill Hall site plan, 1940	A2617, section 2/10580
ACT Drill Hall, Canberra, 1947–50	A877, CL25914
Canberra militia unit and eviction of drill hall, ANU, 1964–69	A431, 1964/1368
National Archives, Sydney	
Canberra Drill Hall, Royal Military College, occupation by the Australian Military Forces of the Canberra Drill Hall, 1942–43	SP16/4, 3316

naval facilities

Canberra's naval facilities consisted of the Belconnen Naval Radio Transmitting Station and HMAS Harman. The Belconnen transmitting station was located in Kaleen, 10 kilometres outside of Canberra's central business district. Construction began in November 1938 and was completed in 1939. The facility hosted antennas and radio transmitters and, most noticeably, three masts 600 feet (183 metres) high, which allowed the Navy to communicate with its ships at sea. The station ended transmissions on 1 June 2005, and the buildings and masts were demolished in December 2006. The site is now being redeveloped by the ACT Government as the residential suburb Lawson.

HMAS Harman was established to support the Navy's main shore communication station, capable of long-range communication to the Pacific and Indian oceans. Commissioned on 1 July 1943, Harman derived its name from the then Director of Signal Communications, Commander Neville Harvey, and his assistant, Lieutenant-Commander JS Newman. The base continues to serve as a communication centre today and, in addition, provides administrative functions to all Navy personnel located in the Canberra area.

Selected Records Relating to naval facilities	
ArchivesACT	
Naval wireless stations Harman and Belconnen, 1948–52	A859, PG 248
Australian War Memorial, Canberra	
HMAS Harman reports of proceedings, 1964–77	AWM78, 434/1–6
National Archives, Canberra	
Detail plan RAN Harman, 1935–55	A2035, Harman 1
Naval W/T transmitter station at Belconnen, auxiliary power supply, 1937–71	A5954, 1864/24
Belconnen Naval W/T station, general file, 1940–45	A292, C20435 part 2
Harman W/T station, fire protection, 1940–45	A292, C20470
Naval personnel files, 1943–	A10295
Organisation of Her Majesty's Australian Ship Harman, 1953	A2880, 11/8/44
Department of Works plans of Belconnen Naval W/T station, 1934–59	A2617, section 43, numerous items

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Selected RecoRdS Relating to naVal facilitieS (continued)**National Archives, Melbourne**

W/T stations, Harman and Belconnen, Canberra, 1939	MP150/1, 622/203/632
Naval stores, Harman and Belconnen, 1940–44	MP151/1, 612/235/507
Official residences, Harman and Belconnen, 1940–46	MP150/1, 569/201/995
Harman and Belconnen air raid precautions, 1941–43	MP150/1, 449/203/244
Establishment of HMAS Harman as a W/T station in Canberra, 1943	MP150/1, 549/201/128A
Belconnen Naval W/T station, camouflage painting of masts, 1944	MP150/1, 449/203/438
HMAS Harman annual return of presentations, relics, trophies, 1945–46	MP150/1, 635/201/1795

air disaster

On 13 August 1940, an RAAF Lockheed Hudson flying from Melbourne crashed into a small hill to the east of Canberra's airport. All 10 passengers and crew died. They included James Fairbairn, Minister for Air and Civil Aviation; Geoffrey Street, Minister for Army and Repatriation; Henry Gullett, Vice-President of the Executive Council; General CBB (Brudenell) White, Chief of the General Staff; and Lieutenant-Colonel Francis Thornthwaite, White's Staff Officer. Four Air Force crew also died: Flight-Lieutenant Richard Hitchcock, Pilot Officer Richard Frederick Wiesener, Corporal John Frederick Palmer and Aircraftman Charles Joseph Crosdale.

Fairbairn Airbase, the eastern part of the airport, was subsequently named after James Fairbairn in February 1941. A memorial cairn was dedicated at the crash site in August 1960.¹⁶

Selected RecoRdS Relating to tHe aiR diSaSteR**ArchivesACT**

Memorial – air crash victims, Canberra, August 1940	PC40/11/0
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National Archives, Canberra

Cyril Brudenell White (includes correspondence with Murray Tyrrell relating to the Canberra air disaster), 1915–74	M1129, White/C B
Air Force court of inquiry to investigate the accident, 1939–40	A432, 1940/729
Inquest into the deaths, 1940	A6079, MO 625
Inquiry into air disaster, Canberra, 1940	A461, AN314/1/1
Aeroplane crash at Canberra, 1940–41	A1378, P8903
Coronial inquiry, aircraft accident near Canberra, 1940–41	A432, 1940/764
Proposed memorial cairn, air disaster, 1941	A2717, section 10/23570
Photograph of memorial cairn to 1940 air disaster, 1960	A1200, L36018

Royal australian air force, fairbairn

RAAF squadrons were based at Canberra Aerodrome from 1939 onwards. The base was formally established as RAAF Station Canberra on 1 April 1940. The base became Headquarters RAAF Canberra in 1952, and in 1962 was renamed RAAF Base Fairbairn.

The government determined the base was no longer required and, on 28 May 1998, the lease on the base was sold to Canberra International Airport. Part of the base was sub-leased back to the Department of Defence on a five-year lease to allow the progressive wind-up of operations. The base was decommissioned on 27 June 2003 and the domestic area became known as Defence Establishment Fairbairn, with the Canberra International Airport and Capital Airport Group having full control of the airfield and the site.

The only remaining military unit is Number 34 Squadron RAAF, which is responsible for the operations of the RAAF's VIP transport aircraft used to transport Australian officials such as the Prime Minister, Cabinet ministers, Governor-General, Leader of the Opposition, and high-ranking defence force officers when travelling internationally or within Australia.

Selected RecoRdS Relating to Raaf faiRbaiRn	
National Archives, Canberra	
Correspondence files, 1940–91	A8666
RAAF Canberra/Fairbairn general maintenance, 1960–65	A703, 592/9/35
Planting and landscaping, RAAF Base Fairbairn, 1961–75	A1144, P&G1961/438
Correspondence files, 'BS' (Base Squadron), 1962–	A9427
Establishment forecasts, development of RAAF Fairbairn, 1962–67	A703, 635/8/43
RAAF unit history sheets, Base Squadron Fairbairn, 1962–89	A9186, 203
RAAF Station, Fairbairn fire precautions, 1965–91	A431, 1969/2223
RAAF unit history sheets, Headquarters Fairbairn, 1967–89	A9186, 201
Greeting and farewelling of distinguished guests at RAAF Base Fairbairn, 1971–98	A463, 1972/2763
RAAF Fairbairn correspondence files, 1983–	A11188
City Parks Administration, Fairbairn RAAF Station, 1983–85	A431, 1984/3656

canberra during world war ii

The effects of World War II on Canberra were mixed. On the one hand, the city's development regressed as the government consolidated itself in Melbourne. On the other hand, one of the few positives was a new community hospital, which opened in 1943 (discussed in Chapter 12).

There was an influx of Defence personnel, including American and Dutch troops; the latter came to Australia from The Netherlands East Indies (now Indonesia). A series of civil defences was prepared, including air raid trenches throughout the city, and air raid wardens were appointed.

The ACT Patriotic Funds Board was established in 1940. It comprised prominent Canberrans and, subject to the direction of the Department of the Interior, managed fundraising activities for community groups in Canberra and Jervis Bay. The board was abolished in 1950. A Salvage Committee was also established in late 1941 to collect and recycle materials for the war effort.

During the war, 'aliens' resident in the Territory had to report regularly to police stations, and their movements were restricted. They had to report any change of address, and required a travel permit if they wished to leave the area.

Selected RecoRdS Relating to canbeRRa duRing woRld waR ii	
National Archives, Canberra	
Register of aliens domiciled in the ACT, 1939–43	A11448
Minutes of meetings of the Patriotic Funds Board, 1940–50	CP798/1
Applications, correspondence and financial statements of organisations connected with the Patriotic Funds Board, 1940–53	CP798/4
General correspondence relating to the activities of the Patriotic Funds Board, 1940–55	CP798/2
Organisation chart for Air Raid Precautions Services, Canberra, 1941	A2041
Canberra Hospital, tracks for air raid precaution purposes, 1941–42	A292, C20906

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Selected RecoRdS Relating to canbeRRa duRing woRld waR ii (continued)

Papers of the Chief Officer, Commonwealth Police, Air Raid Precautions, 1941–43	A2037
Records of the ACT Salvage Committee, 1941–47	CP738/2
Records relating to the establishment and activities of the National Services Office, 1942–46	A11985
Alphabetical register of alien movements, change of abode and travel permits, ACT, 1942–47	A11442

Post-war years: one step forward

When the war ended in 1945, the Chifley government faced the reality that Canberra's development was severely retarded. Indeed, some government agencies that had previously moved to Canberra had returned to Melbourne, including the Department of the Interior's Works and Services Branch, and the Department of Social Services, which first moved from Sydney to Canberra, and then to Melbourne.

In response to a request from Chairman of the Public Service Board William Dunk, Minister for the Interior Victor Johnson established an interdepartmental committee in October 1947 to review proposals for Canberra's growth and development, including the relocation of departments from Melbourne. In April 1948, Cabinet adopted a four-stage approach to transfer 7027 public servants to Canberra over the next 10 years.¹⁷

It was quickly realised that to provide for sustained growth, both office accommodation and housing had to be provided. In the next three years, a series of temporary office buildings was constructed in Barton, which would house officers from the Public Service Board, Works and Housing, Health, Bureau of Agricultural Economics, and Commonwealth Investigation Service.¹⁸ By far the largest office project, however, was the completion of the Administrative Building in Parkes.

administrative (admin) building

The Administrative Building, more commonly known as the Admin Building, probably holds the record for the longest period of time taken to construct a public building in Canberra.

In 1923, the Public Works Committee criticised the trend towards building temporary office structures and recommended two permanent ones.¹⁹ Cabinet agreed to support one permanent building only, and in 1924 held an architectural competition to design it. The competition attracted 94 entries and was won by George Jones, a Sydney-based architect. Jones died soon after winning the competition; the Commonwealth negotiated with his executors to use his design, with construction beginning in September 1927. The Great Depression intervened in 1929 and work ceased. Construction was revived briefly in 1937, but soon stalled. In June 1943, Minister for the Interior Joseph Collings approved further design work on the building subject to wartime conditions. At the time, the cost was estimated at almost £1 million.

In May 1947, Cabinet endorsed a recommendation to resume work on the building, with the addition of a top floor staff cafeteria and a basement for records storage.²⁰ The building would now be 425 feet (129.5 metres) long and 212 feet (64.6 metres) wide, with a total area of 450,000 square feet (41,800 square metres). As the cost had risen to £1.425 million, and as this was one of the largest permanent buildings in Canberra, the project was again referred to the Public Works Committee.

The committee approved the project and work began in 1948.²¹ The building was first occupied in 1956, marking 29 years since construction had first begun. After extensive refurbishment in the 1990s, it was renamed the John Gorton Building in June 1999.

Selected Records Relating to the Design and Construction of the Administrative (admin) building

National Archives, Canberra

Permanent administrative building, Canberra, architectural competition, 1924	CP464/2, A1924/2486
Report relating to the proposed erection of permanent offices, Canberra, 1925–26	A1818, 15
Permanent administrative building, arrangements with executors of G Sydney Jones for carrying out contract and payments, 1927–30	A292, C21720
Admin Building supply and delivery of copper roofing, 1953–54	A660, IG2509
Administrative Building, Parkes, 1955–59	A2942, 1016



Administrative Building, Parkes, 1957. Photographer W Pedersen.

NAA: A1200, L24244

Housing

Despite taking steps to solve the problem of office space, the critical problem was housing. Although the government had great intentions, building houses in Canberra in the immediate post-war period proved to be extremely difficult, primarily due to shortages of materials and labour. The situation would not ease until the early 1950s.

On 11 March 1947, Cabinet approved a program to construct 3500 homes over the next five to seven years, with an annual allocation of £1 million.²² Nevertheless, between 1946 and 1950 only 1147 houses were built.²³ The government also reversed an earlier policy and allowed the construction of flats. Between 1948 and 1952, four blocks of flats were built at Griffith, Braddon and Ainslie, comprising 184 units.

In the meantime, the government resorted to other measures. It built a series of guest houses and hotels to accommodate public servants, and enlarged some existing facilities. New facilities included Lawley House and Turner Hostel. Lawley House was located at Barton and opened in 1949 (it is now a training college for the Australian Federal Police). Turner Hostel, located at Acton, also opened in 1949 (it has since been demolished). Later facilities included Reid House (1950) and Havelock House (1951).

The British company AV Jennings was contracted to build houses in Reid, Narrabundah, Yarralumla and Duntroon, using tradesmen and labourers recruited from displaced persons camps in Europe.

The government also recycled former defence facilities. The first was Mulwala House, built in 1947 from Air Force materials relocated from Mulwala in the Riverina district of New South Wales. Eastlake Hostel, which also opened in 1947, was a former Air Force camp near the present railway station. Narellan House, located at Reid, opened in 1949. It was built using defence materials relocated from Narellan, south-west of Sydney. Riverside Hostel, located at Barton, was also built from former Narellan materials.²⁴

Perhaps one of the government's most innovative measures was the reuse of houses from Tocumwal. During the war, a number of houses had been built at the Tocumwal Air Force Base. The government decided to relocate some of them to Canberra, and about 200 houses were rebuilt in Ainslie and O'Connor. Many of those houses, now referred to as 'Tocumwals', survive today. In 1997, the precinct was included on the ACT Heritage Places Register, and the ACT Heritage Library has subsequently initiated the Tocumwal Archive project to document the history of the houses and their residents.

Yet even with these increased construction measures, waiting lists for public housing continued to increase, even with a change of government in December 1949. By 1955, the list contained more than 3000 families and individuals.

In the end, the Chifley government's targets for office accommodation and housing failed, mainly due to difficulties in obtaining labour and materials, underestimating Canberra's natural growth, and insufficient funding.

Selected RecoRdS Relating to HotelS and HouSeS	
ACT Heritage Library	
Tocumwal Houses Archive, 1940–2000	HMSS 0074
ArchivesACT	
New hostel, Barton (Lawley House), 1943–49	A3032, PC32/3/2
Erection of hostel in Turner, Havelock House, 1945–49	A3032, PC32/14/1
Mulwala Hostel, 1946–47	A3032, PC32/11/1
Narellan Hostel, 1947	A3032, PC32/12/1
Gowrie Hostel, opening ceremony	NC-64/01053
Provision of additional hostel accommodation for under 18 years	NC-67/00077
TAFE colleges accommodation for students Narellan House 1988–	NC-88/00561
Sale of Havelock House	88/12792
National Archives, Canberra	
Demolition and removal of hostel at Mulwala and erection at Parkes, 1942–47	A295, 1044
Contours, site for Mulwala Hostel, 1946	A6664, L234
Drawing of Narellan House proposed hostel, Reid, 1946	A2617, section 81/17424
Erection of a workmen's hostel in Reid, AV Jennings, 1949	A1307, 250
Erection of 56 timber houses, Yarralumla, AV Jennings, 1950	A1307, 290
Transformation and erection of 500 prefabricated houses, AV Jennings, 1950	A1307, 446
Royal tour 1954 accommodation, Havelock House, 1954	A462, 825/2/5M
Details and contours, Mulwala House, 1963	A2617, L246C
National Archives, Melbourne	
Importation of German carpenters for Canberra contracts, AV Jennings, 1951–58	B128, 1955/1962

King George V memorial

While the government grappled with issues involving the relocation of public sector agencies and housing, Canberra's role as a city of monuments was boosted with several new additions. The first of these was a memorial dedicated to King George V, who had died in January 1936. As the Duke of York and Cornwall, he had opened the first Commonwealth Parliament in Melbourne on 9 May 1901, and it was considered fitting that a monument dedicated to him should be built in Canberra, near the provisional Parliament House.

Construction of the memorial began in 1941 and was completed in 1951, with the bronze statue cast in England. Much of the memorial's cost was raised through public donations. The memorial was unveiled by Governor-General William McKell on 4 March 1953. Initially, the memorial stood in front of the provisional Parliament House, but in 1968 it was relocated to its present position adjacent to Old Parliament House.

Selected Records Relating to the King George V Memorial	
ArchivesACT	
National Capital Planning and Development Committee, King George V Memorial, 1944–53	A3032, PC40/8
King George V Memorial	PC40/8/0
National Archives, Canberra	
Legislation to give effect, King George the Fifth Memorial, Canberra, 1935–44	A432, 1937/1176
King George V Memorial, erection at Canberra, part 1, 1936	A1, 1936/2140
King George V Memorial at Canberra, 1936	AA1972/341, 198
King George V Memorial, erection at Canberra, part 2, 1936–38	A1, 1937/2376
King George V Memorial at Canberra, 1936–43	A461, O370/1/8
Documents relating to the King George V Memorial, 1938–39	CP945/1
King George V Memorial, erection at Canberra, part 3, 1938–41	A659, 1944/1/634
King George V Memorial, Canberra storage of models, 1950	A462, 827/3/2
King George V Memorial Fund, 1950	A425, 1950/4495
King George V Memorial, Canberra, representation completion, 1951–53	A462, 827/3/9
National Archives, Melbourne	
Unveiling King George V Memorial, 1952	MP897/1, 83/2/496
National Archives, Sydney	
Audio tape: King George V Memorial, Canberra unveiling ceremony, 1953	C102, OC35

australian–american memorial

In June 1948, the Australian–American Association sought to establish a memorial in Canberra to commemorate the support provided to Australia by the United States during World War II. The search for a site involved a number of locations, including the grounds of the Australian War Memorial, before the site at Russell was chosen.

An Australia-wide competition was held in 1949, with entries closing on 31 January 1950. There were 33 entries; the winning design was submitted by Richard Ure. Second prize was awarded to Bunning and Madden, a Sydney-based company that would later design the new National Library building.

Work commenced in December 1952 and was completed in 1954, at a cost of £100,000. The memorial, which is a hollow octagonal column standing 73 metres high and topped by an aluminium eagle 12 metres high, was opened by Queen Elizabeth II on 16 February 1954.

Selected Records Relating to the Australian-American Memorial	
ArchivesACT	
National Capital Planning and Development Committee, Australian-American Memorial, 1948–55	A3032, PC40/5
National Archives, Canberra	
Australian-American Association, memorial to America, 1948–55	M1146, 10
Enquiry regarding site of Australian-American Memorial, Canberra, 1951	A705, 129/1/63
Royal tour, Australian-American Memorial, detail of official dais, 1952	A2617, section 42/20899
Royal tour, Australian-American Memorial, amended site works for foundation stone ceremony, 1952	A2617, section 42/20882
National Archives, Sydney	
Audio tape: Australian-American Memorial, Canberra, 1953	C102, OC37

Senate Select Committee on the Development of Canberra

Despite best intentions, Canberra's post-war development was slow indeed. A lack of funding and insufficient housing meant that the planned relocation of public servants from Melbourne failed to occur. The limited building activity that did occur was managed by the Department of Works. From Canberra's establishment, the department coordinated the majority of building activities. Even in later years, agencies such as the National Capital Development Commission would be clients of the department.

Selected Records Created by the Department of Works	
National Archives, Canberra	
Contract agreements, 1918–48	A295
Architectural plans of Canberra, 1921–59	A2617
Aperture cards for ACT plans and drawings, 1921–59	A9663
Record of building applications and permits issued, 1925–53	CP952/1
Building project files, 1925–59	A869
Plan register, 1926–59	A12423
Correspondence files, 'C' (Commonwealth), 1930–49	A292
Job files, 1949–	A660

On 3 November 1954, Senator John McCallum called for the appointment of a Select Committee to report on the development of Canberra in relation to its original plan and subsequent modifications.²⁵ The committee was duly appointed and its report, presented on 29 September 1955, signalled Canberra's renaissance.²⁶

The Committee made 76 recommendations, including the:

- creation of a separate ministerial portfolio for the Territory, with Parliamentary oversight through a standing committee on the development of Canberra
- establishment of a single authority for the development and administration of Canberra
- creation of an ACT legislative council, Canberra municipality and ACT shire council
- accelerated movement of government offices and staff from state capitals
- construction of facilities such as a national gallery, high court, opera house and national museum
- population density and size to be increased while preserving the 'garden atmosphere' of the city
- commencement of major works, such as the future Lake Burley Griffin, and extension of suburban facilities, such as schools and shopping centres, to keep pace with the expanding population.

Selected RecoRdS Relating to tHe Senate Select committee on tHe deVeLopment of canbeRRA	
ACT Heritage Library	
Papers of the Senate Select Committee on the Development of Canberra, 1954–55	HMSS 0019
ArchivesACT	
Senate Committee on the Development of Canberra, 1955–56	A2942, 1010
National Archives, Canberra	
Records of the inquiry into the development of Canberra in relation to the original plan and subsequent modifications, 1954–55	A12449
General files of the Senate Select Committee on the Development of Canberra, 1954–55	A7686
Papers of the 'Reference to inquire into and report upon the development of Canberra in relation to the original plan and subsequent modifications', 1955	AA1984/414

parliamentary Joint committee on the act

Acting on the Senate Committee's recommendation, in November 1956 Minister for Works Allen Fairhall recommended the establishment of a Joint Parliamentary Committee to examine and report on all proposals for modification or variation to the plan of the city of Canberra and its environs.²⁷ Parliament approved the recommendation and the Parliamentary Joint Committee on the ACT was established on 8 November 1956. The committee has existed ever since. From time to time, the committee is also required to investigate other matters referred to it by the relevant minister or one of the houses of Parliament. Other issues that the committee has reported on include variations to the plan of Canberra, freehold land in the ACT, and the National Capital Development Commission's metropolitan policy and development plan.

Selected RecoRdS Relating to tHe paRliamentary Joint committee on tHe act	
ACT Heritage Library	
Parliamentary Joint Committee on the ACT Records, 1971–75	HMSS 0147
ArchivesACT	
NCDC submission to the Parliamentary Joint Committee on the Australian Capital Territory	86/5568
Legislation and Legal Policy Branch – Joint Parliamentary Committee on the ACT	87/8551
Parliamentary Joint Standing Committee – Inquiry into the ACT Election	89/15301
Joint Parliamentary Committee on the ACT – Inquiry into Municipal Type Market – Part 1	68/934
Parliamentary Joint Committee on the ACT – Constitution and terms of reference	68/1448
Parliamentary Joint Committee on the ACT – Milk Industry Inquiry, 1969	69/2185
National Archives, Canberra	
General files, 1957–82	A5783
Minutes of meetings, 1959–87	A9670
General files, 'GA' (first system), 1962–75	A5334
General files, 'GA' (third system), 1981–83	A7831

continued over

Selected RecoRdS Relating to tHe paRliamentary Joint committee on tHe act (continued)

Volumes of transcripts of evidence, master set, 1971–74	A7551
General files, 'GA' (fourth system), 1983–86	A9669
General files, 'GA', 1983–84	A7155
Administrative files, 1985–87	A9668

National Archives, Melbourne

Gordon Bryant – transcripts of evidence, reports and background material, 1973–75	M2656
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Endnotes

- ¹ NAA: A2718, volume 4 part 3, 20 April 1928.
- ² 'Canberra National Memorials Committee Report in Regard to the Naming of Canberra's Streets and Suburbs', 8 December 1927, *Parliamentary Papers*, 1926–28, volume 2, pp. 1311–17. The committee comprised the Prime Minister, Minister for Home and Territories, Chief Commissioner of the Federal Capital Commission, and two non-government 'experts'. It was formally constituted via the National Memorials Ordinance 1928.
- ³ The competition was advertised in several capital city newspapers and the journal *Architecture*, volume 16, number 9, September 1927, p. 177.
- ⁴ NAA: A431, 1951/1694.
- ⁵ National Library of Australia: (Tom Uren) MS 6055, series 10, folder 13, box 63.
- ⁶ 'Federal Capital Commission Fifth Report', 30 June 1929, pp. 8, 41, *Parliamentary Papers*, 1929–31, volume 3, pp. 2915–3008.
- ⁷ NAA: A2694, volume 14 part 2, 1538, 5 September 1935.
- ⁸ *The Canberra Times*, 12 April 1940, p. 3.
- ⁹ *The Community News*, volume 2, number 9, 11 June 1927, p. 20.
- ¹⁰ 'Report together with Minutes and Evidence Relating to the Proposed Construction of Public Baths at Canberra', 30 April 1930, *Parliamentary Papers*, 1929–31, volume 3, pp. 1133–69.
- ¹¹ NAA: A3264, 6 May 1930, p. 38.
- ¹² *The Canberra Times*, 27 January 1931, p. 2.
- ¹³ *Parliamentary Debates*, House of Representatives, volume 156, 20 June 1938, p. 2326.
- ¹⁴ *Parliamentary Debates*, House of Representatives, volume 156, 29 June 1938, pp. 2790–803.
- ¹⁵ Gary Estcourt, 'Canberra's Drill Hall Gallery', nationaltrust.org.au, accessed 27 January 2013.
- ¹⁶ *The Canberra Times*, 13 August 1960, p. 3.
- ¹⁷ NAA: A2700, 1045B, 1 April 1948.
- ¹⁸ NAA: A2700, 1333A, 27 February 1948.
- ¹⁹ 'Report together with Minutes and Evidence and Plans Relating to the Construction of Provisional Administrative Offices at Canberra', 21 June 1923, *Parliamentary Papers*, 1923–24, volume 4, pp. 587–610.
- ²⁰ NAA: A2700, 1333, 8 May 1947.
- ²¹ 'Report Relating to the Proposed Permanent Administration Offices, Canberra', 17 September 1947, *Parliamentary Papers*, 1946–48, volume 22, pp. 511–22.
- ²² NAA: A2700, 1210E, 24 February 1947.
- ²³ NAA: A4926, 451.
- ²⁴ Mulwala House, which stood in Commonwealth Park, closed in 1969 and was later demolished; both Eastlake Hostel and Riverside Hostel closed in 1952 and were later demolished; Narellan House was later used as student accommodation and finally demolished in 1993.
- ²⁵ *Parliamentary Debates*, Senate, volume 4, 3 November 1954, pp. 1188–91.
- ²⁶ 'The Senate Report from the Select Committee Appointed to Inquire into and Report upon the Development of Canberra', September 1955, *Parliamentary Papers*, Journals of the Senate, 1954–55, pp. 255–415.
- ²⁷ *Parliamentary Debates*, House of Representatives, volume 13, 8 November 1956, pp. 2135–40.

Chapter 5 Suburbs still searching for a city, 1957–72

By the early 1950s, Canberra consisted of a few disjointed suburbs on either side of the future Lake Burley Griffin site. The effects of the Great Depression and World War II were still being felt. Griffin's grand design had come to little, and the nation's capital appeared to be a series of 'suburbs still searching for a city'.¹ Yet three events were soon to occur that would effectively mark the revitalisation of Canberra.

In November 1956, Cabinet approved a report recommending a major program of public service transfers from Melbourne and a complementary program of works. The report noted that some departments already had their head offices in Canberra: Attorney-General's, Customs and Excise, External Affairs, Health, Immigration, Interior, National Development, Prime Minister's, Primary Industry, Territories, and Trade and Industry. Nevertheless, all Defence departments were still in Melbourne, so too were Supply, Works, Civil Aviation, Social Services, Labour and National Service, Repatriation, Shipping and Transport, and Postmaster-General's. In all, there were 8340 head office staff still in Melbourne. Apart from relocating most of them to Canberra, the report recommended a six-year building program, which would include housing, roads, schools and other ancillary services. The six-year funding program would ensure certainty. It would not do, the report claimed, to have programs 'fluctuating violently from year to year'.²

Second, William Holford (a London-based town planning expert) visited Canberra to report on the future development of the city; Prime Minister Menzies had met Holford during a visit to London and invited him to visit Canberra. Third, legislation to enact the National Capital Development Commission passed in September 1957.

The Holford Report

William Holford arrived in Canberra in June 1957, and presented his report to the government in December that year.³ Essentially, he made three recommendations: the capital should remain a garden city; it should develop a modern system of communication by road and air; and it should eventually become a centre for aspects of Australian culture.

Holford argued that Canberra's 'two halves' should be joined via a lake, which would be formed by constructing a dam on the Molonglo River near Yarralumla and building two road bridges over the lake. He also recommended that the future Parliament House should be sited on the lakefront rather than Capital Hill, his rationale being that the building should be at the centre of the axis from Mount Ainslie to Capital Hill, not at one end of it. He argued that Parliament House would be 'symbolically and actually out of place' on Capital Hill.⁴

At the request of the National Capital Development Commission, Holford presented a progress report in 1965.⁵

Selected Records Relating to the Holford Report	
National Archives, Canberra	
Holford Report on Canberra, 1956–64	A4940, C1698
Holford Report on the Canberra plan, 1957–58	A463, 1957/1559
Canberra development Holford Report, 1958	A4926, 1127
Report on William Holford's observations on Canberra, 1958	A4926, 1284

National Capital Development Commission

In a departmental paper, 'The problems of Canberra – its future', Ronald Mendelsohn (from the Prime Minister's Department) noted that Canberra's development was split between two departments, Interior

and Works. They were not functioning together and seemed unable to manage development, particularly with respect to land and housing. The current situation was 'chaos', Mendelsohn wrote, and there was a need for a single authority that would have overall developmental responsibility.⁶

The government supported the recommendation and established the National Capital Development Commission in September 1957. The first commissioners took office in March 1958 under the direction of John Overall. The commission had four objectives: to complete the establishment of Canberra as the seat of government; further the development of Canberra as an administrative centre; give Canberra an atmosphere and individuality worthy of a national capital; and further the growth of the national capital as a place in which to live.

At the time of the commission's establishment, Canberra's population was 39,000 and rising at 5,000 a year. Over the next 30 years, before its demise in 1989, the commission played a leading role in the development of Canberra and the Territory. Its activities were summarised in a series of 32 annual reports presented to its Minister and Parliament. These reports, printed in *Parliamentary Papers*, provide a wealth of information about the commission's activities.

One of the commission's first tasks was to review the Holford Report, which Cabinet referred to it in May 1958. The commission supported Holford's recommendations to establish the lake and locate Parliament House on the lakefront, believing that Capital Hill would be 'inappropriate' and the building would be 'almost invisible from the central areas of the city'.⁷ The commission added a third recommendation, to establish a central Defence complex at Russell, near the Australian-American Memorial, otherwise 'the plan of the city will remain unbalanced and incomplete'.⁸ Cabinet approved the recommendations on 23 July 1958.

Selected Records Relating to the National Capital Development Commission	
ACT Heritage Library	
Commission member Oskars Pumpur's papers, 1925–2000	HMSS 274
ArchivesACT	
Statutory planning files, 'SP', 1958–	A6987
Landscape paintings by Lawrence M Daws, 1960	A7765
Functional review, specific inquiries from Committee of Review of NCDC	NC-82/01172
National Capital Development Commission Coordination Committee meeting, 16 August 1972	NC-72/01437
Addresses and speeches by commissioners to outside organisations	NC-81/01235#1
Forward construction program, 1983–84 and 1985–86	NC-83/00107#1
Special project meetings, 1982	NC-82/00099#1
Government of Canberra and ACT financial principles and accounts	NC-73/00368#5
ACT self-government	NC-74/00378#1
Radioactive waste policy	NC-76/00754#1
National Capital Development Commission – Canberra city centre – Policy Plan, 1980	NC-78/01683#1
Construction program, 1982–83	NC-82/00009#1
Land development program, 1982–83	NC-82/00040#1
Five-year economic plan for Canberra	NC-83/01269#1
National Archives, Canberra	
Commission member Oskars Pumpur's papers, 1950–82	A13312
Minutes and papers of meetings of the National Capital Planning Committee, 1958–83	A8839

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Selected RecoRdS Relating to tHe national capital deVelopment commiSSion (continued)	
Minutes of commission meetings, 1958–88	A8840
Contract documents, project series, 1958–	A1701
Correspondence files, 1958–89	A1340
Plans relating to CRS A1655, contract documents, 1959–	A8158
Contract documents, 1959–64	A1655
Minutes of Coordination Committee meetings, 1959–75	A8841
Plans relating to CRS A1655, contract documents, 1959–	A8158
Design and order files, 1963–65	A1653
Design and order files, 1963–68	A1654
Contract documents, 1964–67	A1829
Design and order files, 'KO' (Kommission Order), 1965–74	A2158
Minutes of Sculpture Committee meetings, 1966–75	A8844
Minutes of Artworks Committee meetings, 1975–78	A8845
Minutes of Program Committee meetings, 1975–89	A8842
Minutes of meetings of the Planning Committee, 1975–89	A8847
Minutes of Special Project meetings, 1977–88	A8846
National Library, Canberra	
National Capital Development Commission, 1973–75 (Tom Uren)	MS 5816, series 7, multiple folders, box 78

national capital planning committee

The *National Capital Development Commission Act 1957* also created a National Capital Planning Committee. The committee first met on 16 April 1958, replacing the former National Capital Planning and Development Committee. The role of the committee was to review major development and planning proposals generated by the commission.

Selected RecoRdS Relating to tHe national capital planning committee	
ArchivesACT	
NCPC – minutes of 10th–18th meetings	NC–70/00266
NCPC – minutes of 19th–26th meetings	NC–70/00267
NCPC – minutes of 27th–34th meetings	NC–70/00268
NCPC – minutes of 35th–50th meetings – Part 1	NC–70/00269#1
NCPC – minutes of 51st–58th meetings – Part 2	NC–70/00269#2
NCPC – minutes of 59th–61st meeting – Part 3	NC–70/00269#3
NCPC – minutes of 62nd–66th meeting – Part 4	NC–70/00269#4
NCPC – minutes of 67th–80th meeting – Part 5	NC–70/00269#5
NCPC – minutes of 81st–89th meeting – Part 6	NC–70/00269#6
NCPC – minutes of 90th–101st meeting – Part 7	NC–70/00269#7
NCPC – minutes of 100th–104th meeting – Part 8	NC–70/00269#8
NCPC meeting 109, 29–30 October 1970	NC–70/00836
NCPC meeting 179, 20 August 1981	NC–81/01296

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Selected RecoRdS Relating to tHe national capital planning committee (continued)

NCPC meeting 181, 18–19 February 1982	NC–81/01606
NCPC meeting 202, 12 December 1986	NC–86/01976
171st NCPC meeting, 17–18 April 1980	NC–80/00701
172nd NCPC meeting, 19–20 June 1980	NC–80/00892
173rd NCPC meeting, 21–22 August 1980	NC–80/01123
174th NCPC meeting, 27–28 November 1980	NC–80/01540#1
174th NCPC meeting, 27–28 November 1980	NC–80/01540#2
175th NCPC meeting, 12 December 1980	NC–80/01694

Expansion on a grand scale

One of the National Capital Development Commission's first decisions was to adopt the Lakes Scheme, which involved the construction of a dam across the Molonglo River at Yarralumla and two road bridges over the newly formed lake. Work began on Scrivener Dam (named after surveyor Charles Scrivener) in September 1960. The dam is 319 metres long and 33 metres high. The project was completed on 20 September 1963, when the dam's valves were closed, enabling the lake to fill.

Although construction of the dam and the lake was the ultimate realisation of Griffin's original Canberra design, the Public Works Committee had reviewed similar proposals in 1915 and again in 1926.

In 1915, the committee reviewed a proposal to construct a dam across the Queanbeyan River. The dam would be 100 feet (30.5 metres) high and cost £100,000. Its construction would regulate the flow of the Molonglo River, and also provide for a series of ornamental lakes. The committee recommended that the matter be deferred, believing it was unnecessary at the time.⁹ Again, in 1926, the committee examined a proposal to construct a dam across the Molonglo River at Yarralumla. The dam would be 60 feet (18.3 metres) high and cost £50,000. While it would improve drainage along the river, it would also provide for a series of recreation and beautification facilities. The committee rejected the proposal, saying the dam should not proceed until full development of the lake also proceeded.¹⁰

Two bridges were built over the newly forming lake: Kings Avenue and Commonwealth Avenue. The Public Works Committee had actually reported on a proposed Commonwealth Avenue Bridge in 1955.¹¹ It also noted a suggestion by the Department of Works that another bridge be built over the lake, where Anzac Parade is today.

There had, in fact, been two earlier Commonwealth Avenue bridges, one built in 1916 and the other in 1924. There were other low-level crossings over the Molonglo River as well; Lennox Crossing, initially known as Acton Crossing, was renamed after pioneer bridge builder David Lennox in 1928. The second was Scotts Crossing, named after pioneer John Scott, located near Blundells Cottage and the National Gallery of Australia. Both crossings closed as work on the lake advanced. Lennox Crossing closed on 13 August 1963.

Kings Avenue Bridge is 270 metres long, and four lanes wide; it was opened by Prime Minister Robert Menzies on 10 March 1962. Commonwealth Avenue Bridge is 310 metres long and six lanes wide. Construction began in March 1961 and the bridge was opened in November 1963.

Ironically, by the time the two bridges were completed, Canberra was in the grip of drought and it took some time for the lake to fill; initially the two bridges spanned an almost empty lake. The lake finally filled on 29 April 1964 and was officially opened by Prime Minister Menzies on 17 October 1964. Despite suggestions that the lake be named after him, Menzies declined, noting that to date there was no Canberra monument named after Walter Burley Griffin.

**Selected RecoRdS Relating to tHe conStRuction of ScRiVeneR dam,
commonwealTH and KingS aVenue bRidgeS, and Lake buRley gRiffin**

ArchivesACT

Scrivener Dam – Part 1	P&G1967/133
Site at Scrivener Dam – establish trout farm	88/778
Lake Burley Griffin – policy plan, 1981–83	A43181/2616
Lake Burley Griffin – Policy and Development Plan Report	NC–84/01943
Molonglo River Dairy Flat Upstream Lake Burley Griffin – policy planning	NC–84/01697
Lake Burley Griffin – land and water axes intersection	NC–82/00981
Lake Burley Griffin – water quality	NC–80/01440#3
Lake Burley Griffin – pollution	C84/639
Lake Burley Griffin – tourist ferry – Part 1	72/1253
Lake Burley Griffin – fishing and research – Part 1	71/819
Pumping of water from Lake Burley Griffin – maintenance of level	70/178
Control of pollution in Molonglo River and Lake Burley Griffin	69/246
Lake Burley Griffin – requirements for boats carrying passengers for hire	66/1016
Supply and consumption of liquor on launches operating on Lake Burley Griffin	65/1292
Lake Burley Griffin – plan	88/196
Lake Burley Griffin – management plan	89/14002
Lake Burley Griffin – use of power boats	89/14004
Lake Burley Griffin – paddle steamer	89/14006
Lake Burley Griffin – international rowing course	89/14009

National Archives, Canberra

Papers relating to Queanbeyan Dam, 1915	A771
Molonglo Bridge, Commonwealth Avenue, 1921–22	A414, 47
Photograph of Old Commonwealth Avenue Bridge over Molonglo River, 1921–22	A3560, 232
Lennox Crossing, bridge and roadway, 1924–44	A292, C22013
Scotts Crossing, plan of levels proposed bridge site, Molonglo River, 1928	A6664, L224
Scotts Crossing, Molonglo River, 1930	A292, C981
Commonwealth Avenue, proposed new bridge (test drilling), 1951–59	A976, 1960/1057
Kings Avenue Bridge, investigations for bridge foundations, 1954–55	A660, IG2752
Kings Avenue Bridge site, test pile investigation, 1957	A660, IG3306
Kings Avenue Bridge, investigations for bridge foundations, 1957–59	A660, IG3726 parts 1–2
Kings Avenue Bridge, investigation, boring of test holes, 1958–61	A660, KB4
Lakes scheme design of Scrivener Dam, 1959–65	A976, 1965/1086 parts 1–2
Commonwealth Avenue Bridge, additional site investigation, 1960–61	A660, KM1024 parts 1 and 3
Kings Avenue Bridge construction, Hornibrook McKenzie Clark, 1960–63	A660, KCS6 parts 1–8

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Selected RecoRdS Relating to tHe conStRuction of ScRiVeneR dam, commonwealH and KingS aVenue bRidgeS, and lAKe buRley gRiffin (continued)	
Kings Avenue Bridge, supervision and administration, 1960–66	A660, KCS6076 parts 1–11
Commonwealth Avenue Bridge, supervision and administration, 1960–66	A660, KCS6076 parts 1–11
Commonwealth Avenue Bridge monthly reports, 1961–64	A976, 1961/586
Commonwealth Avenue Bridge progress payment summaries, 1961–64	A976, 1962/1923 parts 1–2
Kings Avenue Bridge construction, Hornibrook McKenzie Clark, 1961–65	A660, KCM6 parts 9–10
Lake Burley Griffin operation and maintenance, 1961–75	A1144, P&G1968/035
Commonwealth Avenue Bridge, 1965–91	A431, 1969/2160 part 2
Scrivener Dam, declaration as a prohibited area, 1971–89	A431, 1972/527

development of the city and environs

Apart from the lake scheme, a massive series of developments within the city centre and surrounding suburbs also began. Prime Minister Menzies had announced that Defence personnel would relocate to Canberra and they did, between 1959 and 1963, to new buildings at Russell. The contract for the first of an initial eight Russell buildings was let in June 1959. The first building was opened by Menzies on 17 November 1960. Buildings 2–4 were completed by 1962.

In its first year of operation, the National Capital Development Commission spent £15 million on Canberra's development.¹² A contract to construct Civic Offices and Civic Square was let in August 1959 and the facilities handed over on 11 March 1961. The Regatta Point Exhibition Building (now the National Capital Exhibition) was completed in 1962. Originally intended as a temporary venue, it proved so popular it has remained ever since.

A contract for the construction of a 1200-seat auditorium at the head of Civic Square, together with a 300-seat drama theatre, was let in 1963 at a cost of £462,000. The facilities, known as the Canberra Theatre Centre, opened on 24 June 1965.

By 1965, the following were complete: Academy of Science, Bendora and Scrivener dams, Lake Burley Griffin, Civic Offices and Civic Square, Government Printing Office, Law Courts, Reserve Bank, Tariff Board, seven Defence buildings at Russell, a new main block and nurses' home at Canberra Community Hospital, Menzies and Chifley libraries at the Australian National University, Mint, new printing facility at Kingston, School of Commerce for the Canberra Technical College, and Canberra Deep Space Tracking Station at Tidbinbilla.¹³

In just five years, 2400 public servants had relocated from Melbourne. Henry Wells (Chairman of the Hemel Hempstead New Town Corporation in England) visited Canberra in August 1961 at the request of the commission to advise if a sound financial investment was being created for the Commonwealth. He reported that the commission's annual budget allocation was being wisely spent and was a profitable long-term national investment. Wells would make repeat visits in the ensuing years.¹⁴

Two new office buildings were built on Anzac Parade, near the lake. The buildings, known as Anzac Park East and Anzac Park West, were intended to serve as portal buildings flanking the approach to Anzac Parade. Anzac Parade, once known as Prospect Parkway, opened on Anzac Day 1965.

The commission built Garema Place and Monaro Mall, the first fully enclosed shopping centre in Australia, at a cost of £2.5 million. The complex was officially opened on 6 March 1963 by Prime Minister Menzies. Monaro Mall is now part of the Canberra Centre.



Monaro Shopping Mall, Civic, 1966. Photographer: Mike Brown.

NAA: A1200, L53461

A number of new high schools were built in the surrounding suburbs, including Lyneham, Narrabundah and Dickson. The commission was later to claim that it was building one primary school every year and one high school every two years.¹⁵

Accommodation was needed for relocated public servants and their families. In addition to a program of extensive housing construction, existing hostels were refurbished or expanded, including Narellan, Mulwala and Lawley. Two new hostels were also built: Gowrie Hostel was opened by Minister for Labour and National Service William McMahon on 29 November 1965, while Macquarie Hostel, the last hostel funded by the Commonwealth, was opened by Minister for Labour and National Service Leslie Bury on 16 May 1969.

Purpose-built hostels remained in Commonwealth hands for many years. However, in the 1990s, the last three – Gowrie, Macquarie and Brassey – passed out of government control. Gowrie, located on Northbourne Avenue at Turner, was renamed Fenner Hall and now provides accommodation for Australian National University students. Macquarie, located on National Circuit at Barton, operated for a time as a private hotel until it was demolished. The site is now occupied by the Hotel Realm, which opened in September 2007, and the Burbury Hotel, which opened in September 2011. Brassey remains as the privately operated Brassey Hotel.

Selected Records Relating to the Development of City and Environs

ACT Heritage Library

Monaro shopping mall records, 1963–77	HMSS 0173
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ArchivesACT

Offices at Civic, 1959	A2942, 1084
Development of Anzac Park, 1957–67	A2942, 105
Garema Place, redevelopment design, 1956–83	83/1268#01–06
Garema Place, Christmas tree	83/1339
Canberra Times Fountain, City Walk by R Woodward	NC–76/00639#2

continued over

Selected RecoRdS Relating to tHe deVelopment of city and enViRonS (continued)	
Boulevard and City Walk – development – Part 1	79/234
City pedestrian plaza, Alinga Street – Phase 1	NC-72/01612#1
Civic Square	60/57 part 1
National Archives, Canberra	
Transfer of Defence group of departments to Canberra, policy, 1956–61	A1209, 1961/1339
Architectural plans, 'CA' (Canberra Architectural), 1959–97	A2712
Economic considerations in connection with the development of Canberra, report by Henry Wells, 1962–64	A463, 1962/6161
Anzac Parade design and supervision, 1962–64	A976, 1962/447 part 1
Development of Anzac Parade, 1962–67	A1144, P&G1965/14
Detail and services, Anzac Parade, Campbell and Reid, 1963	A6664, L85E
Development of Anzac Parade, Canberra, 1963–64	A463, 1964/3194
Anzac Parade stage I construction, 1964–71	A660, KBA6681 parts 1–3
William McMahon – speech, opening of Gowrie Hostel, 1965	M4250, 22
Gowrie Hostel for Canberra public servants, 1965–66	A463, 1965/5674
Exhibition building, Regatta Point, 1965–66	A660, KKM2258
Restaurant, Anzac Park West, 1965–87	A431, 1974/4837
Food services building, Anzac Park West, 1966–71	A1340, 1966/475 parts 1–5
Anzac Parade West building stage 1 design, 1968–69	A976, 1968/537 parts 1–2
Anzac Parade West building stage 2 design, 1968–71	A976, 1970/730
City Parks Administration, Anzac Parade development, part 3, 1972–90	A431, 1976/782

canberra's golden Jubilee

In March 1963, Canberra celebrated the 50th anniversary since the naming of the city. A round of festivities lasting a week was organised, some of which were attended by Queen Elizabeth II and the Duke of Edinburgh. The program included band recitals, plays and concerts, various sporting championships, and a special citizenship ceremony held at Albert Hall on the evening of 13 March 1963.

Selected RecoRdS Relating to canbeRRa's golden Jubilee	
ACT Heritage Library	
Jubilee celebrations records, 1963	HMSS 0234
National Archives, Canberra	
Canberra Jubilee 1963, commemorative publication, 1962	A463, 1962/6785
Canberra Jubilee celebrations 1963, policy, 1962–63	A463, 1962/4100
Jubilee of the founding and naming of Canberra, 1963	A3211, 1963/2388
Souvenir booklet of City of Canberra jubilee celebrations, 1963	A1663, 10
Royal visit 1963, visit to Regatta Point, 1962–63	A431, 1963/229
Percy Sheaffe – Canberra Jubilee, official order of ceremony, 1963	M4071, 91
National Archives, Melbourne	
Canberra Jubilee, campaign advertising, 1963	B1552, 664

Urban growth and the Y-plan

By the early 1960s, Canberra's residential areas essentially consisted of suburbs to the north and south of the lake. To the north there was Dickson, Lyneham, Campbell, Ainslie, Downer, Watson, Turner, O'Connor and Hackett. To the south were Yarralumla, Deakin, Forrest, Narrabundah and Red Hill.

One of the commission's first priorities had been to develop land and establish houses, schools and offices to meet short-term development needs. After that, it needed to establish a strategy to guide and direct the city's longer-term growth. The major issue was the future form and shape of the city.

Canberra's burgeoning population required the development of new suburbs. This forced the commission to make a choice between building compact and densely populated areas or establishing districts further removed from the city, in order to preserve the open character of a city separated by bushland. The commission chose the latter option. The emphasis would be on separation with a series of 'new towns', each with its own business offices, shopping centres and schools.

woden–weston creek

Woden was the first of the new towns, located 10 kilometres south of the city. The name was taken from a 19th-century homestead occupied by James Murray, who named his property after the Nordic god of wisdom. Woden was planned as a series of 10 suburbs, with Hughes, Curtin, Chifley and Lyons being the first. It was estimated that 90,000 people would ultimately live in the area. Construction began in 1962 and the first residents arrived in 1963.

The adjoining Weston Creek was named after another 19th-century settler, George Weston. It was designed to have eight suburbs, with development beginning in 1968.

belconnen

Belconnen, located 10 kilometres west of Canberra, was the second of the new towns. Initial consideration of where Canberra's second centre would be sited involved a choice between Belconnen and the Majura Valley. At the time, there was a suggestion that Canberra's airport might relocate from Majura, but until a firm decision was made, the area was not considered any further.

Belconnen, also named after a 19th-century property, was designed for 26 suburbs housing 120,000 people.¹⁶ Minister for the Interior Doug Anthony commissioned the new district at a formal ceremony held on 23 June 1966 and work began in July. Aranda was the first suburb to be developed; the first residents moved there in late 1967.

the y-plan

There still remained the issue of where to locate additional new towns and how to integrate them into the Territory. In two of its publications, *The Future Canberra* (1965) and *Tomorrow's Canberra* (1970), the commission initially planned on Canberra having a population of 250,000; it later increased this to 500,000. The intention was to create a structure of separate urban districts, while avoiding the adverse effects of urban sprawl.

Further studies led to the emergence of the Y-plan in 1969, in which towns were grouped in a linear pattern extending out from the city centre in the shape of a 'Y'. The concept provided for a series of self-contained towns in each of the main Territory valleys, with peripheral parkways flanking urban areas.

It was initially intended that the next new town after Belconnen would be an area in the north known as Gungahlin. Although some planning towards developing the area (sometimes referred to as Mulligans Flat) was undertaken from 1972 onwards, with a view to having the first residents moving there by 1978, there were suggestions that Canberra's new airport might also be established there. The commission opted instead to develop Tuggeranong.

tuggeranong

Tuggeranong was planned to house a population of 170,000, with the first suburbs being Kambah and Wanniassa. Construction began in February 1973 and the first residents moved to the area in June 1974. Ministers Tom Uren and Kep Enderby unveiled a plaque commemorating the establishment of Tuggeranong on 21 February 1973.

Each of these new towns was designed with its own schools, business centres and shopping centres. In Woden, the Woden Town Centre was completed in 1967 and Woden Plaza was built in three stages, the last completed in August 1977. In Belconnen, the Cameron and Benjamin Offices were completed in 1976 and 1980, respectively, and Belconnen Mall was completed in February 1978. In Weston Creek, Cooleman Court opened in March 1978, while in Tuggeranong, the Hyperdome opened in November 1987.

Selected Records Relating to the y-plan and 'new towns'

ArchivesACT

Gungahlin new town – environmental aspects (EIS Statement)	85/772#01–04
Gungahlin new town – provision of parkland and public open space, 1974	74/612
Tuggeranong new town	P&G1973/206
Metropolitan Policy Plan Review – new settlement areas	NC–88/01472
Metropolitan Policy Plan – consultation document, 1980	NC–80/00987#1
Woden Weston Creek new town – central area outline planning brief	NC–75/00705
Belconnen new town – central area planning brief	NC–74/01343#1
Tuggeranong transport planning, 1981	NC–81/00518#1
Uncommitted land in inner Canberra infill program	NC–76/00785#1
Withdrawal of land, 1978	NC–78/00174#1
Planning procedures for the ACT	NC–78/00261#1
Construction program, 1976–77	NC–76/00009#1
Outline planning of inner Canberra	NC–74/01604#1
Nomenclature liaison with Department of Territories prior to 1979	NC–75/00412#1
Murrumbidgee West – planning coordination brief	NC–73/01832#1
City centre studies	NC–72/01308#1
Five-year construction program, 1973–78	NC–73/00020#1
85th sale of residential leases	NC–73/00400
Kambah local activity centre – general	NC–71/01496
Intertown centres – policy, functions and viability	NC–70/00841
Kambah intermediate centre – general	NC–70/01153#1
Molonglo North Fyshwick industrial area	NC–71/00438#1

National Archives, Canberra

Woden subdivisional development, water supply, storm water drainage, 1960–62	A976, 1960/6
Future Canberra, 1964–68	A1209, 1964/6242
Preliminary landscape development, Woden Town Centre parklet, 1971	A6664, L510

Establishment of diplomatic missions

As Canberra expanded, more countries opened diplomatic missions in the capital. Britain was the first country to establish a high commission in Canberra in 1936, followed by Canada in 1939 and New Zealand in 1943.

Although it had appointed an ambassador to Australia in 1939, the United States was the first country to construct a purpose-built embassy, located in Yarralumla. The lease for the property was signed on 7 December 1941 and the building, modelled on housing in Williamsburg, Virginia, completed in 1943. Japan also established a diplomatic presence in Canberra in 1941, but it closed later that year with the outbreak of hostilities.

At the end of World War II, there were 12 diplomatic missions in Canberra. As the city expanded, more were established, and more purpose-built embassies were constructed, including Malaysia in 1957, Germany in 1958, France in 1959, Japan and Belgium, both in 1961, and Italy in 1967.¹⁷ By 1969, a total of 48 countries had established diplomatic representation in Canberra.

Selected Records Relating to the Establishment of diplomatic missions	
National Archives, Canberra	
Diplomatic representatives in Australia, United Arab Republic, possible establishment of mission, 1960	A1838, 1500/1/34/2
Diplomatic representatives, Mexico, opening of mission, 1966–67	A1838, 1500/1/69/1
Diplomatic representatives, Chile, reopening of mission, 1968–69	A1838, 1500/1/7/8
Diplomatic representation, establishment of mission, Fiji, 1970	A1838, 1500/1/67/3
Diplomatic representation, Bulgaria, opening of mission, 1972–79	A1838, 1500/1/42/1 part 1
Diplomatic representatives, Iraq, opening of mission, 1974–81	A1838, 1500/1/83/1 part 1
Diplomatic representatives, Bangladesh, head of mission, 1975–82	A1838, 1500/1/84/9 part 1

Tracking stations

In 1960, the Australian and United States governments agreed to establish a series of space tracking stations in Australia. They would provide support to the National Aeronautical Space Administration (NASA) space program, including the future Apollo lunar missions. The stations were located in the Territory, at Tidbinbilla, Orroral Valley and Honeysuckle Creek.

canberra deep Space communication complex, tidbinbilla

The Tidbinbilla Tracking Station was opened in 1965. During the Apollo program, Tidbinbilla was used for tracking lunar modules. The Tidbinbilla Station is the only station that survives today.

orral Valley tracking Station

Orroral Valley was opened in May 1965 in what is now part of Namadgi National Park. Its role was to provide orbiting satellite support, although it also supported the Apollo–Soyuz Test Project in 1975. The station closed in 1985.

Honeysuckle creek tracking Station

Honeysuckle Creek was established to track, control and record data from manned spacecraft. The station was built as the prime Australian station for the Apollo lunar program.



Prime Minister John Gorton at Honeysuckle Creek Tracking Station during the *Apollo 11* moon landing, 1969.
NAA: A1200, L82027

Selected RecoRdS Relating to tRacking Stations

ArchivesACT

Honeysuckle Creek, future of site and buildings	NC-85/01758
Orroral Valley, future of site and buildings	NC-85/01759
Namadgi tracking stations	89/280
Future of tracking stations, Namadgi National Park	89/5169
Namadgi tracking stations	91/2348
Namadgi tracking stations	91/19155

National Archives, Canberra

Erection of Deep Space Instrumentation Facility Station, Tidbinbilla, 1963	A660, SY3, 1-1A
Construction of deep space tracking station, Tidbinbilla Valley, 1963-66	A976, 1963/615 parts 1-3
Construction of DAF Orroral Valley, 1964-68	A660, SY95 parts 1-3
Project Apollo, detail and contours, Honeysuckle Creek site, 1965	A6664, L399 sheets 1-3
Scale model of Orroral Valley Tracking Station, 1966	A2048, 1
Mini track facility, Orroral Valley, construction, 1966-69	A660, SY301

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Selected RecoRdS Relating to tRackIng StationS (continued)	
Erection of a communications tower at Honeysuckle Creek Tracking Station 1965–91	A431, 1969/1599
Photograph of official opening of Honeysuckle Creek Tracking Station by Prime Minister Harold Holt, 1967	A1200, L61778
Photograph of Prime Minister John Gorton at Honeysuckle Creek Tracking Station during the <i>Apollo 11</i> moon landing, 1969	A1200, L82027
Stadan Station, Orroral Valley, construction of permanent messing facility, 1969–71	A660, SY441
Photographic colour transparencies positives, 1971	A6135, numerous items
National Archives, Sydney	
‘Partners in Space’, a film on the opening of the Tidbinbilla Deep Space Tracking Station and Australian–American cooperation in space projects and research, 1964	A3931

Jervis Bay nuclear power station

In September 1969, the government gave in-principle support for the construction of a 500-megawatt nuclear power station at Murrays Beach, Jervis Bay, connected to the NSW electricity grid. The station would cost \$131.3 million to construct and it was hoped that it would be operational by 1975. An interdepartmental committee was established to further develop the proposal and negotiations with the NSW Government began.¹⁸

Expressions of interest to build the station were sent to a number of organisations. Tender documents were issued in February 1970 and closed on 15 June 1970. Four tenders were shortlisted for further consideration – one each from Canada, United Kingdom, West Germany and United States. After reviewing the bids, the most favoured was that from the United Kingdom.

By now, William McMahon had replaced John Gorton as Prime Minister. McMahon was not as supportive of the project as Gorton. In June 1971, a Cabinet submission noted that the cost had escalated to \$208 million and that the government would need to subsidise the station by \$6 million a year. The submission also noted that Cabinet’s original decision to approve the station was based on national considerations, not economic ones. Given that a coal-operated station would only cost \$87 million to construct, Cabinet decided to defer the matter for 12 months.¹⁹

One year later, another Cabinet submission recommended that the project again be deferred pending a review of overseas reactors and associated technical problems, and Australia’s fuel and power-generating policies (gas and coal). Cabinet supported the recommendation and the matter was not considered again.²⁰

Selected RecoRdS Relating to tHe JeRViS bay nucleaR poweR Station	
ArchivesACT	
Jervis Bay – surveys of proposed site for nuclear power station	69/1979
National Archives, Canberra	
Jervis Bay nuclear station, establishment of a seismograph station, 1965–71	A431, 1970/2806
Possible site for the construction of a nuclear power station, Jervis Bay, 1969	A976, 1969/469
Development of nuclear power Commonwealth proposals, Jervis Bay, 1969–70	A432, 1969/3138

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Selected RecoRdS Relating to tHe JeRViS bay nucleaR power StaTion (continued)	
John Gorton – personal papers, 1969–70	M3787
John Gorton – personal papers, 1969–70	M62, 11 part 1
Snowy Mountains Engineering Corporation consulting services, 1969–70	A7192, A70/28
William McMahon – personal papers, 1970	M4251
Parliamentary question, radioactive water from Jervis Bay nuclear station, 1970	A463, 1970/3132
National Radiation Advisory Committee, Jervis Bay nuclear station, 1970–75	A463, 1971/1792
Jervis Bay nuclear station progress report, 1971–73	A1209, 1971/9436
National Archives, Sydney	
Films: Australia's first nuclear station, Jervis Bay project, 1969	C5542, 261–262
Project files, Jervis Bay, 1969–74	C99
Miscellaneous records, Jervis Bay nuclear power project, 1969–74	NA1981/16
Nuclear Safety Bureau general correspondence files, 1974–77	C3136, multiple items

Abattoir

By the end of the 1960s, while much of 'new' Canberra was being planned and built, parts of 'old' Canberra still remained. One of these features was the government-operated abattoir at Woden.

Canberra's first abattoir was a privately operated business that began in 1920. A new government-controlled abattoir was built at Woden, opening in 1944. Although the works were expanded in 1958, by the 1960s they were ageing and their future was cause of concern.

In 1965, Cabinet established an interdepartmental committee to examine the abattoir's future and its method of control and operation. The committee advised the abattoir was in a rundown state and that considerable expenditure was needed to improve its operational efficiency and hygiene. Consequently, on 26 August 1966, Minister for Health Alexander Forbes announced plans to either sell or lease the abattoir, although tenders were not called until 1968. The Commonwealth was not satisfied with the offers it received and, on 28 March 1969, Forbes announced plans to close the abattoir with effect from 27 June 1969.²¹ All members of the ACT Advisory Council resigned in protest on 31 March 1969.²²

A Senate Select Committee was appointed in June 1969 to examine the abattoir's operation. It reported in September 1969, recommending that the abattoir should continue operating, but under improved conditions.²³ Meanwhile, the government had received a revised offer to purchase the works from Red Hill Meat Supply. The sale was concluded on 12 June 1969, despite the fact that the Senate Committee had only just begun its investigation.

Selected RecoRdS Relating to tHe abattoiR	
ArchivesACT	
Canberra abattoirs – Part 1, 1963–67	1964/16–01
Senate Select Committee – Inquiry on the Canberra Abattoir – Part 1	69/1802
Holding paddocks – Block 162, Woden at new abattoirs	T62/242–2
Federal Capital Commission proposed abattoirs, 1927–29	CP487/6, 75
Butchers holding paddock, Canberra abattoirs, Block 13 City and 105, Gungahlin – Part 1	TL62/242–1
Block 165, Woden old abattoirs site	TL5098

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Selected RecoRdS Relating to tHe abattoiR (continued)	
National Archives, Canberra	
Colonial Inquiry, ACT fire at new Canberra abattoirs, 1934–44	A432, 1943/556
Site plan of proposed new abattoir, Canberra, 1938	A2617, section 186/9050
New Canberra abattoir, Woden District, sections and elevations, 1941	A2617, section 186/14063
Plans of proposed new Canberra abattoirs, 1941–59	AA1974/155
Public Accounts Committee, general, inquiry into Canberra abattoir, 1956–62	A1658, 850/1/1 part 1
Joint Committee of Public Accounts, Canberra abattoir, 1957	A1831, 1957/182
Canberra abattoir, Auditor-General's report (supplementary), 1957–64	A1831, 1957/361
Sale of Canberra abattoir, 1966–69	A463, 1966/4329 parts 1–2

Endnotes

- ¹ Keith Hancock, *The Battle of Black Mountain: an episode of Canberra's environmental history*, Department of Economic History, Australian National University, Canberra, 1974, p. 5.
- ² NAA: A4926, 451, 2 November 1956.
- ³ 'Observations on the Future Development of Canberra', 28 December 1957, *Parliamentary Papers*, 1958, volume 7, pp. 957–76.
- ⁴ 'Observations on the Future Development of Canberra', p. 13.
- ⁵ 'The Growth of Canberra 1958–1965 and 1965–1972', December 1965, *Parliamentary Papers*, 1964–66, volume 8, pp. 523–73.
- ⁶ NAA: A4926, 382, paper dated 8 October 1956.
- ⁷ NAA: A4926, 1284, 'Report on Sir William Holford's Observations on the Future of Canberra, 30 June 1958', p. 3.
- ⁸ *ibid.*, p. ii.
- ⁹ 'Report together with Minutes and Evidence and Appendix Relating to the Proposed Storage and Regulating Reservoir, Upper Queanbeyan River', *Parliamentary Papers*, 1914–17, volume 4, pp. 829–58.
- ¹⁰ 'Report together with Minutes of Evidence Relating to the Proposed Construction of Dam and Improvements on the Molonglo River, Federal Capital', *Parliamentary Papers*, 1926–28, volume 4, pp. 465–77.
- ¹¹ 'Report Relating to the Proposed Erection of Commonwealth Avenue Bridge at Canberra', 26 January 1955, *Parliamentary Papers*, 1954–55, volume 2, pp. 535–55.
- ¹² *The Canberra Times*, 28 October 1959, p. 1.
- ¹³ Factual information provided in this section is taken from annual reports produced by the National Capital Development Commission and published in *Parliamentary Papers*.
- ¹⁴ Hemel Hempstead, located north of London, was one of several 'new towns' built to house Londoners displaced at the end of World War II.
- ¹⁵ National Capital Development Commission, *The Future Canberra*, Angus and Robertson, Sydney, 1965, p. 30.
- ¹⁶ *The Canberra Times* printed a map illustrating Belconnen's proposed suburbs numbered from 1 to 26 (11 February 1966, p. 1).
- ¹⁷ National Capital Authority, 'Yarralumla Diplomatic Estate Tour', undated.
- ¹⁸ NAA: A5868, 772, 9 September 1969.
- ¹⁹ NAA: A5908, 121, 4 June 1971.
- ²⁰ NAA: A5908, 668, 15 June 1972.
- ²¹ *The Canberra Times*, 29 March 1969, p. 1.
- ²² *The Canberra Times*, 1 April 1969, p. 1.
- ²³ 'Report from the Senate Select Committee on the Canberra Abattoir', September 1969, *Parliamentary Papers*, 1969, volume 6, pp. 35–435.

Chapter 6 Changes in the wind, 1972–89

Upon its election in 1972, the Whitlam government established the Department of the Capital Territory. For the first time since the Territory's establishment in 1911, there was a single department dedicated to its administration. There was one exception to the new arrangement. City planning was the responsibility of the National Capital Development Commission, placed within the newly created Department of Urban and Regional Development, which was responsible for matters relating to city and regional planning and development.

During the next 17 years, Canberra witnessed a period of expansion, political upheaval (with the dismissal of the Whitlam government in 1975), numerous committees of inquiry into matters affecting the city and region, the age of economic rationalism and the disposal of Commonwealth assets and, finally, self-government for the Territory in 1989.

Selected Records Relating to Ministers Responsible for the Department of the Capital Territory	
National Archives, Canberra	
Gordon Bryant – ministerial files, 1973–75	M2748
Tony Staley – papers relating to the portfolio of the Minister for the Capital Territory, 1976–77	M591
Bob Ellicott – personal papers, 1978–81	AA1980/716
Michael Hodgman – folders of papers, 1980–82	M3546
National Library, Canberra	
Kep Enderby – ministerial papers, 1972–73	MS 3887

Expanding borders

By the late 1960s, the Territory's rapidly expanding population was causing concern. In October 1968, an interdepartmental committee was established to examine implications for Canberra's possible expansion into New South Wales prior to making formal contact with the NSW Government.

The committee reported in October 1970, advising that by the year 2000 the Territory's population might be somewhere between 600,000 and 840,000, assuming current growth trends continued. Only 157 square miles (407 square kilometres) of land that was capable of residential development remained within the Territory; the rest was unsuitable or required for water catchment or other purposes. Once that land was developed, the Territory's population would be limited to 550,000. It was not possible to develop any other Territory land; the best option was to develop NSW land. Given the length of time it took to develop new residential districts, the committee recommended that negotiations begin with New South Wales for the acquisition of 400–500 square miles (1036–1295 square kilometres) of land.¹

The Commonwealth was initially reluctant to raise the issue with New South Wales, although informal discussions did take place. In April 1973, Cabinet approved the establishment of a planning study with New South Wales, and Prime Minister Whitlam later wrote to Premier Robert Askin.² Askin agreed to the study and negotiations continued over the next year. The issue was also discussed at a ministerial conference held on 12 December 1974.³

Askin was succeeded as Premier by Tom Lewis in January 1975. Lewis was not as receptive to the proposal and, in April 1975, announced the establishment of a committee of inquiry into the Territory's proposed expansion into his state. Whitlam wrote to Lewis suggesting that the committee be a joint Commonwealth–state entity. Lewis refused, but suggested that the Commonwealth might like to make

submissions to the committee. The Commonwealth declined, and matters abruptly ceased. In March 1976, Minister for the Capital Territory Tony Staley announced an agreement with New South Wales to leave the borders unchanged.⁴

Despite the high population levels government officials thought Canberra might reach, in 2012 the Territory's population remained at 367,000.

Selected Records Relating to Proposed Expansion into New South Wales	
ArchivesACT	
Border issues strategy	NC-73/00391
Over the border expansion, the go it alone option	74/2112
ACT growth, community participation exercise, border	NC-75/00531 part 2
Inquiries and discussions on border extensions	NC-75/00587
ACT border issue press relations	NC-75/00594 part 1
Land Policy Branch – ACT border extension issues, public involvement	75/1865
Land Policy Branch – public response to proposed extension of ACT border	77/1716
Constitutional and Law Reform Branch – cross border issues (ACT agreement with NSW)	90/8195
National Archives, Canberra	
Growth of Canberra and NSW territory, 1971	A5908, 108
Sub-regional planning study, Canberra region, 1971	A5908, 415
Sub-regional planning study impact of development in NSW on Canberra planning, 1972	A5908, 645
Growth of Canberra and NSW territory, 1973	A5915, 179
Growth of Canberra and NSW territory, 1973	A5915, 707
National Library, Canberra	
ACT border issue, 1974–76 (Tom Uren)	MS 5816, series 7, box 53

Land issues: leasehold and freehold

Since its creation in 1911, it was government policy that all Territory lands were held on leasehold to prevent speculation and to ensure that the Commonwealth retained any gains that might accrue through future land valuations.

Leases were usually offered through a series of public auctions and issued subject to the conditions of relevant ordinances. The first auctions were held in 1924, 1926 and 1927, and lessees were charged rent at the rate of 5 per cent of their land's unimproved value, with appraisals scheduled to take place every 20 years.

By the 1960s, there was public criticism over rising lease prices and allegations that the supply of land was deliberately restricted to maximise profits. In 1965, the Joint Committee on the ACT investigated the supply of residential land blocks and found that the numbers had been grossly inadequate for some years due to Canberra's explosive growth. The committee recommended that a departmental committee of inquiry examine issues involving the assessment of land rents.⁵

The system of 20-year appraisals created inequities with land values and rents. In 1970, the government abolished rentals and announced that people acquiring leases would pay reserve prices for all blocks that would return to the Commonwealth its land acquisition and development costs. At the same time, rates and municipal charges were increased to levels comparable with other Australian capitals.⁶



An aerial view of Woden Valley showing the expanding suburban growth of Canberra, 1968.

NAA: A1200, L69148

freehold land

While there was substantial freehold land already in existence in 1911, the Commonwealth only resumed the land it required, preferring to leave the acquisition of remaining land until a later time. Compensation was paid on the basis of land values applying in 1908 (the year the Yass–Canberra region was chosen as the site for the capital). This remained the situation until 1955, when the *Land Acquisition Act 1906* was revised and compensation was paid according to the value of the land at the time of its acquisition.

In 1968, the Joint Committee on the ACT reviewed issues involving freehold land and recommended that the Commonwealth introduce legislation to control its future use and subdivision, and to investigate the economics of acquiring all remaining freehold land.⁷ In November 1970, Cabinet approved a proposal to acquire all remaining freehold land over the next three years, subject to budgetary controls. Cabinet noted that there were 74,133 acres (30,000 hectares) of freehold land remaining, valued at \$5,150,285.⁸

commission of inquiry into land tenures

On 3 April 1973, the Whitlam government announced an inquiry into land tenure in the ACT and Northern Territory. The commission, led by Rae Else-Mitchell, was asked to investigate the most appropriate methods of leasehold administration and management of land for urban purposes, consistent with the private rights of lessees and public interest in the land.

The commission presented an interim report in November 1973, and a final report in February 1976.⁹ It recommended that Territory land should continue on a leasehold basis, believing that current land price problems in the ACT were the result of an inadequate supply of serviced land, rather than the tenure system. The commission considered that there was a need for greater government coordination and planning of land use and development programs than currently existed. The commission also recommended the establishment of a national land use council comprising relevant federal and state ministers, supported by a citizen's advisory committee.

In 1988, another committee investigated issues involving ACT leasehold and recommended that the Commonwealth retain ownership of Territory land through a continuation of the leasehold system. It also recommended that leases be granted for a period of 99 years, not in perpetuity.¹⁰

Selected Records Relating to Land Issues	
Archives ACT	
Correspondence files, 'TL' (Territory Lands), 1932-62	A880
Auctions of vacant land, city	NC60/00954
Restricted auctions, policies and procedures	TL64/4903 part 1 and 2
History and problems of Canberra leasehold system	NC-67/00026
City Area Leases Ordinance Section 7 (non-British subjects holding leasehold land)	68/3813
Private residential auctions progress	NC69/01050
Auctions conditions of sale	TL70/976-1 parts 1-3
Press cuttings, books, 1971-78	1-6
Leasehold system in the ACT	NC-71/00825 parts 1-5
Restricted land auctions Advisory Council Committee Inquiry, 1972	NC72/01358
Inquiry into restricted land auctions, 1972	72/1548 part 1
Inquiry into restricted land auctions, 1972	72/2181 part 2
Inquiry into restricted land auctions, 1972	72/2426 part 3
Inquiry into restricted land auctions, 1972	76/2614 part 4
Residential sales special projects, monthly reports	80/2225
Record of land development liaison meetings	80/2932
Detailed advice to Finance and Supply Branch of blocks sold at residential land auctions	81/3372
Residential property sales, monthly reports	87/11242
Residential land auctions, provision of shops in general statement	84/2983
Real property law advice, auctions, leases, licences	84/4067
Land Sales Office, record of residential land auctions	87/6554
ACT land development	88/763
Private enterprise land development, community facilities	88/4093
Record of residential land auctions	88/4146
Proposed perpetual leasehold system	NC-88/00587
Correspondence files, 'TL' (Territory Lands), 1932-62	A880
Correspondence files, leases, 1970-	A2642
National Archives, Canberra	
Papers of the reference – supply of residential blocks in Canberra, 1965	AA1980/347
Papers of the inquiry into freehold land in the ACT, 1967-68	A12579
Correspondence files, 'TL' (Territory Lands), 1962-76	A6345
Property records, 'P' (Property), 1968-97	A11009
Correspondence files, 'AT' (ACT Property), 1969-78	A5572
Correspondence files, 'L' (Leases), 1970-	A2642
Commission of Inquiry into Land Tenures	
Exhibits, 1973-74	A4697

continued over

Selected RecoRdS Relating to Land iSSueS (continued)	
Administrative files, 1973–75	A4694
Transcripts of evidence, 1973–75	A4698
Rae Else-Mitchell – draft and papers pertaining to the commission's reports, 1973–76	M1577
Binder of documentation on the history of the commission, 1975	A4702
National Library, Canberra	
Land Tenure Inquiry, 1973–74 (Tom Uren)	MS 5816, series 4, folder 135, box 23
1988 Leasehold Inquiry	
ArchivesACT	
Leasehold Inquiry 1988	NC–88/01253 parts 1–3
Leasehold Inquiry 1988 – agent assistance	NC–88/01254
Leasehold Inquiry 1988 – case studies	NC–88/01361
Leasehold Inquiry 1988 – media coverage	NC–88/01362
National Archives, Canberra	
Joint Sub-committee on the ACT Leasehold Inquiry, 1988	A8205

Canberra Commercial Development Authority

In April 1973, Cabinet approved a proposal to establish a statutory authority to develop and manage the future Belconnen Mall. Cabinet noted that there were two major shopping centres in Canberra, Monaro Mall and Woden Town Centre, and the time had arrived to build a similar centre in Belconnen. Rather than allowing private industry to manage the mall, it was recognised that a number of commercial leases in Canberra had been acquired by one company and Cabinet was keen to prevent a monopoly situation developing.¹¹

There were delays in finalising the legislation to establish the authority, so Belconnen continued to grow without having a shopping centre commensurate with its size. Public criticism followed, but it was not until October 1974 that the Canberra Commercial Development Authority was finally established. Construction of the mall began in December 1976; it opened in February 1978.

The Commonwealth's ownership of Belconnen Mall was short lived. Following the Review of Commonwealth Functions conducted by Minister for Industry and Commerce Phillip Lynch, and popularly known as the 'Razor Gang', Prime Minister Malcolm Fraser told Parliament that the authority would be abolished and the mall sold.¹²

The sale did not take place as quickly as planned because the government was not satisfied with the offers it received. Indeed, in 1983, there was a suggestion that the authority's activities might be widened to include a new shopping centre at Erindale.¹³ In 1985, however, the Hawke government approved the mall's sale and sought expressions of interest for its purchase. In December 1985, Cabinet approved a joint offer by the Superannuation Fund and Investment Trust and PT Limited (Trustee of the Westfield Trust) for a sum of \$87 million.¹⁴

Belconnen Mall was sold in March 1986. The Canberra Commercial Development Authority was abolished in the same year.

Selected Records Relating to the Canberra Commercial Development Authority	
ArchivesACT	
Binder of press clippings and press releases, 1974–79	A6630
Volumes of board minutes, 1974–86	A6618
Construction plans of Belconnen Mall shopping complex, 1975–78	A6639
Belconnen Mall Manager's general correspondence files, 1978–86	A6621
Executive Director's correspondence files, 1976–78	A6622
Photographs and negatives of Belconnen Town Centre retail mall site development, 1976–78	A6641
Photographic progress studies of the building of the Belconnen Mall, 1977–78	A6642
Records relating to the development of Eridge and Tuggeranong shopping centres, 1983–85	A6623
National Archives, Canberra	
Canberra Commercial Development Authority, sale of Belconnen Mall, 1985–86	A432, 1985/6225
National Library, Canberra	
Correspondence regarding the Canberra Commercial Development Authority, 1975 (Tom Uren)	MS 5816, series 7, box 78
Canberra Commercial Development Authority, 1978–83 (Tom Uren)	MS 6055, series 12, folder 8, box 91

Canberra Development Board

The Canberra Development Board was established in August 1979 to promote and advise the Territory's Minister on ways of encouraging greater private enterprise development in Canberra. The board was required to identify types of activities that should be located in Canberra, initiate discussions with potential developers and investors, and advise the Minister on the conditions necessary for particular proposals to be committed.

The board comprised three members drawn from private enterprise in Canberra and interstate, and several public servants. One of the board's first successes was Fern Hill Technology Park at Bruce, which was opened by Minister for Territories and Local Government Tom Uren on 10 October 1984. In August 1989, ACT Chief Minister Rosemary Follett announced that the board would be reconstituted to broaden its membership and provide greater opportunity for community consultation.

Selected Records Relating to the Canberra Development Board	
ArchivesACT	
Parliamentary Joint Committee on Public Accounts – Submission on Canberra Community Development Authority – Belconnen retail mall	NC-79/00946#1
Canberra Development Board – financial matters	80/378
Canberra Development Board	80/497
Canberra Development Board – production of <i>Canberra Capital City</i> booklet	81/1380
Canberra Development Board – Task Force on Industrial Land	81/3595
Canberra Development Board – Small Business Council (Cwlth), 1986–89	11/127

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Selected RecoRdS Relating to tHe canberra deVeLopment boaRd (continued)	
Canberra Development Board – National Industry Extension Scheme, 1986–88	11/135
Canberra Development Board – Executive Advisory Committee on Commercial Development	NC–87/01840
Vacant industrial land Canberra Development Board register	NC–82/00711
Canberra Development Board	NC–79/01047#7
Tourist Bureau – new Canberra Development Board	87/3814
National Archives, Canberra	
Canberra Development Board correspondence, 1979–80	A5783, 37
Committee of Inquiry into the Australian Financial System, Canberra Development Board, 1980	A5480, SU319
Gordon Scholes – Canberra Development Board, 1985–86	M2733, O11

Canberra Convention Centre and Casino

The construction of a Canberra casino and convention centre was a drawn out affair. The Fraser government was keen to develop a conference centre and hotel, but not a casino. Between 1977 and 1982, Cabinet considered and rejected proposals for a casino three times.

In 1977, it rejected a proposal for a feasibility study whereby a developer would build a concert hall in Canberra, and in return would be allowed to build a casino.¹⁵

In 1978, Prime Minister Fraser announced that the 1981 Commonwealth Heads of Government Meeting would take place in Australia. However, the meeting would be held in Brisbane; Canberra was not considered due to its lack of a suitable conference centre.

The following year, a private developer put forward a proposal to build a conference centre, together with a hotel and casino. If the casino was unacceptable, the company would require a government subsidy to fund the conference centre. The government decided to seek expressions of interest from other parties. Four offers were received, the favoured one being an offer from Genting Berhad from Malaysia. The offer included a 2400-seat conference centre, an international standard hotel and a casino.¹⁶ Cabinet rejected the proposal in February 1980 and sought other means to build the conference centre.¹⁷

The report of the Review of Commonwealth Functions issued in April 1981 deferred the project, but only for a short while. In January 1982, Cabinet considered the casino proposal for the third time. It noted that casinos were being established in other states, or were under active consideration. There was even a suggestion of building a casino in Queanbeyan. If those projects proceeded, it would be detrimental to Canberra's tourism industry. Nevertheless, Cabinet rejected the proposal.¹⁸

Although opposed to a casino, the government still supported a conference centre and hotel. In October 1981, submissions were sought to develop a 'Tivoli Gardens', comprising lights and gardens, outdoor theatre, planetarium, space theatre, restaurants, bars, cultural centre and a children's amusement centre. When submissions closed in May 1982, only one offer was received, from White Industries, to develop the gardens, conference centre, hotel and offices. In November 1982, White Industries put forward its final proposal for a 2500-seat conference centre, together with a five-star hotel, offices and Tivoli Gardens, but no casino.

Negotiations were still continuing with White Industries when the Fraser government lost office in March 1983. Unlike the previous government, the incoming Hawke government supported the casino. On 18 October 1983, Minister for Territories and Local Government Tom Uren issued a media release

advising that the government had approved the construction of a convention centre and casino.¹⁹ The 'legislative controls' that Minister for the Capital Territory Michael Hodgman had sought in 1982 were encompassed within the Casino Control Ordinance 1983.

The Convention Centre opened in 1989. The casino opened on 29 July 1994, although it had operated from temporary facilities since 1992.

Selected Records Relating to the Canberra Casino and Convention Centre	
ArchivesACT	
City Section 19 – economic impact of the proposed casino development, 1987–89	NC-88/1044
Proposed casino site	NC-76/00567#2
Proposed gambling casino for the ACT	81/5116
Establishment of casino	79/3527
Land Marketing Branch – Canberra casino	76/3341
Proposed concert hall and casino	76/2828
National Archives, Canberra	
Casino for the Australian Capital Territory, 1977	A12909, 1553
Proposal for convention centre/casino for Canberra, 1979–80	A12909, 3743
International hotel casino for Canberra, legislative controls and expressions of interest, 1981–82	A12909, 5226
Malcolm Fraser – Canberra Convention Centre, 1983	M1268, 31
National Library, Canberra	
Canberra casino and White Industries, 1982–83 (Tom Uren)	MS 6055, series 12, folders 2–4, box 70
Canberra casino papers, 1983 (Tom Uren)	MS 6055, series 12, folders 5–6, box 70

Continuing role of the National Capital Development Commission

During their terms in office, the Whitlam and Fraser governments made sweeping changes to the Territory's administration. The ACT Health Commission was established in 1975 to manage the Territory's health facilities. The ACT Schools Authority was established in 1976, thus ending the involvement of New South Wales in the operation of the Territory's schools, an arrangement begun in 1912 (both discussed in later chapters).²⁰

In its ongoing role as Canberra's development agency, the National Capital Development Commission continued its program of urban expansion through the Y-plan, and was responsible for the construction of several iconic buildings and structures. These include the National Athletics Stadium, now Canberra Stadium (1977), Googong Dam (1979), Black Mountain Tower (1980), High Court of Australia (1980), National Indoor Sports Centre (1981) and National Gallery of Australia (1982).

The commission built a series of major office complexes to house public servants. Campbell Park Offices were built in four stages, with each building housing 700 workers; stage 1 was completed in 1973 and stage 4 in 1976. Cameron Offices, today noted for their architectural significance, were built at Belconnen between 1970 and 1976 as a series of nine interconnected wings that would accommodate up to 4000 public servants. The complex was sold in 1999 and several wings have since been demolished. Benjamin Offices, also located at Belconnen, were built in two stages, with the second completed in 1980.



National Capital Development Commission stand at the Home Show, Canberra, 1974.

ArchivesACT: 2013/4700/5

Recreational facilities were also expanded. Lake Ginninderra, the first lake to be built after Lake Burley Griffin, was constructed between 1973 and 1974, while Lake Tuggeranong was completed in 1987.

Although the commission was responsible for project design and management, actual construction was often coordinated by the Department of Works and its successors, with the commission acting as a client to the department. The department's records provide a wealth of information about construction projects from this time.

Selected Records Relating to Expansion in the 1970s and 1980s	
ACT Heritage Library	
Photographs of construction of Cameron Offices, 1969–76	HMSS 0179
ArchivesACT	
Volumes of press cuttings, relating to the planning and development of Canberra, 1971–89	A9133
Folders of media releases relating to the ACT, 1976–91	A9662
National Archives, Canberra	
Heritage photographs, 'HP', 1920–97	A10982
Contract agreements, 1947–77	A1307
Correspondence files, 1951–	A976
Correspondence files, 1958–89	A1340

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Selected Records Relating to expansion in the 1970s and 1980s (continued)	
Civil plans, 'CC' (Canberra Civil), 1959–97	A2713
Job files, 1960–75	A2159
Historical series of plans, blueprints and maps, 1971–97	A6134
Job and design files, 1977–96	A6095
Project files, 1982–90	A10990
Correspondence files, 'S' (Sensitive Projects), 1983–87	A10866
Project files, 1990–92	A10992

committee of Review of the national capital development commission

On 16 June 1982, Minister for the Capital Territory Michael Hodgman announced the appointment of a committee to review the responsibilities and activities of the National Capital Development Commission. This followed the Review of Commonwealth Functions (Lynch Committee), which recommended that consultants of international standing review and report on an appropriate reduction in responsibilities and activities of the commission.²¹ The committee's Chairman was George M White, Architect of the Capitol, Washington, DC.

The committee was asked to report on five specific items: the appropriate balance of responsibilities between the public and private sectors; responsibilities appropriate to the commission; the appropriate allocation of functions between the commission and the Department of the Capital Territory; the extent of regulation of land use and design and siting; and any special planning consideration that should apply to Canberra because of its role as the national capital and seat of government, and having regard to the fact that all land was owned by the Commonwealth and developed and administered under the leasehold system.

The committee's report, which contained 54 recommendations, was presented to Minister for Territories and Local Government Tom Uren on 6 July 1983.²² First, the committee concluded that the planning and development of Canberra should remain the responsibility of a single organisation and, thus, the commission's responsibilities should be widened to allow it to play a major role with respect to Canberra's future development. Second, it proposed that decision-making, participation and accountability for Territory planning should be more open; a wider role for the Parliamentary Joint Committee on the ACT was thus envisaged. Another major recommendation was that land administration should remain with the restructured commission (land ownership and control should continue to be a Commonwealth responsibility).

Selected Records Relating to the committee of Review of the national capital development commission	
National Archives, Canberra	
Correspondence files, 'R' (Review), 1982–83	A5808
Correspondence files, 'G' (General), 1982–83	A5809
Correspondence files, 'S' (Submissions), 1982–83	A5810
Minutes of meetings, 1982–83	A5811
Transcripts of proceedings, 1982–83	A5812
Canberra progress and development, report of the Committee of Review, 1983	A6386
White Committee report on the National Capital Development Commission, 1983–84	A1209, 1983/1086 parts 1–3
National Library, Canberra	
White Committee, 1983–84 (Tom Uren)	MS 6055, series 12, folders 11–15, box 71

metropolitan canberra plan

In 1984, the commission published its *Metropolitan Canberra: policy plan, development plan* for Canberra's future development.²³ The plan had been in preparation since 1980, including a period of public consultation, and was the successor to the Y-plan (discussed in Chapter 5). It set a 20-year timing horizon, assuming that Canberra's population would grow to 400,000, instead of the previously envisaged 500,000.

The commission considered two options: the Concentrated Plan and Dispersed Plan. In the former, commercial and retailing facilities were concentrated in Civic, Woden and Belconnen; with the latter, facilities would be dispersed as before. The commission opted for the Dispersed Plan, essentially confirming the continued establishment of more new towns. The priority was Gungahlin and work was to begin as quickly as possible. The commission decided that neither Civic nor Woden was designed for concentrated development.

In May 1985, the plan was referred to the Joint Committee on the ACT. The committee presented its report in May 1987, criticising the commission's continuing policy of dispersed development.²⁴ It noted that urban consolidation was now a major issue, and that business, community groups and residents supported consolidation rather than continuing dispersal, because of energy and transport costs, and declining school numbers. The committee also recommended the deferral of Gungahlin's development in favour of consolidating existing areas.

Selected RecoRdS Relating to tHe metRopolitan canbeRRA plan

ArchivesACT

Metropolitan Policy Plan Review – Canberra Vacant Land Study	NC-79/01079
Metropolitan Canberra Policy and Development Plan	84/8160
Metropolitan Policy Plan Review, 1982	NC-82/00175#8
Metropolitan Policy Plan Review, 1980 – data sources – land and housing	NC-80/01495
Metropolitan Policy Plan Review, 1980 – data sources – open space	NC-80/01149
Metropolitan Policy Plan Review, 1980 – data sources – employment planning	NC-80/01148
Metropolitan Policy Plan Review, 1980 – data sources – engineering servicing	NC-80/01147
Metropolitan Policy Plan Review, 1980 – data sources – urban intensification	NC-80/01146
Metropolitan Policy Plan Review, 1980 – data sources – retail planning	NC-80/01145
Metropolitan Policy Plan Review, 1980 – data sources – tourism planning	NC-80/01144
Metropolitan Policy Plan Review, 1980 – data sources – industry planning	NC-80/01143
Metropolitan Policy Plan Review, 1980 – data sources – transport evaluations	NC-80/01142
Metropolitan Policy Plan Review – north-east Tuggeranong	NC-80/01121#1 and #2
Metropolitan Policy Plan Review – physical structure of towns	NC-80/00928
Metropolitan Policy Plan Green Paper – data source	NC-80/00769#2
Metropolitan Policy Plan Review, 1979	NC-79/00300#3
Metropolitan Plan Canberra	86/2828

National Archives, Canberra

National Capital Development Commission report, Metropolitan Canberra, 1984	A7155, GA28
Papers of the reference – metropolitan policy and development plan, 'MP', 1984–87	A7156

demise of the national capital development commission

When the National Capital Development Commission was established in 1957, it was responsible for planning, construction, urban development (roads, bridges, utilities), consent to land leases, and the relocation of public servants from Melbourne. By the 1980s, much of its focus had diverted to municipal matters, rather than national capital matters.

The White Committee's report of 1983 was reasonably supportive of the commission, but the Hawke government was not sympathetic. In September 1984, Cabinet approved a recommendation to remodel the commission, allowing one of its members to be drawn from the Territory's community, with another from outside the Territory. Cabinet noted that the commission's structure was inappropriate with regard to accountability and responsiveness to the community and government.²⁵

Yet it would be another four years before the commission's fate was sealed. By this time, the government had decided to introduce self-government to the Territory; it was this decision that spelt the end of the commission, although hostility from business and some residents also contributed to its demise. In July 1987, David Block, an advisor and company director, was asked to report on the commission's ongoing role, keeping in mind the government's plan for enhanced municipal government for the Territory.²⁶

Block presented his report in 1988. Noting that the commission's role had significantly changed to the point where it was now involved in more than 75 per cent of the Territory's municipal functions, Block recommended that it be replaced by a smaller planning authority. On 7 July 1988, Minister for Arts and Territories Gary Punch announced the government's acceptance of Block's report. The commission would be replaced by a National Capital Planning Authority responsible for developing and managing a national capital plan. Local government would be the responsibility of the soon to be created ACT Government.²⁷

National Capital Authority

Following the introduction of self-government, in 1989, the National Capital Planning Authority was established to represent the Commonwealth's interest in planning and developing the national capital. Its principal task was (and is) to administer and review the National Capital Plan, ensuring that Canberra and the ACT are developed in accordance with their national significance.

At the same time, a number of planning and development functions were transferred to the ACT Government. It was a requirement of the *ACT (Planning and Land Management) Act 1988* that a Territory Planning Authority be established. It is known today as the ACT Planning and Land Authority.

In accordance with its mandate, the National Capital Planning Authority released the National Capital Plan in 1990. It was a strategic document, recognising the role of Canberra as the capital. The plan develops and enhances a central national area, including the Parliamentary Zone and its setting, as the heart of the national capital; emphasises the national significance of the main approach routes and avenues; respects the geometry and intent of Walter Burley Griffin's formally adopted plan for Canberra; maintains and enhances the landscape character of Canberra and the Territory as the setting for the national capital; protects the undeveloped hill tops and the open spaces that give form to Canberra's urban areas; and offers flexibility and choice to enable the ACT Government to fulfil its functions properly.²⁸

On 1 July 1996, the agency's name changed to the National Capital Authority in recognition that it had a role beyond just planning. In March 2003, the House of Representatives Joint Standing Committee on the National Capital and External Territories began a review of the authority's activities. The committee presented its report in 2004. It noted that there were tensions between the authority and the ACT Planning Authority, partly caused by a lack of clarity in the authority's direction, and recommended the adoption of a more integrated approach to the authority's planning activities.²⁹ The committee undertook a second inquiry into the authority's activities in 2008.

In December 2004, the authority released the Griffin Legacy.³⁰ Work on the project had begun in September 2002 by which it was intended to appraise Griffin's Plan and the continuing relevance to planning and development in the 21st century, extend the legacy to restore the spirit and intent of the

plan, provide an integrated framework between the Commonwealth and ACT governments for planning initiatives in the central area and approach routes to the capital, and protect the integrity of the Griffin Plan.³¹

Over the past 20 years, the authority has conducted a range of activities, including the refurbishment and expansion of many national institutions. Like the National Capital Development Commission before it, the authority has played a key role in Canberra's development. The authority's activities have been summarised in a series of annual reports, printed in *Parliamentary Papers*, which provide a wealth of information about its activities.

Selected Records Relating to the National Capital Authority

National Archives, Canberra

Correspondence, reports and maps relating to variations to the City Plan of Canberra, 1925–87	A7503
Sketch plans of memorials and designs of areas of national land used for preservation purposes, 1989–	A9567
National Capital Plan Inquiry, 1989–90	A8679
Inquiry into the role of the National Capital Authority, 2004	A13087

Endnotes

- ¹ NAA: A5908, 108, May 1971. This submission contains a copy of the interdepartmental committee's 1970 report.
- ² NAA: A5915, 179, February 1973.
- ³ National Library of Australia, Ministerial Conference, 1974 (Cameron Hazlehurst) MS 7998, series 4, folder 13, box 65.
- ⁴ *The Canberra Times*, 26 March 1976, p. 1.
- ⁵ 'Joint Committee on the Australian Capital Territory, Report on the Supply of Residential Blocks in Canberra', 1 September 1965, *Parliamentary Papers*, 1964–66, volume 9, pp. 1–25.
- ⁶ 'Land Charges in Canberra: Statement Outlining the Present and Proposed New Land Charges in Canberra, 22 October 1970', *Parliamentary Papers*, 1970, volume 5, pp. 413–20.
- ⁷ 'Joint Committee on the Australian Capital Territory, Report on Australian Capital Territory Freehold Lands Inquiry', 30 January 1968, *Parliamentary Papers*, 1968, volume 6, pp. 1005–45.
- ⁸ NAA: A5869, 610, 4 November 1970. The Cabinet submission contains a detailed listing of all freehold land in the Territory at this time.
- ⁹ *Parliamentary Papers*, 1974, volume 8, paper 10; *Parliamentary Papers*, 1976, volume 12, paper 1.
- ¹⁰ 'House of Representatives Standing Committee on Transport, Communications and Infrastructure, Report on the Canberra Leasehold System', November 1988, *Parliamentary Papers*, 1988, volume 38, paper 409.
- ¹¹ NAA: A5915, 184, March 1973.
- ¹² 'Ministerial Statement: Review of Commonwealth Functions', 30 April 1981, *Parliamentary Papers*, 1981, volume 8, paper 96.
- ¹³ *The Canberra Times*, 20 October 1983, p. 1.
- ¹⁴ NAA: A14039, 3478, 29 November 1985.
- ¹⁵ NAA: A12909, 1553, July 1977 and 2 August 1977.
- ¹⁶ There was no five-star hotel in Canberra at this time; the first such hotel, Hyatt Hotel Canberra, opened in 1988.
- ¹⁷ NAA: A12909, 3743, January 1980.
- ¹⁸ NAA: A12909, 5226, 27 November 1981.
- ¹⁹ National Library of Australia: Casino papers, 18 October 1983 (Tom Uren) MS 6055, series 12, folder 6, box 70.
- ²⁰ An Interim Authority was established in October 1973 and the involvement of New South Wales in Territory education was rapidly wound down from that time.
- ²¹ 'Review of Commonwealth Functions Prime Minister's Statement to the Parliament', 30 April 1981, p. 36, *Parliamentary Papers*, 1981, volume 8, paper 96.
- ²² 'Canberra Planning and Development Report of the Committee of Review of the Role and Functions of the National Capital Development Commission', 6 July 1983, *Parliamentary Papers*, 1983, volume 14, paper 197.

²³ National Capital Development Commission, *Metropolitan Canberra: policy plan, development plan*, Canberra, 1984.

²⁴ Joint Committee on the Australian Capital Territory, *Report on Metropolitan Canberra*, Canberra, 1987.

²⁵ NAA: A13977, 988, 14 August 1984.

²⁶ 'Block Review: Ongoing Role of the National Capital Development Commission', Canberra, 1988.

²⁷ *The Canberra Times*, 8 July 1988, p. 1.

²⁸ National Capital Authority, *Annual Report 1990–91*, pp. 5–10, *Parliamentary Papers*, 1991, volume 36, paper 392.

²⁹ 'A National Capital, A Place to Live, Inquiry into the Role of the National Capital Authority', July 2004, *Parliamentary Papers*, 2004, volume 23, paper 188.

³⁰ National Capital Authority, *The Griffin Legacy: Canberra, the nation's capital in the 21st century*, Canberra, 2004.

³¹ National Capital Authority *Annual Report, 2004–05*, pp. 26–27, *Parliamentary Papers*, 2005, volume 53, paper 441.

Chapter 7 The road to self-government

Prior to 1911, Territory residents, although small in number (the Territory's population was only 1921),¹ were part of the NSW electoral system and could vote in state and federal elections. With the establishment of the Federal Capital Territory in 1911, however, this right was lost and Territory residents were deprived of political representation. A similar situation existed in the Northern Territory following its acquisition by the Commonwealth, also in 1911.

Loss of electoral franchise

The Commonwealth was well aware that residents lost their right of franchise following the acquisition of the Territory. Advice was sought from Robert Garran, Secretary of the Attorney-General's Department, who replied that Parliament had three options available: create an electorate for the Territory whose Member had full rights; or the Member might have limited rights of audience and voting; or the Member might have the right of audience but no voting rights.² Essentially the Commonwealth chose a fourth option. It did nothing.

When questioned in Parliament in October 1912, Senator Gregor McGregor said that the matter was receiving the 'serious attention of the Government'.³ David Miller, the Territory's Administrator, raised the issue in 1914. The Chief Electoral Officer informed him that if the Territory was allocated its own electorate, its Member would proportionately have greater representation than any Member from any state.⁴

This was the Commonwealth's dilemma. The Constitution did not allow federal electorates to cross state borders, and national governments shied away from a hypothetical impasse where a small number of Territory voters might one day hold the balance of power in an evenly divided Parliament. While Northern Territory residents obtained a limited form of franchise in 1923, ACT residents did not achieve the same result until 1948.

In time, there were repeated calls for some form of electoral representation, but governments remained obstinate. On 28 July 1920, Frederick Robinson, Assistant Professor of Modern Languages at the Royal Military College, Duntroon, complained about having to pay taxes, despite his 'disenfranchisement'. A departmental memo prepared by Treasury on 22 June 1921 stated that the Commissioner of Taxation would press Robinson to lodge a return and pay whatever tax was owed.⁵ In July 1926, Member for Eden–Monaro John Perkins raised the franchise issue in Parliament in view of the Territory's growing population; Prime Minister Stanley Bruce agreed that the matter needed resolution, but not then.⁶ A few days later, Member for South Sydney Edward Riley told Parliament that he had received queries from Canberra workmen who wanted to know if they could vote in an upcoming referendum. Bruce replied that the matter presented 'grave difficulties', but said that the extension of the franchise would receive early consideration.⁷

Federal Cabinet considered the issue in April 1928. It was referred to a sub-committee, but nothing further eventuated.⁸ The Federal Capital Territory Advisory Council, created in 1930, frequently lobbied for political representation. In August 1942, council members met Minister for the Interior Joseph Collings. They told Collings that Canberra residents were the only Australians who did not have the vote. Using the catchcry used in the American War of Independence, the Eureka Stockade and in the Northern Territory some years earlier, they argued that there should be no taxation of Canberra's residents without political representation. The matter was referred to Cabinet, which took no action.⁹

In July 1944, a deputation from the Canberra Citizens' Rights League met Prime Minister John Curtin. The delegates argued for some form of political representation for Canberra's residents. Once more, the matter was referred to Cabinet, which again took no action.¹⁰

Finally, in April 1948, Cabinet approved a recommendation for the creation of a single Parliamentary representative for the Territory. The position would operate in a similar manner to the Northern Territory's representative, that is, the Member could debate any issue but could only vote on matters involving amendments to ordinances affecting the Capital Territory, or disallowance of those ordinances.¹¹ The restriction was enshrined in section 6 of the *Australian Capital Territory Representation Act 1948*. The Act was amended in 1959 so that the Territory's Member could vote on any matter affecting the Territory, but not on other matters.

Canberra's first federal electorate, originally known as the Australian Capital Territory, was created soon after and the Territory's first Member of Parliament, Lewis Nott, took office following the election of December 1949. Nott lost his seat to James (Jim) Fraser in the next election, held in April 1951; Fraser held the seat until his death on 1 April 1970.

Matters did not end there – there was lobbying for the Territory's representative to have full voting rights. In October 1964, Cabinet approved a recommendation for the Capital Territory's Parliamentary representative to have full voting rights. Cabinet noted that while 38,320 people were enrolled to vote in the Territory, which was lower than the average electorate, by 1966 it was anticipated that the population would be 105,000. An estimated 50 per cent would be eligible to enrol, making it the largest electorate in Australia. Cabinet asked that the matter be kept confidential, with the change to be announced closer to the next election, due to be held in 1966, in order to attract quality candidates.¹² In 1966, section 6 of the ACT Representation Act was repealed, thereby granting the Territory's Member of Parliament equal voting rights with all other members.

Representation in the Senate and a second member of parliament

Although the Territory now had a Member of Parliament with full voting rights, it still did not have representation in the Senate. The Labor Opposition, led by Gough Whitlam, was a strident supporter. In November 1968, and again in August 1970, Whitlam argued in favour of Senate representation. The proposal was defeated.¹³

Minister for the Interior Ralph Hunt was opposed to Senate representation, but supported the creation of a second Member of the Territory in the House of Representatives; he failed to gain the support of his Cabinet colleagues.¹⁴ As had been the case over many years, opposition stemmed from the fear that Territory senators or members of Parliament might one day hold the balance of power in a hung Parliament, and that granting Senate representation to the Territory might also be seen as reducing states' rights.

In April 1973, Cabinet considered two proposals, one arguing for a second Member of Parliament for the Territory, and the other that both the ACT and the Northern Territory should have Senate representation. It was noted that Canberra justified a second Member as its population had grown from 144,100 in 1971 to 162,000 in September 1972, making it the largest electorate in Australia. The second electorate would include Jervis Bay, and both representatives would have full voting rights.¹⁵

Cabinet approved the proposals and legislation was introduced into Parliament in May 1973, but was ultimately defeated in the Senate. It did not pass until 6 August 1974 as part of the Joint Sitting of Parliament following the double dissolution election held in May 1974. Following the general election of December 1975, the ACT had two senators and two members of Parliament.¹⁶ The ACT's first senators were John Knight (Liberal) and Susan Ryan (Labor).

Today, the ACT has two seats in the House of Representatives (Canberra and Fraser) and two Senate representatives.¹⁷ Canberra residents have similar electoral rights to other Australians, although the Territory does not have the minimum number of senators guaranteed to the original federated states.

Voting at commonwealth referendums

There was another matter that required resolution. Residents of the ACT (and the Northern Territory) could not vote in Commonwealth referendums. In August 1969, and again in March 1970, Cabinet considered proposals to allow residents of both territories the right to vote at referendums. On both occasions the proposal was deferred.¹⁸

The matter was presented to the Australian people for consideration at a referendum held on 18 May 1974; the proposal was defeated. A second referendum, however, was held on 21 May 1977; it was carried by all states. An amendment was subsequently made to section 128 of the Australian Constitution, which finally entitled voters in the ACT, as well as their counterparts in the Northern Territory, to vote in all Commonwealth referendums. Even though Territorians now vote in referendums, those referendums are still decided by a majority of voters in a majority of states.

Selected RecoRDS Relating to paRliamentary RepReSeNTation and tHe fRanchiSe fOR teRRitoRy ReSiDentS	
ArchivesACT	
Representation of Canberra in Parliament, 1949–59	A2942, 98
National Archives, Canberra	
Franchise, Federal Capital Territory, 1909–14	A202, 1914/1865
Commonwealth Federal Territories, franchise of residents, 1919–21	A457, M110/1
ACT franchise of residents, 1926–49	A461, N342/1/1
Right to vote at referendums, 1969–72	A5882, CO728
ACT Parliamentary representation, 1970–71	A5882, CO1256
Senatorial representation for the ACT and Northern Territory, 1973–74	A5931, CL307
Additional House of Representatives representation for the ACT, 1973–74	A5931, CL308

Long journey towards self-government

From the very early years following the Commonwealth's acquisition of the Federal Territory, there were calls for the Territory to be given some form of administrative autonomy. For the most part, the Commonwealth resisted these calls; its concerns being twofold. First, it was keen to protect its interest in Canberra as both the seat of government and the national capital. The second concern was the level of financial support the Commonwealth provided to the development of Canberra, particularly from the late 1950s onwards, and the need for local residents to make a viable contribution to the Territory's running costs. The road to self-government would be a long and tortuous one.

Initially, some administrative responsibility for the Territory was given to an administrator, the first being David Miller, who was appointed in 1912. The position was replaced by the Federal Capital Advisory Committee in 1921, which in turn was superseded by the Federal Capital Commission in 1925. Miller had actually suggested the establishment of a commission in 1914, but World War I prevented this from happening. There was, however, a series of Commonwealth departments that had overall responsibility for the Territory, and control of the purse strings. The most prominent department in the early years was Home Affairs, followed later by Interior.

The Federal Capital Commission consisted of three individuals appointed by the relevant Minister. In 1927, the Federal Capital Territory Representation League was formed. In October of the same year, it petitioned Parliament for representation on the commission. The petition was successful; the result was that one commissioner was elected by Territory property holders, of whom there were 1100.

In April 1928, the Representation League petitioned Parliament for representation for the Territory and some form of municipal control. Prime Minister Bruce acknowledged that the government wanted Canberra to be independent, but there were constitutional difficulties that needed further consideration, he said.¹⁹

establishment of the advisory council

The Federal Capital Commission was abolished in 1930, primarily due to financial stringencies caused by the Great Depression, and replaced by an Advisory Council. As its name suggested, the council was able to advise the Minister in relation to matters affecting the Territory, including the making of new ordinances or the repeal or amendment of existing ordinances. Nevertheless, for the next 44 years it proved to be one of the Territory's staunchest advocates.

The establishment of the Advisory Council was considered a positive response to the popular unrest over lack of resident representation on the Federal Capital Commission. Membership of the council initially consisted of three resident-elected members and four members nominated by the government. The government's representatives comprised the secretaries of the departments of Home Affairs, and Works and Railways, the Director-General of the Department of Health, and a civic administrator.

The 1930 ordinance that created the council also established a civic administrator, who was Chairman of the council and responsible to the Minister for general administration of the Territory. The first Civic Administrator was AH Christie, followed by Charles Daley in July 1930.²⁰ With the creation of the Department of the Interior in 1932, the position of civic administrator was abolished.

Throughout its existence, the council usually met monthly and the minutes of these meetings provide a wealth of information about its activities.²¹ With changes in administrative arrangements, and specific changes made by Advisory Council ordinance, membership of the council altered several times, although the general principle that it involve departmental members who were experts in aspects of Territory administration was maintained. At all times, there was a representative of the Department of Health, who advised on matters relating to public health in the Territory. The broader municipal matters of local administration were continuously represented by a succession of departments of state, including Home Affairs, Interior and Capital Territory. By 1969, the council had 12 members; eight elected and one each from Interior, Works, Health and the National Capital Development Commission, in addition to an observer from the Department of Education and Science. The tenure of office in 1930 was two years, three years by 1974.

In June 1933, the Lyons government appointed a committee to develop proposals for the Territory's administration.²² The committee recommended the creation of a municipal council that would have responsibility for public health and sanitation, public recreation halls, grounds and racecourses, regulation of trading, public pound, cemeteries, markets, abattoirs, fire protection, traffic, public baths, licensing of hawkers and buses. Cabinet rejected the recommendation in March 1935.²³

In 1947, an interdepartmental committee was established to examine proposals involving the development of Canberra. It comprised representatives from the Public Service Board, Treasury, Works, and Housing and Interior. The committee recommended that an investigation into civic management of the Territory.²⁴ HJR Cole, Town Clerk of Hobart, was appointed to examine the issue. In his report, presented in August 1949, Cole recommended the establishment of a fully elected municipal council of 12 members to manage Canberra's local affairs.²⁵ The government took no action to implement Cole's recommendation.

In December 1952, the Advisory Council initiated an inquiry into the governance of the Territory.²⁶ Its report, completed in June 1955, recommended that a single minister should have responsibility for Territory affairs, and a legislative council should be appointed to exercise appropriate functions pertaining to the Territory. The government effectively ignored the report.²⁷

In response to further lobbying by the council, Minister for the Interior Doug Anthony initiated a study on self-government.²⁸ When tabling the subsequent report in Parliament, Anthony said there were many complicated issues requiring further review.²⁸

One of the issues the government faced in dealing with self-government for the Territory was the cost involved in the Territory's administration. Costs were spread across a number of government agencies; it was difficult to know what the true management costs actually were. In order to overcome this difficulty, a system of municipal accounting was introduced in financial year 1970–71.²⁹

On 18 February 1972, the Parliamentary Joint Committee on the ACT was asked to examine which state and municipal-type costs might be met by the Territory community, but its work was halted by the December 1972 election. In August 1973, Cabinet approved a proposal to refer the question of self-government to the Joint Committee,³⁰ yet when the committee presented its report in December 1974, the government took no action.³¹

In early 1973, Prime Minister Gough Whitlam asked former senior public servant HC 'Nugget' Coombs to undertake a review of the expenditure policies of the previous government, with a view to identifying savings to allow his newly elected Labor government to fund its policies. In his report, Coombs noted that driver's licence fees in the Territory were only \$1 a year, compared with \$4 in Victoria and \$6 in New South Wales. Further, car registration fees in Canberra were one-half to one-third less than fees charged by the states. Coombs noted that some charges had not increased since 1959. He reported that Canberrans received state-type services that cost less than that paid by their state counterparts, and enjoyed higher-quality services, even though they paid less for them.³²

establishment of the Legislative assembly

In July 1974, Cabinet approved a series of changes to the Advisory Council, involving its name and structure. Henceforth, the council would be known as the Legislative Assembly; there would be an increase in membership from eight to 18; and all members would be elected, none would be appointed by the Minister. However, the changes were essentially cosmetic, as the new assembly's functions remained the same as before.³³

The Advisory Council held its last meeting on 9 September 1974. The new Legislative Assembly held its first sitting on 28 October 1974.

Selected Records Relating to the Civic Administration of Canberra and the ACT Advisory Council	
ACT Heritage Library	
Report on Civic Administration with a Recommendation for a City Council for Canberra, HJR Cole, 1949	A5131, 1
ArchivesACT	
Framed photograph of Advisory Council members, 1930	A8211
Correspondence files, 1930–59	A2942
Proposed Legislative Council for the ACT, local government, citizens' rights, appointments, 1930–59	A2942, 1 parts 1–4
Volumes of minutes of meetings, 1930–74	A4854
Assorted negatives and photographs related to the House of Assembly, 1930–86	A8011
Canberra administration, Civic Branch, 1947–49	A2942, 649
HJR Cole report on civic administration of Canberra, 1948–50	A2942, 2 parts 1–2
Civic administration, report by HJR Cole, comments by Parks and Gardens, 1949	A860, 1/6
Administration of the ACT inquiry, 1952–59	A2942, 323 parts 1–3
Correspondence files, 1960–74	A2945
Information cards on Advisory Council Members and others, 1960–74	A7132

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Selected Records Relating to the Civic Administration of Canberra and the ACT Advisory Council (continued)

National Archives, Canberra

Civic administration, Canberra, 1921	A192, FCL1921/134
Civic Administrator's miscellaneous papers, 1931–32	CP487/6, 60
Appointment of Civic Administrator, Canberra, 1932	A458, BO120/5
Canberra, future civic administration (Mr Dunk's proposals), 1947–51	A431, 1949/1404

Road to self-government quickens

In August 1976, Cabinet considered a proposal to transfer responsibility for most Territory functions in a single step. The functions included police, education, health, legal matters, construction, collection of stamp duty, business and consumer affairs, and administrative services; the transfer would take effect from 1 July 1977. Being careful to protect the Commonwealth's interests, the proposal included a reservation by which Parliament could override legislation implemented by a Territory government.³⁴ Cabinet noted that Commonwealth expenditure in the Territory was \$383 million per year, spread over nine departments, with no coordinating body to ensure efficient establishment of priorities. Cabinet approved the recommendation but insisted that an interdepartmental committee first review those functions suitable for transfer to the new government. The committee comprised the Department of the Capital Territory, Treasury and 'other interested departments'.

In August 1977, Cabinet considered a recommendation concerning the establishment of an assembly with broad legislative and administrative powers, subject to a series of reservations involving the seat of government and the national interest. It was noted that one of the difficulties the government faced was that only 20 per cent of needed revenue was actually received from Territory residents.³⁵ Approving the recommendation, Cabinet noted that six months were needed for public debate about the issue.

Finally, in June 1978, Attorney-General Bob Ellicott followed Minister for the Capital Territory Tony Staley's lead and suggested the delegation of municipal and most state-like functions to a new local assembly. Land and planning functions would be reserved, as would the national elements of Canberra, along with a reserve power over all legislation. Ellicott recommended that Territory residents be given an opportunity to decide the matter through a referendum.³⁶

On 25 November 1978, a referendum was held to allow Canberrans to decide if there should be some form of self-government for the Territory, although Jervis Bay was excluded. Voters were given three options: the new administration would have similar rights to a state (except for health, education and some Attorney-General's functions, which would be transferred to the Territory after five years); the administration would have functions similar to those of a local council; or the administration of the Territory would remain unchanged. The referendum was defeated, with 63.5 per cent of voters choosing the third option.

Establishment of the ACT House of Assembly

Although the referendum's defeat was a setback to the self-government cause, there was one immediate change. In 1979, the Legislative Assembly was renamed the House of Assembly. No changes were made to the composition, size of membership or fundamental role of the assembly. The house consisted of 18 members: nine each from Canberra's two electorates. The first election of house members was held on 2 June 1979.

The assembly's function was to 'advise the Minister on any matter affecting the Territory, including the making of new ordinances or the repeal or amendment of existing ordinances'.³⁷ It had no legal power to make or enact laws. The Minister for the Capital Territory could submit to the house, for consideration, any proposals for the making, amendment or repeal of any ordinance, but there was no legal requirement for this to be done. The first meeting of the House of Assembly was held on 29 June 1979, when Peter Vallee was elected President.

In September 1983, Cabinet approved the establishment of a taskforce to consider self-government,³⁸ under the direction of Gordon Craig, Chairman of the Albury–Wodonga Development Corporation. Craig's committee reported in 1984, recommending that self-government be implemented by constituting the Territory as a body politic under the Crown with its own legislative, executive and judicial institutions.³⁹ The Commonwealth would, however, retain the power to disallow Territory laws.

Legislation was introduced to the House of Representatives on 19 March 1986 proposing the establishment of an ACT Council with 13 members; one full-time and 12 part-time. When the legislation was referred to the Senate on 16 April, it was rejected.⁴⁰ The dispute centred on whether the Territory should have single member electorates or proportional representation.

The term of the current House of Assembly expired and the government decided not to call elections for a new assembly, effectively abolishing it. The assembly held its last meeting on 17 June 1986. The Territory was now administered by a series of Commonwealth departments.

Meanwhile, in December 1981, the Commonwealth Grants Commission had been asked to assess the principles for determining the financial contribution the Commonwealth could recover from the Territory community for works and services. The commission recommended that departments with Territory responsibilities establish separate costings to identify the true cost of providing those services.⁴¹ In October 1984, Minister for Territories and Local Government Tom Uren wrote to Prime Minister Bob Hawke recommending the establishment of a separate ACT administration within a single department. Uren noted that there were currently 12 departments with Territory responsibilities.⁴² Yet it was not until July 1985 that the government established the ACT Administration, a unit within the Department of the Arts, Sport, the Environment, Tourism and Territories. Within that unit were centralised most Territory functions, and their respective budgets, making it possible to gauge the Territory's true administrative cost.

The stage was set for the introduction of self-government and, on 13 April 1988, Minister for Arts and Territories Gary Punch released a discussion paper entitled 'A possible model for self-government'.⁴³ As before, there was disagreement concerning the electoral method to be adopted and the level of funding to be provided to the Territory, and compromises were required.

Although there were calls by some residents to hold another referendum, on 19 October 1988, Clyde Holding, who had replaced Punch as the Territory's Minister, introduced four Bills into Parliament:

- Australian Capital Territory (Self-government)
- Australian Capital Territory (Electoral)
- Australian Capital Territory (Planning and Land Management)
- ACT Self-government (Consequential Provisions).

The legislation provided for a Legislative Assembly of 17 members that had the power to make laws for peace, order and good government of the Territory. Not all powers were transferred immediately; the ACT Magistrates Court transferred in 1990, and the ACT Supreme Court in 1992. A separate ACT Public Service did not begin until 1 July 1994.

The first election of assembly members was held on 4 March 1989. It is remembered for the large size of the ballot paper necessary to list the large number of political parties and candidates standing for office, including several parties opposed to self-government. Not all residents took the election seriously; among the nominated political parties were the Sun-ripened Warm Tomato Party, Having a Good Time Party, and the Party, Party, Party, Party.

The complexities of the electoral system and the number of parties and candidates meant that it took some time before a result could be declared. The election used a modified d'Hondt method, whereby the Territory comprised one electorate. The ultimate result was a hung Parliament. The assembly first sat on 11 May 1989 under the Territory's first Chief Minister, Labor leader Rosemary Follett.

Subsequently, a proportional electoral system, a variation of the Hare–Clark model used in Tasmania with the Robson rotation, has been used. The Robson rotation means that names are not in the same order on every ballot paper. The parties can select their candidates, but not the order of their candidates on the ballot paper.

Today, the assembly still comprises 17 members, who are chosen from three electorates: Molonglo (seven members), Ginninderra (five members), and Brindabella (five members). Unlike other self-governing territories, however, the Territory does not have an administrator; the Chief Minister gazettes the laws and summons the assembly.

As it did when it granted self-government to the Northern Territory in 1978, the Commonwealth maintained a power of reservation over Territory laws. This was achieved through section 35(2) of the ACT (Self-government) Act, which gives the Governor-General the power to disallow Territory enactments within six months. The Commonwealth used this power in 2006, when it disallowed the ACT Government's civil unions legislation. On 1 November 2011, however, Federal Parliament passed an amendment to the Self-government Act that abolished the veto power (and the power of the Governor-General to amend Territory laws), instead requiring a majority in both houses of Parliament to overturn a Territory enactment. The change came into effect on 4 December 2011.



Rosemary Follett, Chief Minister of the Australian Capital Territory, 1989 and 1991–95.
photography by heide smith.

Courtesy ACT Heritage Library

Selected Records Relating to the Legislative Assembly and House of Assembly	
ArchivesACT	
Minutes of proceedings, First Assembly of the ACT Legislative Assembly, 1974–79	A7128
Correspondence files, 'LA' (Legislative Assembly) or 'HA' (House of Assembly), 1974–86	A7184
Binders containing messages from the Minister to the Speaker, 1974–86	A7005
Information cards on members of the ACT Legislative Assembly, 1974–89	A7188
Business of the Assembly (annual synopsis), 1974–	A9057
Proof copies of Hansard, 1974–	A9058
Master sets of Committee Reports of Select, House and Standing Committees of the ACT Legislative Assembly, 1975–79	A8012
Original set of minutes of proceedings for standing committees of the ACT Legislative Assembly and the ACT House of Assembly, 1975–86	A8014
<i>Assembly Reporter</i> (newsletter of the House of Assembly), 1979–	A9050
Reports of the standing committees of the ACT House of Assembly, 1979–82	A8013
Minutes of proceedings (printed copies), First House of Assembly, 1979–82	A7129
Hansards, master set, First Session, 1979–82	A7003
Reports of standing committees of the ACT House of Assembly, 1982–86	A8016
Hansards, master set, Second Session, 1982–86	A7002
Notice papers (booklets), 1982–86	A7004
Minutes of proceedings, First Assembly of the ACT Legislative Assembly, 1974–79	A7128
Minutes of proceedings (printed copies), Second Assembly of the House of Assembly, 1982–86	A7130
Correspondence files, 'LA' (Legislative Assembly) or 'HA' (House of Assembly), 1974–86	A7184
National Archives, Canberra	
Swearing in of ACT House of Assembly, 1979	A6180, 2/7/79/16

Selected Records Relating to Self-government for the ACT	
ArchivesACT	
Self-government – delegation of functions	NC-76/01291
Self-government for the ACT – IDC on Task Force Report	NC-76/00427
Self-government – community opinion	NC-76/00358#2
ACT self-government	NC-74/00378#15
ACT self-government, 1988 – proposals	88/1417
Replacement body for House of Assembly – effect on statutory authorities – papers – August 1986	86/7161
Miscellaneous constitutional aspects – 31 possible models for drafting of constitution	86/6470
Brief history of government of the ACT and proposals for self-government, 1960s	86/5642
ACT Government – a broad appreciation including proposals for self-government, pre-1970	86/5580
Self-government proposals, September 1985	85/6071

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Selected RecoRdS Relating to Self-govErnment foR tHe act (continued)	
Self-government Task Force Secretariat – meeting papers – Part 3	83/6601
Self-government Task Force Secretariat – report draft outline – aspects of 1983 proposals	83/6418
Self-government Task Force Secretariat – constitutional basis – aspects of 1983 proposals	83/6417
Self-government proposals – financial implications, 1977	78/752
Policies and procedures – self-government in the ACT – Part 3	78/742
Self-government Task Force Secretariat – implementation of the Joint Committee's Report – Part 1	75/398
Self-government for the ACT	74/1666
Self-government in the ACT – comparative studies	71/4187
Self-government in the ACT, 1931–49 – Part 1	71/4177
Self-government in the ACT, 1949–63 – Part 2	71/4178
Self-government in the ACT – discussions with and comments by NCDC	66/1250
Role of NCDC under self-government	89/9910
Self-government Task Force Report – implications	84/8104
Proposed self-government for the ACT – Part 1	1960/137#01
National Archives, Canberra	
ACT self-government, 1965	A432, 1965/3000
Self-government for the ACT, policy, 1967–75	A1209, 1973/6899
Proportion of municipal and state costs which should be met by the ACT community, 1972–74	A7372
Papers of the reference – state and municipal costs and revenue, 1972–74	A13246
Papers of the reference – self-government in the ACT, 'SG', 1973–74	A12769
Clyde Cameron – Australian Capital Territory self-government, 1973–74	M3865, 8
Self-government for the ACT – policy, 1975	A1209, 1975/1187
Self-government for the ACT – policy, 1975–76	A1209, 1975/2317
Self-government for the ACT – Women's Affairs Branch, 1976	A1209, 1976/388
Self-government for the ACT – policy, 1976–83	A1209, 1976/977, parts 1–7
Self-government referendum, 1978	A8145, 33
Self-government in the ACT – aspect concerning Community Development Branch, 1983–84	A1209, 1984/219
ACT (Self-government) Act, 1988	A1559, 1988/106
National Library, Canberra	
ACT Self-government, 1974–75 (Tom Uren)	MS 5816, series 4, folder 52, box 18
ACT Task Force on Self-government, 1983–84 (Tom Uren)	MS 6055, series 12, folders 16–17, box 72

Government activities since self-government

The ACT Government is unusual in Australian administration in that it is effectively both a state and a municipal government, providing a variety of services on behalf of the Territory's population.

On 18 October 1991, Chief Minister Rosemary Follett launched Canberra's fourth new town, Gungahlin. The first residents moved into the suburb of Palmerston in March 1992.

Residential development throughout the Territory has continued since, with work undertaken at Molonglo Valley and Lawson. The Molonglo Valley has two suburbs currently under construction: Wright (named after poet Judith Wright), and Coombs (named after public servant HC 'Nugget' Coombs). A third suburb is planned and will be named Sulman, after John Sulman (Chairman of the Federal Capital Advisory Committee).

In 1991, the ACT Government announced the establishment of a Human Rights Office, which today is known as the ACT Human Rights Commission. In 2004, the Legislative Assembly became the first jurisdiction in Australia to implement a bill of rights (*Human Rights Act 2000*) help to protect freedom of expression, religion and movement.

In 2004, the government launched the Canberra Plan to guide the growth and development of Canberra for current and future generations. This was followed in 2008 by 'The Canberra Plan: towards our second century', which builds on the original plan and prepares for the city's future. While some elements of the original Canberra Plan remain unchanged, the renewed vision looks at new challenges that have emerged since 2004, such as climate change, water security and housing affordability.⁴⁴

Since July 2011, the government has taken a policy decision to undertake a proactive release of Cabinet information. The ACT Government Cabinet usually meets weekly and, while actual Cabinet documents are not released for 10 years, summaries of Cabinet outcomes are posted on the internet within days of each meeting. This initiative forms part of the government's wider open government agenda, designed to make government information more readily available to the community.⁴⁵

administration of Jervis bay

Jervis Bay was acquired in 1915 in accordance with the Jervis Bay Territory Acceptance Act, ostensibly to provide the national capital with a seaport. At the time, the area comprised 28 square miles (72.5 square kilometres).

The Commonwealth's principal interest in the area is the Royal Australian Naval Training College, HMAS Creswell. Since the introduction of self-government, the ACT Government has provided a range of municipal services for Jervis Bay residents, including courts, child protection and the issue of driver's licences. A school is also provided at Wreck Bay.

Given the Bay's small population of only 390 residents, in October 2011 Chief Minister Katy Gallagher announced a review of these services, suggesting that it would be more efficient and cost effective for them to be provided by NSW authorities. To date the matter is still under review.



Jervis Bay, Australian Capital Territory, 1977.

NAA: A6180, 15/12/77/14

Selected Records Relating to the Administration of Jervis Bay
ArchivesACT

Jervis Bay – general	1964/95
Self-government Task Force Secretariat – Jervis Bay Territory – aspects of 1983 proposals	84/1256
ACT Government Unit, Jervis Bay	89/15776
Jervis Bay – soil erosion, fire protection and grazing – Part 1	56/317f-01
Arboretum – Jervis Bay	61/685f
Jervis Bay geology	66/2169
Development of Jervis Bay	69/2714
Direct road – Canberra to Jervis Bay	71/1436
Jervis Bay – effect of self-government	86/387-01
Planning of Jervis Bay area	NC-75/00378
Jervis Bay Nature Reserve and Botanic Garden Annex	88/2166

National Archives, Canberra

General correspondence (Jervis Bay records), 1944–57	A882
Correspondence files relating to blocks of land within the Jervis Bay territory, 1920–91	A11142
Correspondence files relating to the administration of the Jervis Bay territory, 1966–90	A11143
Inquiry into development pressures on Jervis Bay, 1974–75	A12758

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- ² NAA: A202, 1914/1865, 8 February 1912.
- ³ *Parliamentary Debates*, volume 66, Senate, 2 October 1912, p. 3667.
- ⁴ NAA: A202, 1914/1865, 7 May 1914.
- ⁵ NAA: A457, M110/1.
- ⁶ *Parliamentary Debates*, House of Representatives, volume 114, 2 July 1926, p. 3758.
- ⁷ *Parliamentary Debates*, House of Representatives, volume 114, 13 July 1926, p. 4032.
- ⁸ NAA: A2718, volume 4 part 2, 171, 17 April 1928.
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- ¹² NAA: A5827, volume 15/agendum 482, 14 October 1964.
- ¹³ *Parliamentary Debates*, House of Representatives, volume 61, 7 November 1968, pp. 2581–95; volume 69, 20 August 1970, pp. 270–93.
- ¹⁴ NAA: A5908, 308, August 1971.
- ¹⁵ NAA: A5915, 251, 252, April 1973.
- ¹⁶ *Parliamentary Debates*, House of Representatives, volume 89, 6 August 1974, pp. 44–88.
- ¹⁷ For a short time, the Territory had three federal electorates. The seat of Namadgi was created in 1996 and abolished in 1998.
- ¹⁸ NAA: A5868, 749, 2 August 1969; A5869, 189, March 1970.
- ¹⁹ *Parliamentary Debates*, volume 119, House of Representatives, 13 June 1928, pp. 6032–4.
- ²⁰ *The Canberra Times*, 11 July 1930, p. 1.
- ²¹ The council's minutes of meetings are held by ArchivesACT.
- ²² NAA: A2694, volume 9, 707, June 1933.
- ²³ NAA: A2694, volume 13 part 2, 1160, 7 February 1935.
- ²⁴ NAA: A2700, 1210J, 28 April 1949.
- ²⁵ ACT Heritage Library: A5131, Report on Civic Administration by HJR Cole with a Recommendation for a City Council for Canberra, 24 August 1949.
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- ²⁷ 'Self-government for the Australian Capital Territory', May 1967, *Parliamentary Papers*, 1967, volume 3, pp. 1089–123.
- ²⁸ *Parliamentary Debates*, House of Representatives, volume 55, 3 May 1967, p. 1648–54.
- ²⁹ NAA: A5915, 1961.
- ³⁰ NAA: A5915, 600, August 1973.
- ³¹ 'Joint Committee on the Australian Capital Territory, Self-government and Public Finance in the Australian Capital Territory', 29 December 1974, *Parliamentary Papers*, 1975, volume 11, paper 16.
- ³² 'Review of the Continuing Expenditure Policies of the Previous Government', 24 June 1973, pp. 63–4, *Parliamentary Papers*, 1973, volume 5, paper 9.
- ³³ NAA: A5915, 1070, 2 July 1974.
- ³⁴ NAA: A12909, 638, August 1976.
- ³⁵ NAA: A12909, 1378, August 1977.
- ³⁶ NAA: A12909, 2456, June 1978.
- ³⁷ *The Canberra Times*, 3 March 1979, p. 1.
- ³⁸ NAA: A13977, 447, 21 September 1983.
- ³⁹ 'Self-government Task Force Report', May 1984, *Parliamentary Papers*, 1984, volume 11, paper 139.
- ⁴⁰ *Parliamentary Debates*, House of Representatives, volume 147, 19 March 1986, pp. 1557–64; Senate, volume 114, 16 April 1986, pp. 1736–9.
- ⁴¹ 'Commonwealth Grants Commission Report on Financing the Australian Capital Territory', 16 July 1984, *Parliamentary Papers*, 1984, volume 15, paper 185.
- ⁴² National Library of Australia: (Tom Uren) MS 6055, series 12, folder 13, box 63, 18 October 1984.
- ⁴³ *The Canberra Times*, 14 April 1988, p. 1.
- ⁴³ *The Canberra Times*, 14 April 1988, p. 1.
- ⁴⁴ cmd.act.gov.au/policystrategic/canberraplan, accessed 23 March 2013.
- ⁴⁵ Cabinet outcomes can be found at cmd.act.gov.au/open_government/inform/cabinet.

Chapter 8 Iconic buildings and monuments

Canberra is famous for its iconic buildings. Some are home to cultural institutions, others commemorate specific events or places. While most were built from the early 1960s onwards, some were constructed much earlier. This chapter provides a description of some of Canberra's most well-known buildings.

Institute of Anatomy

Colin MacKenzie was a qualified surgeon with a strong interest in anatomy. He established a large specimen collection at his home in Melbourne and founded an animal sanctuary at Healesville, Victoria. In 1923, he offered his collection to the Commonwealth gratis if, in return, the government agreed to establish a national anatomical museum. Cabinet accepted MacKenzie's offer on 23 July 1923¹ and the *Zoological Museum Agreement Act 1924* confirmed the arrangement.

In 1927, the Public Works Committee approved the proposal for a building to be located at Acton, and a nearby animal reserve adjacent to the Molonglo River, at a total cost of £60,000.² Construction of the facility, to be known as the Institute of Anatomy and located at McCoy Circuit in Acton, began in 1929; the building opened in 1931. Among the many items located at the institute was the heart of legendary race horse Phar Lap.

On 29 October 1931, the Australian Institute of Anatomy Agreement Act received royal assent. This ratified the agreement with MacKenzie, who was appointed as the institute's first Director. However, poor health forced him to return to Melbourne, where he died in 1938. The institute was placed within the Department of Health.

The institute remained at Acton for the next 50 years, however, the establishment of the National Museum of Australia in 1980 ultimately led to its demise. Its collection was dispersed and the institute was abolished with effect from 16 December 1985. Since 1984, the institute's McCoy Circuit building has been home to the National Film and Sound Archive.



Conference delegates in front of the Australian Institute of Anatomy, McCoy Circle, Acton, 1933.
Photographer: William James Mildenhall.

NAA: A3560, 6876

Selected RecoRdS Relating to tHe inStitute of anatomy**National Archives, Canberra**

National Museum of Australian Zoology transfer to Department of Health, 1924–28	A1, 1928/1458
National Museum of Australian Zoology, 1924–29	A1831, 1929/1553
Sketch elevation of proposed building, 1925	A2617, section 19/1361
Site plans, 1925	A2617, section 19/1362 and section 19/1466
General staff file, 1925–26	A1, 1926/3284
Museum of Zoology accounts, 1925–26	A1, 1926/13479
Report relating to the proposed construction of buildings and formation of reservation at Canberra for the National Museum of Australian Zoology, 1926–27	A1818, 18
Floor plans and elevation, 1927	A2502, AB935
Australian Institute of Anatomy records and business arrangements, 1927–38	A1928, 695/6
Site for National Museum of Australian Zoology, 1928	A6664, L154
Correspondence files, 1937–53	A2644
Inwards correspondence register, 1938–43	A2795
Correspondence files, 1953–85	A2645

Australian War Memorial

The idea for an Australian War Memorial in Canberra originated with CEW Bean, the official historian for World War I. He wanted a monument to honour Australia's war dead and to display memorabilia from the war.

On 8 November 1923, Cabinet approved a site for the memorial at the foot of Mount Ainslie, and agreed that the Federal Capital Advisory Committee and the War Memorial Committee should work together to organise a competition to design the building.³

A design competition was held in 1925 and the judges asked to select the 10 best designs for further consideration. All were rejected as unsuitable. However, two entrants, Emil Sodersteen and John Crust, were subsequently commissioned to work on a joint design. Their design involved a central garden court, along each side of which there would be a Roll of Honour of all those Australian service personnel killed in war (which, at that time, was approximately 80,000). The roll would be sheltered by arcaded cloisters, leading towards a domed Hall of Memory at the rear of the building.

The question of the building's construction was referred to the Public Works Committee in 1928. The committee presented its report in May that year.⁴ It fully supported the project but had concerns about the cost, which at the time was in excess of £300,000. One of the committee's cost-saving recommendations was to eliminate the proposed fire sprinkler system; believing that water from the sprinklers would cause more damage than fire, the committee argued that eliminating sprinklers would result in a saving of £5000.⁵

The committee fully supported the inclusion of a Roll of Honour and expressed its satisfaction with the design suggested by John Crust that names be recorded in bronze letters cast in synthetic marble and placed in panels on the walls of the cloisters on either side of the garden court. The committee agreed that names be recorded alphabetically according to towns of origin, with no reference to rank.

The memorial's foundation stone was laid on 25 April 1929 but the onset of the Great Depression later that year delayed construction. In 1933, Cabinet considered the memorial's construction on several occasions and ultimately agreed to a two-stage approach. The building was not completed until 1941; it was officially opened by the Governor-General, Lord Gowrie, on 11 November 1941.

The Hall of Memory was completed in 1959, while the Roll of Honour was finished in 1961. The names on the Roll of Honour are recorded in order of administrative units, not according to towns of origin as originally intended.

The memorial has been expanded on a number of occasions since 1941. The eastern and western 'wings' were added in 1971 and Anzac Hall, which houses the memorial's larger objects, was completed in June 2001.

The Hall of Memory also contains the Tomb of the Unknown Australian Soldier, a member of Australia's armed forces who died on the Western Front during World War I, and whose body was interred on 11 November 1993. This was not the first time, however, that creating a tomb for an unknown soldier had been contemplated. In response to a public suggestion, Cabinet reviewed the matter in June 1926 but made no decision.⁶

Selected Records Relating to the Design and Construction of the Australian War Memorial

National Archives, Canberra

Australian National War Memorial, 1919–20	A2, 1920/1318
National War Memorial Canberra, 1921–26	A1, 1928/1514
Australian War Memorial, 1924	A6006, 1924/1/30
Proposed war memorial, Canberra, adjudication of competitive designs, 1924	A6006, 1924/08/13
Design competition, 1925	CP949/1
Architectural competition, conditions regulating submission of designs, 1925	A1818, 17
Australian War Memorial architectural competition, 1925–30	A292, C20068 parts 1A, 2A
Australian War Memorial Canberra, 1926–69	A3211, 1964/3666 part 2
Australian War Memorial Canberra, 1928	A11960, 1928/15
War memorial building erection, 1928–38	A292, C20068 parts 1–2
John Murdoch – Australian War Memorial, Canberra, architectural competition conditions regarding submissions for designs, 1929	M4447, 13
Australian War Memorial, Roll of Honour, 1936–71	A3808, 1973/330
Australian War Memorial, Canberra, official opening, 1941	A705, 129/1/22
Roy Rowe – official opening of the Australian War Memorial, 1941	M1598, 3
Collection of relics for the Australian War Memorial, 1945–46	A12214, 28/1/AIR
Australian War Memorial landscaping, 1961–75	A1144, P&G 1962/114
Australian War Memorial landscaping, 1961–75	A1144, P&G 1972/158
Extensions to the Australian War Memorial, 1965–71	A3808, 1974/5042 part 1
Australian War Memorial extensions, 1967–69	A976, 1967/2334
Completion of the Australian War Memorial, official opening, 1970–71	A3808, 1973/358

Academy of Science

The Academy of Science was established on 16 February 1954 by Royal Charter. Its copper shelled concrete dome was built between 1958 and 1959. Prime Minister Robert Menzies laid the foundation stone for the dome at a ceremony held on 2 May 1958. At the time, it was estimated that the building would cost £246,000 to construct. The building opened in 1959.

Formerly known as the Becker Building, after benefactor Jack Becker, it was renamed the Shine Dome after John Shine, who donated \$1 million towards the dome's restoration.

Selected RecoRds Relating to tHe academy of Science	
ACT Heritage Library	
Photograph of Academy of Science building foundations, 12 May 1958	HMSS 0294
National Archives, Canberra	
Australian Academy of Science building, 1957–59	A463, 1958/38
Photograph of Prime Minister Menzies laying the foundation stone, 1958	A1200, L26104
Annual Commonwealth grant, 1959–63	A463, 1961/3512

Royal Australian Mint

The Mint was originally located in Melbourne but, with the proposed introduction of decimal currency in 1966 and Canberra's expansion, Cabinet approved its relocation to Canberra in January 1958.⁷ Initially the Mint was to be located behind Camp Hill near West Block, but ultimately a site at Deakin was chosen.

The Mint consists of two buildings, an administrative centre and a processing building. Contracts for construction were let in February and June 1963, respectively, and the buildings were completed in February and November 1964. The complex was opened by the Duke of Edinburgh on 22 February 1965.

The buildings have since been substantially refurbished and officially reopened by the Governor-General, Quentin Bryce, on 9 September 2009.

Selected RecoRds Relating to tHe Royal auStRalian mint	
National Archives, Canberra	
Establishment of Australian Mint at Canberra, 1952–61	A571, 1957/2721 parts 1–9
Proposed Royal Mint at Canberra, 1957–66	A976, 1963/1278 parts 2–6
Establishment of Mint at Canberra, 1958–65	A463, 1962/5244
National Mint process building design, 1963–65	A976, 1963/894 parts 1–3, 5

National Library of Australia

The National Library was established in 1901 as part of the Commonwealth Parliamentary Library. As it began to acquire collections outside of the Parliamentary sphere, in 1923 it adopted the name Commonwealth National Library.

In 1925, the Public Works Committee examined a proposal to establish a building in Canberra to house the library's collection. The committee was supportive, recommending a building costing £80,000, even suggesting there should be a series of 'ornamental steps' leading up to it.⁸ There was, however, little enthusiasm by the government to commit the funds. The library moved to Canberra in 1927 and for a short while was located at West Block.

In September 1933, Cabinet approved a site for a new library building on the corner of Kings Avenue and Macquarie Street in Barton, at a cost of £12,766.⁹ The building opened in 1935. In time, other buildings were found to house the library's collection at Fyshwick, Civic, and even the basement of the Administrative Building at Parkes.

In 1953, the government established a committee to examine the control of the library and its functions. It was noted that while the library was the responsibility of the President of the Senate and the Speaker of the House of Representatives, it was performing a number of functions that were not connected with the Parliament, including providing library facilities for Canberra residents.

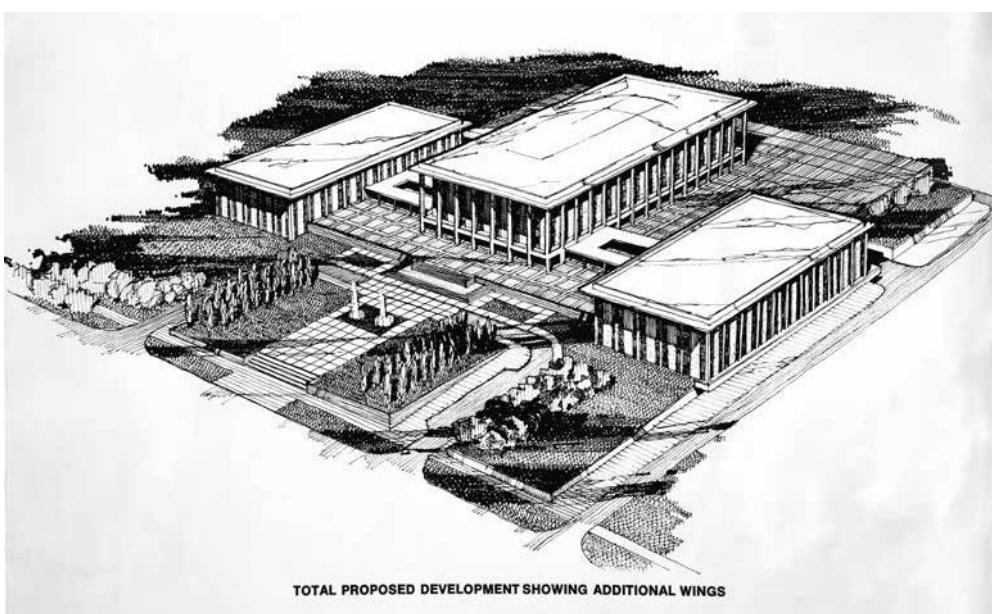
The committee, led by Vice-chancellor of the University of Melbourne George Paton, was established in May 1956 and presented its report in April 1957.¹⁰ It recommended that the library be established as a separate institution under the direction of a board of trustees. The report also recommended that the library should have a building appropriate to its role as the nation's premier library.

The government was slow to react to the committee's report, but in May 1959 it established an interdepartmental committee to review it. The committee presented its report on 26 November 1959, accepting Paton's key recommendations. Cabinet approved the report on 1 March 1960.¹¹

The National Library Bill was introduced into Parliament in 1960 to formally establish the library, its functions and its governing council. A competition to design the library's new building was held in 1961 and won by the Sydney architectural firm Bunning and Madden. Initial planning was for three buildings resting on a podium 195 metres long and 162 metres wide, with construction taking place over 40 years. But in the end, only the centre building was ever built. The design company's principal architect, Walter Bunning, was a great admirer of the Parthenon in Athens. Consequently, he designed the library building to have precisely the same number of columns as the Parthenon – 17 rows with each row having eight columns – however, the National Capital Development Commission eliminated one row as an economy measure, saving £250,000. The library building thus has eight columns less than the Parthenon.¹²

A contract for construction was let in April 1964, and the foundation stone set in place by retired Prime Minister Menzies on 31 March 1966. The building was officially opened by Prime Minister John Gorton on 15 August 1968.

The former Kings Avenue building was demolished in 1970 and the site is now occupied by the Edmund Barton Building.



Proposed development of the National Library of Australia, Canberra, 1968.
NAA: A1200, L76960

Selected RecoRdS Relating to tHe national libRaRy of auStRaLia**National Archives, Canberra**

Parliamentary and National Library policy, 1953–56	A462, 168/3
National Library Committee, 1955–59	A571, 1956/1442 parts 1–4
Inquiry Committee, remuneration and allowances to members, 1956	A462, 168/12
Inquiry Committee, submissions and records of meetings, 1956–57	A462, 168/13 parts 1–2
Inquiry Committee report, 1956–60	A463, 1958/1310
National Library Bill, 1957–60	A432, 1960/1130
National Library program of requirements, 1958–67	A1340, 1960/828 parts 1–8
An Act relating to the National Library of Australia, 1960	A1559, 1960/69
National Library legislation and policy, 1960–61	A463, 1965/2987 part 1
National Library of Australia (Establishment Bill), 1960–61	A5954, 1197/22
Temporary accommodation for the National Library, 1961–64	A463, 1963/3993
National Capital Development Commission working committee on National Library building, 1961–66	A463, 1962/3311 parts 1–2
Building Works Committee, minutes and meetings, 1961–68	A1340, 1964/978 parts 1–3
National Library of Australia Executive Council minutes, 1961–70	A463, 1965/5210
National Library landscaping, 1961–75	A1144, P&G1964/79
Royal visit 1963, suggested laying of foundation stone for new National Library, 1962	A463, 1963/48
National Library building contract, 1964–69	A1340, 1964/423 parts 1–5
National Library foundation stone, 1965–66	A1340, 1965/537 part 1
National Library building, tapestries, 1965–67	A463, 1965/2314
National Library, proposed permanent site, 1965–91	A431, 1969/2324
Opening of new building, 1966–68	A463, 1967/221
Legislation Committee, National Library Bill, 1967	A5840, 214/LEG
National Library building contract, 1968–70	A1340, 1971/423 part 1

National Carillon

The National Carillon, which is located on Aspen Island (and initially referred to as the United Kingdom Gift Tower), was a gift from the British Government to commemorate Canberra's 50th anniversary in 1963.

Six architectural companies, three English and three Australian, were asked to submit designs for the Carillon. The designs were reviewed by a three-member panel comprising William Holford (a London-based town planning expert), John Overall (Chairman of the National Capital Development Commission), and Donald Gibson (past President of the Royal Institute of British Architects). The winning design was submitted by Perth-based company Cameron, Chisholm and Nichol.

The tower stands 163 feet (49.7 metres) high. It has 53 bronze bells with a range of four-and-a-half octaves. The largest bell is seven feet (2.1 metres) in diameter, weighing six tons. The Carillon was opened by Queen Elizabeth II on 26 April 1970.

Selected RecoRdS Relating to tHe caRillon**National Archives, Canberra**

Gift of a carillon by the British Government to commemorate the jubilee of the founding of Canberra, 1963–70	A3211, 1970/1282 parts 1–2
Gift from the UK Government, 1963–67	A4940, C3785
UK gift, architectural competition, 1967–68	A1340, 67/356 parts 1–2

National Archives, Perth

Film: Carillon Centre opening general views, 1961–84	K1129, CAN2987.2
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National Archives, Sydney

Photograph of the Carillon, 1971	C2359, 2493
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Captain Cook Memorial Jet and Globe

The Captain Cook Memorial Jet and the nearby Capital Cook Globe were constructed to commemorate the bicentenary of James Cook's discovery of the east coast of Australia. It was inaugurated on 25 April 1970 by Queen Elizabeth II.

Both the jet and globe were designed by Bunning and Madden (the same company that designed the National Library of Australia building).

The jet draws water from the lake through a 50-metre intake tunnel to an underground pump house, and is capable of sending water up to a height of 147 metres. The globe, which is about three metres in diameter, commemorates James Cook's Pacific voyages between 1769 and 1772.¹³

Selected RecoRdS Relating to tHe captain cooK memoRial Jet and globe**National Archives, Canberra**

Photographs of testing the Captain Cook water jet, 1970	A1500, K23474–K23477
Captain Cook memorial jet and globe, 1972–75	A4306, ZA74/914–ZA74/917 parts 1–4

Treasury Building

The Treasury Building, located at the western end of King Edward Terrace, while housing public servants was also designed to provide 'balance' with the Administrative Building at the eastern end of the Terrace.

Originally known as the Secretariat Office Block and then Commonwealth Avenue Offices, the project was approved in November 1961. Work took place in three stages. Stage 1 was completed in 1966; stage 2 in 1967; and stage 3 in June 1970. As originally constructed, the building had a net office area of about 250,000 square feet (23,226 square metres).

The building is the home of the Department of the Treasury. The sculpture and fountain located near the main entrance to the building were designed by Melbourne artist Norma Redpath.

Selected RecoRdS Relating to tHe conStRuction of tHe tReaSuRy building**National Archives, Canberra**

Treasury Building, landscaping and maintenance, 1961–75	A1144, P&G63/046
Treasury Building, landscaping, 1961–75	A1144, 1970/77
Photograph of sculpture by Norma Redpath outside the Treasury Building, 1970	A1200, L85347

Monument to Walter Burley Griffin

In 1975, the National Memorials Committee put forward a proposal to construct a monument on top of Mount Ainslie dedicated to Walter Burley Griffin. The monument would be in place by 24 November 1976, marking the centenary of Griffin's birth. That same year would also mark 200 years of United States independence from Great Britain.

A competition was announced in November 1975. The winner was to be named on Canberra Day, 12 March 1976, and a ceremony to mark commencement of the work would be held on 4 July 1976.

The competition duly took place as planned, attracting 800 entries. These were shortlisted to five, and the final judging took place on 26–27 February 1976. The competition was won by an American company, Cope and Lippincott.

On 16 March 1976, the recently elected Fraser government announced that the memorial would be deferred due to funding issues. The project was ultimately cancelled.

Selected Records Relating to the Proposed monument to Walter Burley Griffin

ArchivesACT

National Capital Planning and Development Committee, memorial Walter Burley Griffin, 1940–57	A3032, PC40/9
Walter Burley Griffin memorial competition	NC-74/00367 parts 1–8
Legislative Assembly correspondence, memorial to Walter Burley Griffin	74/5506
Walter Burley Griffin memorial competition entries	NC-75/00611 parts 1–6
Walter Burley Griffin memorial documentation and construction	NC-76/00357 parts 1–2
Revised planning for Walter Burley Griffin memorial	NC-84/00671

National Gallery of Australia

Planning and construction of the National Gallery and High Court buildings were intertwined. In addition, the location for both buildings became part of the selection of a site for the new Parliament House. The gallery was initially planned for completion first, but a deliberate decision by government slowed its construction to allow the High Court to be finished first.

In his report 'Observations on the Future Development of Canberra' (discussed in Chapter 5), William Holford recommended that Parliament House be located on the lakefront. He also recommended that a royal pavilion be built on Capital Hill, essentially a series of small apartments to be used by royal visitors.¹⁴ Cabinet approved the lakefront position for Parliament House, but not the royal pavilion.

Over the next 15 years, the proposed location of Parliament House alternated between the lakeside, Capital Hill and Camp Hill. The Capital Hill location would not be confirmed until 1974 (discussed later in this chapter).

In 1963, the National Capital Development Commission recommended that Capital Hill be designated as a national centre, with the first building on the site being an art gallery. Cabinet endorsed the proposal in August 1963.¹⁵

With the support of his Cabinet colleagues, on 10 September 1965 Prime Minister Robert Menzies announced the establishment of a committee of inquiry into a proposed national gallery of art, which was led by Daryl Lindsay (former Director of the National Gallery of Victoria). The committee reported in March 1966 and recommended the Australian National Gallery's establishment as a statutory authority. The gallery would have an interim council pending a permanent body. The committee further recommended the construction of a new building to house the gallery's collection, which should be broadly based, not centred on Australian art.¹⁶

The interim council recommended by the committee was established in 1968. That same year the government announced a limited competition to establish a design approach for the gallery, inviting 13 architectural firms to submit proposals for a building to be completed by the early 1970s. Sydney firm Edwards Madigan Torzillo Briggs won the competition. The design concept was developed for the gallery's location on Capital Hill, not the lakefront.

At this time, there was considerable Parliamentary debate over the site for the new Parliament House. Some parliamentarians favoured Camp Hill (the site of the Old Parliament House), while others favoured Capital Hill. Given the uncertainty with the Capital Hill location, in April 1970 Cabinet confirmed the locations for both the gallery and the High Court on the lakefront.¹⁷

A proposed design for the gallery was approved in 1971 and the gallery's first Director, James Mollison, was appointed in October that same year.

In 1973, Parliament passed legislation to establish the gallery as a corporate body. A construction contract was awarded to PDC Constructions (ACT), a subsidiary of White Industries Ltd. On 7 November 1973, a plaque marking the start of construction was unveiled by Prime Minister Gough Whitlam, with the expectation that the gallery would be completed by 1976.¹⁸

A combination of diminished capital project funding and a government priority to complete the High Court by 1980 meant that construction of the gallery was temporarily halted in 1975. The building was eventually completed in October 1981. Over the next year, it was progressively staffed and its collection developed. The building was opened by Queen Elizabeth II on 12 October 1982. In 1992, the gallery was renamed the National Gallery of Australia.

The gallery has since developed a large collection of Australian and international art and sculpture. Perhaps its most controversial purchase was the Jackson Pollock painting *Blue Poles*, which it acquired in 1974 at a cost of \$1.3 million.

On 13 December 2006, the government announced that it would provide funding to enhance and extend the gallery building. The first stage was officially opened on 30 September 2010 by the Governor-General, Quentin Bryce.

Selected Records Relating to the National Gallery of Australia	
National Archives, Canberra	
Establishment of a national art gallery in Canberra, general representations, 1963–67	A463, 1964/3579
Committee of Inquiry, first meeting, 1965	A463, 1967/3030
Committee of Inquiry, financial, 1965–66	A463, 1965/5139
Committee of Inquiry, information of overseas gallery practices, 1965–66	A463, 1967/3036
Committee of Inquiry, establishment and membership, 1965–67	A463, 1969/2851
Acquisitions and general policy, 1965–74	A3211, 1972/2792 parts 1–2
Committee of Inquiry, government consideration of report, 1966–68	A1209, 1967/7052
Proposal for an architectural competition for the art gallery, Canberra, 1966–68	A463, 1967/3273
Erection of a national gallery and academy of southern man in Australia, 1966–71	A1209, 1970/6535
Policy following report of Committee of Inquiry, 1967–68	A1209, 1971/9268
Interim Council inaugural meeting, 1968	A1209, 1968/10152
Joint Working Group meetings, 1968–70	A463, 1968/3999
Agenda and minutes, Joint Working Group, 1968–71	A3753, 1971/1395

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Selected RecoRdS Relating to tHe national gallErY of auStRalia (continued)	
Australian National Gallery policy, 1969–73	A463, 1969/1872
Reports by the Director of the Australian National Gallery, 1971–72	A3753, 1971/330
Choice of name for national gallery, Canberra, 1973–74	A463, 1973/4544
Australian National Gallery organisation, 1973–77	A463, 1973/3672
Purchase of painting <i>Blue Poles</i> by Jackson Pollock, 1973–86	A432, 1973/476
Acquisitions and general policy, 1974–77	A3211, 1975/987 parts 3–5
<i>National Gallery Act 1975</i> , an Act relating to the Australian National Gallery, 1975	A1559, 1975/61
Construction manager's reports, 1978	A1340, 1978/1515 parts 1–5
Protocol, opening of national gallery, 1982	A1838, 1516/440 part 1
Malcolm Fraser – opening of the Australian gallery, speech notes and press release, 1982	M1263, 1377

High Court of Australia

Although established in 1901, the first bench of the High Court was not appointed until 1903. Originally, the court shared facilities with state courts in both Victoria and New South Wales, although its Principal Registry was based in Melbourne.

In 1967, the government decided that the court would be re-established in Canberra.¹⁹ Initially, it was to be sited between the Administrative Building (now the John Gorton Building) and Lake Burley Griffin. In 1970, Cabinet confirmed the location and specified that the court was to be sufficiently separated from the National Gallery, in a manner appropriate to its constitutional status, and the building's ground floor area would be equivalent to the nearby National Library.²⁰

A two-stage design competition was begun in April 1972 and attracted 158 entrants. A group of assessors, including John Overall and Chief Justice of the High Court Garfield Barwick, narrowed the field to just six entries by January 1973. On the afternoon of 8 October 1973, Prime Minister Gough Whitlam announced that the winning entry was the firm of Edwards Madigan Torzillo Briggs, the company that designed the National Gallery.²¹ A contract for the court's construction was let to PDC Constructions for \$18.4 million. Construction began in April 1975 and the building was opened by Queen Elizabeth II on 26 May 1980.

Selected RecoRdS Relating to tHe deSign and conStRuction of tHe High couRt of auStRalia	
National Archives, Canberra	
Accommodation for High Court, 1935–77	A432, 1972/4162 parts 1–2
Accommodation Canberra, High Court of Australia, 1962–76	A432, 1967/4222 parts 1–3
Transport planning, siting of Parliament House, High Court and National Place, 1964–88	A431, 1972/662
Administration of the High Court of Australia, 1965–73	A1209, 1966/7124
Design of High Court of Australia, architectural competition, 1970–75	A463, 1970/2939
High Court of Australia, representations for the Queen to open, 1977–79	A1209, 1978/1532 part 1
New High Court, opening ceremony arrangements, 1977–80	A1209, 1980/1719 parts 1–3
High Court/National Gallery pedestrian bridge, 1978–79	A1340, 1979/1341

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Selected Records Relating to the Design and Construction of the High Court of Australia (continued)	
High Court of Australia, opening ceremony, 1978–79	A1340, 1979/396 parts 1–2
High Court of Australia, Parkes Place East, 1978–80	A1340, 1978/1379 parts 1–4
High Court, escalation of costs of building, 1978–80	A1209, 1980/828 parts 1–2
Royal visit, High Court, opening of new building, 1980	AA1980/735, 466
Opening of High Court, Canberra, 1980	A1838, 1516/423
Malcolm Fraser – opening of High Court of Australia, speech notes and draft, 1980	M1263, 1007
National Library, Canberra	
High Court, 1973–75 (Tom Uren)	MS 5816, series 4, box 24, folder 152

Black Mountain Tower

In April 1970, the Postmaster-General's Department asked the Department of Housing and Construction to prepare a feasibility study for a new communications tower on Black Mountain. Additionally, there would be facilities for visitors, including display galleries, an observation deck and a revolving restaurant, which it was thought would help defray some of the tower's construction costs.

A radio and telephone tower had been installed on Red Hill in 1955, while a 415 foot (126.5 metre) high television mast was installed on Black Mountain, with work completed in April 1962.

In October 1971, Cabinet was asked to approve construction of the tower. As proposed, it would be 640 feet high (130 feet higher than existing television masts) and the projected cost was \$6 million.²² In a later submission, Cabinet noted disagreement between the National Capital Development Commission and the Postmaster-General's Department over the tower's size and the extent of tourist facilities; the commission favoured a 'slimmer' tower with fewer facilities.²³ Cabinet approved the tower in November 1971, but made no decision about the extent of public facilities; this was left to the Public Works Committee to consider.

The committee reviewed the matter in 1972 and presented its report in July that year. It approved the tower and additional revenue-raising facilities.²⁴ The House of Representatives endorsed the committee's recommendation on 11 October 1972, however, the general election two months later ensured there was no progress.²⁵

The Whitlam government elected in December 1972 planned to proceed with the project. By 1973, however, there were public objections to the tower's construction. The Canberra Citizens' Committee to Save Black Mountain was formed. Noting that part of Black Mountain had been gazetted as a nature reserve on 30 July 1970, the committee lodged an appeal in the ACT Supreme Court.²⁶ On 31 October 1973, the court granted an injunction against construction and work was suspended.²⁷

The government received advice from the Attorney-General's Department to the effect that an appeal to the High Court against the Supreme Court's decision would most likely succeed. In December 1973, Cabinet decided that as the matter had already been approved by Parliament and the Public Works Committee, construction should proceed pending the outcome of the appeal.²⁸

Although Minister for Urban and Regional Development Tom Uren was instructed by Cabinet to ensure that work resumed, the National Capital Development Commission was reluctant, particularly objecting to the tower's bulk. Uren was forced to seek a directive from the Governor-General in Council to compel the commission to undertake the work. Uren explained his actions in a media release issued on 11 December 1973.²⁹

Work resumed, and in February 1974 the High Court determined that the Commonwealth did have the authority to build the tower.³⁰ The tower's planning was carried out by the Department of Housing and Construction, while construction was undertaken by the Concrete Constructions Group.

Black Mountain Tower was opened by Prime Minister Malcolm Fraser on 15 May 1980. By then it had cost more than \$16.3 million.³¹

Selected Records Relating to the Construction of Black Mountain Tower	
National Archives, Canberra	
Plans relating to the Post Office tower, Black Mountain, 1958–73	A8068
Erection of a television and radio tower on Black Mountain, 1970–73	A571, 1970/6788 parts 1–2
Post Office tower, Black Mountain, 1971–72	A5882, CO1288
Inquiry into television tower, Black Mountain, 1971–81	A12812, 2
PMG tower on Black Mountain land, administration aspects, 1971–89	A431, 1971/4463
Inquiry into Black Mountain Tower, environmental impact study, 1972	A12812, 15
Minutes of evidence relating to the erection of Black Mountain tower, 1972	A7696, 74
Report relating to the erection of a communications tower at Black Mountain, 1972	A7696, 75
Black Mountain telecommunications tower, 1972–75	A4306, ZA73/762 part 2
Constitutional Development Branch Black Mountain Tower facilities, 1972–90	A431, 1978/625
Black Mountain Tower application to Attorney-General to test legal issues, 1973	A432, 1973/3341
Malcolm Fraser – Black Mountain Tower (speech notes and draft), 1980	M1263, 1001
National Archives, Sydney	
Black Mountain Tower, design drawings, 1961–89	C5549, folders 1–10
G Warwick Smith – Interior 1, Black Mountain Tower, 1969–72	NA1983/239, 18/4
National Library, Canberra	
Black Mountain, 1970–73 (Tom Uren)	MS 5816, series 7, box 78
Environment Black Mountain, 1973–74 (Tom Uren)	MS 5816, series 4, folder 87, box 20
Kep Enderby – Black Mountain – letters objecting to proposed tower, 1973	MS 3887, series 8(a), box 100, folder 12

New Parliament House

The selection of a site for a permanent Parliament House was a lengthy process. The Senate Select Committee 1955 (discussed in Chapter 4), recommended Capital Hill.³² So too did the President of the Senate and the Speaker of the House of Representatives in a joint statement in 1957.³³ William Holford, however, recommended a lakeside location in his 1958 report; Cabinet endorsed Holford's recommendation in July 1958.

Despite Cabinet's seemingly firm decision, in 1965 a Joint Select Committee was established to investigate possible sites for a new Parliament House. The committee presented its report in April 1969, recommending Camp Hill as the location. Old Parliament House and both East and West Blocks would be demolished. There were two dissenters to the report, Gordon Bryant and Anthony Luchetti, both of whom argued for Capital Hill.³⁴

Although both Houses of Parliament were given an opportunity to vote on the matter, this did not resolve the issue. The House of Representatives chose Camp Hill, while the Senate opted for Capital Hill. On 29 May 1969, Prime Minister John Gorton said that the government had decided on Camp Hill.³⁵

Camp Hill remained the favoured location until September 1974, when Member for Burke Keith Johnson introduced a Bill into the House of Representatives recommending Capital Hill as the location. The Bill passed and the *Parliament House Act 1974* ensured that Capital Hill would be the location.³⁶

Although the site had finally been resolved, there was a delay in design and construction caused by a change of government in November 1975 and a period of financial restraint. On 22 November 1978, Prime Minister Malcolm Fraser told Parliament that the government had approved construction of a new Parliament House on Capital Hill to be completed in time for Australia's bicentenary in 1988. The project would be managed by the Parliament House Construction Authority.³⁷

parliament House construction authority

In 1979, the Parliament House Construction Authority was established to coordinate the design and construction of the new building. The authority comprised six members under Chairman Bernard Callinan, Commissioner of the Victorian Post Secondary Commission. The Joint Standing Committee on the New and Permanent Parliament House, which was established in 1975, acted as an advisory body to the authority on behalf of the Parliament.

A two-stage design competition began on 7 April 1979 and attracted 328 entrants from 28 countries.³⁸ Five were later selected to proceed to the second stage and from those the winning entry, number 177 prepared by Mitchell Giurgola Thorp, was announced on 26 June 1980.³⁹

The building as designed was 224,000 square metres on a site of 32 acres (12.9 hectares). Construction began on 18 September 1980 and Prime Minister Bob Hawke laid the foundation stone on 4 October 1983. The building was officially opened on 9 May 1988 by Queen Elizabeth II in the presence of Prime Minister Hawke.

Selected Records Relating to the new Parliament House design competition

National Archives, Canberra

Documents relating to the Design Competition prepared for entrants and general publication, 1979–81	A8107
Reports and plans entered in the first stage of the Design Competition, 1979	A8104
Posters advertising an exhibition of the winning designs in the Design Competition, 1980–81	A7445
Copies of reports and plans from the first stage of the Design Competition, 1981–82	A8103
Plans and specifications of the ten finalists designs for the Parliament House, 1979–80	AA1980/485
Colour transparencies of unsuccessful designs in the Design Competition, 1979	AA1980/706
Reports, plans, transparencies and models of designs entered in the second stage of the Design Competition, 1979–80	A8105

Selected Records Relating to the construction of the new Parliament House

ACT Heritage Library

Construction Authority member Cathy Atkins papers, 1985	HMSS 0192
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Selected RecoRds Relating to tHe conStRuction of tHe new paRliament HouSe (continued)**National Archives, Canberra**

Minutes of meetings of the Program Committee, New Parliament House Coordination, 1979–80	A8843
Photographic collection relating to the construction of the new Parliament House, 1979–89	A8172
Annual reports of the Parliament House Construction Authority, 1979–90	A8150
Solicitor's working files, architects claims, 1979–90	A8466
Correspondence files, 1979–99	A8094
New Parliament House plans, 1979–90	A13155
Original minutes of Parliament House Construction Authority Board meetings, 1979–90	A8395
Drawings, reports and submissions related to Parliament House, 1979–90	A8348
Press clippings, 1980–89	A8126
Contract drawings prepared by Concrete Holland for the Parliament House Construction Authority, 1980–89	A8389
Contract documents and agreements, 1980–89	A8392
Publications relating to the new Parliament House, 1980–89	A8151
<i>Open House</i> film, 1980–89	A8125
Construction manager site progress photographs, 1981–88	A8328
Video and audio tapes recording the New Parliament House project, 1982–89	A8274
Parliament House Construction Authority financial statements and working papers, 1984–90	A8400
Model of the New Parliament House, 1988	A7879

National Library, Canberra

Parliament House, 1973–74 (Tom Uren)	MS 5816, series 4, folder 146, box 26
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Selected RecoRds Relating to tHe Joint Standing committee on tHe new and permanent paRliament HouSe**National Archives, Canberra**

Gareth Evans – folders of material relating to the new Parliament House, 1978–88	M2289
Margaret Reid – records maintained as a member of the Joint Standing Committee, 1981–87	M4771

With the opening of the new Parliament House, the fate of the old building remained uncertain. There were suggestions that it might be demolished. For a while, the building housed exhibitions developed by the National Portrait Gallery, National Archives of Australia and Australian Electoral Commission. The building was ultimately renamed the Museum of Australian Democracy in May 2009.

Selected RecoRds Relating to tHe futuRe of old paRliament HouSe**National Archives, Canberra**

Files of the Inquiry into Provisional Parliament House future use, 1983–85	A8186
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National Science and Technology Centre (Questacon)

The interactive science centre known as Questacon was established in September 1980 under the auspices of the Australian National University, and was located originally at Ainslie Public School. The name Questacon is derived from 'quest', meaning to search, and 'con', meaning to learn.

In 1982, the Australian Bicentennial Authority proposed the establishment of a national science centre to commemorate Australia's bicentennial in 1988. Cabinet approved the recommendation in May 1984.⁴⁰

Construction of the facility began in May 1986 and was completed in 1988 at a cost of \$19.6 million, half of which was funded by the Japanese Government and business community.

The building was opened by Prime Minister Bob Hawke on 25 November 1988.⁴¹

Selected Records Relating to the National Science and Technology Centre	
National Archives, Canberra	
Questacon Science Centre in Canberra, 1976–83	A2004, 1981/420
National Science Centre establishment, 1977	A463, 1977/1195 part 1
Minutes of project meetings and reports, 1981–88	A1340, 1986/918 parts 1–3, 5
Liaison Branch, Questacon Project, 1983–85	A431, 1985/2138
Coloured set of final sketch plans, 1985–89	A8194
Photograph of construction of the National Science and Technology Centre, 1987	A6180, 21/8/87/6
Photograph of construction of the National Science and Technology Centre, 1987	A6180, 21/8/87/7
Photograph of construction of the National Science and Technology Centre, 1987	A6180, 21/8/87/8
Photograph of Prime Minister Hawke accepting a cheque from Shizuo Saito, 1988	A6180, 11/2/88/1

York Park (RG Casey Building)

The construction of York Park (now the RG Casey Building) began in May 1993 and was completed in 1995. The building, which is occupied by the Department of Foreign Affairs and Trade, has since been sold to private industry and is leased by the Commonwealth.

Selected Records Relating to the RG Casey Building	
National Archives, Canberra	
Project management files, 'YPM' (York Park Mechanical), 1980–97	A10979
Project management files, 'YPC' (York Park Construction), 1991–96	A10974
Project management and administration files, 'YP' (York Park), 1991–97	A10971
Project management files, 'YPF' (York Park Fitout), 1991–97	A10976
Project management files, 'YPA' (York Park Architectural), 1992–96	A10973
Albums and loose photographs of the construction of York Park 'YPP' (York Park Photographs), 1993–96	A10980

National Museum of Australia

The National Museum of Australia was established by the *National Museum of Australia Act 1980*. A Cabinet submission prepared in July 1981 advised that the museum's collection would involve the totality of Australian natural and human history. Further, it would treat issues on a national basis and emphasise environmental, cultural and racial diversity.⁴²

An interim governing council was appointed in December 1980 and was required to report to government within two years on the establishment, location and development of a permanent museum. As part of its Review of Commonwealth Functions, the government announced on 23 April 1981 that funding for capital works for the museum would be deferred indefinitely.

A temporary collection facility and visitors centre was established at Yarramundi Reach, by the northern shore of Lake Burley Griffin, and officially opened by Minister for Arts, Heritage and the Environment Barry Cohen on 23 September 1986.

Several locations for a permanent site were considered in the ensuing years, but in December 1996 the Acton Peninsula was chosen. The site was then home to the Royal Canberra Hospital, which had closed in November 1991. An agreement between the Commonwealth and ACT governments was reached in April 1995 whereby the Commonwealth acquired the Acton site and, in return, the ACT Government acquired Commonwealth land on the Kingston foreshores.

An international design competition for the museum was held and the winning entry, by the firm Ashton Raggatt McDougall, and Robert Trethowan, was announced on 29 October 1997. The building was officially opened by Prime Minister John Howard on 11 March 2001.⁴³

National Portrait Gallery

The National Portrait Gallery began in shared premises at Old Parliament House in 1994, but as its collection grew new premises were needed. Funding for a new building located close to Lake Burley Griffin was provided by the Commonwealth in 2005 and a competition to design the building was held soon after. The competition was won by a Sydney-based firm, Johnson Pilton Walker.

Construction of the building began in December 2006; it was officially opened by Prime Minister Kevin Rudd on 3 December 2008.⁴⁴ It has subsequently won many top architectural awards.

Other monuments and memorials

Over the years, a number of other iconic structures, both large and small, have been built in Canberra.⁴⁵ Responsibility for some of the smaller monuments rests with the Canberra National Memorials Committee. As noted in Chapter 4, the committee was established in 1928 to provide for the location and character of national memorials, and the nomenclature of divisions and public places within Canberra.

The committee comprises the Prime Minister, Leaders of the Government and Opposition in the Senate, Leader of the Opposition in the House of Representatives, and the Secretary of the Department that administers the committee's legislation.

Following self-government in 1989, the committee retained responsibility for national memorials within the Territory and for the naming of public places on designated national land. Responsibility for all other lands within the Territory passed to the ACT Government and is regulated by the *ACT Public Place Names Act 1989*.

Selected Records Relating to the Canberra National Memorials Committee

National Archives, Canberra

Paper prepared by the National Capital Development Commission on National Memorials, 1964 A463, 1964/875

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Selected RecoRdS Relating to tHe canbeRRa national memoRialS committee (continued)

Lionel Murphy – National Memorials Committee, 1968–72	M132, 225
National Memorials Committee, Chairmanship by the Prime Minister, 1971–75	A463, 1971/1781
Canberra National Memorials Committee, 1976–84	A1209, 1982/690 parts 1–3
Commissioning of portraits and other works, 1976–88	A463, 1983/1478
Proposed new memorials, 1985–88	A1209, 1986/600 parts 1–2

anzac parade war memorials

Along both sides of Anzac Parade extending from the lake to the Australian War Memorial is a series of individual war memorials. They are dedicated to the Army, Navy and Air Force, to wars in Korea and Vietnam, and to Australian nurses. They include a tribute to the Desert Mounted Corps from World War I, dedicated in April 1968; a monument to commemorate the 50th anniversary of the Royal Australian Air Force, dedicated on 15 March 1973; and a monument to veterans of the Vietnam War dedicated on 3 October 1992. The Australian Services Nurses National Memorial was dedicated on 2 October 1999. And the Australian National Korean War Memorial was dedicated on 18 April 2000.

Selected RecoRdS Relating to anzac paRade waR memoRialS**Australian War Memorial, Canberra**

Desert Mounted Corps, 1964–84	AWM315, 563/003/030
RAAF 50th anniversary memorial, 1969–75	AWM315, 563/003/039
National Archives, Canberra	
Desert Mounted Corps, 1962–69	A463, 1964/2781 parts 1–2
Desert Mounted Corps, 1966–68	A1838, 1510/3/83
Desert Mounted Corps, 1967–70	A660, K7282
Maquettes for RAAF Memorial Competition, 1971	A2548
Duke of Edinburgh invitation to unveil RAAF 50th anniversary memorial, 1973	A463, 1973/225

other memorials

The International Flag Display in Canberra's Parliamentary Zone acknowledges the international presence in Australia's capital. There are currently 96 flags dedicated to the United Nations and those nations that maintain a diplomatic presence in the capital. The display was opened by the Governor-General, Sir William Deane, on 26 January 1999.

Magna Carta Place was built to commemorate the centenary of Federation in 2001. The monument was designed by Alastair Falconer and was dedicated by Prime Minister John Howard on 26 September 2001.

Commonwealth Place was completed in 2002. Centred on Griffin's Land Axis, it is a multi-use space for events and family gatherings.

In May 2000, the government announced that a 'reconciliation square' would be established as part of the ongoing reconciliation process with Australia's Indigenous peoples. A design competition was launched in February 2001 and attracted 36 entries. It was won by Simon Kringas. Reconciliation Place was dedicated by Prime Minister John Howard on 22 July 2002.

The ACT Honour Roll in Ainslie Place was officially opened on 12 April 2005 by ACT Chief Minister Jon Stanhope to commemorate the lives of those people who have had a key role in developing the city of Canberra. More than 50 people have been honoured with individual name plaques.

An award for Australian of the Year has been granted since 1960. The Australian of the Year Walk, located on the southern side of Lake Burley Griffin and near Commonwealth Avenue Bridge, consists of a small monument to every award recipient. The Australians of the Year Walk was dedicated by Prime Minister John Howard in 2006.

Historic houses

There are several heritage houses located throughout the Territory and managed by the Commonwealth or ACT governments. Most of them are former homesteads belonging to pastoral families.

Blundells Cottage, located on the northern shore of Lake Burley Griffin, is administered by the National Capital Authority. It was built around 1860 by the Campbell family and was part of their Duntroon estate. The cottage was mostly used by farm workers, including George and Flora Blundell, who lived there for almost 60 years. It was acquired by the Commonwealth in 1913, although it continued to be privately occupied for many years.

Calthorpe's House, located on Mugga Way, Red Hill, was built in 1927. It was purchased by the Commonwealth in 1984 to be preserved as part of the National Estate and is now a museum of domestic history illustrating the post-World War I era.

Cuppacumbalong, located at Tharwa, was constructed around 1839 and was once part of a pastoral property. Over the years, it was bought and sold by a number of pastoral families. It was acquired by the Commonwealth in 1964 and later converted to an arts and crafts centre.

Gold Creek Homestead, built around 1870, was used for pastoral purposes, changing hands on several occasions. As the development of Gungahlin proceeded in the late 20th century, much of the open farmland that surrounded the property was converted for residential purposes. For a while it was used as a reception and function centre, but in 1998 it was acquired by the ACT Government.

Lanyon is a pastoral property located on Tharwa Drive, Tharwa. It was built by the Cunningham family in 1859. As Canberra's development moved towards Tuggeranong, the property was ultimately acquired by the Commonwealth in 1974. Artist Sidney Nolan donated 24 paintings to be housed and displayed at the property, which opened to the public in 1975. Following concerns that the homestead was unsuitable for this purpose, a gallery was constructed nearby and opened in 1980. The paintings have since been relocated to the Canberra Museum and Gallery in Civic.

Mugga Mugga, located at 129 Narrabundah Lane, Symonston, was built in the 1870s and was once used by shepherds who tended nearby grazing flocks. Today it is administered by the ACT Government, having been bequeathed by Sylvia Curley, former Deputy Matron at Canberra Hospital.

Tuggeranong Homestead is a former pastoral property. It was acquired by the Commonwealth in 1917 and for a time was used by CEW Bean to write the official history of World War I. Today, the property is used as a venue for conferences and receptions.

Selected Records Relating to Historic Houses

ArchivesACT

Blundells Cottage – conservation proposal, 1982	83/4929
Blundells Cottage – landscaping	P&G1968/141
Calthorpe's House	85/6068
Calthorpe's House	85/774
Application for purchase of lease – Gold Creek Homestead	77/849
Information on Lanyon Station – acquisition by Commonwealth	ZA73/377
Lanyon Historic Homestead – attractions	89/11717
Lanyon Homestead, research – 20th century history	88/187

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Selected RecoRdS Relating to HiStoRic HouSeS (continued)	
National Archives, Canberra	
Field book valuations of improvements to Lanyon, executors of late AJ Cunningham, 1914	A740, 1411
Offer of Lanyon homestead as hospital for convalescent soldiers, 1914–16	A207, G1915/1439
Valuations of AJ Cunningham's holding Lanyon, 1914–27	A358, 159 and 250
Cuppacumbalong estate holding, Federal Territory, 1915–17	A209, L1916/2318
Cost of valuations Tuggeranong, Tidbinbilla and Cuppacumbalong, 1917	A361, DSG17/2250
Tuggeranong Homestead, handed over to Defence Department, 1918–22	A363, DSL1919/1480
Property at Cuppacumbalong, 1924	A361, DSG24/461
Lanyon, ACT, 1973	A3382, 1973/205
Lanyon, 1974–75	A7461, 74/38
Establishment of Lanyon station as an art centre, 1974–80	A1209, 1975/561
National Archives, Melbourne	
Tuggeranong Homestead, rental for Official War Historian and staff, 1919	MP367/1, 580/2/2543

Endnotes

- ¹ NAA: A2718, volume 1 part 1.
- ² 'Report together with Minutes of Evidence Relating to the Proposed Construction of Buildings and Formation of Reservation at Canberra for the National Museum of Australian Zoology', 17 March 1927, *Parliamentary Papers*, 1926–28, volume 4, pp. 479–503.
- ³ NAA: A2718, volume 1 part 1, 8 November 1923.
- ⁴ 'Report together with Minutes of Evidence Relating to the Proposed Australian War Memorial, Canberra', 25 May 1928, *Parliamentary Papers*, 1926–28, volume 4, pp. 303–96.
- ⁵ 'Report together with Minutes of Evidence Relating to the Proposed Australian War Memorial, Canberra', 25 May 1928, p. 7, *Parliamentary Papers*, 1926–28, volume 4, pp. 303–96.
- ⁶ NAA: A2718, volume 2, 1 June 1926.
- ⁷ NAA: A5818, volume 12/agendum 529, 27 January 1960.
- ⁸ 'Report together with Minutes and Evidence Relating to the Proposed Erection of a Building to Accommodate the National Library, and for Other Purposes', 21 September 1925, *Parliamentary Papers*, 1925, volume 2, pp. 105–43.
- ⁹ NAA: A2694, volume 10, 683, 21 September 1933.
- ¹⁰ 'Report of the National Library Inquiry Committee', *Parliamentary Papers*, 1957–58, volume V, pp. 787–836.
- ¹¹ NAA: A5818, volume 12/agendum 508, 5 January 1960.
- ¹² National Library of Australia, *A Different View: the National Library of Australia and its building art*, Canberra, 2004.
- ¹³ 'Captain Cook Memorial', fact sheet produced by the National Capital Authority.
- ¹⁴ 'Observations on the Future Development of Canberra', 28 December 1957, *Parliamentary Papers*, 1958, volume 7, pp. 957–76.
- ¹⁵ NAA: A5619, C181, 846, 30 July 1963.
- ¹⁶ 'National Gallery Committee of Inquiry', March 1966, *Parliamentary Papers*, 1967, volume 3, pp. 963–85.
- ¹⁷ NAA: A5619, C181, 202, 24 March 1970.
- ¹⁸ *The Canberra Times*, 8 November 1973, p. 7.
- ¹⁹ NAA: A5842, 236.
- ²⁰ NAA: A5619, C181, 302, 30 April 1970.
- ²¹ *The Canberra Times*, 9 October 1973, p. 3.
- ²² NAA: A5908, 379, 22 October 1971.
- ²³ NAA: A5908, 390, 4 November 1971.
- ²⁴ 'Report Relating to the Proposed Erection of a Communications Tower at Black Mountain, ACT, 13 July 1972', *Parliamentary Papers*, 1972, volume 8, paper 5.
- ²⁵ *Parliamentary Debates*, House of Representatives, volume 81, 11 October 1972, pp. 2466–75.
- ²⁶ *Commonwealth Gazette*, number 62, 30 July 1970, pp. 5141–2.

²⁷ *The Canberra Times*, 1 November 1973, p. 1.

²⁸ NAA: A5915, 816, 6 December 1973.

²⁹ *The Canberra Times*, 12 December 1973, p. 1.

³⁰ NAA: A12917, HC19/1973.

³¹ *The Canberra Times*, 16 May 1980, p. 1.

³² 'The Senate Report from the Select Committee Appointed to Inquire into and Report upon the Development of Canberra', September 1955, p. 75, recommendation 64, *Parliamentary Papers, Journals of the Senate, 1954–55*, pp. 255–415.

³³ 'The Case for a Permanent Building. Joint Statement by the President of the Senate and the Speaker of the House of Representatives', 2 May 1957, *Parliamentary Papers, 1957–58*, volume 5, pp. 991–1009.

³⁴ 'Report on the Alternative Sites of Capital Hill and the Camp Hill Area for the New and Permanent Parliament House', 17 April 1969, *Parliamentary Papers, 1969*, volume 6, pp. 561–640.

³⁵ *Parliamentary Debates*, House of Representatives, volume 63, 29 May 1969, pp. 2508–9.

³⁶ *Parliamentary Debates*, House of Representatives, volume 90, 26 September 1974, pp. 1858–67.

³⁷ *Parliamentary Debates*, House of Representatives, volume 112, 22 November 1978, pp. 3192–5.

³⁸ It is sometimes stated that there were 329 entrants in the competition but there were only 328; one design was mistakenly registered twice.

³⁹ *The Canberra Times*, 27 June 1980, p. 1.

⁴⁰ NAA: A13977, 894, 26 June 1984.

⁴¹ Questacon Fact Sheet, Department of Innovation, Industry, Science and Research, Canberra, 1988.

⁴² NAA: A12909, 4935, 8 July 1981.

⁴³ Records relating to the construction of the National Museum of Australia are not yet available for public access.

⁴⁴ Records relating to the National Portrait Gallery are not yet available for public access.

⁴⁵ Historical notes in this section have been taken from promotional material produced by the National Capital Authority.



Part 2 Canberra: a community



Chapter 9 Utilities: electricity, water and sewerage

Apart from establishing a local administration, one of the Commonwealth's key priorities when it assumed responsibility for the Federal Capital Territory in 1911 was the provision of power and water for its staff and local residents.

Electricity supply

The Territory's early electricity supply was provided by the Power House built on Interlake Avenue, Eastlake (now Wentworth Avenue, Kingston). The building was designed by John Smith Murdoch, and was built between 1913 and 1915, commencing operation in August 1915.

In 1926, the Federal Capital Commission began negotiations with the NSW Government by which the Territory's electricity supply would be sourced from the Burrinjuck Dam hydro-electric scheme. With the conclusion of negotiations, the NSW Parliament passed the *Burrinjuck Hydro-electric (Canberra Agreement) Act 1929* in April of that year, and electricity flowed to the Territory from September.

The Power House was shut down soon after. It was later used, on occasion, when repairs were being carried out on Burrinjuck Dam and again after World War II, when accelerated development meant that there were shortages within the NSW power grid. It closed permanently in 1957 and the plant was dispersed to other locations or sold for scrap. The Power House is now the Canberra Glassworks, which opened in May 2007. Today, Canberra's electricity continues to be supplied from the NSW power grid, apart from a small amount of hydro-electricity generated in the Territory.

Selected RecoRdS Relating to eaRly electRicity Supply	
ArchivesACT	
Old Canberra Power House log books, 1916–66	A7881
National Archives, Canberra	
Photograph of Canberra Power House and Mount Ainslie, 1913	M1483, 17/2
Federal Capital power-generating station, general arrangement of pipe line, Canberra pumping installation, 1913	A2445, M91
Detail survey, Power House, Red Hill reservoir, and branch line Canberra Station to power house, 1914	A657, DS1914/3573
Power House, Canberra, overhaul of plant, 1919–21	A192, FCL1921/29
Power House, Canberra, 1919–22	A192, FCL1922/136
Agreement regarding supply of electric current from Power House, Canberra, 1921	AA1973/26, 6468
Detail survey of Power House, Canberra, 1921	A364, DSS1921/124
Department of Works and Railways, Canberra power plant records, 1922	A2445, M2063B
Power House, Canberra, 1920–23	A199, FC1923/902
Contours, Power House, near Wentworth Avenue, 1938	A6664, L128
Drawing of electrical substation, Acton, 1940	A2617, section 13/13329
Canberra electricity supply, Acton offices substation, 1940–44	A292, C19792
Canberra Power House, new boiler house stack, 1946–54	A292, C23353
Standby electricity supply for Canberra, 1960	A4940, C3131

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Selected RecoRdS Relating to eaRly electRicity SupplY (continued)

National Archives, Melbourne

Canberra, emergency power plant, 1927–33

MP33/1, NSW1933/139

Water-storage facilities

One of the principal criteria in choosing a site for the national capital was the need for a regular water supply. The proposed new Territory had the Cotter River to its west, and the Queanbeyan and Molonglo rivers to the east.

cotter dam

The Territory's first water-storage facility was Cotter Dam, built between 1912 and 1915. Initially, the dam was supposed to be 90 feet (30.5 metres) high, but this was reduced to 65 feet (19.8 metres) as a cost-saving measure due to expenditure incurred during World War I. A pumping station on the Murrumbidgee River completed in May 1918 enabled water to be pumped from the dam to Mount Stromlo, where it flowed by gravity to other reservoirs in Canberra.

Selected RecoRdS Relating to cotteR dam

ACT Heritage Library

Photographs of the Cotter Dam extension, 1949–51

HMSS 0251

National Archives, Canberra

Plan showing capital site at Canberra (includes six folios relating to proposed hydroelectric scheme, water supply and irrigation possibilities), 1901–20

CP93/9, 14/469

Federal Capital quality of water, 1910–11

A19, FC1911/2472

Water supply and quality in Canberra, 1911–14

A199, FCW1914/171

Drawing of concrete dam, Cotter River, 1912

A2190, C194

Drawing of concrete dam, Cotter River, 1912

A2190, C244

Drawing of concrete dam, Cotter River, 1912

A2190, C245

Photograph of historical scenes, construction of Cotter Dam, 1913

A1200, L41191

Photograph of construction, Cotter Dam 1914–17

M16, 2/29

Cotter River pumping station, 1918–21

A1, 1921/15995

National Archives, Melbourne

Photograph of construction of Cotter River Dam, 1913

B6295, 5346H

Photographs of Cotter Dam, 1942–45

B5290

Canberra water supply, Cotter Dam increased storage, 1947–53

B128, 1955/1659 parts 1–2

expansion of the water-supply system

The Cotter Dam served Canberra well. However, as the Territory's population continued to grow from the 1950s onwards, it was unable to provide sufficient water. Even an increase of 24 feet (7.3 metres) to the dam's height in 1949–51 was insufficient to provide enough water. In the 1950s, the Department of the Interior embarked on a program of installing water meters on all properties and charging fees for excess usage as a means of limiting water use, but this was merely a stopgap measure.

The future of the Territory's water supply was referred to the Public Works Committee in August 1954. It noted the demand of 12 million gallons (4.54 million litres) per day, rising to 14 million gallons (5.30 million

litres) in summer. It considered two proposals: one involved a new dam on the Cotter River, the other a dam on the Queanbeyan River at Googong, about six miles (9.7 kilometres) from Queanbeyan. Apart from the issue of cost, the committee had to consider the fact that the water from the Cotter River was pure, while Queanbeyan River water might be contaminated due to nearby human and livestock land usage. *The Canberra Times* argued that because the Cotter River water was pure, while the Queanbeyan River water would require chlorination, the Cotter River was the only choice the committee could make.¹ There was another problem too; the Googong area was in New South Wales, so the Commonwealth could not control the land or water. In its report, presented in January 1955, the committee recommended a new dam on the Cotter River. It also suggested that when Canberra's population warranted it, a gravity feed pipeline should be constructed to transport water from the dam to the suburbs.²

bendora dam

The new dam was called Bendora. Construction began in 1958 and was completed in 1961. The gravity feed pipeline from the dam to the city, suggested by the Public Works Committee, was built between 1966 and 1967. The pipeline is 20 kilometres long and 1.5 metres wide, and carries water from the dam to a treatment plant on Mount Stromlo, from which it flows to the city and suburbs.

Selected Records Relating to Bendora Dam and the Pipeline to Canberra	
ACT Heritage Library	
Ron Moore photographs – Bendora gravity main, 1966–67	HMSS 0301
National Archives, Canberra	
Bendora (Upper Cotter) Dam site, Canberra water supply, 1948–67	A431, 1963/367
Public work inquiry into additional water supplies for Canberra, 1954–57	A1658, 83/6/6
Bendora Dam (moving images), 1950–80	C809, 078578
Cotter River water supply, Interdepartmental Committee to investigate and make recommendations regarding the quality of water, 1956–65	A2432, 258/59
Registration of tenderers Bendora water main, 1959–69	A1653, 1964/4769 parts 1, 1A, 2
Water supply, analysis of water, Canberra, 1961–64	A976, 1961/1195
Hydrological investigation of Upper Cotter River, 1962–63	A660, IG5010
Cotter River and storages, record of tests of water quality, 1962–63	A976, 1962/126
Canberra water supply, gravity main investigations, 1963–69	A660, KCJ6487 parts 1–2
Cotter River catchment and storage record of tests of water quality, 1965–67	A976, 1965/853 parts 1–2
Construction of water supply main, Bendora to Canberra, 1966–69	A660, KCJ6998 parts 1–13

corin dam

Canberra's continually increasing population meant that more water supplies were needed. The National Capital Development Commission began planning for the next stage of dam construction. In 1963, another site was identified on the Cotter River for an additional dam to be known as Corin (after William Corin, former Chief Electrical Engineer with the NSW Public Works Department). The project was approved and tenders called, closing in February 1966. Only one tender was received, at a cost of \$8.6 million. In accepting the tender, Cabinet noted that initial planning for Bendora Dam had assumed a Territory population of 97,000, a figure that would be reached the following year, hence the need for the new dam was urgent. Cabinet approved the tender in March 1966 and a contract was let in April.³ Construction of the dam was completed in 1968. It took time for the dam to fill, however, as the Territory was then in the grip of a drought.

Corin Dam is the highest of the three dams in the Cotter River system. Water can be released from the dam into the Cotter River, thereby controlling the level of storage in Bendora Dam.

Selected RecoRds Relating to coRin dam	
National Archives, Canberra	
Canberra water supply, Corin Dam field investigations, 1963–69	A660, KCJ6477
Corin Dam monthly reports, 1965–67	A976, 1966/718 parts 1–2
Corin Dam construction, Thiess Bros P/L, 1966–71	A660, KCJ6946 parts 1–8
National Archives, Sydney	
Corin Dam (moving images), 1950–80	C809, 085381

googong dam

By the late 1960s, the government was again looking at additional water supplies for the Territory. A number of options were considered: constructing another dam on the Cotter River between the existing Cotter and Bendora Dams; a new dam on the Naas and Gudgenby rivers; or using tunnels to redirect water from the existing Tantangara Dam or the Goodradigbee River, both located in New South Wales, to the Cotter River. In the end, the proposed Googong Dam suggested in 1954 found favour in that the area had a different rainfall pattern to the Cotter River system, so Canberra and the Territory's water storage facilities would be well served by two distinct rainfall systems.

In October 1971, Cabinet noted a report that stated that while the Cotter River system had three dams, Canberra's growing population would ultimately exhaust the Cotter supply and a separate water source was needed. Cabinet approved a proposal for the Commonwealth to acquire land surrounding the proposed dam, and to prepare enabling legislation so that construction could proceed.⁴

Negotiations with New South Wales had not been finalised when the government lost office in December 1972, and it was not until July 1973 that the project was approved. At the time, Cabinet noted that there were environmental problems caused by mining at Captain's Flat and asked that an interdepartmental committee investigate the matter.⁵

In its report, the committee noted that while mining at Captain's Flat had ceased in 1962, there was a large quantity of tailings above the Molonglo River to the south and west of the area. There had been slippages in the past, including 1939 and 1942. The committee recommended conferring with New South Wales over the scope of the work and the cost. Cabinet approved the request on 3 December 1973.⁶

Parliament passed the *Canberra Water Supply (Googong Dam) Act 1974*, which enabled the Commonwealth to proceed with the acquisition of the land. In time, a total of 4900 hectares would be acquired.

At a ceremony to mark commencement of construction on 1 May 1975, Minister for Urban and Regional Development Tom Uren noted that the Territory's existing water storage facilities would provide for a population of 225,000; with Googong Dam this would increase to 450,000. The dam would provide water for Territory residents, Queanbeyan and the south-eastern fringe of New South Wales. It would even allow the 'topping up' of Lake Burley Griffin.⁷ The dam's construction was not without incident, however, as heavy rainfall in October 1976 threatened its structure.⁸ The dam was officially opened by Prince Charles on 27 March 1979.

When the Territory achieved self-government in 1989, Googong Dam was not part of the transfer arrangements, unlike the other dams. This was a cause for concern, particularly over running costs and possible future expansion. Matters came to a head in 2008 as part of the NSW election campaign, when the Liberal–National Coalition announced it would fund a pipeline from the dam to provide water for Goulburn. But the Coalition failed to win office. The matter was finally resolved on 4 September 2008, when the Commonwealth agreed to lease the dam to the ACT Government for a period of 150 years at a nominal rate.⁹



Googong Dam under construction, circa 1977. Photographer: Wolfgang Sievers.

NAA: B4498, 166B3

Selected Records Relating to the Construction of Googong Dam	
ArchivesACT	
Googong Dam investigation and design	NC-70/00286#1
National Archives, Canberra	
Canberra water supply, proposed supply from Queanbeyan River, 1965–69	A976, 1966/1516
Construction of dam and ancillary works at Googong, Canberra water supply, 1971	A5882, CO1273
Drawings of contours and detail, proposed dam site, Googong, 1972	A6664, L524 sheets 1–4
Drawing of key plan, Googong Dam site, 1972	A6664, L516A
Possible transfer of responsibility for the Googong Dam, Commonwealth to New South Wales, 1972–90	A431, 1976/4407
Canberra Water Supply (Googong Dam) Act, 1974	A1559, 1974/34
Photograph of commencement of Googong Dam project, 1975	A6180, 6/7/75/11
Visit by the Prince of Wales, opening of Googong Dam, 1979	A1209, 1978/1238 part 1
National Library, Canberra	
Googong Dam, 1973–74 (Tom Uren)	MS 5816, series 4, box 20, folder 91

new Cotter dam

A prolonged drought in the early years of the 21st century forced yet another review of the Territory's future water requirements. The ACT Government decided to build another, much larger dam on the Cotter River in front of the original dam completed in 1915. In addition, a pipeline would be built to carry water from the Murrumbidgee River to the Googong Dam.

The new dam is 80 metres high and has a capacity of 78 gigalitres. Construction began in November 2009 and the dam was officially opened by ACT Chief Minister Katy Gallagher on 12 October 2013. Meanwhile, work on the pipeline to the Googong Dam was completed in August 2012. It involves a 12-kilometre pipeline from the Murrumbidgee River to Burra Creek, where the water then flows another 13 kilometres to Googong Dam.

construction of water-storage reservoirs

In addition to dams, a series of reservoirs has been constructed throughout Canberra and the Territory. They assist with the storage and regular distribution of water. In the Territory's early years, reservoirs were built at Mount Stromlo (1914), Upper Red Hill (1914), Russell (1926), Black Mountain (1933), Lower Red Hill (1939) and Ainslie (1940).¹⁰ In later years, they have been built at Narrabundah, Hackett, Woden and Belconnen. There are now 45 reservoirs located throughout the Territory.¹¹

Selected RecoRdS Relating to ReSeRVoIRS	
ArchivesACT	
Concern by Australian National Committee on large dams re inadequate legislation to control design and construction of dams and reservoirs	73/85
Use of water storage reservoirs	75/2142
Erosion control at water supply reservoirs prior to 1988	NC-82/00669#1
Woden reservoirs nos 2 and 5	P&G1967/177
Belconnen reservoirs	P&G1968/295
National Archives, Canberra	
Site for service reservoir at Red Hill, 1912–13	A202, 1913/227
Postcard, reservoir at the Power House, Canberra, 1913–16	M77, 33
Canberra water supply, Stromlo reservoir, capacity depth table, 1914	A2445, CM 242F
Contract for preparation of site and excavation work for reservoir at Canberra, 1918–33	A295, 68
Contract for construction of concrete reservoir, Canberra, 1918–33	A295, 98
Canberra water supply, Stromlo reservoir, capacity depth table, 1919	A2445, M1508F
Proposed reservoir at Black Mountain, 1922–35	A292, C1234
Molonglo reservoir, 1929	A6270, E2/29/1363
Construction of Black Mountain reservoir, 1931	A1, 1931/3444
Canberra water supply, Black Mountain reservoir, 1933	A2190, C646
Additional reservoir, Mount Ainslie, 1940–51	A292, C19650
Construction of Narrabundah reservoir, 1959–62	A660, KW77
Construction of Hackett reservoir, 1959–63	A976, 1959/1346
Construction of Woden reservoir number 4, 1967–72	A660, K7433
Hackett reservoir investigation, 1968–71	A976, 1970/708
Canberra water supply major service reservoir, 1970–72	A976, 1970/203
Detail and contours, reservoir site, Stromlo, 1972	A6664, L520

Managing electricity and water supplies

In the early years, the management of the Territory's electricity and water supplies was the responsibility of whichever Commonwealth agency had responsibility for administering the Territory. The Federal Capital Commission administered both electricity and water from 1925 until its demise in 1930. Responsibility

then passed to the Department of Home Affairs, and later the Department of the Interior. The Canberra Electric Supply (located within the Department of the Interior) was responsible for electricity from 1939 to 1963.

The first dedicated agency responsible for electricity in the Territory was the ACT Electricity Authority, established in 1963. The authority was a corporate body and consisted of a chairman and two other members. The authority was charged with supplying electricity and promoting the use of electricity within the Territory. It was empowered to generate electricity, purchase electricity from outside the Territory, transmit and reticulate electricity in the Territory, and supply, maintain or repair electrical equipment required or used by the Commonwealth, or its authorities. The authority could also determine charges for the supply of electricity, or connection to that supply.

The Territory's water supply was the responsibility of the Civic Administration Branch, Department of the Interior, later redesignated the Water Branch ACT. In 1988, a new authority was created to manage both the Territory's electricity and water supplies. The ACT Electricity and Water Authority (more commonly known as ACTEW), combined the functions of the former ACT Electricity Authority and the Water Branch of the ACT Administration, and was established under the ACT Electricity and Water Ordinance 1988. The new authority's responsibilities included the supply of electricity and water; promotion and management of the use of electricity and water; and the collection and treatment of sewage and otherwise to provide and manage sewerage services.

In October 2000, ACTEW Corporation joined with Australian Gas Light Company to form ActewAGL.

Selected RecoRdS Relating to tHe Supply of electRicity to ReSidentS and buSineSSeS	
ArchivesACT	
Applications for the supply of electricity or for an additional appliance, 1925–	A2957
Tender files, 1963–	A8220
General files, 'G', 1964–	A7908
Work-as-executed hydraulic plans, 'EW' (electricity and water), 1987–	A9236
National Archives, Canberra	
Canberra electric light and power supply, 1914–19	A1, 1919/8647
Charges for electricity, Canberra, 1922–23	A1, 1923/20280
Balance sheet of the Canberra Electricity Supply Department, 1923	CP464/4, C1923/782
Canberra electricity supply regulations, 1925–26	A6086, C79
Comparative reports on the installation of gas and electricity for domestic purposes at Canberra, 1926–33	A6266, G1929/1611
General correspondence files, 1963–80	A8219

Selected RecoRdS Relating to tHe Supply of wateR to ReSidentS and buSineSSeS	
ArchivesACT	
Canberra drainage plans, 1925–	A3121
Alphabetical index to Canberra drainage plans, 1925–55	A3122
Alphabetical card index to Canberra drainage plans, 1925–	A3123
Water supply and sewerage, house connection files, 1925–	A2270
Location index for water supply and sewerage, house connection files, 1925–	A2269
Registers for water supply and sewerage, house connection files, 1925–	A2271

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Selected RecoRdS Relating to tHe Supply of electRicity to ReSidentS and buSineSSeS (continued)

Work register (record of plans submitted for drainage designs), 1945–	A3124
Canberra water supply – Part 1	1960/8–01
Filtration – Part 2	1960/8–02

National Archives, Canberra

Water supply maps, Canberra streets, 1916	CP277/1
Water supply, Canberra (report by Mr De Burgh of Advisory Committee), 1921	A192, FCL1921/517
Water supply, Canberra, 1925–26	A6270, E2/25/795
Canberra water supply, 1929–32	A1, 1932/2165
Brief general description of Canberra water supply scheme, 1931	A6272, E426
Canberra water supply consumption, 1931	A292, C1133
Water consumption in Canberra, 1931	A6272, E528
Queanbeyan sewerage scheme and Canberra water supply, 1934–37	A292, C7420
Contract for supply of water mains, Canberra, 1937–40	A295, 706
Canberra water supply, 1939	A461, I423/1/1
Water supply, Canberra, general file, 1939	A659, 1939/1/2705
Canberra water supply, excessive turbidity, 1955–63	A2432, 590/55

Fluoridation of the water supply

In December 1961, the ACT Advisory Council recommended that fluoride be added to Canberra's water supply. The recommendation was not accepted, but the Council continued to lobby the government.

NSW Premier RJ Heffron wrote to Prime Minister Robert Menzies in July 1962 advising that his state was keen to pursue fluoridation, and if the Commonwealth was unsupportive it could be used as a weapon 'for the small but vocal groups who are opposed to the introduction of this public health measure'.¹²

The Advisory Council established a sub-committee to re-examine the issue, which again recommended fluoridation in May 1963. This time it was successful – the recommendation was approved in July that year. Nevertheless, there was dissension even in the government's own ranks. In April 1964, Member for Moreton Jim Killen sought Parliamentary support for a Select Committee to examine the issue.¹³ Cabinet rejected the proposal in April 1964.¹⁴

On 13 May 1964, Doug Anthony issued a media release advising that the government was proceeding with its plans for fluoridation of Canberra's water supplies. Fluoride has been added to water supplies in Canberra and Queanbeyan ever since.¹⁵

Selected RecoRdS Relating to tHe fluoRidation of wateR

ArchivesACT

Representations re fluoride in Canberra water supply	C88/2279
Removal of fluoride from Canberra water supply	HE–9335
Fluoride debate	HE–9337
Fluoride and ACT water supply	HE–9901
Fluoride debate	HE–10676
Fluoridation of Canberra's water supply – general – Part 3, 1964–70	69/4037

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Selected RecoRdS Relating to tHe fluoRidation of wateR (continued)	
Fluoridation of Canberra water supply – policy file, 1963–66	69/3940
Fluoridation of Canberra's water supply, 1959–79	NC–79/1525
Fluoridation – Part 3, 1931–74	1960/8–03
National Archives, Canberra	
Fluoridation of Canberra water supply, policy, 1962–64	A463, 1962/4958
Fluoridation, Canberra water supply, 1964–65	A4940, C3948
Fluoridation of Canberra water supply, 1965	A5828, 801
Canberra water supply, fluoride records of tests 1965–68	A976, 1965/855 parts 1–6
Canberra water supply, fluoride records of tests, 1965–67	A976, 1965/854 parts 1–3

Sewerage system

The origin of Canberra's sewerage system dates back to 1915. In that year, the Public Works Committee considered three options. The first option, proposed by the Department of Home Affairs, was to build a tunnel from the city south-west to Weston Creek, referred to as Western Creek in some of the documents at the time. Waste would be treated at Weston Creek and released for irrigation. The line would be three miles (4.8 kilometres) long and cost £75,000. The second option was put forward by the NSW Department of Public Works, and essentially involved cutting the line in half, by ending it at Yarralumla. A third option was suggested by Walter Burley Griffin. It involved treating the sewage within the city and using the treated waste to irrigate ornamental waters. The committee chose the first option in its report presented in March 1915.¹⁶

Work began on the line, known as the Main Outfall Sewer, in 1915. The Royal Commission on Federal Capital Administration was critical of the project in its report of 1917. It condemned the lack of attention to sewerage treatment aspects and the lack of investigation into soil suitability at Weston Creek, and believed that the money spent was wasted.¹⁷ Work was suspended in 1917, partly because of the commission's criticisms, and partly because of reduced resources caused by World War I.

By 1922, Parliament had decided to relocate from Melbourne to Canberra, together with the required support services. This would necessitate a larger population and construction of an adequate sewerage system. Work resumed on the Main Outfall Sewer in 1922, and also began on the second stage of Canberra's sewer system, which involved a line commencing near the proposed site of Parliament House at Parkes (close to the present Hyatt Hotel Canberra) to connect with the first line at Yarralumla. The second line would be two miles (3.2 kilometres) long and be known as the main intercepting sewer. It was approved by the Public Works Committee at a cost of £66,000.¹⁸ Both lines were completed before Parliament took office in Canberra in 1927.

Two additional sewer lines were proposed in 1924. The first would provide services to Eastlake (now Kingston) and Blandfordia (now Forrest); it would be 1.3 miles (2.9 kilometres) long, cost £47,000 and be known as the southern intercepting sewer.¹⁹ The second line would be known as the northern sewer, serving the north-eastern areas of Canberra, at a cost of £82,000. It would exit the southern sewer near the Molonglo River and travel eastward to Prospect Parkway (now Anzac Parade).²⁰ The Public Works Committee approved both proposals.

These lines essentially formed the network of Canberra's sewerage system for many years. The completion of Lake Burley Griffin by 1964 precipitated the rationalisation of minor sewerage systems that had been built at Fairbairn, Pialligo, Duntroon, Harman, Fyshwick and Narrabundah. Two new treatment plants were built at Fyshwick and Belconnen. The Fyshwick Sewerage Treatment Plant was completed in 1967 and remains in service today. It treats sewerage from the Majura, Fyshwick, Hume, Jerrabomberra and Narrabundah catchments. An additional treatment centre was built at Belconnen as part of the development of that area. It was completed in 1970.

master wastewater plan

The sewerage treatment plant at Weston Creek served Canberra well but, despite its refurbishment, by the 1960s it was realised that the plant could not continue, particularly as Canberra was expanding rapidly. The National Capital Development commission engaged a firm of consulting engineers to review the existing system and future expansion, from which they were asked to prepare a metropolitan sewerage strategy plan. The subsequent report recommended that treatment plants in individual valleys be phased out and that one large plant with economies of scale be built well downstream, capable of staged development to cope with expansion and treating wastewater to appropriate standards.

The commission subsequently developed a master wastewater plan for the Territory.²¹ The plan comprised three principal phases, at the apex of which was the closure of the Weston Creek works and the construction of a new centre located near the junction of the Murrumbidgee and Molonglo Rivers. The centre is known as the Lower Molonglo Water Quality Control Centre. Work began in 1974 and was completed in August 1978, at a cost of \$50 million. The centre has since been expanded and continues to the present day, although it suffered severe damage during the bushfires of 18 January 2003 that required rapid emergency repairs.

The other two phases of the master plan were the construction of a tunnel 9.1 kilometres long from Tuggeranong to the Weston Creek works, known as the Tuggeranong Sewer Tunnel, and then another line from Weston Creek to the Lower Molonglo Centre. The second line was 16 kilometres long and known as the Molonglo Interceptor Sewer. The Tuggeranong Sewer Tunnel cost \$6 million and was completed in December 1975. It transfers waste from Tuggeranong Valley to the Molonglo Interceptor Sewer. The latter was completed in March 1976 at a cost of \$7.2 million and transfers waste to the Lower Molonglo Centre.

With the completion of the Lower Molonglo plant in 1978, the Belconnen treatment centre was redundant and decommissioned in 1979. Waste from Belconnen now goes to the Lower Molonglo plant, as does waste from Gungahlin via the same line.

Selected RecoRdS Relating to tHe SeweRage SyStEm

ArchivesACT

Molonglo River water quality below Western Creek sewerage farm, 1962–74	1962/118
Canberra sewerage and water supply regulations	1962/32
Oaks Estate – sewerage	1964/49
Weston Creek sewerage site – future use	75/03117
Uriarra Forest Settlement – effluent disposal system	83/63F
Uriarra – water supply	83/72F
Water Sewerage and Engineering Services Committee	1973/19
Cotter Reserve – sewerage extensions	74/2288
Jerrabomberra Valley – trunk sewerage facilities	76/3502
Duntroon playing fields – sewerage effluent	81/4048
Weston Creek sewerage treatment works – possible future use	82/803
Macgregor sewerage works	85/5279
Amalgamation of electricity water and sewerage functions	88/01813
Oxidation ponds – sewerage works – Belconnen – Coppins Crossing	AS75/16
Jerrabomberra Valley – trunk sewerage – Part 1	AS76/108–1
Captain's Flat – sewerage scheme	AS77/84
Commercial use of sewerage effluent – Part 1	AS81/174–1
Commercial use of sewerage effluent – Part 2	AS81/174–2

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Selected RecoRdS Relating to tHe SeweRage SyStem (continued)	
National Archives, Canberra	
Sewerage, 1915–24	A414, 19
Report on the water supply, sewerage and sewage disposal of Canberra, 1917	CP487/6, 66
Sewerage scheme, Federal Capital, 1921	A192, FCL1923/478 attachment
Main Intercepting Sewer, Canberra, 1922–23	A192, FCL1923/478
Sewage disposal treatment works, Western Creek, 1922–29	A6270, E2/29/1955
Sewerage, Federal Capital southern interception sewer, 1923–24	A11960, 1924/20
Sewerage treatment works, Canberra, 1924–25	A11960, 1925/8
Sewerage and water supply reticulation of Canberra, 1925	CP698/2, bundle 1/25/95
Sewerage scheme for Canberra, 1925	CP698/2, bundle 1/41
Water Supply, Sewerage and Drainage Branch, general reports, 1925–26	CP664/1, bundle 1/8
Sewerage and water supply regulations, Buildings and Services Ordinances, 1926–33	A430, G392
Canberra sewerage and water supply regulations, 1928–59	A432, 1955/2065
Western Creek Sewerage Treatment Works, 1932–35	A292, C3012
Western Creek Treatment Works extensions, 1935–45	A292, C21587
Extension to Canberra Sewerage Works, 1952–55	A660, IG1403
Western Creek Sewerage Treatment Works additions, 1959–62	A660, KCM115
Reconsideration of previous analytical studies of Canberra water supply and sewerage future development influenced by development of Belconnen Woden areas, 1960–62	A976, 1961/34
Sewerage treatment extension of Weston Creek, 1960–67	A976, 1966/1263 parts 1–2
Establishment of water and sewerage authority, 1961	A976, 1968/77
Canberra sewerage and water supply regulations, 1962–63	A432, 1962/1005
Fyshwick Sewerage Treatment Works, supply and installation of equipment, 1964–67	A660, KCM6738 parts 1–3
Fyshwick treatment works, roads and services and disposal of effluent, 1964–67	A976, 1970/96
Belconnen Treatment Works, sewerage systems records of tests, 1965–69	A976, 1968/820 parts 1–2
Fyshwick Sewerage Treatment Works construction, 1965–70	A660, KCM6792 1–2
Construction of Belconnen sewage main, 1966	A1500, K15922
Fyshwick Sewage Treatment Works, supply and installation of pumps, 1967	A660, KKM2698
Site for sewerage treatment works at Murrumbidgee and Molonglo Rivers, 1968	A6664, L429
Engineering geology, ACT North Molonglo Outfall Sewer, 1968–69	A2004, 1972/638
Contours, levels and detail, Molonglo Interceptor Sewer, 1912–80	A6664, L509
Sewerage for Belconnen neighbourhoods, 1970–72	A976, 1970/149

continued over

Selected RecoRdS Relating to tHe SeweRage SyStEm (continued)	
Lower Molonglo Water Quality Control Centre foundation investigations, 1970–76	A1575, 1974/1070
Levels in creek crossing, interceptor sewer, Molonglo River, 1971	A6664, L490, sheets 1–6
Drawings of levels and details, Lower Molonglo Control Centre, 1972–74	A6664, L608, sheets 1–11
Canberra city sewerage scheme augmentation, 1972–74	A1575, 1972/1241
Drawings of contours, Water Quality Control Centre, Lower Molonglo, 1973	A6664, L530, sheets 1–6

In addition to the record series listed in this chapter, there are other series that document major utilities construction projects within the Territory, including dams, reservoirs, pumping stations, treatment plants, water bulk supply mains, trunk sewers, water and sewerage reticulation systems, and reticulation system components. Plans relating to hydrology and water resources are also included.

Selected SeRieS Relating to majoR utilitiEs conStRuction pRojectS

National Archives, Canberra

Major development plans, 'CMD' (Canberra Major Development), 1954–61	A3149
Major development plans, 'CD' (Canberra Development), 1959	A3150
Major development plans, 'CD' (Canberra Development), 1960–	A3151
Register of major development plans, 1960–	A3152
Cross index catalogue cards for major development plans, specifications and reports, 1960–	A3153

Endnotes

- ¹ *The Canberra Times*, 27 August 1954, p. 2.
- ² 'Report Relating to the Proposed Extension to the Water Supply Storage System at Canberra', 26 January 1955, *Parliamentary Papers*, 1954–55, volume 2, pp. 557–68.
- ³ NAA: A5841, 77, 11 March 1966.
- ⁴ NAA: A5908, 352, September 1971.
- ⁵ NAA: A5915, 565, 12 July 1973.
- ⁶ NAA: A5915, 760.
- ⁷ National Library of Australia: MS 6055, series 14, folder 5, box 84.
- ⁸ *The Canberra Times*, 18 October 1976, p. 1.
- ⁹ financeminister.gov.au/archive/media/2008/mr_292008_joint.html
- ¹⁰ 'Canberra's Engineering Heritage', engineer.org.au/home.html, accessed 18 November 2012.
- ¹¹ actew.com.au/reservoirs, accessed 18 November 2012.
- ¹² NAA: A463, 1962/4958, 16 July 1962.
- ¹³ *Parliamentary Debates*, House of Representatives, volume 41, 16 April 1964, pp. 1139–55.
- ¹⁴ NAA: A5827, volume 5/agendum 133, 9 April 1964.
- ¹⁵ NAA: A4940, C3948.
- ¹⁶ 'Report together with Minutes and Evidence and Appendices on the Question of the Construction of a Main Sewer for the City of Canberra', 10 March 1915, *Parliamentary Papers*, 1914–17, volume 4, pp. 859–942.
- ¹⁷ 'Federal Capital Administration Royal Commission. Report 4. Sewerage at Canberra', *Parliamentary Papers*, 1917, volume 2, pp. 43–9.
- ¹⁸ 'Report together with Minutes of Evidence Relating to the Proposed Construction of the Main Intercepting Sewer from the Centre of the City of Canberra to Connect with the Main Outfall Sewer', *Parliamentary Papers*, 1922, volume 2, pp. 2313–31.

¹⁹ 'Report together with Minutes and Evidence in Regard to Construction of Southern Intercepting Sewer, Canberra', 21 August 1924, *Parliamentary Papers*, 1923-24, volume 4, pp. 819-28

²⁰ 'Report together with Minutes of Evidence Relating to the Proposed Construction of Northern Main Sewer, Canberra', 17 March 1924, *Parliamentary Papers*, 1925, volume 2, pp. 145-51

²¹ National Capital Development Commission, *Annual Report*, pp. 25-6, *Parliamentary Papers*, 1971, volume 7, pp. 169-255

Chapter 10 Education

Early schooling

When the Commonwealth acquired the Federal Capital Territory in 1911, there was only a small number of schools in the area. These included Ginninderra, Hall and Mulligans Flat (Gungahlin). Most were established in the 19th century, some by pastoralists for the education of their children and the children of their employees, and staffed by a single teacher. The schools generally followed the curriculum set by the NSW Department of Education.

In 1912, the Commonwealth entered into an agreement with New South Wales by which the state provided teachers and inspectors for Territory schools and, in return, the Commonwealth paid an agreed fee.¹

From 1911, education was the responsibility of whichever Commonwealth department administered the Territory. This arrangement continued until 1921, with the establishment of the Federal Capital Advisory Committee followed by the Federal Capital Commission in 1925. These two agencies assumed direct responsibility for education. However, with the demise of the commission in 1930, education reverted to the Department of Home Affairs.

In the early Commonwealth years, some schools were established to provide education for the children of workmen who were engaged on construction projects. These included schools near the Cotter Dam and the Molonglo internment camp.

The first legislation specifically dealing with Territory education was the Education Ordinance 1928, which made it compulsory for children between seven and 14 to attend school. Fines were imposed on parents or guardians if their children failed to do so. The Federal Capital Commission reported that by June 1928 there were 15 schools in the Territory, including one at Jervis Bay, with 947 students.²

Selected Records Relating to Early Education and Schools	
National Archives, Canberra	
Education, public schools within the Federal Territory, 1917–19	A192, FCL1919/891
Monthly requisitions, education, 1924–1925	A361, DSG25/200
Education Ordinance, 1926–30	A432, 1929/361 parts 1–2
Education Ordinance, Federal Capital, 1926–32	A1, 1932/749
Education Ordinance, 1926–69	A432, 1956/1755 parts 1–2
Canberra Social Services Association, Education Committee, 1927	CP698/9, 20/3
Federal Capital Commission, power to levy education rate, 1928–32	A1, 1932/627
Education Ordinance, 1928–37	A659, 1940/1/257
Education Ordinance, registration of schools, 1928–42	A659, 1944/1/205 part 1
Education Ordinance, regulations, 1928–44	A659, 1939/1/11134
Early Federal Capital Territory schools	
ACT Heritage Library	
Molonglo Camp Public School return, 1922	HMSS 0289
ArchivesACT	
Register of admissions, provisional school at Williamsdale, 1881–1936	AA1968/269, 5
Punishment book of public school at Tuggeranong, 1895–1939	AA1968/269, 2

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Selected RecoRdS Relating to eaRly education and ScHooIS (continued)	
Register of correspondence, Tuggeranong School, 1910–39	AA1968/269, 1
Photographs of Hall and Weetangera schools, 1911	AA1971/364
Duntroon School administrative, academic and other records, 1923–70	A9418
Class roll, Provisional School Williamsdale, 1928–31	AA1968/269, 4
Register of admissions, Provisional School Williamsdale, 1936–48	AA1968/269, 3
National Archives, Canberra	
Royalla School, 1895–1921	A192, FCL1921/983
Photographs of Ginninderra Public School, 1905	AA1971/365
Site for public school at Hall, 1910–15	A209, L1915/2577
Royalla School, 1911–21	A364, DSS1921/86
Ainslie School, 1913–15	A657, DS1915/3484
Public School, Cotter River, 1913–15	A207, G1915/1619
Establishment of a school at the Royal Military College Duntroon, 1914	A199, FCW1914/889
Plan of Tuggeranong School, 1915	A784, W1915/57 attachment
Duntroon School, 1915–23	A192, FCL1919/1214
Majura School building, 1917–19	A361, DSG19/451
Weetangera Public School erection of school teacher's residence, 1917–21	A192, FCL1921/1586
Mulligans Flat School, 1918–22	A192, FCL1922/1361
Duntroon School, 1918–34	A659, 1944/1/1235
Tuggeranong Public School, 1919–20	A361, DSG20/302
Ginninderra School, 1919–21	A361, DSG21/766
Narrabundah School, 1919–22	A192, FCL1922/638
Weetangera School, 1920	A364, DSS1920/41
Narrabundah School, 1921	A361, DSG21/586
Hall School, 1921–22	A192, FCL1921/1891
School teacher's residence, Molonglo Camp, 1921–22	A192, FCL1922/1080
Public School, Hall, 1921–44	A659, 1944/1/237
Public School, Mulligans Flat and Tallagandrah, general, 1921–44	A659, 1943/1/4715
Royalla School worked in conjunction with Williamsdale School, 1921–48	A431, 1947/1954
Majura School, 1922–38	A1, 1938/4661
Narrabundah School building, sale to E Murray, 1923–24	A361, DSG23/3152
Duntroon School, question of closure, 1931	A1, 1931/288
Tuggeranong School, 1934–45	A659, 1945/1/3701 part 2
Duntroon Public School visitors book, 1947–70	A9418, 233

Purpose-built schools in the Commonwealth era

The first major purpose-built school in the Territory in the Commonwealth era was Telopea Park. It opened in September 1923 to cater for students up to intermediate level (Year 9). A school had actually been established at Acton from 1919 to 1920, built as a temporary measure pending the completion of Telopea Park.

Initially intended to accommodate 500 students, the school was built to house 200 students as a cost-saving measure. Even when expanded to its planned capacity of 500, the school struggled to cope with student numbers. The shortfall in accommodation meant that classes had to be provided at the Hotel Ainslie. In January 1933, Cabinet noted that Telopea Park was filled to overflowing, and £1100 was needed to construct two classrooms so that children could move from the hotel back to the school. Cabinet deferred the matter pending a review of education in the Territory.³

A much larger Telopea Park School survives today as a bi-national high school following an agreement signed with the French Government in 1983.

Telopea Park was followed by Canberra High School, located at Acton near the Institute of Anatomy (now the National Film and Sound Archive), which opened in 1938. The school relocated to Macquarie in 1969, and its former buildings were taken over by the Canberra School of Art. Deputy Prime Minister John McEwen formally opened the new school on 21 August 1969. As Minister for the Interior, he had laid the foundation stone for the first school at Acton in 1938.

As Canberra began to develop and expand from the 1960s onwards into areas such as Woden, Belconnen, Tuggeranong and Gungahlin, more high schools developed. These have included Lyneham (1959), Narrabundah (1960), Hawker (1961), Dickson (1963), Campbell (1965), Melrose (1970), Belconnen (1971) and Stromlo (1972).

Selected Records Relating to High Schools

Telopea Park School

ArchivesACT

Telopea Park High School landscaping	P&G1961/1235
Telopea Park High School interim school board	NC-74/00735
Telopea Park High School modifications to house the Australian-French Bilingual School, stage 1	NC-82/01664 parts 1-3
Telopea Park High School modifications to house the Australian-French Bilingual School, stage 2	NC-83/00868 parts 1-4

National Archives, Canberra

Telopea Park School, 1921-25	A199, FC1925/155
School at Telopea Park, 1922	A192, FCL1922/283
Erection of Telopea Park School, 1922-27	A6270, E2/27/1835
Opening of Telopea Park School by Austin Chapman, 1923	A3560, 677
Telopea Park School, 1923-24	A1, 1924/28861
Telopea Park School, 1923-24	A361, DSG24/690
Telopea Park School, general file, 1925-55	A1, 1935/3065
Canberra High School	

National Archives, Canberra

Proposed establishment of High School, Canberra, 1926-27	A1, 1927/7736
Canberra High School site, 1931-32	A1, 1937/15471
Acton High School, Canberra, detail sheet of main entrance, 1937	A2617, section 22/7794
Canberra High School, layout of grounds, 1939-41	A659, 1941/1/1227

Lyneham High School

ArchivesACT

Lyneham High School interim school board	NC-74-00892
New Lyneham High School, 1957-59	A2942, 1074

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Selected Records Relating to High Schools (continued)	
National Archives, Canberra	
Lyneham High School, 1958–72	A1340, 1967/618
Lyneham High School design, 1959–60	A976, 1959/223
Lyneham High School general construction administration, 1959–60	A976, 1959/224 parts 1–2
Narrabundah High School	
ArchivesACT	
Narrabundah High School	NC-71/00448
Narrabundah High School sculpture	NC-73/00650
National Archives, Canberra	
Narrabundah High School design, 1960–62	A976, 1960/323
Narrabundah High School, 1958–61	A1340, A1964/448 parts 1–2
Narrabundah High School, 1959–69	A1340, 1966/1036
Dickson High School, Narrabundah High School, additional land requirements, 1961–67	A1340, 1961/742
Dickson High School	
National Archives, Canberra	
Dickson High School erection and design, 1959–62	A976, 1959/1960
Dickson High School construction, 1961–63	A660, KCA6092 parts 1–2
Dickson High School, Narrabundah High School, additional land requirements, 1961–67	A1340, 1961/742
Campbell High School	
ArchivesACT	
Campbell High School sculpture by Steven Walker and Inge King	NC-71/00815
Campbell High School extensions stage 2	NC-65/00530
Campbell High School extensions stage 4	NC75-00676, part 1
National Archives, Canberra	
Campbell High School design, 1962–67	A976, 1968/1130 parts 1–3
Campbell High School construction, 1963–67	A660, KCA6505 parts 1–3
Campbell High School stage 2, 1966–68	A960, KCA7008
Melrose High School	
ArchivesACT	
Melrose High School stage 2	NC-70/00886, part 1
Melrose High School	NC-71/00982, part 1
Melrose High School sculpture by R Klippel	NC-72/00119
Melrose High School accommodation modifications	88/12555
National Archives, Canberra	
Melrose High School erection, 1968–73	A660, K7631 parts 1–3
Kambah High School	
ArchivesACT	
Kambah High School	NC-72/0168 parts 1–8
Kambah High School landscaping	76/299
Kambah High School new works	NC-81/00585 part 1



An aerial view of Narrabundah High School, Canberra, 1972.

ArchivesACT: 2013/9239/26

primary schools

The first major primary school in the Commonwealth era was Ainslie School, which was officially opened by Prime Minister Stanley Bruce on 19 September 1927, followed by Ainslie Primary in 1938.⁴ As Canberra expanded, more schools were built at Turner (1953), Yarralumla (1957), Forrest (1958), Lyneham (1959), Red Hill (1960), Campbell (1961), Hughes (1964) and Garran (1967).

Today there are almost 60 primary schools and more than 15 high schools in the Territory.

Selected Records Relating to Primary Schools	
ArchivesACT	
Public school student admission registers, 1962–88	A9457
Ainslie Primary School	PC21/15/0
North Ainslie Primary	83/4624
National Archives, Canberra	
Ainslie School, provision of primary school, 1924–26	A430, G1044
Ainslie School, provision of primary school, 1926	A430, G1045
Erection of Turner Primary School, 1953–57	A660, IY191 parts 1–5
Erection of Yarralumla Primary School, 1955–59	A660, IY312 parts 1–3
Erection of Forrest Infants and Primary School, 1955–61	A660, IY343 parts 1–4
Photograph of official opening of Yarralumla Primary School by the Governor-General, 1957	A7973, INT513/1
Erection of Lyneham Primary School, 1957–61	A660, IY367 parts 1–3
Red Hill Primary and Infants School site layout, 1959	A 617, section 5/25943

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Selected Records Relating to Primary Schools (continued)

Red Hill Primary plans, 1959	A2617, section 5/26223
Hughes Primary and Infants School erection and design, 1961–64	A976, 1961/1180
Campbell Primary and Infants School construction, 1961–65	A660, KE36 parts 1–3
Hughes Primary and Infants School construction, 1962–65	A660, KCA6298 parts 1–2
Garran Primary School stage 1 construction, 1966–68	A660, KCA6939 parts 1–2

private schools

The first privately operated schools in the Territory were St Gabriel's Church of England School for Girls, which opened in Melbourne Avenue in 1928, followed by St Christopher's Roman Catholic School at Manuka, also in 1928.

Selected Records Relating to Private Schools
ArchivesACT

Education by private schools in the ACT	1960/55
National Archives, Canberra	
Lease of St Gabriel's School, 1926–27	A6086, C204
St Gabriel's School, Blandfordia (now Forrest) site, 1927–33	A6086, C287

ACT Schools Authority

In the 1960s, community interest in Territory education was rising, particularly given the rapid increase in student numbers. There was dissatisfaction with the arrangement involving New South Wales and a belief that the state education system was remote from Territory needs and had led to larger class sizes.

Following a public meeting held at the Australian National University in November 1966, a working party led by George Currie (a former university vice-chancellor) was convened. The working party presented its report in November 1967, recommending the establishment of an autonomous education authority responsible for pre-schools, primary and secondary schools, and technical education.⁵

The government was slow to respond and, when it did, its first decision was to create a Commonwealth Teaching Service. Cabinet approved the service in September 1970, although it was not formally established by legislation until April 1972.⁶ The service was created to provide teachers for schools in both the ACT and the Northern Territory; South Australia was particularly keen to end the provision of teachers to the Northern Territory.

In July 1972, Cabinet approved a proposal to establish a statutory authority to manage Territory education, and to have the Joint Parliamentary Committee on the ACT investigate the powers and responsibilities of that authority.⁷ The government lost office just five months later, and the proposed review did not take place.

The incoming Whitlam government was equally supportive of a new authority to manage Territory education and, on 15 March 1973, Minister for Education Kim Beazley commissioned a panel to assess the form the authority should take. The panel, chaired by Phillip Hughes from the Canberra College of Advanced Education, reported in May 1973. It recommended the establishment of a single authority to manage education, which would also be responsible for policy and administration. The panel also recommended the establishment of school boards to assist with the management of government schools.⁸

Cabinet approved the proposed authority in September 1973. The authority would consist of one full-time member and nine part-time members. The Minister for Education would have power over the authority but would not be involved in its general administration. Several existing institutions, including the Canberra Technical College and Canberra School of Music, would be exempt from the authority's direction. As it would take time to draft and implement legislation to establish the authority, Cabinet agreed to establish an Interim Committee in the meantime.⁹ On 7 October 1973, Beazley announced that the government would assume full responsibility for the Territory's school system the following year through the establishment of an Interim Schools Authority.

A major feature of the new school system was that primary and secondary schools would have boards comprising the school principal and members nominated by teachers, parents, the Schools Authority and, in some cases, students. Powers would be delegated to these boards by the authority to enable them to take responsibility for policies and programs, budgeting and finance control, and participation in the selection of senior teaching staff. Interim boards were to be established at all schools by the end of 1973.

Legislation to establish the Schools Authority was not enacted when the Whitlam government lost office in November 1975. In August 1976, Prime Minister Malcolm Fraser's Cabinet examined the matter. It noted that the Interim Authority had been in existence for three years, and believed that there was undue influence by parent and teacher groups on its policies and operations, and limited opportunities by the wider community to contribute to decision making. To correct this, Cabinet approved a larger membership with more ministerial nominees and two members from the ACT Legislative Assembly, rather than one, as was the case previously.¹⁰ Legislation was implemented in late 1976 and the ACT Schools Authority established on 1 January 1977.

The authority was disbanded in 1987 as part of the move towards self-government. Education in the Territory today is managed by the ACT Education and Training Directorate.

Selected Records Relating to the ACT Schools Authority

ArchivesACT

Agenda and minutes of meetings of ACT Public School Councils/Boards, 1973–	A9458
Correspondence files, 'SA' (Schools Authority), 1974–	A3442
ACT schools bulletins, 1979–	A9025
Arrangements with Interim Schools Authority	NC–73/01259 part 1
Proposed Schools Authority ordinance	74/2317
Proposed Schools Authority ordinance	76/2931
Proposed Schools Authority ordinance	77/1680
Restructuring the Schools Authority and proposal for an Institute of Tertiary Education	85/3706
Schools Authority school policies	NC–86/02007
Schools Authority management review	87/7
Schools Authority ordinance	87/8612
Schools Authority review	88/5043
Proposed abolition of the Schools Authority	90/13923
Abolition of the Schools Authority	90/18834

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Selected Records Relating to the ACT Schools Authority (continued)	
National Archives, Canberra	
Proposed inquiry into the administration of education in the ACT, 1970–72	A5882, CO1044
Papers of the reference – aspects of Australian Capital Territory education, 1972–73	AA1981/328
Establishment of an ACT Schools Authority, 1973–74	A5931, CL568
ACT Schools Authority establishment and policy, 1973–81	A1209, 1976/1952 parts 1–2
Establishment of an ACT Schools Authority, 1976	A10756, LC684
ACT Schools Authority remuneration for part-time members, 1977–78	A1642, C1977/3798
ACT Schools Authority estimates of expenditure, educational services, 1977–80	A1642, C1977/1913 parts 1–3
Commonwealth Teaching Service	
National Archives, Canberra	
Malcolm Fraser – Commonwealth Teaching Service, 1969–72	M442, 14
Possible proposal for Commonwealth Teaching Service Bill, 1970–75	A451, 1972/3245 and 1972/8691
Establishment of a Commonwealth Teaching Service, 1970–76	A2314, 1970/622

division of the secondary school system

At the same time as an independent education authority was being considered, the Department of Education and Science began canvassing secondary colleges for students at Years 11 and 12. The concept arose from a belief that students aged 17 or 18 were closer in their tastes and aspirations to adults than they were to students aged 12 or 13. The separation of the two groups allowed for the development of colleges designed to function in a more informal setting, and for their use after hours by students and the wider community. High schools would continue to provide education for students from Year 7 to Year 10.

In November 1971, Malcolm Fraser established a working party led by Richard Campbell (lecturer in philosophy at the Australian National University) to review the proposal. The working party supported the concept in its report presented in December 1972.¹¹

The first purpose-built colleges were Phillip, Hawker and Melba, while the existing Narrabundah and Dickson High Schools were redeveloped as colleges. In time, other colleges followed; the most recent being Gungahlin, which opened in 2011. There are 10 colleges in the Territory today.

An innovative feature in the development of new colleges has been the introduction of joint-use libraries. Both Erindale College and Lake Tuggeranong College partner with the ACT Public Library Service. They were among the first examples of urban joint-use libraries and are still among the largest such libraries in the world. The libraries provide a service for both the general public and college students. The recently opened Gungahlin College is also a joint-use library.

Selected Records Relating to colleges	
ArchivesACT	
Dickson High School conversion to Dickson College	NC-73/00420 parts 1–7
Narrabundah High School conversion to Narrabundah College	NC-73/00519 parts 1–3
Tuggeranong Secondary College facilities	NC-84/00864 part 1

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Selected RecoRdS Relating to collegeS (continued)

Tuggeranong College planning	NC-84/01795
Tuggeranong Secondary College facilities, Greenway Library functional brief	NC-85/00956 parts 1–19

Technical education

The importance of technical education for the Territory's youth was first recognised with the establishment of a Trades School as part of the Telopea Park School on 6 June 1928. The Trades School was established in conjunction with the Sydney Technical College, and provided courses in fitting and machinery, electrical fitting, plumbing, carpentry, engineering drawing, motor mechanics, domestic science, dress making and accountancy.

canberra technical college

The establishment of an apprenticeship system in the Territory in 1936 (administered by the ACT Apprenticeship Board), with compulsory attendance by apprentices at trade classes, guaranteed the permanency of a trades school or technical college. In 1939, the Trades School was redesignated as the Canberra Technical College, the name it retained for many years.

In July 1977, the college, then located in Reid, was renamed the Canberra Technical and Further Education College. At the same time, additional technical colleges were established at Belconnen and Woden. In 1987, Canberra's three Technical and Further Education Colleges amalgamated to form the ACT Institute of Technical and Further Education. Just one year later, the institute was renamed the Canberra Institute of Technology, the name it retains today.

Selected RecoRdS Relating to tHe canbeRRA tecHnical college/tafe/inStitute of tecHnology**ArchivesACT**

Policy files, 'A', 1936–	A3593
Minutes of meetings of the Australian Capital Territory Apprenticeships Board, 1936–	A3599
Apprentices personal files, 1936–66	A1404
Employers' files, 'E', 1936–67	A3595
Correspondence files, 1961–74	A3412
Employers' files, 'E', 1967–	A3596
Students' enrolment forms, 1969–	A8167
Roll books, 1969–	A8159
Correspondence files, 1974–88	A3413
Graduation awards register, 1975–	A8164
Assessment lists, 1977–	A8166
Correspondence files, 1978–88	A8046
Apprenticeship report printout, 1980–	A8165
Correspondence files, 1988–	A8049

National Archives, Canberra

Opening of Trade School, 1928	A3560, 4252 and 4204A
Personal papers of J Fenston, Sub-registrar of the Trades School, 1928–37	CP829/1, bundle 1

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Selected RecoRdS Relating to tHe canbeRRa tecHnical college/tafe/inStitute of tecHnology (continued)	
Evening classes, Telopea Park School, 1927–38	A1, 1938/1818
Proposed establishment of Technical College at Canberra, 1934	A1, 1934/7103
Canberra Trades School vocational training, 1935–39	A292, C8369
Vocational Training and Trades School general administration, 1935–39	A659, 1941/1/958
Canberra Vocational Training School eligibility of students and suitability for trades, 1938–42	A659, 1942/1/6504
Canberra Technical College stocktaking, furniture and equipment, 1939–49	A431, 1948/1886
Canberra Technical College general matters, policy, reports, administration, 1940–54	A431, 1948/68
Canberra Technical College education general, 1941–46	A461, A1340/1/1
Canberra Technical College forms of indenture, 1951–60	AA1967/8
Photographs of the Governor-General opening new Reid Technical College, May 1962	A7973, INT646/1–4
Canberra Technical College vocational training, 1939–40	A292, C19028
Colleges and advanced education, Canberra Technical College, 1966–68	A463, 1967/2669
Establishment of ACT TAFE Authority, 1975	A5931, CL1355

commonwealth Reconstruction training Scheme

The Commonwealth Reconstruction Training Scheme was introduced in March 1944 to provide educational and vocational training for those who had served in Australia's armed forces during World War II. It was administered by the Central Reconstruction Training Committee located in Melbourne.

The scheme provided training for ex-servicemen and women for them to become re-established in suitable civilian occupations. In order to be eligible for assistance under the scheme, applicants were required to have had a minimum of six months service and to have been honourably discharged. Training was available in one of three categories, professional, vocational or rural, and could be undertaken full-time or part-time. Individuals embarking on full-time training had tuition and other fees paid and received living allowances.

A Canberra Regional Reconstruction Training Committee was established in 1944, under the direction of PWE Curtin from the Department of Post War Reconstruction, and met every two or three months. University training was provided in faculties such as commerce, public administration and education. Vocational courses were provided in accountancy, and trades such as motor mechanics, electrical, plumbing, carpentry, painting and plastering, shorthand and typing. By the end of May 1948, there were 23 full-time and 176 part-time university trainees, and 114 full-time and 215 part-time vocational trainees.¹²

Selected RecoRdS Relating to tHe commonwealTH ReconStRuction tRaining ScHeme

National Archives, Canberra

William Maher's writings, papers and documents on the history of the Commonwealth Reconstruction Training Scheme, 1944–69	A3512
Registers of submissions and other papers sent to the Central Reconstruction Training Committee, 1944–50	A12227
Minutes of the Central Reconstruction Training Committee, 1952–63	A12230

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Selected RecoRdS Relating to tHe commonwealth ReconStRuction tRaining ScHeme (continued)

Charles Daley – papers as Secretary of the Canberra Regional Reconstruction Training Committee, 1944–49 CP487/3

Forms R/T1, Notification of selection or rejection for reconstruction traineeships, 1945–46 CP487/4

Australian National University Archives, Canberra

Canberra University College Commonwealth Reconstruction Training Scheme student files, 1946 ANUA 425

University education

The establishment of university facilities in Canberra was a drawn out affair. In 1926, the government established a committee – chaired by Mungo MacCallum, Vice-chancellor of the University of Sydney – to examine the possibility of a Canberra university. In its report presented on 23 April 1926, the committee considered the expense of a full-scale university was not justified. Instead, it recommended a teaching university that would focus on arts, law and education.¹³ Cabinet approved the establishment of the university in principle, and the reservation of a suitable site, but deferred any expenditure on facilities.¹⁴

A second committee was appointed in 1927 and headed by Robert Garran, Secretary of the Attorney-General's Department. In its report dated 30 November 1927, Garran's committee argued in favour of a teaching university for arts and economics with provision for postgraduate research, original investigation and advanced study. Yet the committee felt that unless revenue raised could provide for a first-class university, it was better to begin with a university college. Cabinet referred Garran's report to a sub-committee on 16 December 1927. The sub-committee considered a university too costly, particularly given the small number of students likely to attend. Instead, it recommended the awarding of scholarships to Canberra students to enable them to attend state universities. Cabinet approved the recommendation on 19 April 1928.¹⁵

canberra university college

A University Association was formed to promote the establishment of a university and develop possibilities for courses to be introduced at university standard. The courses would be administered by a major university, such as the University of Sydney or University of Melbourne, and students would sit for exams through those universities.

The suggestion found favour with the government, and in December 1929 the Canberra University College was established by Ordinance 20 of that year. Pending the establishment of a full university, the college would be affiliated with the University of Melbourne and would develop degrees in arts, law and commerce. The college would have a governing council of seven members.

The college was first located in Civic, with no permanent buildings, but later was able to move into the former Hotel Acton.

In 1934, the college's Council prepared a report arguing that Canberra should have a full university as befitting the country's capital city, and it was 'only a matter of justice' for public servants and their children to have access to such a facility. An annual amount of £16,950 was recommended to administer the university, together with £50,000 for buildings. The report noted that the University of Melbourne did not want arrangements with the college to continue indefinitely. Cabinet considered the report but, given the high costs involved, deferred the matter.¹⁶

Selected RecoRdS Relating to tHe canbeRRa univeRSity college and council
ArchivesACT

Canberra University College	PC21/7/1
Autonomy for Canberra University College	1960/30
Canberra University College ordinance and regulations	1960/119

Australian National University Archives, Canberra

Annual reports and accounts, 1930–60	ANUA 136
Council minutes, 1930–60	ANUA 133
Correspondence files, 1930–61	ANUA 42
Student record cards, 1932–90s	ANUA 97
Subject files of Principal, Professor Herbert (Joe) Burton, 1948–83	ANUA 43
Lectures and addresses, 1946–60	ANUA 67
Board of Studies minutes, 1948–60	ANUA 134
Library Committee minutes, 1951–60	ANUA 135
Canberra University College Gazette, 1951–60	ANUA 154
Enrolment procedures and faculty handbooks, 1955–60	ANUA 148
Press statements, 1956–60	ANUA 242
Reminiscences on audiotape by Tom Owen, Registrar, 1988–97	ANUA 20

National Archives, Canberra

Proposed establishment of University of Canberra, 1927	A1, 1927/17321 (contains the report by the Garran Committee)
Federal Capital Territory, Canberra University College, 1928–36	A1928, 355/48
Canberra University College free places, 1928–40	A659, 1941/1/963
Canberra University College scholarships, 1928–51	A431, 1952/52 part 1
Canberra University College, 1929–32	CP487/1, 16
Canberra University College, 1930–31	A1831, 1931/717
Canberra University College Council appointment of members, 1930–54	A431, 1953/618 part 1
Canberra University College subsidy and financial agreement, 1930–54	A431, 1953/692
Canberra University College Council establishment and staff matters, 1930–60	A431, 1959/809
Canberra University College Ordinance, scholarships and general, 1932–60	A2942, 224
Canberra University proposed establishment, 1933–42	A659, 1942/1/6457
Canberra University College, 1934–50	A1831, 1944/686
Canberra University College, 1939–46	A461, AC340/1/1
Canberra University College policy, 1949–60	A463, 1956/1120 parts 1–4
Commonwealth Committee on the Needs of Universities, report on the Canberra University College, 1950	A4639, 190A
Canberra University College Council	

National Archives, Canberra

Charles Daley – papers as a member of the Canberra University College Council, 1929–51	CP487/1
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Selected RecoRdS Relating to tHe canbeRRA uniVeRSity college and council (continued)

Canberra University College Council annual reports, 1931	A1, 1930/1730
Canberra University College Council establishment and staff matters, 1930–60	A431, 1959/809
Canberra University College Ordinance, scholarships and general, 1932–60	A2942, 224
Canberra University proposed establishment, 1933–42	A659, 1942/1/6457

australian national university

Australia's lack of facilities to encourage postgraduate research, and the overseas 'brain drain' that this caused, was illustrated during World War II. In the post-war years, a group of eminent scholars, including Howard Florey, Mark Oliphant and Keith Hancock, lobbied the government to establish a postgraduate university in Australia.

The government responded positively and the Australian National University was established through legislation in August 1946, with the provisions of the legislation coming into effect on 7 February 1947. In its early years, the university's focus was limited to research tenure and postgraduate education.

The university has a governing Council established in 1951, although an interim Council was in operation since 1946. Its functions include encouraging and providing facilities for postgraduate research and study; providing facilities for university education; and awarding and conferring degrees and diplomas.



The switch-room unit, which served the 10 million volt proton synchrotron installation at the Australian National University, Canberra, 1955. Photographer: W Pedersen.

NAA: A1200, L18486

Selected Records Relating to the Australian National University and Council	
Australian National University Archives, Canberra	
Correspondence file, 1946–51	ANUA 18
Index to Council and Committee decisions, 1946–97	ANUA 245
Council minutes and agenda papers, 1946–2001	ANUA 280
Correspondence files, 1950–2000	ANUA 53
National Archives, Canberra	
National university at Canberra, 1945–46	A2700, 882, 882A, 882B
Australian National University Bill, amendments and new clauses, 1946	A2700, 882C
Charles Daley – papers as a member of the Interim Council of the ANU, 1947–51	CP487/2
Correspondence and policy files, 1950–	A8144
Original microfiche of newspaper clippings, 1963–81	AA1985/159
Peter Lawler – folders of agenda, minutes and reports and other associated papers, 1972–78	M2206
Correspondence files (Applied Ecology), 1973–74	A5378

merger of canberra university college and australian national university

In the 1950s, the government grappled with the future of the Canberra University College. In October 1954, Cabinet noted a report that stated the college was like 'a boy of fifteen. Unless his death occurs he must grow to adulthood'.¹⁷ While Minister for the Interior Wilfred Kent Hughes wanted to develop the college regardless of its future status, Prime Minister Menzies preferred some form of joint association with the Australian National University rather than having two separate universities. He discussed the matter with the Australian Universities Commission, which recommended amalgamation of the two institutions. Menzies reminded his Cabinet colleagues that the University of Melbourne had already signalled its desire to end arrangements with the college.¹⁸ Cabinet approved the merger of the two institutions, which took effect in 1960.¹⁹

With the amalgamation complete, the Australian National University introduced undergraduate courses through a School of General Studies with Faculties of Arts, Science, Economics and Law.

Selected Records Relating to the Merger of the Australian National University and Canberra University College	
ArchivesACT	
Australian National University–Canberra University College	1960/169
Australian National University–Canberra University College merger, media releases	88/9271
Australian National University Archives, Canberra	
Papers relating to the Australian National University and Canberra University College Association, 1954–60	ANUA 46

canberra college of advanced education

In August 1961, the government appointed Leslie Martin, formerly Professor of Physics at the University of Melbourne, to review the future of tertiary education in Australia. Martin's committee presented three reports between August 1964 and August 1965.²⁰ The committee considered the system of tertiary education in Australia placed an undue emphasis on university education, and that to compensate for this a series of colleges should be developed to provide a stronger basis for technological education at the diploma level. Cabinet approved Martin's recommendation in March 1965.²¹

Two months later, Cabinet approved a request to hold an inquiry into the establishment of a College of Advanced Education in Canberra.²² On 26 September 1965 John Gorton (Minister responsible for Commonwealth Activities involving Education and Research) announced the formation of a committee to be headed by Herbert Burton (Principal, School of General Studies at the Australian National University). Burton presented his report in June 1966, in which he recommended a Canberra College of Arts and Sciences incorporated by statute, with an independent governing council. Entry level to the college would be the NSW Higher School Certificate (or equivalent) and diplomas would be awarded for applied sciences and technology, administration and business studies, computer studies, arts and sciences, and art and design. Under Burton's plan, training would be at the vocational level, rather than academic or research levels, with the college developing close links with industry and commerce.

In September 1966, Cabinet gave in-principle support to formally establish the Canberra College of Advanced Education, select a site, and commence construction so that the first students could start in 1970.²³ Events then moved quickly. An Interim Council was established in December 1966, a site was chosen at Belconnen, the college was established as a statutory authority via the *Canberra College of Advanced Education Act 1967* in November of that year and construction of the first buildings began in December.

The Interim Council was superseded by a formal Council, as prescribed by legislation, in November 1968. The college's first principal, Sam Richardson, took up office in February 1969. The first school to be established was the School of Administrative Studies, also in 1969. The first courses, involving part-time students, were held at the former Canberra High School at Acton, and in 1970 the college moved to its permanent location at Belconnen.

The college continued for the next 20 years. However, in 1987, Minister for Education John Dawkins introduced a series of tertiary education reforms aimed at improving efficiencies within Australian universities. As a result, colleges of advanced education were amalgamated with universities or became universities themselves. In January 1990, the Canberra College of Advanced Education was renamed the University of Canberra.

Selected Records Relating to the Canberra College of Advanced Education	
ArchivesACT	
Correspondence files, 1967–	A4321
Student records, 1968–	A9587
Canberra College of Advanced Education Building and Site Committee meetings	NC-70/00133
Site for Canberra College of Advanced Education	73/879
Canberra College of Advanced Education leasing legislation	76/53
Canberra College of Advanced Education development plan	NC-80/00921 parts 1–2
Proposed amendments to the Canberra College of Advanced Education Act	88/152
Canberra College of Advanced Education	88/11762
Canberra College of Advanced Education Building and Site Committee	86/4982
Canberra College of Advanced Education future planning reviews	86/6445
National Archives, Canberra	
John Gorton – Canberra College of Advanced Education (includes Burton Committee report), 1964–67	AA1969/212, 7
John Gorton – Committee on the Future of Tertiary Education in Australia (Martin report), 1962–67	AA1969/212, 61
Colleges and advanced education, 1966–68	A463, 1967/2669

continued over

Selected RecoRdS Relating to tHe canbeRRa college of adVanced education (continued)

Canberra College of Advanced Education Bill, 1967–70	A463, 1967/5149
Salaries of academic and administrative staff, 1967–70	A463, 1967/4019
Teacher education courses, 1968	A463, 1968/1773

australian defence force academy

The Australian Defence Force Academy was established to provide military education and training for officer cadets. From 1967, the University of New South Wales had provided academic education for cadets at both the Royal Military College Duntroon and the Naval College at Jervis Bay. In addition, the University of Melbourne provided tertiary education for Air Force cadets at Point Cook, Victoria.

In mid-1967, the government established the Tertiary Education (Services' Cadet Colleges) Committee to examine the feasibility of establishing an armed forces academy to provide tertiary education for officer cadets. As proposed, the academy would be headquartered at Duntroon, but would have separate 'wings' for the other services.

The committee, chaired by Leslie Martin, reported in January 1970. It noted that, at the time, there were only 87 full-time officer cadets receiving tertiary education across the three services, and it was difficult to justify the continuance of this arrangement. It recommended the establishment of a single academy to provide a balanced and liberal education at tertiary level in the social sciences, humanities, physical sciences and engineering. Cabinet considered the report on 14 October 1970 but deferred the matter.²⁴

In 1974, Cabinet approved a combined Defence teaching institution in principle,²⁵ but there was little activity until October 1976, when Malcolm Fraser's Cabinet approved the proposal.²⁶ It would be another two years before the proposal was referred to the Public Works Committee. Somewhat presumptuously, at the same time, the government announced that the proposed teaching institution would be known as Casey University after RG Casey.

The committee reported in May 1979, rejecting the proposal. It favoured the status quo, although it agreed there was a need for a greater proportion of Defence officers to receive a tertiary education.²⁷ Cabinet rejected the committee's report.²⁸ Parliament approved the tri-service academy and, on 19 February 1981, Prime Minister Malcolm Fraser unveiled a plaque to mark commencement of work at the Campbell site. The facility was completed in 1985; the first classes began in 1986.

Selected RecoRdS Relating to tHe auStRalian defence foRce academy**National Archives, Canberra**

Malcolm Fraser – Report of Tertiary Education (Services' Cadet Colleges) Committee on a proposed Tri-service Academy, 1970	M1376, 1
Government Branch, Australian Defence Forces Academy, 1972–90	A431, 1977/1299
Land Policy Branch, planning for Australian Defence Forces Academy, 1972–90	A431, 1977/3246
Proposed establishment of Casey University, 1976–82	A1209, 1980/1257 parts 1–3
Inquiry into Australian Defence Force Academy, correspondence and submissions, 1978	A12812, 95
Standing Committee on Public Works, report on Defence Force Academy Act, 1979–80	A1209, 1979/871
Contract administration (non-file) records relating to Defence Force Academy construction project, 1980–89	A8381
General administration (non-file) records relating to Defence Force Academy construction project, 1980–89	A8382

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Selected RecoRdS Relating to tHe auStRalian defence foRce academy (continued)	
Financial administration (non-file) records relating to Defence Force Academy construction project, 1980–89	A8383
Photograph of Prime Minister Malcolm Fraser unveiling plaque, 1981	A6180, 19/2/81/4
Correspondence files, 1985–93	A7996
Cadet training files, 1986–	A10850
National Archives, Melbourne	
Photographs of the Defence Force Academy building site, 1984	B6295, numerous items

Endnotes

- ¹ A similar arrangement applied in the Northern Territory whereby teachers were provided by South Australia.
- ² Federal Capital Commission, *Annual Report*, 30 June 1928, p. 16, *Parliamentary Papers*, 1929, volume 2, pp. 2587–642.
- ³ NAA: A2694, volume 5, 433, 11 January 1933.
- ⁴ *The Canberra Times*, 9 September 1927, p. 1.
- ⁵ Report on an Independent Education Authority for the Australian Capital Territory, Canberra, 1967.
- ⁶ NAA: A5869, 535, September 1970.
- ⁷ NAA: A5908, 684, not dated.
- ⁸ 'A Design for the Governance and Organisation of Education in the Australian Capital Territory', 31 May 1973, *Parliamentary Papers*, 1973, volume 3, paper 7.
- ⁹ NAA: A5915, 575, not dated.
- ¹⁰ NAA: A12909, 609, August 1976.
- ¹¹ 'Secondary Education for Canberra: Report by the Working Committee on College Proposals for the Australian Capital Territory', 20 December 1972, *Parliamentary Papers*, 1973, volume 3, paper 15.
- ¹² NAA: CP487/3.
- ¹³ 'University Facilities at Canberra, Report by a Committee Appointed to Report on the Provisions of University Facilities for Residents in Canberra', 23 April 1926, *Parliamentary Papers*, 1926–28, volume 2, pp. 1319–25.
- ¹⁴ NAA: A2718, volume 2, 1 June 1926.
- ¹⁵ NAA: A2718, volume 4 part 2, 29.
- ¹⁶ NAA: A3259, volume 3 part 2, 1152, 19 June 1934.
- ¹⁷ NAA: A4906, 144, 14 October 1954.
- ¹⁸ NAA: A5818, volume 8/agendum 381, 3 September 1959.
- ¹⁹ NAA: A5818, volume 14/agendum 577, 10 March 1960.
- ²⁰ 'Report of the Committee on the Future of Tertiary Education in Australia to the Australian Universities Commission', *Parliamentary Papers*, 1964–66, volume 4, pp. 1–638.
- ²¹ NAA: A5827, volume 19/agendum 626, 9–10 March 1965.
- ²² NAA: A5827, volume 25/agendum 820, 28 May 1965.
- ²³ NAA: A5841, 431, 9 September 1966.
- ²⁴ NAA: A5869, 299, 29 May 1970. The submission contains a copy of the Martin Committee's report.
- ²⁵ NAA: A5915, 910, February 1974.
- ²⁶ NAA: A12909, 715, September 1976.
- ²⁷ 'Report Relating to the Proposed Construction of a Defence Force Academy in the ACT', 22 May 1979, *Parliamentary Papers*, 1979, volume 7, paper 115.
- ²⁸ NAA: A12909, 3572, 23 October 1979.

Chapter 11 Health and medical services

Prior to the Commonwealth's acquisition of the Territory in 1911, there were no hospitals in what is now Canberra. Residents had to travel to local hospitals located in Queanbeyan and Goulburn.

Canberra's first hospital

Canberra's first hospital – located in Balmain Crescent, Acton – was completed in May 1914. The hospital was a small affair consisting of a few wards, administrative facilities and a kitchen, with an operation block and laundry detached. There were no obstetric facilities; obstetrics patients had to travel to Queanbeyan hospital.

The hospital closed in August 1917 due to restricted funding, and also following the negative comments of the Royal Commission into Federal Capital Administration, which found the hospital's operating costs excessive.¹ It reopened in late 1921.

At first, the hospital was the responsibility of whichever department administered the Territory, but following the establishment of the Federal Capital Commission in 1925, it assumed responsibility. By the mid-1920s, the hospital comprised three general wards for medical and surgical cases, and an isolation area consisting of two wards, each having three beds, together with a few tents. Under the direction of the commission, the hospital underwent considerable expansion. By 1928, two additional wards, each consisting of 20 beds, had been constructed, as well as a 20-bed obstetrics ward. In addition, a nurses' training school was introduced in 1928.

In its 1927 annual report, the commission noted that the new facilities were of a temporary wooden-framed nature, the reason being that 'the hospital is not on the site indicated for that institution in the approved City plans'. Somewhat prophetically, the commission noted that the hospital 'will remain for a considerable number of years in its present location'.² Although not remaining in its 'present location', a Canberra hospital did remain within the Acton vicinity until 1991.

With the abolition of the commission in 1930, control of the hospital passed to the Department of Health.

Selected Records Relating to Canberra's First Hospital	
ArchivesACT	
Correspondence files 'T' (ACT), 1925–49	A7870
National Archives, Canberra	
Canberra Hospital, 1911–14	A788, FC14/264
Canberra Hospital, 1912–15	A202, 1914/2055
Plan of levels, hospital site, Canberra, 1912–80	A6664, L55C
Canberra Hospital, books and forms, 1913–14	A202, 1913/5372
Federal Capital Hospital, 1913–14	A202, 1914/610
Canberra Hospital, for Home Affairs Department employees, 1914	A202, 1914/3830
Opening of Canberra Hospital, First Report, 1914	A202, 1914/2580
Canberra Hospital, 1915–23	A361, DSG23/1557
Canberra Hospital, 1916	A361, DSG16/1030
Administration of Canberra Hospital, 1917–30	A6266, G1930/36
Canberra Community Hospital writing off, 1922–47	A578, 194/16
Canberra Hospital monthly reports, 1925–30	A6266, G1930/319

board of inquiry, 1928

The hospital's early years were marked by controversy concerning its running costs and conflicts among staff, which resulted in several boards of inquiry.

In early 1928, complaints arose concerning alleged maladministration, disputes among staff and inadequate staffing at the hospital. There was a public attack by Robert Alcorn, a visiting medical officer, and the resignation of four nurses over alleged conflict with the Matron, GF Lawler.

On 5 April 1928, John Butters, Chief Commissioner of the Federal Capital Commission, wrote to John McLaren, Secretary of the Department of Home and Territories, asking for an independent inquiry to ensure the public retained confidence in the hospital's administration. With ministerial approval, the board was appointed on 10 April 1928 and comprised McLaren, Lewis Nott (medical officer) and H Sheehan (Assistant Secretary to the Treasury). It presented its report on 21 April 1928, in which it recommended the conversion of the hospital to a community hospital, with a scale of priorities for patients who could not pay for their treatment and those who could; promotion of the fact that the hospital was a training base for nurses in order to attract better quality trainees; and the appointment of a full-time resident superintendent who would have responsibility for control and management of the hospital.

Selected Records Relating to the 1928 Board of Inquiry into Canberra Hospital

National Archives, Canberra

Canberra Hospital Board of Inquiry, 1927–28	A6266, G1928/1523
Canberra Hospital Inquiry, 1928	A1, 1928/7132 (this file contains the Board of Inquiry report)
Proceedings and minutes of evidence submitted to Board of Inquiry into the Administration of Canberra Hospital, 1928	CP698/10
Boards of Inquiry, Ordinance (emanated from the Board of Inquiry, Canberra Hospital), 1928–29	A6268, 0/29/58

canberra Hospital tax

During its early years, Canberra's hospital was partly financed by a tax on wage earners to meet its increasing costs. The issue was considered by James Scullin's Cabinet in April 1931,³ and again by Joseph Lyons' government in 1932,⁴ and introduced in 1933. All persons receiving wages from the Territory of at least £1 a week had to pay a tax of sixpence a week, although in November 1935 the tax was increased to ninepence a week. The tax was paid into a Hospital Tax Trust Fund and used by the Department of Health for administration of the hospital. The tax was ultimately superseded by the introduction of a uniform taxation system in 1942.

Selected Records Relating to the Canberra Hospital Tax

National Archives, Canberra

Federal Capital Territory Hospital Tax Ordinance, 1933	A6006, 1933/02/20
Hospital Tax, Federal Capital Territory, 1933–35	A1831, 1935/1077
Canberra Hospital tax Section 4, 1933–36	A1928, 504/29 section 4
Hospital Tax, Federal Capital Territory, exemption of Jervis Bay residents, 1934	A432, 1934/395
Hospital Tax Ordinance, Federal Capital Territory, 1935–44	A432, 1935/811
Federal Capital Territory Hospital Tax Ordinance 1933, whether persons outside the Territory are liable to pay tax, 1935–44	A432, 1935/79
Canberra Community Hospital Board Ordinance, treatment of taxpayer's wife who is not a resident of the Territory, 1935–44	A432, 1938/150

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Selected Records Relating to the Canberra Hospital Tax (continued)	
Miscellaneous inquiry by Department of Health and others regarding the Hospital Tax, 1936–40	A981, MIS 49
Australian Capital Territory Hospital Tax, 1942	A2700, 312
National Archives, Melbourne	
Hospital Tax Ordinance, 1933	MP273/1, 1935/11136
National Archives, Perth	
Proposed Hospital Tax, request for the estimated number of breadwinners and amount that could be taxed in relation to, 1930	PP95/1, 1930/78

Canberra Hospital Management Board

In November 1933, JL Cumpston, Director-General of Health, recommended the establishment of a Hospital Advisory Committee to manage Canberra's hospital pending the adoption of a more definitive policy. Cabinet approved the proposal,⁵ and the committee was established in January 1934. It was to be a short-lived committee; in November 1935, it was superseded by the Canberra Community Hospital Board, which was charged with control, management and maintenance of the hospital. The board had five members: a chairman appointed by the Minister; two official members appointed by the Minister; and two non-officials, who were elected to their positions. It would continue, with a few minor name changes, until 1975.

board of inquiry, 1937

It would not be long before there were complaints about the board. In June 1937, matters came to a head concerning the appointment of Lewis Nott to the board. He complained that the board's policies were unfair and discriminatory, and regulations were introduced to humiliate and annoy visiting medical officers. In turn, the Hospital's Superintendent lodged a series of allegations against Nott, all of which were reported in *The Canberra Times*.⁶

The Hospitals Commission of New South Wales was asked to investigate the claims. In its report, presented on 29 July 1937, the Inquiry's chairman, WAE Lewis, stated there was extravagant expenditure and lack of proper control at the hospital because the board had assumed detailed direction and not left administration to the Superintendent. This had led to expenditure out of proportion with similar sized hospitals. The report also criticised the hospital's inefficient layout.⁷

Cabinet approved a proposal to recreate the board's membership so there would be six members, instead of five, and all would be elected to hold their positions for two years. The board would be responsible for setting medical policies, while the Superintendent would be charged with executive responsibility for carrying out those policies.⁸ The new board was established in 1938.

Selected Records Relating to the Canberra Hospital Management Board and the 1937 Board of Inquiry	
ArchivesACT	
Canberra Community Hospital Board minutes of meetings, and reports, 1966–79	A9158
National Archives, Canberra	
Canberra Hospital Advisory Committee, formation and activities, 1933–39	A1928, 504/48, sections 1–8
Canberra Hospital Board Ordinance, part 1, 1933–46	A431, 1947/72

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Selected Records Relating to the Canberra Hospital Management Board and the 1937 Board of Inquiry (continued)

Canberra Hospital Board, request for advice regarding responsibility, 1935–44	A432, 1935/1528
Canberra Community Hospital (Inquiry) Ordinance, 1937	A1, 1937/8858
Hospital Advisory Committee, papers from Minister regarding Inquiry, 1937–41	A1928, 504/48/2
Canberra Hospital Board minutes and elections, 1939–48	A1928, 504/48, sections 1–4
Canberra Hospital Board proposed inquiry, 1941	A1928, 504/48 part 8
Canberra Community Hospital Board minutes, 1961–63	A1658, 84/2/2

National Archives, Sydney

General correspondence concerning elections for the Australian Capital Territory Advisory Council and Hospital Board, 1929–61	SP1328/17
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Canberra Community Hospital/Royal Canberra Hospital

The Balmain Crescent hospital continued throughout the 1930s. However, following the outbreak of World War II in 1939, additional facilities were needed. As early as 1934, Acting Minister for Health JA Guy reported that the hospital's wooden buildings needed constant repair and a more substantial structure was required.

Although Cabinet approved a request to prepare detailed plans for a facility costing £50,000,⁹ nothing of any note eventuated for the next four years. However, in 1938 the Public Works Committee was asked to review the proposed construction of a new community hospital. In its report, the committee argued that Canberra was a model city and its hospital should reflect its status. It said that while the present hospital had accommodation for 81 beds, with another 32 in isolation, the proposal for a new hospital with 147 beds was too liberal and should be limited to 100 beds, with the existing isolation block to remain.¹⁰ The estimated cost of the new hospital was £210,000. Despite the committee's positive endorsement, the funds were not forthcoming.

In March 1939, Cabinet noted the hospital was subject to overcrowding and that this would only get worse when a series of Defence units relocated to Canberra. A temporary expansion of the hospital was suggested, together with a firm plan for the construction of a new hospital.¹¹ Cabinet approved the proposal and *The Canberra Times* confidently predicted that work would soon begin. Work did not begin until August 1940.¹² The exigencies of war and the need to refine plans for the hospital caused the delay. The hospital was located on the Acton Peninsula on the site now occupied by the National Museum of Australia.

In 1942, the United States Army Medical Corps took over construction and commissioned the facility as an American military hospital, but it would only serve as a military hospital for five months. The new hospital finally opened in February 1943, and the first patients were admitted on 7 February. By this time the hospital's capacity had expanded to 184 beds.

One of the casualties of the new hospital was Acton House. It was an original homestead built by pastoralist Joshua John Moore, and was acquired by the Commonwealth as a residence for the Chief Surveyor in 1912. Later, it was used as a police station and court house. The building was demolished in 1940. Four of the original Community Hospital buildings, however, still survive, including the Administration Building completed in 1928, and the Nurses' Quarters completed in 1936. All four buildings are now used by the Australian National University.

Selected Records Relating to the Canberra Community Hospital	
ArchivesACT	
Canberra Community Hospital official opening of new building, 1943	A2942, 909
Files on appointment of community medical practitioners, 1974–81	A8645
Canberra Community Hospital general file	A3032, PC31/1/0
Canberra Community Hospital memorial gardens	A3032, PC31/3/2
Canberra Community Hospital extension to nurses' quarters	A3032, PC31/1/3
Canberra Community Hospital regulations	1960/142, parts 1–5
Royal Canberra Hospital redevelopment	NC-87/0133 parts 1–6
National Archives, Canberra	
New Canberra Hospital architectural and general, 1934–46	A292, C5956 parts 1–5
Canberra Hospital new buildings, 1934–47	A1928, 504/49 sections 1–5
New Canberra Community Hospital, 1935–53	A431, 1956/777
Canberra Community Hospital, 1938–40	A11960, 1938/11
Canberra Hospital general administration file, correspondence, sketch plan, 1939–58	A12985, 25
Canberra Hospital new hospital building laying of foundation stone, 1940–41	A1928, 504/49/2
Canberra Hospital demolition of Acton House and memorial fountain, 1940–51	A292, C19925
Canberra Community Hospital administration, general, 1940–67	A1658, 84/1/1 parts 1–2
Canberra Community Hospital laying of foundation stone, 1941	A292, C19965
Canberra Hospital future extensions, 1941–49	A292, C21039
Department of Defence use of the new Canberra Community Hospital, 1942	A663, O108/1/139
Use of Canberra Community Hospital by Australian Army, now USA, 1942–43	A1928, 504/55
National Archives, Melbourne	
Request that Canberra Community Hospital be declared a defence priority in order to expedite its completion, 1942	MP508/1, 259/703/913

expansion in the 1950s and 1960s

In the 1950s, Canberra's expanding population resulted in the Public Works Committee being asked to investigate the city's future hospital needs, the suitability of the present site at Acton and the proposed method of implementing a new facility.¹³

The committee reported in 1956, advising that the Acton site was suitable for expansion of the existing hospital, although in the distant future there should be 'development at strategic points of general hospitals, each designed as an integral part of a co-ordinated hospital system'.¹⁴ In the immediate future, the committee considered planning should continue for a facility consisting of 472 beds, with potential for expansion to 600 beds when the Territory's population reached 75,000. This was anticipated to occur by 1985. Cabinet did not approve construction of the first stage of the hospital until June 1959. By then, the project had an estimated cost of £4.162 million.¹⁵

Once more the Public Works Committee was asked to review the proposal, which essentially consisted of the modernisation and enlargement of existing facilities, a new building with 368 beds, and a new multi-storey nurses' home and training school. The committee approved all proposals.¹⁶ When reviewing the proposed nurses' home, the committee even commented on such minute details as the number of wash troughs and ironing boards that would be provided, insisting that there should be a minimum of one wash trough and one ironing board for every 20 nurses.¹⁷

While work proceeded on stage 1 of the hospital, Canberra's population continued to increase rapidly to such an extent that, in 1963, Cabinet noted although the Public Works Committee estimated Canberra's population would not reach 75,000 until 1985, the figure would in fact be reached by 1964 (that is, 21 years ahead of schedule). It was thought that 600 new hospital beds were required urgently; the previously approved 472 beds were insufficient. Although Cabinet approved the construction of stage 2 of the hospital in principle, it reserved the right to review the matter in 12 months.¹⁸

Construction did proceed and the facility, consisting of a new six-storey hospital, was completed in 1968. From that time, the facility was known as Canberra Hospital; the reference to 'Community' was dropped. A new nurses' home, Sylvia Curley House built at a cost of £900,000, was opened on 17 April 1968 by the Prime Minister's wife, Pattie Menzies.

In July 1979, the Governor-General announced the hospital had been granted 'Royal' status and was to be renamed the Royal Canberra Hospital. This had actually been a long-standing issue. On 27 August 1957, the Chairman of the Hospital's Board wrote to Prime Minister Menzies seeking approval for 'Royal' status. When asked for his views, AJ Metcalfe, Director-General of Health, said that the 'Canberra Hospital commenced as a small institution, practically a cottage hospital, and has grown over the years into what is still a large cottage hospital. It has not always been a good hospital, but of recent months there has been a very real attempt to raise the standard of medical care'.¹⁹ Menzies rejected the request on 15 November 1957, informing the board that before 'Royal' status could be conferred, the institution should be both eminent and long standing.

Selected Records Relating to the Expansion and Operation of canberra community hospital

ArchivesACT

Bound volumes of Canberra Hospital patients' admission histories and case forms, 1926–60	A4317
Hospital birth lists, 1955–57	A944
Canberra Hospital discharge lists, 1971–	A4458
Royal Canberra Hospital master plan, user requirements	NC-87/00504 parts 1–11
Redevelopment of Royal Canberra Hospital	88/4547
ACT hospital redevelopment	89/16590
ACT hospital redevelopment project planning committee meetings	90/974
ACT Heritage Unit, Royal Canberra Hospital	90/8851
Community Affairs Branch – hospital closures	90/10037
Heritage and Museums Unit, Royal Canberra Hospital	91/15844
Royal Canberra Hospital redevelopment study	91/21342

National Archives, Canberra

Canberra Hospital new main block, 1959–62	A11960, 1960/15
Canberra Hospital proposed development, sub-committee to investigate requirements, 1963–72	A976, 1967/1100 parts 1–14
Canberra Hospital site development, stage 1, 1964–68	A660, CH1066 parts 1–3
Canberra Hospital main block, stage 1, 1964–66	A660, CH883 parts 5–8
Canberra Hospital site development, stage 2, 1968–71	A660, CH 1507 parts 1–2

New hospitals: Woden Valley, Calvary and Belconnen

As Canberra's population continued to grow, the government looked to build several new hospitals. Two proposals were developed: one for a large government-funded and operated hospital at Woden Valley, the other for a smaller hospital at Bruce to be partially funded by the Commonwealth, but operated by the Little Company of Mary. The two proposals soon became intertwined and were not without controversy.

In its 1960 report on the proposed expansion of Canberra Hospital, the Public Works Committee recommended that planning begin for a series of new suburban hospitals and the relationship they would have with the principal hospital at Acton. That is, would they provide a full range of services, or be limited to certain specialist services, such as obstetrics or paediatrics? The government took no action until August 1964, when the ACT Hospital Planning Committee was established.

Initial planning was for a single hospital at Woden Valley, on a 40-acre (16.2-hectare) site in the suburb of Garran, an area of major residential expansion at the time. The hospital would be built in two stages; stage 1 would consist of 380 beds, and stage 2 would have 220 beds. To coordinate the project, the Woden Hospital Steering Committee was established in April 1965.

In December 1965, however, the Little Company of Mary – a Catholic order of religious sisters specialising in health care – approached the Commonwealth seeking financial assistance to build and operate a facility in Canberra. The company already operated a series of hospitals throughout Australia, including Lewisham in Sydney and Calvary in North Adelaide. It offered to take over the proposed Woden Valley Hospital with Commonwealth financial support.

Cabinet considered the matter in June 1966. It had to decide if the Commonwealth would assume responsibility for the construction and management of the Territory's hospitals, or if it would utilise private organisations instead. Minister for Health AJ Forbes was opposed to the Little Company of Mary taking over the Woden Valley project; it would cause an imbalance to have such a large hospital controlled by a single religious organisation, he said. It would be more appropriate for such organisations to administer no more than 15–20 per cent of Territory hospital beds; a similar arrangement applied in the states. However, Forbes did believe it would be to the Commonwealth's advantage to support the company to build a second, but smaller hospital of 200 beds on a new site. If the company was ready to build in the immediate future, the Commonwealth could support it and thus delay the construction of Woden Valley.²⁰ Cabinet ultimately approved financial assistance to the company on 1 September 1966. This was the genesis of Calvary Hospital, located in the northern suburb of Bruce.

The Public Works Committee was asked to investigate the proposed Woden Valley Hospital, and it gave the project its support.²¹ Calvary was expected to be operational by 1970, but delays in design documentation and cost increases forced the government to rethink the proposal. In January 1970, Cabinet approved the acceleration of Woden Valley's construction and Calvary's deferral.²²

On 20 February 1970, Forbes issued a media release announcing that Calvary would be deferred and Woden Valley advanced. The latter would be a two-stage project and provide a full range of medical services. It would be completed by the end of 1973, with occupation beginning in 1974.

There was public criticism over the delay. *The Canberra Times*, for example, labelled the project 'The Calvary Muddle'.²³ It was likely that the Commonwealth was also aggrieved. The same year, when reviewing a proposal to construct a new nursing home in Canberra, an official from the Prime Minister's Department said that it preferred the government build it, but a religious or charitable organisation should run it, 'in view of the Calvary Hospital experience'.²⁴

Nevertheless, negotiations with the Little Company of Mary began again and a revised agreement was signed on 22 October 1971. One notable change to the design of Calvary was that the number of beds increased from 200 to 300. The hospital was expected to cost \$8.5 million, of which the Commonwealth would contribute 75 per cent, together with a subsidy on operating costs.



Workers in the kitchen, Woden Valley Hospital, Canberra, 1992.

ArchivesACT: 2013/9241/4

Construction of Woden Valley Hospital was completed in 1973, with the first patients admitted in 1974. Construction of Calvary Hospital followed later, and the facility's first stage was officially opened by Prime Minister Malcolm Fraser on 2 March 1979; the first patients were admitted in April 1979.²⁵ Ironically, by this time Canberra's population growth had slowed. The result was a surplus of hospital beds, rather than a shortage.

Selected Records Relating to the Construction of Woden Valley Hospital

ArchivesACT

Woden Hospital	1968/6
Woden Valley Hospital	NC-70/71 parts 1–3
Woden Hospital commissioning	1971/11
Woden Valley Hospital build and refurbishment	90/587
Redevelopment of Woden Valley Hospital	90/1938
Woden Valley Hospital site redevelopment	90/2273
Woden Hospital	1968/6

National Archives, Canberra

Construction of new major hospital at Woden, 1967	A5840, 662/GA
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Selected RecoRdS Relating to tHe conStRuction of woden Valley HoSpital (continued)

Construction of new major hospital at Woden, 1967	A5842, 495
Inquiry into Woden Valley Hospital, Canberra, 1967–70	A12985, 60
Registration of tenderers for Woden Valley Hospital, 1969	A976, 1969/718 parts 1–4
Woden Valley Hospital construction, 1969–73	A660, CH1645 parts 3–6, 13–15, 19–21
Photograph of official opening of Woden Valley Hospital by Dr Everingham, 1973	A6180, 2/10/73/59
Doug Everingham – health files and submissions received from the Chairman of the Interim Committee, ACT Health Commission, Woden Valley Hospital, 1973–75	M5046, 41

Selected RecoRdS Relating to tHe conStRuction and adminiStRation of calVaRy HoSpital**ArchivesACT**

Calvary Hospital, supplementary agreement	91/3939
Possible establishment of a medical centre at Calvary Hospital	HE–1192

National Archives, Canberra

Establishment of a Catholic hospital in Canberra, 1965–67	A463, 1965/5843
Establishment of a Catholic hospital in Canberra, 1970–79	A1209, 1976/750 parts 1–3
Calvary Hospital general conditions of contract, 1973	A432, 1971/222
Calvary Hospital variation of agreement between the Commonwealth and the Little Company of Mary, 1977–79	A432, CS1977/3331 parts 1–3
Malcolm Fraser – opening of Calvary Hospital, speech notes, 1979	M1263, 784

belconnen Hospital

Canberra now had three major hospitals, the Royal Canberra Hospital, Woden Valley and Calvary. In line with an earlier recommendation of the Public Works Committee, for a time an additional hospital was contemplated for Belconnen.

In August 1974, Cabinet considered a proposal to build a new hospital known as the Belconnen Health Complex, located on the shore of Lake Ginninderra, to serve the needs of Belconnen and the future Gungahlin area. Planning for the hospital had actually begun in 1970. The project would proceed in two stages: stage 1 would have 412 beds and would be completed by 1980; stage 2 would have 392 beds and be completed by 1985. The estimated cost was \$59 million. On 10 September 1974, Cabinet deferred the matter because the Australian National University was due to present a report on the establishment of a medical school in the Territory and this might affect the design of the proposed Belconnen Hospital.²⁶

The matter was again referred to Cabinet in October 1975, however, by now the cost had risen to \$65 million. The proposal lapsed following the fall of the Whitlam government in November 1975.²⁷ The Belconnen Hospital was never built.

Selected RecoRdS Relating to tHe conStRuction of belconnen HoSpital**ArchivesACT**

Belconnen Hospital, Calvary	1970/20
Belconnen Hospital planning meetings	NC–71/00891 parts 1–2

End of Royal Canberra Hospital

On 1 November 1990, the names of Royal Canberra Hospital and Woden Valley Hospital were changed to Royal Canberra Hospital North and Royal Canberra South, respectively. The name change was short-lived. They were changed back to their original names in mid-1991.

With the establishment of Woden Valley and Calvary hospitals, the role of the former Royal Canberra Hospital was reduced. In April 1995, the Commonwealth and Territory governments agreed on a land exchange whereby the Commonwealth would acquire the Acton site for national use and the ACT Government, in return, would acquire Commonwealth land on the Kingston foreshores.

The hospital closed on 27 November 1991, and all facilities were relocated to Woden Valley. In addition, a 24-hour emergency service was opened at Calvary Hospital in October 1991. In 1996, Woden Valley Hospital was renamed the Canberra Hospital.

On 13 July 1997, the Royal Canberra Hospital was demolished by implosion to make way for the new museum. Thousands of Canberrans, many of whom had been born at the hospital, came to watch the demolition. Tragically, a young girl, Katie Bender, was killed by flying debris. A subsequent Coroner's report criticised both the ACT Government and the contractors who undertook the implosion.²⁸

Selected Record Relating to the demolition of Royal Canberra Hospital

National Library, Canberra

Noel Tanzer interview, head of inquiry into tendering for demolition of Royal Canberra Hospital, 1998

TRC3703

Nursing homes and mental health facilities

In the late 1960s, the Commonwealth accepted the need to provide the states with financial assistance towards the construction and management of nursing homes. Through the *States Grants (Nursing Homes) Act 1969*, a program of financial assistance for the erection of new public nursing homes for aged persons of limited means was implemented. Such measures, however, did not assist the Territory.

In August 1970, Cabinet was asked to approve the construction of a 96-bed nursing home at Narrabundah, to be operated by the Canberra Hospital Management Board. Cabinet noted that the only nursing home in Canberra was Morling Lodge (in Red Hill), which was operated by the NSW Baptist Homes Trust and to which the Commonwealth had made a contribution towards construction costs. It was also noted that a second home was then under construction. The latter home was Allambie, located in Aranda, and was to be operated on a commercial basis by a private company; it opened in December 1971. The estimated cost of the proposed Narrabundah home was \$850,000 and Cabinet decided that more information was needed before it could approve the proposal.²⁹

For the next three years, the matter remained under review. In September 1973, Cabinet approved the Narrabundah home.³⁰ In October 1974, Cabinet approved the purchase of the Allambie Nursing Home. Allambie was built by LJ Hooker Limited in 1972 and leased to a private entrepreneur for 30 years. Demand for the home's services had dwindled because of the provision of nursing beds at Woden Valley Hospital pending the completion of the Narrabundah home.³¹ Allambie was ultimately sold in 1989 and is now the Canberra Nursing Home. The Narrabundah home, known as Jindalee, was completed in June 1976.

Other support facilities

In addition to nursing homes, the government supported homes in the Territory for the provision of mental health services and services for people with disabilities. In August 1972, it approved a program of five health service hostels. They included two 10-bed hostels for moderately intellectually disabled people and two 40-bed hostels, one for severely intellectually disabled people and the other for long and short-

stay psychiatric patients. The facilities were located at Bruce, Watson, Melba and Chapman. Most were completed by 1976, with a later addition, the John Knight Hostel at Wanniassa, completed in May 1981.

Selected Records Relating to Nursing Homes and mental Health facilities	
Archives ACT	
Allambee Nursing Home administrative arrangements	C81/298
Sale of Allambee Nursing Home	C86/805
Sale of Allambee Nursing Home, staffing implications	C86/846
Sale of Allambee Nursing Home, patients, staff and associated issues	C86/879
Disposal of Allambee Nursing Home records	C86/1002
Records of the Allambee Nursing Home, 1975–77	A7703
Allambee Nursing Home administrative arrangements	C81/298
National Archives, Canberra	
Photographs of Welfare Morling Lodge, Canberra, 1968	A1200, L72826 and L72827
Nursing home for the ACT, 1970	A5619, C791
Nursing home for the ACT, 1970	A5882, CO969
Establishment of government nursing home for the ACT, 1970–71	A1209, 1975/67
Government nursing home for the ACT, 1973	A5915, 498
Purchase and subsequent operation as a nursing home, Allambie, 1974	A5931, CL1259
Construction of a mental health service hostel at North Watson ACT, 1974	A5931, CL1072
Additional nursing home beds for the ACT, 1979	A12909, 3364
Photograph of Minister for Health, Michael MacKellar, opening Jindalee Nursing Home, Canberra, 1980	A6180, 15/4/80/24

Baby health centres and school health services

Health agencies in the Territory, both government and private, have provided an array of services for babies and school children.

The Canberra Mothercraft Society, established in 1926, staffed and maintained baby health centres throughout the Canberra district. The first centre opened in Jardine Street, Kingston, in 1927. The house was made available by the Federal Capital Commission, which also provided a grant towards the society's expenses. The first mothercraft sister took up her appointment at the centre on 1 May 1927. The first centre on the northern side of the city was located in Cooyong Street, Braddon, and opened in August 1933.

Over the years, a series of 32 centres was developed. The sisters conducted clinics at Kingston, Molonglo, Ainslie, Russell Hill and Westridge (now Yarralumla). Later, outlying country districts such as Tharwa, Lanyon, Stromlo and Hall were also serviced.

In June 1937, the society's headquarters moved from Kingston to Manuka, and remained there until 1948. That year, the society established its first permanent baby health centre on the north side of Canberra in Alinga Street, Civic. This building became the headquarters of the society until it was demolished in 1975.

Being a voluntary organisation, the Mothercraft Society relied on its members. In the early days, it received grants from the Federal Capital Commission that were augmented by the fundraising activities of

its members. After World War II, the total expenses of the society for staffing, furnishing and maintaining its centres were covered by an annual grant from the Department of Health. The service needed to ensure the availability of adequate care for mothers and babies in the Territory increased rapidly in the 1950s and 1960s.

One of the society's highlights of the post-war era was the construction of the Queen Elizabeth II General Home for Post-natal Care, located in Civic. The home had been suggested at a meeting at Albert Hall on 28 October 1953; it would be a gift of the national capital to celebrate the coronation of Queen Elizabeth.³² It took some time for the idea to become a reality. The home was finally approved by government in May 1960 and opened in January 1963.

Despite the best endeavours of the society, ultimately it was unable to deal with the cost of managing its centres and providing appropriate services. On 1 July 1969, at the society's own request, control over baby health centres and their staff of 15 nurses was assumed by the ACT Health Services Branch of the Department of Health.

Today, the ACT Government maintains three baby health centres, at Tuggeranong, Belconnen and Gungahlin.

Selected Records Relating to the Canberra Mothercraft Society

ACT Heritage Library

Records (correspondence, minutes of meetings, newspaper cuttings), 1926–93	HMSS 0043
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ArchivesACT

Constitution of the Canberra Mothercraft Society (master copy), 1935	A3791
Baby health record cards, 1951–85	A3513
Baby health clinic openings, public relations	C89/2475
Concern over proposal to introduce centralised baby health clinics	HE-18
Closure of baby health clinics	HE-290
Florey Baby Health Clinic opening	HE-10673
Page Baby Health Clinic	HE-11305
Concerns regarding the implication of baby health clinic closures on the government pre-school system	HE-13705
Annual reports of the Canberra Mothercraft Society, 1927–	A9012

National Archives, Canberra

Photographs of Canberra Mothercraft Society opening ceremony for baby health centre, 1928	A3560, 3445–3448
Drawings of Canberra Mothercraft Society proposed building, 1940	A2617, section 159/6434, 6434A
Canberra Nursery School establishment, 1943–45	A431, 1959/632
Canberra Mothercraft Society maintenance of grounds, Griffith Baby Health Centre, 1945	A659, 1945/1/1239

School health services

Over the years, government health and education agencies have provided a range of medical services for school children. These have included vaccinations for measles, polio and tetanus, and dental inspections.

Selected Records Relating to Health Services in Schools

ArchivesACT

School medical service cards (girls), 1951–78	A1848
Immunisation record (triple antigen) cards, 1953–	A3272
Sabin poliomyelitis immunisation cards, 1966–	A1846
Request for rubella immunisation cards, 1970–	A3273

Management of hospitals and health services

By the 1960s, the management of Canberra's health services was divided between the ACT Health Services Branch of the Department of Health, which provided all facilities except hospitals, and the Canberra Hospital Management Board, a statutory corporation. The board, originally known as the Canberra Community Hospital Board, was established in 1935. With the expansion of Canberra's hospital facilities, the board's name was changed in 1967 to the Canberra Hospitals Management Board.

In 1967, a second organisation, known as the ACT Hospital Advisory Committee, was established. Divided responsibilities and duplication of management between this committee and the Hospitals Board ultimately led to confusion and friction.

In 1968, the Department of Health and the National Capital Development Commission engaged a London firm of consultants, Llewelyn–Davies, to study the future health requirements of the Territory, assuming a population of 500,000. The company presented its report in November 1970. It contained 19 recommendations, including the establishment of a health authority to plan, implement and manage a coordinated health system for the Territory, and the establishment of health centres close to local shopping centres.³³

act Health commission

In April 1972, Cabinet was asked to approve the establishment of a five-member ACT Health Authority and the abolition of both the Canberra Hospital Management Board and the ACT Hospital Advisory Committee. The recommendations were approved in principle, but it was thought the matter needed further consideration by an interdepartmental committee.³⁴ The committee's report was presented in December 1972 but, owing to the general election held that month, was not acted on.

In September 1973, Cabinet was asked to approve the establishment of an independent health authority. The authority would consist of five members, two full-time and three part-time. It would be responsible for all of the Territory's health facilities and identify needs and resources, assess services that needed to be provided and determine the appropriate means to provide those services. Both the Canberra Hospitals Management Board and the ACT Hospital Advisory Committee would be abolished and no further hospital boards would be created.³⁵ Cabinet approved the recommendation, and on 17 October 1973 Minister for Health Doug Everingham announced the establishment of the ACT Health Commission. An interim committee would supervise the establishment of the commission.

The commission was formally created through the Health Commission Ordinance 1975, which took effect on 1 July 1975. Ultimately, the commission comprised nine members: a full-time Commissioner and Deputy Commissioner, and seven part-time members. Its responsibilities encompassed hospitals (general and specialist), outpatient clinics, referral systems, and ancillary and auxiliary facilities, including nursing homes, home medicine, rehabilitation, transport, research, health information and health education.

The commission underwent a name change in 1985 to the ACT Health Authority. However, with the onset of self-government, the commission's functions were acquired by the ACT Department of Health in 1986.

Selected RecoRdS Relating to tHe management of HoSpitaIS and HeAltH SeRViceS	
ACT Heritage Library	
Photographs of Belconnen Community Centre, 1987	HMSS 0316
ArchivesACT	
Correspondence files, 'A' (Administration), 1967–69	A2390
Correspondence files, 'HAC' (Hospitals Advisory Committee), 1967–75	A8566
Correspondence files 'A' (ACT Health Services Branch)/from 1975 'C' (Capital Territory Health Commission), 1970–	A2391
Staff Administration files, 'SA', 1972–83	A9297
Establishment proposal files, 'EC' (Establishment of Health Commission), 1977–79	A8625
National Archives, Canberra	
Doug Everingham – health topic files, 1972–75	M5046

Endnotes

- ¹ 'Royal Commission into Federal Capital Administration, Report 3, Wasteful Expenditure at Canberra', p. 14, *Parliamentary Papers*, 1917, volume 2, pp. 23–41.
- ² Federal Capital Commission, *Annual Report*, 1927, p. 12, *Parliamentary Papers*, 1926–28, volume 2, pp. 1185–306.
- ³ NAA: A3264, 27 April 1931, p. 126.
- ⁴ NAA: A2694, volume 4, 848, 24 August 1932.
- ⁵ NAA: A2694, volume 11, 826, 23 November 1933.
- ⁶ *The Canberra Times*, 10 June 1937, p. 1.
- ⁷ The report is cited in several files held by the National Archives; however, it could not be located.
- ⁸ NAA: A2694, volume 18 part 3, 76, 4 May 1938.
- ⁹ NAA: A3259, volume 2 part 2, 1070, 17 April 1934.
- ¹⁰ 'Report together with Minutes of Evidence Relating to the Proposed Erection of a Community Hospital in Canberra', 6 June 1938, *Parliamentary Papers*, 1937–40, volume 3, pp. 127–204.
- ¹¹ NAA: A2694, volume 19 part 2, 520, 9 March 1939.
- ¹² *The Canberra Times*, 12 April 1940, p. 3.
- ¹³ NAA: A4905, 573, 29 October 1953.
- ¹⁴ 'Report Relating to the Proposed Erection of a Community Hospital in Canberra', 17 May 1956, p. 4, *Parliamentary Papers*, 1956–57, volume 2, pp. 1347–55.
- ¹⁵ NAA: A5818, volume 5/agendum 212, 9 June 1959.
- ¹⁶ 'Report Relating to the Proposed Erection of a New Main Hospital Block at the Canberra Community Hospital', 2 June 1960, *Parliamentary Papers*, 1960–61, volume 2, pp. 1595–603; 'Report Relating to the Proposed Construction of a New Nurses' Home and Training School at Canberra Community Hospital', 2 June 1960, *Parliamentary Papers*, 1960–61, volume 2, pp. 1605–11.
- ¹⁷ 'Report Relating to the Proposed Construction of a New Nurses' Home and Training School at Canberra Community Hospital', p. 7, paragraph 56(8).
- ¹⁸ NAA: A5819, volume 18/agendum 690, decision 874, 4 July 1963.
- ¹⁹ NAA: A463, 1957/2984, 11 September 1957.
- ²⁰ NAA: A5841, 247, June 1966
- ²¹ 'Report Relating to the Proposal to Construct the Woden Valley Hospital, Canberra', 14 May 1968, *Parliamentary Papers*, 1968, volume 6, pp. 1157–74.
- ²² NAA: A5869, 61, December 1969.
- ²³ *The Canberra Times*, 1 April 1970, p. 2.
- ²⁴ NAA: A5869, 364, 8 July 1970.
- ²⁵ *The Canberra Times*, 3 March 1979, p. 3.

²⁶ NAA: A5915, 1239, August 1974.

²⁷ NAA: A5915, 2052, October 1975.

²⁸ Coroner's Report: Inquest Findings, Comments and Recommendations into the Death of Katie Bender on Sunday, 13 July 1997 on the Demolition of the Royal Canberra Hospital, Acton Peninsula, ACT, courts.act.gov.au/magistrates/page/view/597/title/selected-findings#bender.

²⁹ NAA: A5869, 364, August 1970.

³⁰ NAA: A5915, 498, July 1973.

³¹ NAA: A5915, 1378, October 1974.

³² *The Canberra Times*, 29 October 1953, p. 2.

³³ Llewellyn-Davies, Weeks, Forestier-Walker and Bor, *Future Health Services in ACT*, The Company, London, 1970.

³⁴ NAA: A5908, 625, April 1972.

³⁵ NAA: A5915, 677, September 1973.

Chapter 12 Law and order, emergency services and natural disasters

This chapter discusses the evolution of Canberra's law and order system, including the police and courts, and the provision of emergency services. Also considered are natural disasters that have affected the city and the Territory.

ACT Police Force

Although the Federal Capital Territory was created in 1911, members of the NSW Police Force had continuing responsibility for law and order until 1927. A constable was stationed at Ginninderra Police Station from 1883 to 1927, and an additional station was established at Molonglo (now Fyshwick) in 1922, where John Stuart was the first officer. The Canberra Police Station was established on 3 December 1926, replacing the one at Molonglo. It moved to Acton in 1930, remaining there until 1940.

In July 1927, Cabinet approved a recommendation that the Territory's Police Force be placed under Commonwealth control;¹ the Federal Capital Territory Police was established on 28 September 1927 with the enactment of the Police Ordinance 1927. Harold Jones was appointed as the Police Force's first Chief Officer, while the force was the responsibility of the Attorney-General's Department. In July 1950, the force transferred to the Department of the Interior, but in December 1972 it transferred back to the Attorney-General's Department.

In December 1932, a police station was established at Jervis Bay with a resident constable. A Plain Clothes Branch was established within Canberra's Police Force in July 1945, and a Traffic Branch in 1956. Alice Clarke, the Territory's first female police officer, was appointed in April 1947. On 19 October 1970, the Woden Police Station was commissioned. By that year, the Police Force numbered approximately 356 and was divided into four branches: Traffic, Planning and Research, Recruitment and Training, and Crime Investigation.

In February 1975, a report by AT Carmody (later First Secretary of the Department of Police and Customs) called for the unification of all Commonwealth law-enforcement and investigative agencies under a central body bearing the title Australia Police Force. The Department of Police and Customs was created in March 1975, and the new Australia Police came into existence, absorbing the ACT Police Force.

In December 1975, Australia Police was abolished. It was replaced by the Commonwealth Police Force and the ACT Police Force. In October 1979, the two agencies amalgamated to form the Australian Federal Police, which continues today.

There are now five principal police stations throughout the Territory, located at Civic, Woden, Tuggeranong, Belconnen and Gungahlin.²

Selected RecoRDS Relating to tHe act police foRce	
ArchivesACT	
Lost property books, 1959–	A3627
Correspondence files, 'PS' (Police Stations), 1960–	A1535
National Archives, Canberra	
Maintenance registers, 1916–45	A1599
Duty book, 1922–26	A1600
Personal history files, 1922–	A7758
Inwards correspondence books, 1922–59	A1598
Correspondence files, 'P' (Police), 1927–63	A1378

Courts and tribunals

When the Federal Capital Territory was created in 1911, all existing laws applicable in New South Wales applied equally to the new Territory. The Commonwealth soon began the implementation of a series of ordinances for the Territory's governance.

act Supreme court

In the early years, Territory justice was enacted through the provisions of the *Seat of Government Acceptance Act 1909*. Territory officials relied on the Queanbeyan, Goulburn and Cooma courts. On 12 December 1925, the Federal Capital Commission wrote to the Department of Home Affairs and Territories about developing a system for the administration of justice in the Territory.³ It would be another five years, however, before any decisive action was taken, with the establishment of a Court of Petty Sessions (now the ACT Magistrates Court) in 1930.

In November 1932, Cabinet considered a report dealing with contemporary arrangements involving Territory courts. The report noted the High Court and Court of Petty Sessions, and that there had been a recent trial use of a visiting judge to hear criminal and civil matters. What was needed, the report said, was for the Territory to have its own Supreme Court. This would relieve the High Court of its jurisdiction in respect of the Territory and provide an intermediate court of appeal between the High Court and Court of Petty Sessions. Cabinet approved the recommendation on 7 December 1932.⁴

The Supreme Court of the Federal Capital Territory was established on 1 January 1934 by the *Seat of Government Supreme Court Act 1933*. It remains the Territory's superior court, and has civil, criminal and appellate jurisdiction. It also covers matters relating to corporation law, adoptions and probate. Some cases are heard by a judge alone; others by a judge and jury. Appeals to the court may come from several sources, including the Magistrates Court, Small Claims Court and various ACT tribunals.⁵ The court also conducted divorce proceedings, but only until 1975, when the Family Court of Australia assumed responsibility for this function.

The first judge of the Supreme Court was Lionel Lukin, who served from 1934 to 1943, and the court's first sitting was on 12 February 1934 at Acton House (the building was demolished in 1940). The court moved to the Hotel Acton in early 1935, then to the new Patent Office in Barton in 1941, and finally to its present location, in the Law Courts Building on the western side of City Hill, on 8 May 1963.

Following the establishment of self-government in 1989, the court remained under Commonwealth administration until its transfer to the ACT Government on 1 July 1992, when the *ACT Supreme Court (Transfer) Act 1992* came into effect.

By 2006, the Supreme Court comprised a Chief Justice, three resident judges and (since 1958) additional judges otherwise appointed to the Federal Court of Australia and a Master. The court has three main administrative units: Registry, Sheriff's Office and the Russell Fox Library.

Murder of Colin Winchester

Perhaps Canberra's most widely known criminal case involved the murder of Assistant Police Commissioner Colin Winchester outside his Deakin home in January 1989. David Harold Eastman was convicted of the crime in 1995. Eastman has always protested his innocence and his conviction was the subject of several appeals and reviews.

In August 2014 the Supreme Court of the Australian Capital Territory quashed the original conviction, released Eastman from jail, and ordered a retrial to take place. By that time Eastman had spent 19 years in jails.

The retrial began in June 2018, and on 22 November 2018 a jury acquitted Eastman of Winchester's murder.

The murder of Colin Winchester remains unsolved.

Selected RecoRdS Relating to tHe act SupReme couRt

ArchivesACT

ACT Supreme Court probate jurisdiction files, 1930–69	A1778
Licensing Court book (Liquor Bench book), 1930–59	A1930

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Selected RecoRdS Relating to tHe act SupReme couRt (continued)

Unregistered company charge files, 'UC' 1931–82	A7303
Australian Register of Judgements files, 'ARJ', 1931–	A929
Supreme Court case files, 'MC' (Matrimonial Causes), 1934–76	A930
Supreme Court case files, 'SC', 1934–	A931
Workmen's compensation files, 'WC', 1936–	A927
Applications for entry of name in the Register of Justices of the Peace of the ACT, 'JP', 1937–	A952
Supreme Court case files, 'SCC' (criminal), 1941–	A932
Civil summons files, 'CS', 1954–	A928
Criminal charge case files, 'CC', 1959–70	A926
Transcripts of evidence, 1960–	A1779
Coronial 'SK' dead files, 1960–77	A7421
Coronial 'SK' fire files, 1960–	A7424
Probate jurisdiction files, 1970–	A2929
Criminal charge case files, 'CC', 1971–	A2921
Bench sheets culled from A2921, Criminal Charge case files, 1978–	A5356
ACT Supreme Court probate jurisdiction files, 1930–69	A1778
Licensing Court book (Liquor Bench book), 1930–59	A1930
Unregistered company charge files, 'UC' 1931–82	A7303

National Archives, Canberra

Administration of justice, provision for erection of buildings, 1925–27	A6266, G1926/2143
Arrangements for administration of justice in Federal Capital, 1925–31	A1, 1931/3790
Local companies registration files, 'CL', 1931–	A920
Seat of Government Supreme Court Bill, 1932–60	A432, 1957/1260
Supreme Court FCT, appointment of Lionel Lukin as Judge, 1934	A432, 1934/162
Supreme Court ACT, accommodation (Patent Office), 1934–48	A432, 1950/291
Supreme Court of the ACT, rules of the Court, 1934–63	A432, 1933/1931 parts 1–2
Seat of Government Supreme Court Act, 1934–35	A2863, 1935/27
Supreme Court ACT, admission of practitioners, 1935	A432, 1936/894
ACT Supreme Court Act, proposed amendments, 1957–70	A432, 1970/2538
Lionel Murphy – ACT Supreme Court Act, 1959–73	M136, 6
Supreme Court ACT, appointments, 1960–67	A4940, C3134
Harry Gibbs – notebook of exhibits tendered in the Supreme Court, 1967–69	M1829
Harry Gibbs – notebooks of cases heard in the civil jurisdiction of the Supreme Court, 1967–70	M1828
Harry Gibbs – notebooks of cases heard in the criminal jurisdiction of the Supreme Court, 1968–70	M1830
Lionel Murphy – ACT Supreme Court, 1973–75	M132, 7

court of petty Sessions/act magistrates court

The ACT Magistrates Court originated as the Court of Petty Sessions in 1930. It was the Territory's first court, and Acton House was the first courthouse.

Previously, Territorians were required to travel to Queanbeyan, Goulburn or Cooma to have their legal matters heard. Under the Seat of Government Acceptance Act, state or federal courts had jurisdiction to settle legal disputes arising within the Territory. Due to the small number of matters that went before the Police Court in Queanbeyan and the District Court, this situation initially worked well.

In 1926, Robert Garran (Secretary of the Attorney-General's Department) recommended building a permanent courthouse in the Territory or, if that was not economically viable, then temporary courtrooms. The Federal Capital Commission was unsympathetic to both suggestions.⁶ In 1929, Acton House was accepted by Attorney-General Latham as a suitable building from which the Court of Petty Sessions could conduct legal proceedings. The building was refurbished and converted for court use the same year.

In July 1930, the Court of Petty Sessions Ordinance 1930 was gazetted; the Court of Petty Sessions was established on 25 November of that year. Despite creation of the new court, the Territory still depended on visiting magistrates until 1949, when FC Keane was appointed as the Territory's first resident Magistrate. In 1974, Charles Kilduff became the Territory's inaugural Chief Magistrate.

In time, the court's civil and criminal jurisdiction increased. From a base of £200 in the early years, the court can now settle civil proceedings up to \$50,000. And it can deal with criminal offences that have a maximum penalty of two years' imprisonment or less and, with respect to Commonwealth matters, 12 months' imprisonment or less.

Like the Supreme Court, the Court of Petty Sessions occupied several locations, including the Acton Hotel in 1940, and Civic in April 1946. It remained in Civic until 1963, when it relocated to the Law Courts Building it shared with the ACT Supreme Court, in Knowles Place, Civic. The building was officially opened by Prime Minister Robert Menzies on 8 May 1963. The Court of Petty Sessions was renamed the ACT Magistrates Court on 1 February 1986.

By the 1980s, as the workload of both courts increased, problems with accommodating the Supreme Court and Magistrates Court in the one building became more apparent. Construction of a new Magistrates Court building, adjacent to the existing Law Courts Building, started in October 1994 and was completed in 1996.

coroner's court and children's court

When circumstances warrant it, the ACT Magistrates Court also acts as the Coroner's Court and the Children's Court.

Selected Records Relating to the Court of Petty Sessions/act magistrates court	
ArchivesACT	
Court of Petty Sessions Ordinance, 1930–58	A2942, 174
Court of Petty Sessions application files, 'APP', 1935–	A951
Court of Petty Sessions procedures, 1939	A2942, 188
National Archives, Canberra	
Court of Petty Sessions Ordinance, 1927–38	A432, 1934/1147 parts 1–5
FC Keane appointment as Clerk of Court of Petty Sessions, Canberra, 1930	A432, 1930/2212
Court of Petty Sessions Ordinance, 1932	A1, 1932/5426
Court of Petty Sessions Ordinance ACT, 1935–44	A432, 1936/728

continued over

Selected RecoRdS Relating to tHe couRt of petty SeSSions/ act magiStRateS couRt (continued)	
Court of Petty Sessions Canberra, congested court list, suggested appointment of full-time magistrate, 1947–49	A432, 1948/1073
Petty Session Court files, 'JB' (Jervis Bay), 1951–58	A955
Establishment of Court of Petty Sessions at Jervis Bay, 1951–73	A432, 1970/5318
Suggested appointment of Special Magistrate for Children's Court, ACT, 1963–68	A432, 1963/2000
Court of Petty Sessions (ACT), jurisdiction, 1967–68	A432, 1967/2655
Court of Petty Sessions Ordinance (ACT) amendment regarding appeals to the Supreme Court and other matters, 1971–74	A432, 1972/7002 parts 1–2
Court of Petty Sessions, Jervis Bay provision of magistrates, jurisdiction of special magistrates, 1974–77	A432, 1974/2252

act civil and administrative tribunal

The ACT Civil and Administrative Tribunal was established via the *ACT Civil and Administrative Tribunal Act 2008*, which took effect on 2 February 2009. It provides a forum for the determination of a wide range of civil disputes, requests for review of administrative decisions, and professional and occupational disciplinary matters. The tribunal took over the work of several existing tribunals and boards, including the Administrative Appeals Tribunal, Small Claims Court, Discrimination Tribunal, Guardianship and Management of Property Tribunal, Mental Health Tribunal, Residential Tenancies Tribunal, Liquor Licensing Board, Health Professions Tribunal, Legal Practitioners Disciplinary Tribunal, and ACT Court of Appeal Case Records. The records of these former tribunals and boards are held by the ACT Civil and Administrative Tribunal.

Law Reform Commission of the ACT

With the establishment of the Territory in 1911, all laws existing in New South Wales were applicable to the new Territory. Although this worked well initially, over a period of time administrative difficulties began to emerge. The inadequacy of present laws was raised in Parliament, by members of the ACT Advisory Council, and in public. In response to criticism, in 1965, Cabinet decided to create special officers within departments who would consult with the community over changes needed to legislation. In addition, an interdepartmental committee comprising the departments of Interior, Attorney-General's, Treasury and Health would be assembled to examine the matter.⁷

In May 1970, Cabinet considered the establishment of a Law Reform Commission to deal with recent criticisms of ACT laws by *The Canberra Times*, ACT Law Society and Supreme Court judges.⁸ Cabinet approved the recommendation on 7 May 1970, and the Law Reform Commission of the ACT was established in May 1971.

In September 1971, the commission was asked to investigate which Imperial and NSW Acts still applied in the Territory and, of those, which should be repealed, modernised or left in place. The commission presented two reports with recommended changes in late 1972.⁹

The commission continued its work until 1976, when it was absorbed by the newly established Australian Law Reform Commission, located in Sydney.

Selected RecoRdS Relating to tHe Law RefoRm commiSSion of tHe act

National Archives, Canberra

Correspondence files, 'A' (Administration), 1972–75	A4318
Correspondence files, 'LR' (Law Reform), 1972–76	A4319

-: 1036 -

Mrs. Andrew: Mr. Chairman, are you taking other suggestions tonight while this is being tabled, or would they have to be put in writing?

Professor Arndt: Mr. Chairman, could not alternative suggestions be raised on Mrs. Dalaranno's motion? ...

The Chairman: Yes.

Letter from the Minister for the Interior attaching a copy of the report of the Committee into third party insurance. I think this could be dealt with when we come to Professor Arndt's motion.

MATTERS BROUGHT FORWARD BY THE CROWN

C.T. Crimes Ordinance 1963

C.T.
Crimes
Ordinance
1963

Mr. Barre: The statute law of the Jmstralinn C:pitn Territory relating to crimes is largely contained in the adopted Crimes Act, 1900 of New South Wales, as amended by Ordinances of the Territory.

It is proposed, by the accompanying draft Crimes Ordinance 1963, to make a number of amendments to the Act in its application to the Territory; these are explained *seriatim* below. For the most part, the amendments closely follow amendments made to the Act in New South Wales in recent years.

Section 2, which repeals the Crimes Ordinance 1931, is explained under the heading "Fraudulent misappropriation" below.

Culpable driving

Section 4 inserts a new section creating the offence of culpable driving, i.e. present, where death is caused by the negligent or drunken act of a driver he is charged with manslaughter but it has been found that juries are reluctant to convict on this charge.

Kidnapping

Section 5 inserts a new section creating the offence of kidnapping. There is at present no special provision dealing with this crime in the Territory.

Breaking and entering with intent to commit felony

Section 6 repeals sections 112 and 113 of the Crimes Act and substitutes new sections designed to cover the breaking and entering of a variety of buildings (e.g. offices, stores, garages) not covered by the sections in their present form.

Trial for larceny. verdict of embezzlement

Section 7 adds to the list of offences of which a person charged with larceny may be convicted the offence of fraudulent misappropriation.

Unlawfully using a vehicle

Section 8 creates the particular offence of unlawfully using a vehicle (or a boat). At present persons taking and using a vehicle in the territory can be charged either with

Prisons and remand centres

For much of its early history the Territory had no prisons, as prisoners were housed in NSW gaols, for which the Territory paid an agreed fee.

The first detention centre was the Quamby Children's Remand Centre, located at Symonston, which opened in 1962 and remained in service for more than 25 years. In 2006, the ACT Government announced plans for a new centre located at Mitchell; the Bimberi Youth Detention Centre opened in September 2008. The former Quamby Centre is now used as a periodic detention centre.

In April 1970, Cabinet considered a report recommending the construction of a new Territory prison. The report noted that remand prisoners were held in NSW gaols, and that their families and legal representatives had to travel long distances to see them; this was both costly and unnecessary. Noting that Canberra's crime rate was exceeding the rate of its population increase, the report sought to centralise facilities within the Territory. It recommended a staged approach, with the first stage being a facility to house 80 remand prisoners. Cabinet approved the proposal in principle on 14 July 1970, but wanted further advice on the centre's size and costings, and the standard to which it should be built. Nothing further eventuated until 1973.¹⁰

In June 1973, Prime Minister Gough Whitlam's Cabinet considered the construction of a remand centre in Canberra, adjacent to the police station at Belconnen. It approved the proposal in July 1973 and the Belconnen Remand Centre opened in September 1976.¹¹ Convicted prisoners were still sent to NSW gaols.

In 2004, the ACT Government decided to build a new prison in the Territory. It would be named the Alexander Maconochie Centre (after a penal reformer who worked in prisons in Tasmania and Norfolk Island in the 19th century), and would be located at Hume. There was opposition to the establishment of the prison, with some opponents arguing that the Territory's small population did not justify it, and from nearby residents to the proposed location. Nevertheless, construction proceeded and despite delays and cost overruns, the prison opened in September 2008.

With the completion of the centre, the former Belconnen Remand Centre became redundant and closed in April 2009. Remand prisoners are now held at the Alexander Maconochie Centre.¹²

Selected Records Relating to Prisons and Remand Centres	
Archives ACT	
Belconnen Remand Centre – detainee dossiers, 1976–	A8885
Establishment of a prison in the ACT	W1984/02340
Proposed establishment of a prison in the ACT	W1983/02180
Proposed establishment of a prison in the ACT	69/578
National Archives, Canberra	
Quamby Remand Home, 1960–62	M123, 13
Photograph of Quamby Remand Centre, 1962	A7973, INT663/7
Establishment of a prison in the ACT, 1970	A5869, 225
Future of the Belconnen Remand Centre and Police Station, 1972–90	A431, 1978/1152



Canberra Fire Brigade, 1928. Photographer: William James Mildenhall.
NAA: A3560, 4360

Emergency services

Almost from the beginning, Canberra has had fire and ambulance emergency services. Over the years, both have undergone considerable administrative change.

Fire brigade

The Canberra Fire Brigade was established in 1913. It was disbanded during World War I but reformed again in 1924, headquartered in Empire Circuit, Forrest.

In 1935, the brigade amalgamated with the Ambulance Service to form the Fire Service, administered by the Department of Interior. The combined service moved into the new purpose-built Forrest Fire Station.

In 1955, the Ambulance Service separated from the Fire Service and became the responsibility of the Canberra Hospital Board. In 1958, the Fire Brigade's administration passed to the NSW Board of Fire Commissioners, which was responsible for staffing, training and financing Canberra's fire stations.

As Canberra's population increased, additional fire stations opened in Ainslie (in 1962), Phillip (1969), Belconnen (1971) and Kambah (1979). Since then, new stations have been built at Charnwood (1981), Fyshwick (1983), Chisholm (1986), Greenway (1990) and Gungahlin (1998), making a total of nine stations.

In April 1975, the brigade was renamed the ACT Fire Brigade and placed under the responsibility of the Department of the Capital Territory.

In 1991, the ACT Fire Brigade became part of the newly formed ACT Fire and Emergency Services (later Bureau). The organisation comprised the ACT Fire Brigade, ACT Bush Fire Council (discussed later in this chapter) and ACT Emergency Services. Following the bushfires in January 2003, the bureau became a statutory authority known as the ACT Emergency Services Authority. In 2006, the authority was renamed the ACT Emergency Services Agency. Today, it has nine stations throughout the Territory, with more than 330 staff and 34 vehicles in its fleet.¹³

Selected Records Relating to the Fire Brigade	
ArchivesACT	
Canberra Fire Brigade fire record book, 1924–58	A3327
Daily occurrence books, 1924–	A3328
Miscellaneous papers relating to the administration of the Forrest Fire Station, 1928–73	AA1976/92
Correspondence files, 1932–44	A3326
Files on administrative matters kept by the Chief Fire Officer, 1950–59	A3339
Ainslie Fire Station – daily occurrence books, 1962–	A3645
Examination books, 1976–	A3611
National Archives, Adelaide	
Fire protection and fires, Canberra station, 1927–79	B300, 7117 parts 1–3
National Archives, Canberra	
Fire protection of Canberra, 1916–17	A214, 10
Canberra fire service, 1916–17	A361, DSG17/53
Canberra Fire Brigade general matters, 1921–28	A6266, G1928/4426
Canberra Fire Brigade organisation, 1921–31	A427, G1948/187
Canberra fire station erection, 1925	A6269, E1/25/209
Fire services at Canberra, 1932	A1, 1932/3343
Canberra fire station, ground floor plan and elevation, 1937	A2617, section 131/7489
ACT general, Canberra Fire Brigade, 1947–48	A461, P412/1/6
Fire at Hotel Canberra, 1954	A431, 1954/405
Canberra ambulance service, separation from Canberra fire service, 1955–58	A431, 1955/711
Canberra Fire Brigade, 1958–59	A1831, 1958/163
Canberra airport, terminal building fire precautions, 1965–91	A431, 1968/2977
Canberra airport, construction of fire station, 1969–72	A660, CA412

Committee of Inquiry into the ACT Fire Brigade

Following a period of industrial unrest, in 1986 a Committee of Inquiry was appointed to carry out an independent review of the functions and administration of the ACT Fire Brigade. The committee presented its report, with 97 recommendations, on 29 August 1986.¹⁴ It recommended changes to the role and functions of the brigade, including that it should have a role in road accidents and rescues, and spillage of hazardous materials, and that a fire and rescue levy should be imposed on all vehicle registration fees.

Selected RecoRdS Relating to tHe inquiRy into tHe act fiRe bRigade
ArchivesACT

Files relating to the Inquiry into the ACT Fire Brigade, 1986	A7121
File list and explanatory notes, 1986	A9514

ambulance and rescue

Canberra's ambulance service began in 1913, with just one vehicle. Volunteers were used to transport injured patients and apply first aid. In 1935, the Ambulance Service amalgamated with the newly formed Fire Service and was based at Kingston. After the establishment of the Hospital Board in November 1935 (discussed in Chapter 11), the Ambulance Service was placed under the board's administration, although it was still part of the Fire Brigade. In 1939, the combined service transferred to the new Fire Station in Empire Circuit, Forrest.

On 10 October 1955, the Canberra Ambulance Service was established as a separate organisation with a staff of seven and three ambulances. The service moved to new premises in Manuka Circle.¹⁵ In July 1967, the first specific-purpose ambulance station was built in Griffith. On 15 February 1968, the service came under the ACT Health Services and moved into new headquarters at Dickson. It was at this time that the service became known as ACT Ambulance.

As Canberra grew, new ambulance stations were opened in Phillip (1970) and Belconnen (1973). In 1994, the ACT Ambulance Service amalgamated with other ACT emergency service organisations to become part of the ACT Emergency Services Bureau.

On 13 February 1998, a combined emergency services centre (police, fire, ambulance and rescue) opened at Gungahlin, believed to be an Australian first.

Today, the service is part of the ACT Emergency Services Agency. There are now seven ambulance stations throughout Canberra, about 170 staff and more than 25 vehicles.¹⁶

Selected RecoRdS Relating to tHe act ambulance SeRvice
ArchivesACT

Ambulance service, 1950–59	A2942, 580
Ambulance transport charges, 1954–58	A2942, 544

National Archives, Canberra

Photograph of an ambulance van, 1926	A3560, 179
FCT Ambulance Service, 1928–47	A1928, 355/70
Canberra Hospital Tax, ambulance charges, 1933	A1928, 504/29/3
Ambulance service, Goulburn and Canberra districts, 1938–39	A659, 1940/1/4793
Monthly reports on Ambulance Service in ACT, 1940–49	A431, 1948/74
Canberra Community Hospital ambulance service, 1940–61	A1658, 84/1/3 parts 1–2
Stores yard Kingston, ACT establishment of ambulance station, 1946–49	A431, 1948/123
Future development, Fire Brigade and Ambulance Service, 1950–53	A431, 1950/3470
Canberra ambulance service, separation from Canberra fire service, 1955–58	A431, 1955/711
Central ambulance control, Dickson depot, construction, 1967–70	A660, KCX7241

act bushfire council

The ACT Bushfire Council was established in 1940 (via the Careless Use of Fire Ordinance 1940) as a body corporate consisting of between five and nine appointees of the responsible Minister. Its principal role is to advise the relevant Minister on matters relating to bushfires.

The first council took office on 9 September 1940; its members included Charles Lane Poole, Inspector-General of Forests; James Brackenreg and Lindsay Pryor from the Department of the Interior; and two local graziers, FN Snow and FS Southwell.

The council continues today and is part of the ACT Government's Emergency Services Agency.

Selected Records Relating to the ACT Bushfire Council	
Archives ACT	
Bushfire control, 1929–50	A880, TL2082 parts 1–11
Folders of inwards letters, 1939–52	A4382
Folders of outwards letters, 1939–52	A4383
Miscellaneous papers relating to bush fire prevention, 1939–70	AA1982/324
Folders of papers relating to fire control, 1939–72	AA1979/312
Correspondence files, 1967–76	A3811
Files of minutes of meetings of the Bush Fire Council meetings associated papers, 1970–74	A4381
Correspondence files, 1976–	A3813
National Archives, Canberra	
Bushfire association, 1915–17	A361, DSG16/528
Bushfire association, 1917	A361, DSG17/177
Bush fire prevention measures, FCT, 1930–31	A1, 1930/10968
Miscellaneous pamphlets, publications and volumes relating to bushfire prevention, 1938–52	AA1979/314
Boxes of miscellaneous material relating to fire prevention, fire legislation, and fire fighting equipment, 1939–55	AA1979/313
Bushfire Council, powers and duties of fire controllers, 1939	AA1975/198, 9
Mulligans Flat Bush Fire Brigade, 1944	A659, 1944/1/1174
Bushfire fighting in the ACT, 1969	A976, 1969/1184 part 1

Natural disasters

Like many Australian cities, Canberra is subject to the vagaries of weather and the natural disasters this can sometimes cause. These disasters have mostly been floods or bushfires.

floods

Flooding from surrounding rivers has affected the Territory on multiple occasions, including July 1922, May 1925, August 1926, February 1929, May 1931, March 1956 and October 1976.

Flooding in July 1922 washed away the rail bridge over the Molonglo River, although the rails themselves remained in place. The floods led to the demise of the Kingston to Civic rail service. The bridge was never repaired and the rails were removed in the 1940s.

Heavy rain in October 1976 threatened the structure of the Googong Dam, then under construction. Similarly, in early March 2012, after a period of heavy rain, water poured over the new, and incomplete, Cotter Dam, causing damage.¹⁷

The worst flooding occurred on the evening of 26 January 1971 when, following a severe storm, a flash flood swept through Woden Valley and seven people died. A Coroner's report noted that more than 100 millimetres of rain fell in under an hour, and the area's drainage system was unable to cope with the deluge.¹⁸

Selected Records Relating to floods	
ArchivesACT	
Floods in rivers and creeks within the ACT	1969/2331
Woden Valley floods, 1971	A1340, 1971/266 parts 1–6
Yarralumla Creek flood, complaints and eye witness accounts	1971/344
Woden Valley flood reports, 1971	1971/924
Googong water supply project, archaeological and historical matters	1974/493
Ginninderra Creek block flooding prior to 1984	1973/991
Exceptional floods in ACT	1976/1231 parts 1–2
Flood storage proposals for Sullivans Creek	1977/2957
National Archives, Adelaide	
Waterways and washaways, Queanbeyan–Canberra railway, 1915–26	B300, 3826
National Archives, Canberra	
Canberra, damage by flood, 1922	A414, 74
Photograph of collapsed bridge in flood areas in Canberra, 1922	A1528, 1
Flood at Canberra, damage to bridges, 1922–23	A199, FC1923/942
Photograph of Molonglo River in flood at Acton, 1922	M11, 39
Photograph of Molonglo River in flood, 1925	A3560, 3928
Photograph of Cotter Dam and spillway in flood, 1926	A3560, 2211
Photograph of Cotter Dam in flood, 1929	A3560, 5286
Flood damage, repair works, 1934	A292, C3507A
Photograph of floods at Canberra, 1956	A7973, INT482/30
Photograph of Commonwealth Avenue Bridge in flood, 1956	A7973, INT483/1
Woden Valley floods, 1971	A2880, 16/8/2
Lake Burley Griffin, telemetry system for flood warning, 1972–75	A4306, ZA73/754
Photograph of Corin Dam during floods, 1974	A6180, 3/9/74/33

bushfires

Canberra and the Territory have been affected by bushfires on several occasions, including the summers of 1919–20, 1925–26, 1938–39, 1951–52 and 1978–79.

A bushfire in 1952 damaged the observatory on Mount Stromlo. However, by far the worst bushfire occurred in January 2003. A series of lightning strikes early that month caused several fires in Namadgi National Park, which burned for days and gradually headed towards Canberra. At the time, the city was in the grip of a severe drought, as was much of the country. On the afternoon of Saturday 18 January 2003, the fires swept into the southern suburbs of Canberra. Four people died and approximately 500 homes

were destroyed. The observatory at Mount Stromlo and the Lower Molonglo Water Quality Centre were both severely damaged, as was flora and fauna in the Namadgi National Park and Tidbinbilla Nature Reserve.

The ACT Government later commissioned a Committee of Inquiry under the direction of former Commonwealth (and ACT) Ombudsman Ron McLeod to examine the response by emergency services to the fires and make recommendations concerning future bushfire management. The inquiry presented its report on 1 August 2003, with 61 recommendations, including to restructure emergency services and place greater emphasis on controlled burn-offs to reduce the build-up of combustible material.¹⁹

In March 2003, the federal House of Representatives established a select committee to inquire into recent bushfires and identify measures that could be implemented by governments, industry and the community to minimise the incidence and impact of bushfires on life, property and the environment. The committee tabled its report on 5 November 2003.

The ACT Coroner, Maria Doogan, also conducted an inquiry into the origin, cause and circumstances of the January 2003 fires. Her report was handed down on 19 December 2006.²⁰

Selected RecoRdS Relating to buSHfiReS	
ACT Heritage Library	
Photographs of Mount Stromlo, 2003	HMSS 0314
ArchivesACT	
Bushfire control reports, 1925–46	A4386
Folders of fire reports, 1926–	A4384
Radio log books, 1927–	A4385
National Archives, Canberra	
Bushfire, Federal Territory, 1918–19	A192, FCL1919/749
Bushfire, Uriarra Ranges, 1919–20	A361, DSG20/169
Bushfire, 1939	A2430, 1939 POL 28

Selected RecoRdS Relating to tHe HouSe of RepReSentatiVeS committee on buSHfiReS	
National Archives, Canberra	
Inquiry into recent Australian bushfires, 40th Parliament, 2003	A13734

Endnotes

¹ NAA: A2718, volume 2, 26 July 1927.

² Historical notes for the ACT Police Force taken from wikipedia.org/wiki/ACT_Policing (accessed 25 November 2012), and the National Archives of Australia agency registration for CA 665, Australian Capital Territory Police naa.gov.au (accessed 23 February 2013).

³ NAA: A1, 1931/3790.

⁴ NAA: A2694, volume 5, 338, 22 November 1932.

⁵ Historical notes on ACT courts taken from ArchivesACT, *Courts Functional History* (finding aid), and the ACT Supreme Court website, (accessed 23 February 2013).

⁶ NAA: A6266, G1926/2143.

⁷ NAA: A5827, volume 25/agendum 819, decision 1041, 7 July 1965.

⁸ NAA: A5869, 261, 5 May 1970.

⁹ 'Report on Imperial Acts in Force in the Australian Capital Territory', 18 October 1972, *Parliamentary Papers*, 1972, volume 6, paper 2; 'Report on New South Wales Acts in Force in the Australian Capital Territory', 25 August 1972, *Parliamentary Papers*, 1972, volume 6, paper 3.

¹⁰ NAA: A5869, 229, 13 April 1970.

¹¹ NAA: A5931, CL518, 20 June 1973.

¹² Records relating to the Alexander Maconochie Centre and the Bimberi Youth Detention Centre are not yet publicly available.

¹³ ACT Fire and Rescue website, esa.act.gov.au/actfr/about/history, accessed 7 November 2012.

¹⁴ Report of the Committee of Inquiry into the ACT Fire Brigade, Canberra, 1986.

¹⁵ *The Canberra Times*, 10 October 1955, p. 2.

¹⁶ esa.act.gov.au/actas/about-us/history, accessed 21 December 2012.

¹⁷ ArchivesACT, *Floods* (finding aid), 2010.

¹⁸ 'Woden Valley Flood 26 January 1971 Coroner's Statement and Findings, Report by the Department of the Interior and Report of the National Capital Development Commission', *Parliamentary Papers*, 1971, volume 7, pp. 257–344.

¹⁹ cmd.act.gov.au/functions/publications/archived/mcleod_inquiry/report, accessed 22 December 2012.

²⁰ courts.act.gov.au/magistrates/page/view/596, accessed 22 December 2012.

Chapter 13 Civil and welfare services

As with other state governments and the Commonwealth, since self-government in 1989 the ACT Government has provided a range of services assisting the people of the Territory. This chapter deals with those services that are primarily civil or welfare in nature.

Civil services

Prior to 1929, the registration of births, deaths and marriages within the Territory was regulated in accordance with the NSW *Registration of Births, Deaths and Marriages Act 1899*. This legislation was superseded by the Births, Deaths and Marriage Ordinance 1929, which established a Principal Registrar (in the first instance, it was the Commonwealth Statistician) to record all relevant events in the Territory.

Today, the registration of births, deaths and marriages in the Territory is undertaken by the Office of Regulatory Services in accordance with the ACT Government's *Births, Deaths and Marriages Act 1997*. The office is the custodian of more recent birth, death and marriage records.

Selected Records Relating to Births, Deaths and Marriages

ArchivesACT

Registration files, births, first series, 1930–41	A941
Registration files, births, second series, 1941–44	A942
Registration files, births, third series, 1944–56	A943
Registration files, deaths, 1930–54	A947
Registration files, marriages, first series, 1930–44	A945
Registration files, marriages, second series, 1944–56	A946

divorce

Until 1932, divorce proceedings within the Territory were regulated by the NSW *Matrimonial Causes Act 1873*. In 1932, the Commonwealth implemented the Matrimonial Causes Ordinance 1932, and from that time divorce proceedings were conducted by the ACT Supreme Court in accordance with the new legislation. In 1975, the *Family Law Act 1975* was implemented, giving the Family Court the responsibility for conducting divorce proceedings, not only in the Territory but throughout Australia.

Records relating to divorce proceedings in the Territory before 1932 are held by State Records, New South Wales. The ACT Supreme Court holds the records for proceedings between 1932 and 1975. And records relating to divorce proceedings since 1975 are held by the Family Court, Canberra Registry.¹

Selected Records Relating to Divorce Proceedings

ArchivesACT

Court minutes, matrimonial, 1935–50	A962
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National Archives, Canberra

Divorce law in the Federal Capital Territory, 1925	A1, 1925/16019
Canberra, proposed divorce ordinance, 1931	A458, BT120/5
Divorce costs ACT, composite scale, 1971–74	A432, 1970/2050

deceased estates

There were two phases in the granting of probate records in the Territory. The first phase involved the NSW era, which ended with the implementation of the Administration and Probate Ordinance 1929 in October that year. The ordinance created a Curator of Estates of Deceased Persons to collect and administer the estates of deceased persons when ordered by the court.

The Curator maintained a master register of all estates and a master register of wills. All financial transactions for each estate were recorded in a separate ledger system. Papers on each file were largely letters to and from interested parties, banks and insurance companies, dealing with the personal activities of the deceased. They also included birth and death certificates, personal letters, income tax returns as prepared by the Curator, estate or stamp duty returns and other documents required during the administration of deceased estates.

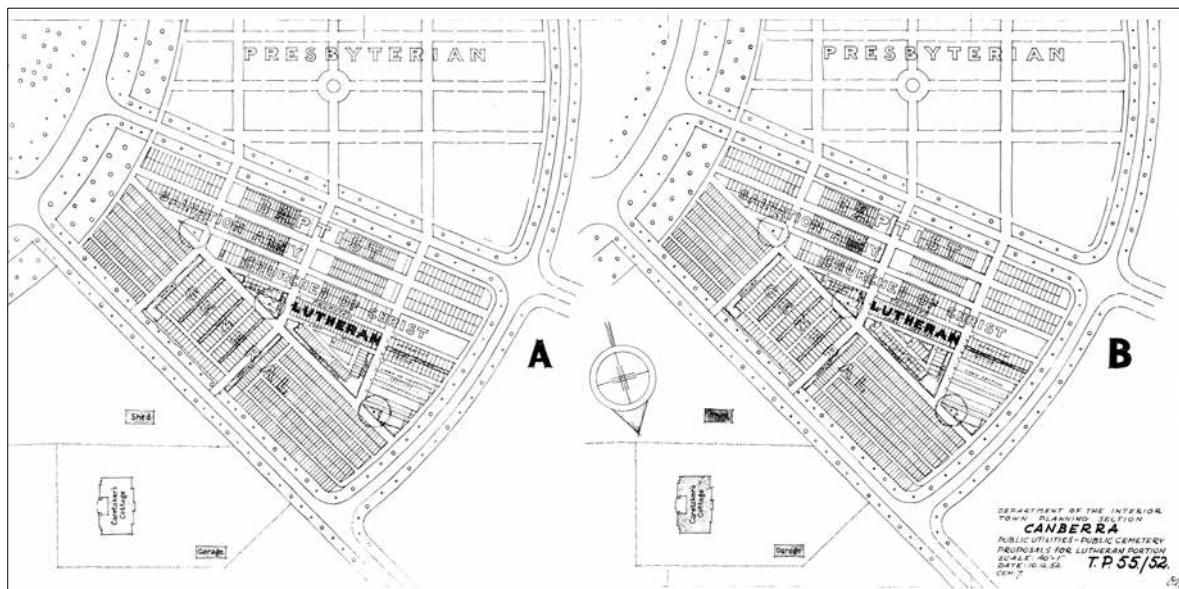
In October 1985, the Curator of Estates of Deceased Persons was superseded by the Office of the Public Trustee for the ACT, established under the ACT Public Trustee Ordinance 1985.

There are no records of any estates administered prior to 1932, and only 14 estates were administered up to 1943. Since then, the number of estates has increased each year due to Canberra's rapidly increasing population. All wills lodged since 1967 are held by the ACT Supreme Court.²

Selected RecoRdS Relating to deceaSed eStaTeS	
ArchivesACT	
Court minutes, probate, 1942–50	A961
Estate case files, 1958–79	A8795
Estate case files, 1979–	A8796

cemeteries

There are two principal cemeteries in the Territory – Woden and Mitchell. Woden Cemetery opened in December 1935, Mitchell in 1979. The Norwood Park crematorium, also located at Mitchell, opened on 11 July 1966.³ Local cemeteries were, however, established much earlier, including Lanyon (1837) and Hall (1883).



Proposal for Lutheran Portion, Woden Public Cemetery, 1952.

ArchivesACT: FIX2708-c38-B7

There are several church cemeteries located throughout the Territory, including St John the Baptist's Churchyard at Reid, St Paul's at Evatt and the Methodist Cemetery at Weetangera. Cemeteries are also located on pastoral properties such as Cuppacumbalong, or on private land, including Kowen Forest and Tharwa.

The Canberra Public Cemeteries Trust was established in 1933, under the Cemeteries Ordinance 1933, to administer Woden and Mitchell cemeteries. The trust was superseded by the ACT Public Cemeteries Authority in 2003. The principal changes brought about by the new legislation included the establishment of the Cemeteries Authority and a requirement to establish Perpetual Care Trust Funds for the future care of ACT public cemeteries.⁴

Selected Records Relating to cemeteries	
ArchivesACT	
Cemetery Trust files, 1935–	A5438
Register of certificates of exclusive rights of burial, 1936–	A5439
Name index to reservations in Woden cemetery, 1936–	A5440
Index to allotments in the Woden cemetery, 1936–79	A5442
Volumes of minutes of meetings of the Canberra Public Cemetery Trust, 1971–	A5444
Name index to reservations in Gungahlin cemetery, 1979–	A5441
Index to allotments in Gungahlin cemetery, 1979–	A5443
Private burial grounds ACT	71/2892
Hall General Cemetery	73/4435
Hall District Cemetery block 301	83/301
Cuppacumbalong Cemetery	80/1971
Tharwa Cemetery Paddys River block 146	93/146
Colverwell graves Kowen Forest historic sites and building	87/3655
Weetangera Methodist Cemetery block 1257	80/1257
Weetangera Methodist Cemetery	80/1752
Woden Cemetery landscaping	85/1295
Woden Cemetery, 1981–	81/1360
Planning for future cemetery requirements ACT prior to 1988	81/957
Gungahlin Cemetery, stage 1 development	72/429
Gungahlin Cemetery, stage 2 burial area	72/1738
Gungahlin Cemetery, headstone burial area stage 3	85/1270
Gungahlin Cemetery – building works – Part 1	NC-70/00080#1
Public Mortuary – Kingston	NC-71/00832#1
National Archives, Canberra	
General cemetery at Hall, 1915–16	A209, L1916/1962
Canberra Cemetery Trust fund account, 1919–54	A578, 177/1 part 39
Seat of Government (Administration) Act, general cemetery at Hall, 1929	A432, 1929/3107
Federal Territory lands, cemetery at Hall, search against title, 1929	A6074, PO418
National Archives, Sydney	
Audio cassette – opening of Gungahlin cemetery, 1979	AA1981/286, 11

migrants and citizenship

The Territory has never had the large numbers of immigrants that have traditionally lived in New South Wales or Victoria. Nevertheless, there has still been a steady influx of new settlers.

The Good Neighbour Council of the ACT was established on 22 March 1950, following a meeting of more than 30 community organisations, in response to a growing demand to provide assistance to immigrants after their arrival in Australia.⁵ The Council was one of eight throughout the country, one in each state and territory.

The Council was established to cooperate with the Commonwealth government in the integration of new settlers into the Australian community; cooperate with voluntary organisations and national groups directly or indirectly concerned with the reception and aftercare of new settlers; and assist in the cultivation of neighbourly relations with new settlers. As the post-war immigration program declined, there was less need for the council and it was abolished in February 1980.

People wishing to take out Australian citizenship are required to attend special ceremonies at which they take an oath publicly affirming their loyalty to Australia. The ceremonies are held throughout the year, but most commonly take place on Australia Day (26 January), Constitution Day (9 July) and Australian Citizenship Day (17 September).

Selected Records Relating to migrants and citizenship	
ArchivesACT	
ACT naturalisation ceremony (citizenship)	89/5491
British Migrants (tradesmen) new Australians – living and working conditions – naturalisation ceremonies	A3409/954
Advisory Council Minutes – naturalisation ceremonies	62/25
Naturalisation ceremonies – CPA involvement	82/257
National Archives, Adelaide	
Citizenship Conventions, Canberra, 1954–63	D400, SA1960/9599
National Archives, Canberra	
Minutes, agenda, reports and accompanying papers of meetings and conferences, 1950–79	AA1980/254
Annual reports, 1950–79	AA1980/253
Correspondence files, 1950–80	AA1980/255
Photograph of citizenship and naturalisation ceremony, Canberra, 1954	A12111, 1/1954/12/10
Photograph of citizenship convention, Albert Hall, Canberra, 1961	A12111, 1/1961/11/1
Public citizenship ceremonies, Canberra, part 12, 1975–76	A446, 1974/77773
Photograph of anniversary of first Australian citizenship ceremony held at Parliament House, Canberra, 1989	A12111, 3/1989/12B/3
National Archives, Sydney	
Microfilm – Canberra citizenship index, 1948–74	P2691, reel 51

Public housing

The construction of housing in Canberra developed differently from the other states. For much of its history, Canberra's housing was government built and provided not as low-cost welfare housing, but as accommodation for public servants, most of whom were relocating from Melbourne.

The supply of housing in sufficient numbers has been a perennial problem throughout the Territory's history, as discussed in earlier chapters. Although governments made repeated efforts to address the issue, shortages and backlogs proved to be a common problem throughout much of the Commonwealth era.

In 1930, the Public Works Committee reviewed the issue of housing construction. It noted that there were 1067 dwellings owned by the Federal Capital Commission, including 746 permanent buildings and 321 timber dwellings. The latter were located at Causeway (134), Eastlake (13), Molonglo (97), Acton (15) and Westlake (62). The committee described some of the timber dwellings as a 'blot on the landscape'.⁶ The Causeway houses, of which the committee was particularly critical, remained until the 1970s, when they were all demolished, with the work completed in 1979.

A substantial building program was launched by the Lyons government in the 1930s, and by 1940 the number of dwellings throughout Canberra had doubled to 2104.⁷

From the 1950s to the 1970s there was a major building program, but the majority of houses were allocated to public servants; there was little in the way of low-cost welfare housing. Cabinet approved the one in 10 rule in 1947, whereby one home in every 10 was allocated outside the public service. This increased to one in eight in October 1948.

By 1970, there were 34,000 houses and flats in Canberra, of which 10,500 were government tenanted and 13,200 were subject to government mortgages.⁸ Nevertheless, there were extensive backlogs, particularly for people wanting low-cost housing.

On 27 September 1973, Minister for the Capital Territory Kep Enderby issued a media release entitled 'Statement on land and housing in the Australian Capital Territory'. Enderby noted there was a waiting list of 8000 for homes in the Territory and that the average waiting time was 38 months, the longest wait ever. He said that a new means-tested waiting list would be established for 'needy families' and first home buyers. The formula would be the same as that used for public housing in the states.⁹

act Housing trust and commissioner for Housing

For much of the Commonwealth period, Canberra housing was administered by a branch within a larger department, beginning in 1947 with the Housing and Accommodation Branch, continuing through with the establishment of the Housing Operations Branch in 1973.

In August and December 1971, Cabinet considered the establishment of an autonomous ACT Housing Authority responsible for all aspects of government housing in the Territory. A draft Bill was prepared to create the authority, but it never went forward.¹⁰ It was not until 1 July 1987 that the ACT Housing Trust and Commissioner for Housing became established as a stand-alone entity.

After self-government in 1989, the control of public housing in Canberra passed to the ACT Government. The ACT Housing Trust was replaced by the Housing and Community Services Bureau in December 1989 to consolidate community and welfare services provided by the ACT Government into one discrete administrative unit.

Public housing in the Territory today is the responsibility of Housing and Community Services ACT, a division of the Community Services Directorate. The division currently manages more than 11,000 properties. Over the years, the term 'ex-govie' has evolved as a colloquialism to describe a typical Canberra government-built house.

Selected RecoRdS Relating to HouSing	
ACT Heritage Library	
Government housing types, documents and photographs, 1962	HMSS 0273
Photographs of Causeway redevelopment, 1977–78	HMSS 0336
ArchivesACT	
Property and tenancy registers, 1925–75	A7752
Tenancy case files, (first system) with 'H' prefix, 1940–69	A874
Register of estimated and completed costs of homes, 1940–50	A1405
Correspondence files, 'H' (Housing), 1943–63	A2235
Register of estimated and completed costs of homes, 1950–63	A1406
Housing miscellaneous correspondence (Housing Loans), 1954–66	A2266
Bachelor flat applications, 1964–	A2250
Correspondence files, 'H' computerised (Housing) 1969–	A2244
Mortgage and loan case files, 1985–92	A9648
National Archives, Canberra	
Records from the Housing Branch, Lands Branch, and Finance Branch, 1924–52	AA1969/8
Acton tenements case files, 1940	A9886
File of papers relating to Commonwealth Dwellings (Rent) Ordinance 1961	A1869
Correspondence files, 'H' (Housing), 1963–65	A10114
Housing and Welfare Policy Branch, Advisory Committee on ACT Hostels, 1971–89	A431, 1974/1395
Rental rebate case files, 1973–83	A6246

Havelock House

Havelock House in Turner first opened in 1951 to provide accommodation for public servants. During the 1970s, the demand for hostel accommodation in the Territory decreased and in 1981 the Fraser government announced the property would be sold.¹¹ Despite the government's intentions, early in 1982 the Australian Federal Police established offices there.

In 1983, the government handed the building over to the police despite lobbying by welfare groups and trade unions that it should be used for low-cost accommodation. Lobbying continued throughout the year and, ultimately, the government agreed to transfer the building for low-cost housing use when alternative office accommodation for the police was completed.¹²

Havelock House was officially handed over to the Havelock Housing Association on 10 April 1988. Since then it has provided accommodation for people on low incomes. In 1992, Havelock House was incorporated and became the Havelock Housing Association.

Selected RecoRdS Relating to HaVelock HouSe	
ArchivesACT	
Erection of hostel in Turner, Havelock House, 1945–49	A3032, PC32/14/1
National Archives, Canberra	
Royal tour 1954 accommodation, Havelock House, 1954	A462, 825/2/5M

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Selected RecoRdS Relating to HaVelock HouSe (continued)**National Library, Canberra**

Housing, 1983–85 (Tom Uren)

MS 6055, series 13,
folder 32, box 76**committee of inquiry into Homelessness and inadequate Housing in the act, 1983–84**

On 4 November 1983, Minister for Territories and Local Government Tom Uren issued a media release announcing the establishment of a committee to inquire into the nature and extent of homelessness and associated housing issues in the Territory.¹³

The committee presented its report in January 1984; its key finding was that there was a lack of affordable and accessible housing stock. Among the 112 recommendations, it suggested the government do more to address the lack of housing availability and dedicate a single budgetary appropriation to providing services that addressed homelessness, which was consistent with practices adopted by the states.¹⁴

Selected RecoRdS Relating to tHe committee of inquiRy into HomelessneSS and HouSing**National Library, Canberra**

Homelessness Inquiry, 1983–84 (Tom Uren)

MS 6055, series 12,
folder 9, box 71**Welfare services**

For many years, welfare services in the Territory were provided by a branch or section located within a larger Commonwealth department. The Welfare Section (in the Department of the Interior) was one such agency, responsible for family and adult casework, including marital and supportive counselling; youth casework, including employment counselling, court work and school attendances; child care, encompassing guardianship, foster care and disabled children; and geriatric casework, particularly the provision of accommodation for the aged, and surgical and medical aids. Welfare services today are coordinated by Housing and Community Services ACT, a division of the Community Services Directorate.

Selected RecoRdS Relating to weIfaRe SeRViceS**ArchivesACT**

Casework and finance files, 1962–68	A4576
Registration books for casework, adoption and finance files, 1962–74	A4579
Casework and adoption files, 1968–74	A4582
Casework and adoption files, 'W' (Welfare), 1975–	A4585

child welfare

In the early years, the Commonwealth government contracted NSW Government agencies to administer the provision of child welfare services on behalf of the Territory. Under the Child Welfare Ordinance 1956, a Child Welfare Committee was established in November 1957. The committee was empowered to advise and report to the Minister on matters relating to child welfare, although it did not hold its first meeting until 5 June 1961.¹⁵ The Minister was authorised to establish depots, shelters and homes for neglected children, following which the Quamby Children's Remand Centre was established in 1962.

The ordinance also stipulated that the Court of Petty Sessions (now the ACT Magistrates Court) was to be designated as the ACT Children's Court when dealing with matters involving children.¹⁶

Today, child welfare services are coordinated by the Office of Children, Youth and Family Support, which works in partnership with the community to provide care and protection services to children and young people, and family and community support. In addition, the office is responsible for youth justice services and the monitoring and licensing of children's services.

Selected Records Relating to Child Welfare	
ArchivesACT	
Canberra administration, Child Welfare Ordinance, 1946–57	A2942, 952
Child Welfare Ordinance, 1956	A2942, 1067
Revision of Child Welfare Ordinance	68/37
Research and investigation into policy question involving Child Welfare Ordinance	68/1227
Child Welfare Committee meetings	69/1630 part 4
Formation of the Child Welfare Committee Act	69/4068
Child Welfare Act, amendments proposed ordinance	70/176
Child Welfare Committee meetings	73/1510 part 5
Housing and Welfare Policy Branch, child care, revision of legislation	76/221
Housing and Welfare Policy Branch, ACT consultative Committee on Child Care	76/964 part 4
Welfare Branch child care brochures	W1980/02898
Welfare Branch child care statistics	W1983/00239
Legislation and Legal Policy Branch, proposed child welfare ordinance	W1984/01306
Legislative Counsel's Office, child welfare (saving and validation ordinance)	87/8945
Legislation and Legal Policy Branch, prescription of child welfare laws for purposes of the Family Law Act	87/13321
Administrative Law and Justice Branch, child welfare law matters, Standing Committee of Attorneys-General	89/13414
National Archives, Canberra	
Children's Welfare Committee, Canberra, minutes, 1925–26	CP698/9, 20/2A part 2
Child welfare ACT proposed ordinance, 1933–67	A1, 1961/1477
Juvenile Offenders (Detention) Agreement Ordinance ACT, Child Welfare Agreement Ordinance, 1935–42	A432, 1954/2889
Child welfare, establishment of pre-school centres, ACT and Territories, 1940–45	A1928, 155/17/2/7
Child Welfare Agreement Ordinance ACT, 1936–62	A432, 1961/1212
Canberra Youth Welfare Association, 1937–38	A461, K317/1/5
Maternal and child welfare Canberra Mothercraft Society, new buildings, 1941–47	A1928, 680/23/2/ section 1
Child Welfare Committee, 1956–69	M123, 4
Child Welfare Ordinance, provision of shelter for children remanded in custody, 1959–60	A432, 1959/2276
Child welfare law of the ACT, agreement with NSW, 1961–63	A463, 1961/6624

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Selected RecoRdS Relating to cHild weIffaRe (continued)

Photograph of First Barnardo Home opened in Canberra, 29 February 1964	A1200, L46680
Child Welfare Ordinance ACT, persons attaining 18 years, 1967–68	A432, 1967/2194
Child welfare law reform in the ACT, 1979–81	A463, 1979/835
Child welfare in the ACT, 1985	A11116, CA1310 part 1

adoptions

Adoption of children in the Territory was first regulated by the Adoption of Children Ordinance 1938. Adoptions had to be approved by the Court of Petty Sessions (now the ACT Magistrates Court), and applicants wanting to adopt a child had to be over 25 years old. Today, adoptions in the Territory are regulated by the ACT Government's *Adoptions Act 1993*. Given the sensitive nature of child adoptions, access to such records is closely regulated.

Selected RecoRdS Relating to adoption**ArchivesACT**

Adoption of Children Ordinance, 1937–57	A2942, 628
Adoption cases, 1955–60	A940
Casework and adoption files, 1968–74	A4582
Casework and adoption files, 'W' (Welfare), 1975–	A4585

National Archives, Canberra

Adoption of Children Ordinance ACT, 1937–49	A432, 1953/1702
Adoption of Children Ordinance 1938, birth registration procedure, 1938	A432, 1938/505
Adoption of children ACT, 1940–54	A462, 742/1/13
Adoption of Children regulations, 1963–69	A432, 1963/1233
Adoption of Children rules ACT, 1960–72	A432, 1960/1217
Adoption of Children Ordinance 1964, 1964–69	A432, 1964/2421 parts 1–2
Adoption of Children Ordinance 1965–1966 (ACT), amendments, 1971–77	A432, 1971/5529

legal aid services

In July 1973, Attorney-General Lionel Murphy announced the establishment of the Australian Legal Aid Office. The office conducted undefended divorce, ancillary and family law proceedings arising under federal legislation on behalf of people who could not afford the cost of legal representation. The office also performed the role of Public Defender, defending persons charged with offences before the courts.

Offices were established throughout Australia; an ACT Office opened in September 1973, although a Legal Services Bureau had operated in Canberra since 1949.¹⁷ In 1978, the Legal Aid Office was superseded by a Legal Aid Commission, which still operates today under the name Legal Aid ACT.

Selected RecoRdS Relating to legal aid SeRViceS**National Archives, Canberra**

Legal aid to poor persons in the ACT, 1933–71	A432, 1960/2103 parts 1–5
Legal Service Bureau correspondence files, 1949–55	A476
ACT legal aid, civil, 1965	A432, 1965/2576

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Selected RecoRdS Relating to Legal aid SeRViceS (continued)

Legal aid and financial assistance case and administration files, 1974–77	A7432
Appointments to the legal aid commission ACT, 1977–81	A463, 1977/2468
Transfer of staff to the ACT Legal Aid Commission, 1977–82	A2130, S1976/1442 parts 1–2
Rae Else-Mitchell – folders of papers relating to the Legal Aid Commission, 1977–84	M1518
Legal Aid Commission ACT, appointments, 1980–87	A463, 1986/1916

committee of Review of welfare Services and policies in the act, 1984–85

On 22 May 1984, Minister for Territories and Local Government Tom Uren announced the formation of a committee to review the provision of welfare and community health services throughout the Territory. The committee was asked to examine the efficiency and equity of existing welfare policies and services; existing administrative and organisational arrangements for the development, management, monitoring and evaluation of welfare, and relevant community policies and services; as well as existing policies and arrangements for corrective services.

The committee presented its report in December 1984, with 203 recommendations that highlighted issues involving fragmentation of current services and delivery. It recommended that the Territory have its own Department of Community Services, operating separately from the Department of Territories and assuming some of its functions.

An interdepartmental committee was formed in March 1985 to review the committee's recommendations. In July 1985, Cabinet noted that of the 203 recommendations, 58 had been or were being implemented, 108 were supported but required further resources and planning, and 37 were not supported.¹⁸ Cabinet agreed to support the principal recommendations, but only from within existing resources.

On 24 July 1987, most administrative functions applicable to the Territory, including welfare, were brought together in the newly created ACT Administration. The provision of general welfare services in the Territory today is the responsibility of Housing and Community Services ACT, a division of the Community Services Directorate.

Selected RecoRdS Relating to tHe committee of ReView of weLfaRe SeRViceS and policieS in tHe act**National Archives, Canberra**

Correspondence files, 'WR' (Welfare Review), 1984–85	A6380
Folders of submissions, 1984–85	A6381

Endnotes

¹ ArchivesACT, *Divorce Records* (finding aid), 2011.

² ArchivesACT, *Wills, Probate and Letters of Administration* (finding aid), 2008.

³ *The Canberra Times*, 11 July 1966, p. 8.

⁴ ArchivesACT, *Cemeteries* (finding aid), 2008.

⁵ *The Canberra Times*, 23 March 1950, p. 2.

⁶ 'Report together with Minutes of Evidence Relating to the Proposed Erection of Cottages at Canberra', 30 April 1930, p. v, *Parliamentary Papers*, 1929–31, volume 3, pp. 1017–86.

⁷ Jim Gibbney, *Canberra 1913–1953*, Australian Government Publishing Service, Canberra, 1984, p. 24.

⁸ NAA: A5908, 135.

⁹ National Library of Australia: (Tom Uren) MS 5816, series 4, folder 49, box 18.

¹⁰ NAA: A5908, 135, 23 June 1971.

¹¹ 'Review of Commonwealth Functions, Prime Minister's Statement to the Parliament', 30 April 1981, *Parliamentary Papers*, 1981, volume 8, paper 96, p. A1.

¹² NAA: A14039, 4527, 13 December 1984.

¹³ National Library of Australia: MS 6055, series 12, folder 9, box 71.

¹⁴ 'Homelessness: A Capital Problem, Report of a Committee of Inquiry into Homelessness and Inadequate Housing in the ACT and Surrounding Regions', January 1984, *Parliamentary Papers*, 1984, volume 12, paper 152.

¹⁵ NAA: M123, 4.

¹⁶ ArchivesACT, *Child Welfare Policy Records* (finding aid), 2012.

¹⁷ NAA: A5915, 641, 4 September 1973.

¹⁸ NAA: A14039, 3086, 15 July 1985. The submission lists all 203 of the committee's recommendations.

Chapter 14 Transportation: trains, planes, buses and cars

Throughout the Territory's history, a range of alternative forms of transportation has been considered, although in the end only a few have actually been implemented. This chapter discusses the Territory's involvement with railways, aviation and motor transport.

Railways

The history of Canberra includes several proposals to build railway lines connecting the city with various locations. Most of these lines were never built.

queanbeyan–civic via Kingston Railway

In 1887, the NSW Government completed a rail line to Queanbeyan as part of the Goulburn–Bombala branch line. Walter Burley Griffin's original plan for the Territory was for a railway terminating at Canberra City, with stations on the north, east and south. When Canberra was named in 1913, work began on a new railway linking the capital with Queanbeyan. The line extended to Eastlake (now Kingston) and was completed in May 1914, however, it was only used for the transportation of freight. Passenger services did not begin until October 1923.

In 1915, the Public Works Committee examined a proposal for a permanent rail line from Eastlake to the city centre, five miles (8.5 kilometres) long and costing £378,972. The committee thought the proposed line was too expensive and recommended a temporary line costing £37,000.¹ Work began on the line in May 1921, via a bridge over the Molonglo River. The line curved to the north-west in Reid, behind St John's Church and the Canberra Institute of Technology. A platform was built in what is now Garema Place, while the line continued on to a marshalling yard in Elouera Street, Braddon. The track was owned and maintained by the Commonwealth Railways with trains operated by the NSW Government Railways.

In July 1922, a flood on the Molonglo River washed away the legs of the trestle bridge and left the deck suspended by the rails, sagging into the water. From that time, rail services ended at Kingston. Cabinet reviewed the issue of rebuilding the line in September 1924, but simply deferred the matter.² The Molonglo River Bridge was never rebuilt and the rails were removed in the 1940s.

With the commencement of passenger services to Kingston in 1923, work began on a station that was completed in April 1924. The service was upgraded in 1927 with the introduction of a Canberra portion of the Cooma–Sydney overnight mail train, connecting with Melbourne night trains at Goulburn.³

The Civic line remained an unresolved issue until February 1950, when Cabinet considered a recommendation that it be abandoned. It noted that the initial intention had been to connect the Civic line with a proposed extension to Yass, and that commercial lessees were told in December 1924, at the time when the first land leases were offered, that properties in the city would be near the new line. Cabinet approved the recommendation on 7 February 1950.⁴

A new passenger terminal building opened in Kingston in October 1966 and remains in use today. The Queanbeyan–Kingston rail service continues, although in December 2009 the ACT Government released a railway master plan that noted current rail infrastructure largely reflected past rail activity, and much of the infrastructure and associated facilities were no longer required. The plan reviewed options for the future use of the land, including a possible relocation of the Kingston station to Fyshwick and redevelopment of the Kingston site for residential purposes.⁵ The matter is still under review.

Selected RecoRdS Relating to tHe queanbeyan–ciVic Via KingSton Railway**National Archives, Adelaide**

Waterways and washaways, Queanbeyan–Canberra railway, 1915–26 B300, 3826

National Archives, Canberra

Queanbeyan to Canberra railway, 1911–15	A110, FC1915/450
Railway light line, Queanbeyan to Canberra, 1911–18	A364, DSS1918/102
Queanbeyan–Canberra railway, construction and cost involved, 1911–19	A199, FC1918/349
Federal capital railway communication, Queanbeyan and city site, 1912–14	A110, FC1913/675
Queanbeyan–Canberra railway, costs of work, 1913–14	A110, FC1914/283
Queanbeyan–Canberra railway, 1913–14	A202, 1914/1141
Queanbeyan–Canberra railway, financial arrangements, 1913–15	A110, FC1915/40
Queanbeyan to Canberra railway, general matters, 1914–15	A110, FC1914/1157
Queanbeyan to Canberra railway, 1914–17	A214, 13
City railway Canberra, 1915–17	A11960, 1917/78
Federal Capital, dams for ornamental waters and city railway, 1915–17	A11960, 1916/401
Proposed railway ACT, 1915–53	AA1984/430, 1
Canberra–Queanbeyan railway, 1916–17	A1, 1917/12126
Proposed railway passenger service, Queanbeyan–Canberra railway, 1916–17	A110, FC1917/115
Railway from Queanbeyan to Canberra, 1917	A110, FC1917/53
Queanbeyan–Canberra railway, 1919–20	A192, FCL1920/724
Canberra railway station, 1923–25	CP464/4, C1924/1212
Proposed railway bridge between Queanbeyan and Canberra, 1923–26	A1, 1926/4235
Boundaries of railway lands, Queanbeyan to Federal Capital area, 1923–27	A431, 1963/1998
Canberra city railway and terminal station, 1924–56	A431, 1956/2438 part 1
Canberra railway station, proposed railway station building, 1925	A2617, section 163/1386
Canberra railway station and line – fencing, lighting, and general improvements, 1926–31	A292, C7561
Erection of railway station, Canberra, 1926–37	A292, C7560
Queanbeyan–Canberra railway, 1927	A6006, 1927/09/20
Bill for the Queanbeyan–Canberra railway, 1928	A6006, 1928/04/18
Canberra–Queanbeyan proposed rail motor service, 1934	A1, 1934/7262
National capital development, Canberra–Queanbeyan railway, 1947–50	A292, C25683
Canberra railway, extension north of Molonglo River, 1950	A4940, C36
Queanbeyan to Canberra railway, transfer of control to New South Wales, 1961–66	A4940, C3373

canberra–yass Railway

In addition to the line from Kingston to Civic, early planning included a rail line to Yass. A railway connection between Canberra and the main southern line was specified in the Seat of Government Surrender Act. The NSW Government agreed that if the Commonwealth built a line from the Territory

to the border, New South Wales would join that line with the main southern railway near Yass. A plaster model prepared as part of the National Capital Design Competition in 1911 shows the route of the proposed line.⁶

In 1913, a trial survey of the proposed route for the line was undertaken, but only as far as Hall; it was not until 1916 that a formal survey of the proposed route was completed.⁷ Construction of the line was then referred to the Public Works committee. In its report presented in November 1916, the committee decided that there was no need for such a railway until the Territory's population justified it.⁸

The committee investigated the matter again in 1924 and concluded that the cost of the line was not justified. It did, however, recommend a more permanent line connecting Kingston with Civic.⁹ Cabinet considered the matter in September 1924 but decided against construction.¹⁰

In 1925, a proposal emerged for another railway to connect Canberra to Tumut in the south, and then on to the main southern line at Wagga Wagga. The Federal Capital Commission objected to the proposal, arguing that the railway should be built to the shortest point to the border as specified in the Seat of Government Surrender Act in order to reduce costs. Cabinet considered the railway again in April 1927, but simply deferred the matter.¹¹

In May 1941, Arthur Calwell asked in Parliament what the railway would cost and, 'in view of the great economic value of such a railway', would the government commit to the work. He was told that the estimated cost was £971,100 and the government would not commit to the project.¹²

The Canberra–Yass railway was considered as late as 1972. The Bureau of Transport Economics studied the line and presented its report, 'Economic Evaluation of a Canberra–Yass Rail Link', in December 1971. At the time, the line would have cost \$13 million to build; it would have been 72.4 kilometres long, and reduce travel to Melbourne by 125.5 kilometres. After considering the report, Minister for Transport Peter Nixon issued a media release on 1 February 1972 stating that in view of the line's cost, construction would not proceed.¹³

Selected Records Relating to the Canberra–Yass Railway	
ArchivesACT	
Report on Canberra railways by LT Thornton, 1950	A5130
National Archives, Canberra	
Yass to Canberra railway, 1913–28	A659, 1943/1/1961
Canberra–Yass railway, 1916–23	A431, 1956/1643
Canberra–Yass railway, 1921	A361, DSG21/412
Yass–Canberra railway, 1921–25	A364, DSS1922/20
Yass–Canberra railway, 1922	A364, DSS1921/73
Proposed railway Canberra–Yass, 1923–24	A414, 16, part 3
Plans, Yass–Canberra railway, 1923–24	A361, DSG23/1945
Canberra–Yass railway, general and witnesses, 1923–24	A11960, 1924/7
Yass–Canberra railway, 1924	A6006, 1924/09/10
Yass–Canberra railway, 1924–26	A6270, E2/26/483
Suggested railway schemes for linking Canberra with the main southern line, 1925	A199, FC1925/305
Proposed new railway, Melbourne–Canberra, 1925	A6266, G1925/1242
Canberra–Yass railway, question in Parliament by Senator Grant, 1925	A1, 1925/20993
Proposed railway line, Canberra–Yass, 1926–42	A461, B418/3/2
Yass–Canberra railway, 1965–91	A431, 1971/0743 part 2
Construction of a railway between Canberra and Yass, 1969–72	A5882, CO693

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Selected RecoRdS Relating to tHe canbeRRa–yaSS Railway (continued)	
Bureau of Transport Economics study, Canberra–Yass railway, 1969–74	B461/4, 1971/5009 parts 1–2
Bureau of Transport Economics study, Canberra–Yass railway, 1971	B461/4, 1971/5010
Bureau of Transport Economics study, Canberra–Yass railway, freight forwarders 1971–72	B461/4, 1971/5011
National Archives, Sydney	
Field books, 'E', 1911–22	D2811
Field books, 'B', 1911–27	D2812
Level books, 'C', 1912–15	D2813
Field books, Canberra–Yass and Canberra–Queanbeyan, 1915–22	D2815
Level books, Canberra–Yass and Canberra–Queanbeyan railways, 1921–26	D2814

canberra–Jervis bay Railway

In addition to a railway to Yass, another line was planned to connect Canberra with Jervis Bay. As part of the Seat of Government Surrender Act, the NSW Government agreed not to claim compensation from the Commonwealth for its cost in building the line.

A proposed route for the line was explored in 1909, and a trial survey took place in 1914. Plans for the line were prepared but nothing further eventuated, and the matter was never considered by the Public Works Committee.

When responding to a public query about the line, Minister for Home and Territories Alexander Poynton wrote to Minister for Works and Railways L Groom informing him that: 'I do not think that there is the slightest hope of any developmental works being undertaken at Jervis Bay for a long time to come [and] construction of the line ... will be in the vicinity of two million pounds'.¹⁴ In the end, the project was simply allowed to disappear.

Selected RecoRdS Relating to tHe canbeRRa–JeRViS bay Railway	
National Archives, Adelaide	
Canberra–Jervis Bay railway, 1917–48	B300, 6430 part 5
National Archives, Canberra	
Correspondence, recommendations and reports relating to the question of water supply, proposed railway to Jervis Bay, and electric light and power supply, 1909	A100, A1909/10275
Railway, Bomaderry–Naval College, Jervis Bay, 1909–16	A110, FC1916/31
Federal Capital–Jervis Bay, route of railway line, 1912–13	A202, 1912/137
Canberra–Jervis Bay railway line, 1912–14	A110, FC1914/866
Federal Capital railway survey, Canberra–Jervis Bay, 1915–48	A431, 1956/1799
Railway line, Canberra–Jervis Bay, 1919–30	A1, 1930/6240
National Archives, Sydney	
Field books, 'A', 1910–16	D2820
State Records, New South Wales	
Federal Capital site (report by officers of the Department of Public Works on the proposed railway connection between Yass–Canberra and Jervis Bay), 1909	929, 3

industrial railways

Several small railways were also built, or considered, as part of construction projects within the Territory. A railway was built during the construction of Cotter Dam between 1912 and 1915. The line was demolished with the dam's completion.

Another industrial line was built in 1923, from the Yarralumla Brickworks to Old Parliament House. The line passed along Adelaide Avenue and round the north of State Circle, passed Old Parliament House and continued to Kingston. A branch also went to the Hotel Canberra. The line was dismantled in 1927, during preparations for the opening of Parliament House.

In 1915, the British Government asked the Australian Government to construct an arsenal. Four sites were considered, and Tuggeranong chosen. Plans and costings were also prepared for a railway to connect the arsenal with the line from Queanbeyan via Fadden, Erindale, Wanniassa and Oxley to a proposed station in north-east Greenway. The line would have been 12.5 miles (20 kilometres) long and cost £89,765. The Public Works Committee approved the line in 1918.¹⁵ Neither the arsenal nor the railway was ever built.

Selected RecoRdS Relating to induStRial RailwayS	
National Archives, Canberra	
Canberra–Tuggeranong railway, 1916–17	A792, 1917/1
Water supply Parliament House, Canberra streets, proposed arsenal railway (1918), 1916–23	CP277/1
Arsenal town site and railway communication and arsenal railway, 1917–18	A11960, 1918/221
Commonwealth arsenal location of town railway communication, 1918	A6006, 1918/8/2
Arsenal railway, evidence taken at Melbourne and Canberra, 1916–18	A11960, 1916/68 parts 1–5
Decisions of Cabinet sub-committee, location of arsenal town, tenure of land leasehold, railway for arsenal, 1918	A2023, B419/5/12
Arsenal Branch Railway Bill, 1918	A2863, 1918/48
Scheme for railway communication to the proposed arsenal at Tuggeranong, 1918–24	A271, AR19/36
Light railway alongside the Cotter River to service the Cotter Dam, 1926	A3560, 173
Parliament House under construction with the brickworks railway, 1926	A3560, 139

Very fast train

Since the 1980s, several proposals concerning a very fast train have been advanced. These have included linking Canberra with Sydney or Melbourne, or as part of a longer line connecting Brisbane with Melbourne. Some proposals have been put forward by government agencies and others by commercial companies. Although there has been considerable publicity concerning these proposals, to date nothing has eventuated regarding possible construction.

In June 1984, the CSIRO proposed a fast train linking Brisbane with Melbourne. In September that same year, the Bureau of Transport Economics said the project was uneconomic.¹⁶

In August 1989, ACT Chief Minister Rosemary Follett established an ACT Very Fast Train Advisory Committee to hear public submissions, conduct research and advise the government on the implications of the train for the Territory. The committee issued a report in 1990 supporting a fast train subject to its impact on Canberra's suburban structure.¹⁷

As recently as 2012, the Commonwealth government undertook a feasibility study into the proposal. In October that year Prime Minister Julia Gillard announced the project was still 'some time away'.¹⁸



Very Fast Train concept drawing of Gungahlin Terminus, circa 1990.

ArchivesACT: 2010-1219NCDCDrawing10035

Selected RecoRdS Relating to tHe VeRy faSt tRaIn pRoPoSal

ArchivesACT

Territory Planning Authority, very fast train project	90/1171
Intergovernmental Financial Relations and Economic Policy Branch, very fast train	90/3378
Parks and Conservation Executive Unit, very fast train	90/5674
Commercial Policy and Coordination Bureau, Very Fast Train Advisory Committee	90/6809
Environment and Planning Coordination Unit, very fast train taskforce	90/7202
Commercial Policy and Coordination Bureau, very fast train public comment and debate	90/7276
Commercial Policy and Coordination Bureau, very fast train letters requesting submissions	90/7277
Commercial Policy and Coordination, very fast train joint venture	90/7289
Very Fast Train Project Branch, ACT Advisory Committee report	90/12566
Very Fast Train Project Branch, very fast train rolling stock report	90/12567
Very Fast Train Project Branch, very fast train ACT taskforce	90/13424
Very Fast Train Project Branch, economic impacts on ACT submissions	90/13642
Lease Administration Branch, very fast train	90/15908
Policy and Research Branch, very fast train stage 1 project evaluation report	90/18646

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Selected Records Relating to the Very Fast Train Proposal (continued)	
National Archives, Canberra	
Very fast train policy, 1967–89	A1209, 1989/987 part 1
Artist's impression of the very fast train, 1987	A6135, K21/12/87/1
National Library, Canberra	
The Economics of the Very Fast Train – executive summary, 1990	472248
Report on the Very Fast Train Project – public consultation and major issues, 1990	1873029
Report for the ACT Office of Industry and Development – study of the economic costs and benefits of the Very Fast Train Project, 1990	1767434
State Records, New South Wales	
Sydney–Canberra–Melbourne fast train, CSIRO proposal, 1984	T84/0715, 581

Light rail (tram)

From time to time, proposals have also been advanced to provide Canberra with a light rail (tram) service. These proposals have included a line from Civic to Woden and, more recently, a line from Civic to Gungahlin. In November 2012, the ACT Government announced a commitment to build a light rail service from Civic to Gungahlin. After survey work and environmental studies have been completed, it is anticipated that construction of the line will commence in 2016.

Selected Records Relating to Light Rail	
ArchivesACT	
Public vehicles – private sector Gungahlin light rail proposal	91/18161
Public vehicles – private sector Gungahlin light rail proposal	92/2941
Public vehicles – private sector Gungahlin light rail proposal	92/6331
Public vehicles – private sector Gungahlin light rail proposal	92/12783
Legislation – trolley buses – electric trams and light rail	CrR85/512–01
Transport strategy – light rail and intertown transport	A91/0211–01

Aviation

Canberra's first airfield was established in March 1924 at Northbourne Aviation Ground, near the playing fields of today's Dickson College. Flights were infrequent and, when the lease expired in 1926, it was not renewed.

A new site was chosen in Majura Valley in November 1926, on what is now part of the current airport. It operated as a civil airport until 31 October 1940, when responsibility passed to the Department of Air and the airfield became known as 'RAAF Station, Canberra'. Since that time, the airfield has been operated on a joint (defence and civilian) basis.

Following the establishment of the National Capital Development Commission in 1957, an investigation of alternative sites for future aviation needs was undertaken. In the 1960s, the commission considered urban development in the Majura Valley adjacent to the airport and within reasonable distance of the Parliamentary Triangle. The Department of Civil Aviation identified an alternative airport site at Mulligans Flat (Gungahlin) to the north.

Based on aircraft movements at Fairbairn, which were considered to be nearing the capacity of the airfield, and the continued high growth rate of Canberra's population, the Department of Civil Aviation supported the identification of an eventual long-term alternative to Fairbairn.

In October 1970, Cabinet noted that 38 alternative airport sites had been examined, including Mulligans Flat. Cotton suggested that civilian aircraft should relocate to Lake George or Bungendore. Existing airport facilities should be improved until the new airport was completed.¹⁹

The area around Bungendore and Lake George was actually considered, but found to be too costly as the lake would have to be drained (to minimise the risk of fog), and the cost of a highway connecting the proposed airport to the city was thought to be excessive.

In the end, the government decided to upgrade Fairbairn's facilities and extend the main runway by 610 metres. The latter action called for referral to the Joint Parliamentary Committee on the ACT. In its June 1972 report, the committee noted the existing runways had been built in 1947 and that aircraft movements had considerably increased since then. It approved the project at a cost of \$2.25 million.²⁰

The next stage in planning Canberra's future aviation requirements was the Canberra Region Aviation Study, which began in April 1975.²¹ It examined Canberra's demand for 30 years until 2005, assuming a population of 750,000, and found that passenger movements would increase from 1 million to 9 million in that time. The existing airport could manage such numbers, but a second airport would be required in the 1980s. If Fairbairn remained as the principal airport, the study suggested that other suitable sites for a second airport could include Bungendore, Tillygreig, Uriarra and Gundaroo. However, it was noted that none of the sites was ideal, 'nor, for that matter, is Canberra (Fairbairn)'.²²

The lease to Canberra's commercial airport site was sold to Canberra International Airport Pty Ltd in 1998, and the RAAF area sub-leased back to the Department of Defence. It was decommissioned as an RAAF base in 2003 (although Number 34 Squadron RAAF remains based there), and the RAAF area was renamed Defence Establishment Fairbairn.

In the years since the sale of the lease, a series of upgrades has taken place at the airport, including major terminal upgrades. In early December 2007, plans were announced to construct a new terminal and parking centres. Work began in 2009 and is scheduled for completion in 2013.

Selected Records Relating to Canberra Airport

ArchivesACT

Site of Canberra airport, 1962–73	1962/95
Site of Canberra airport, 1962–73	1962/95
Canberra airport	SP17600
Pialligo	SP12575
Canberra Airport Planning Boundary Definition, 1987–	NC–87/01905
Pialligo Avenue and Morshead Drive, airport to City landscaping	NC–82/01413
Alternative site for airport	NC–75/01067#10
Alternative site for airport	NC–75/01067#9
Pialligo Avenue realignment south of airport	NC–71/00531#4
Horticultural Services Unit, turf and grasses – airport grasses	85/3332
Civil airport requirements of the ACT	71/2816
Lease of air space	88/13881
Canberra Tourist Bureau, Canberra Airport Consultative Committee	89/15271
Business Development and Marketing Branch, South Region International Airport Proposal	92/12925
Business Development and Marketing Branch, Canberra International Airport Proposal	92/16877

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Selected RecoRdS Relating to canbeRRa aiRpoRt (continued)	
National Archives, Brisbane	
Civil airport facilities for Canberra, 1970–75	J23, 1970/978 part 1
National Archives, Canberra	
Aerodrome site, Canberra, 1921–32	A1, 1931/1751
Aerodrome at Canberra, 1922–24	A199, FC1924/447
Aerodrome at Canberra, 1929	A6266, G1929/248
Canberra aerodrome licence action, 1932–43	A659, 1942/1/4550
Canberra aerodrome various improvements, 1932–46	A431, 1946/1977
Aviation, Canberra as England–Australia airport, 1933–38	A431, 1947/712
Canberra aerodrome erection of hangars, 1933–39	A1, 1937/1456
Canberra proposed RAAF aerodrome, 1937–45	A1, 1938/11674
Canberra aerodrome general management, 1937–47	A431, 1947/181
Civil aviation, suggested development of airport Canberra, 1939	A2617, section 119/6286
Canberra aerodrome, change of name to Fairbairn, 1941	A659, 1941/1/1552
Canberra aerodrome, transfer of control of to Civil Aviation, 1946–48	A431, 1959/606
Canberra airport, instrument landing system buildings, outer marker beacon and 2 KW power house, 1957	A2617, section 119/22152R1
Canberra airport master scheme, 1961–67	B595, 66/054/333 parts 1–2
Landscaping Canberra civil aerodrome, 1961–75	A1144, P&G1970/111
Canberra, investigation of alternative sites for airport, 1961–77	B595, 66/054/151 parts 3–4
New aerodrome for Canberra, policy, 1965–73	A463, 1972/4185
Canberra airport terminal building fire precautions, 1965–91	A431, 1968/2977
Liaison with Director-General of Civil Aviation, Canberra airport building approvals civil aerodrome, 1965–91	A4341, 1968/2941
Airport parkway, Fairbairn airport to Canberra, 1966	A4940, C4417
Canberra airport, provision of new terminal building, 1968	A660, CA354 parts 1–2
Canberra airport extensions to runway and ancillary work, 1968–73	A976, 1970/2104 parts 1–4
Inquiry into Canberra airport runway extension, 1971–72	A12812, 5
Leases granted by Civil Aviation at Canberra airport, rating matters, 1972–90	A431, 1972/144
City Parks Administration, landscaping Canberra airport, 1972–90	A431, 1976/4332
Cross sections, taxiways and runways, Canberra airport, 1974	A6664, L622 sheets 1–35
National Archives, Melbourne	
Canberra airport, Operation Plan 268, 1952–60	B3433, 10
Canberra airport model, control tower, 1973	B6295, 3434B
National Archives, Sydney	
Canberra airport, FCT, 1936–47	ST793/1, LG268
Canberra airport, ACT, 1947–49	ST793/1, 226/10/21 parts 1–2

Roads

In 1930, the Public Works Committee noted that Canberra was served by two interstate roads: Sydney via Goulburn and Queanbeyan, and Melbourne via Albury and Yass. The committee approved a proposal

to extend the Sydney road from the border to the city centre, a total of five miles (eight kilometres), at a cost of £50,000.²³

Following the establishment of the National Capital Development Commission in 1957, it embarked on a major program of road construction, particularly connecting new towns, such as Woden, with the city. Most roads were initially built with two lanes and were later duplicated as the demand warranted.²⁴ Parkes Way, from Russell Defence Offices to St John's Church, opened on 29 January 1961.

Work began on the Woden Parkway in 1965, however, in September 1966 the road was renamed Yarra Glen after a homestead belonging to the Campbell pastoral family. The first stage of Belconnen Way opened in November 1967, while duplication of the road was completed in December 1971. Work on the Tuggeranong Parkway began in 1969; the first stage opened on 7 February 1974.

In the 1970s, the commission designed a new road to run along the northern side of Lake Burley Griffin from Commonwealth Avenue and joining the Tuggeranong Parkway at the junction now known as Glenloch Interchange. Initially, the road was to be known as the Molonglo Arterial, but was later changed to Parkes Way. It was intended to be six lanes wide, but following a series of inquiries and public objections it was reduced to four lanes in 1975. Ironically, in 2013 the road is being widened to six lanes.

Following self-government in 1989, the construction of major roads became the responsibility of the ACT Government. In recent years, it has undertaken the construction of Gungahlin Drive Extension, first as two lanes completed in 2008, and then widened to four lanes, the latter being completed in October 2011.

In February 2013, work began on the Majura Parkway linking the Monaro Highway with the Federal Highway. It is the largest road project to be undertaken in the Territory, at a cost of \$288 million, and is expected to be completed in 2016.

Selected RecoRdS Relating to Roads

ArchivesACT

Arterial roads in the ACT	86/5236
Eastern parkway study	NC-84/1861
ACT on peninsula expressway design	NC-76/00135#1
Rural road study – southern ACT	NC-70/00183#1
Review of engineering and environmental practices – parkway and arterial road guidelines, pre-1986	NC-77/00275
Review of engineering and environmental practices – parkway and arterial road guidelines, pre 1986	NC-77/00275
Tuggeranong Parkway – Part 1	P&G1974/124
Eastern parkway – bridge over Canberra Avenue – construction	NC-87/01842#2
Eastern parkway – community comments	NC-84/00916
Eastern parkway – environment and landscape aspects, 1983 – Part 3	NC-83/02035#3
Gungahlin parkway – corridor	NC-76/01238
Molonglo parkway – regional role	NC-73/01453
Tuggeranong parkway – Kambah to Point Hut Crossing	NC-73/00823#2
Eastern parkway – design Tuggeranong section	NC-73/00822#2
Engineering brief – Eastern parkway corridor study	78/1363
Enquiry into the environmental implications of the proposed Molonglo parkway	73/2844

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Selected RecoRdS Relating to RoadS (continued)	
Murrumbidgee River – proposed metropolitan parkway	73/225
Nomenclature of roads and public places, associated with the new Parliament House	88/3145
Roads program, 1988–89	88/8507
ACT public works program – liaison meeting minutes, 1990–91	91/1940
Variation to policy plan	91/8389
National Archives, Canberra	
Commonwealth Avenue, Parkes Way interchange, 1961–75	A1144, P&G1969/67
Capital Circle, 1964–88	A431, 1971/4100
Parkes Way extension, effect on Lake Burley Griffin, 1972–75	A4306, ZA73/611
Parkes Way extension, effects on Lake Burley Griffin floods, 1974	A13312, 2
Parkes Way overbridge, Allara Street to Commonwealth Gardens construction, 1978	A1340, 1978/1231 parts 1–2
Parkes Way, Anzac Parade Coranderrk roundabout works, 1978–79	A1340, 1979/363 parts 1–2
National Library, Canberra	
Molonglo Parkway, 1973–75 (Tom Uren)	MS 5816, series 4, box 20 folder 94

Buses and cars

Canberra's first public bus service was operated by the Department of Works for the benefit of workmen constructing buildings in the new city. Starting in October 1923, the service originated from construction camps and 'tent cities' at Causeway and Pialligo and the railhead at Kingston. Two buses carried people to various building sites in Canberra City and Parkes.²⁵

The first general bus service started in July 1925 when a private operator, Helen Barton, began running buses to Queanbeyan from Ainslie and Eastlake.²⁶ Although a privately owned service linking Canberra with Queanbeyan and Yass survives today, private operations within Canberra were short lived because the Federal Capital Commission started its own service in August 1926. Initially, four buses provided a service between Eastlake and Ainslie, although by 1929 there were 12 buses.²⁷

A transport depot was built at Eastlake (now Kingston) in 1926. The building underwent substantial expansion and refurbishment between 1940 and 1941. The depot closed in 1992, and reopened as the Old Bus Depot Markets in September 1994.

From the beginning, the Federal Capital Commission provided a free bus service for school children, arguing that it was cheaper to provide the service than building more schools closer to Canberra's larger settlements.²⁸

During the early 1950s, bus services were expanded to Narrabundah, Yarralumla and O'Connor. These routes were extended further in the late 1950s with the development of Dickson and Campbell. Most buses served the Kingston and Manuka shopping centres. The first Woden Valley service was introduced in 1963. As other urban centres were completed, services were extended to them. By 1966, there were more than 45 buses in use.

Canberra's first bus interchange at Woden Town Centre opened in December 1972. It was one of the first purpose-built suburban bus terminals in Australia. A second interchange at Belconnen opened in January 1979.

On 14 February 1977, a new system was launched, the ACT Internal Omnibus Network (ACTION), in association with a major program to upgrade the service. This included the purchase of new vehicles, a new range of pre-purchased tickets, passenger facilities such as shelters, and a new bus colour scheme.

In 1981, the Fraser government contemplated selling ACTION. The matter was referred to an interdepartmental committee and, in December 1981, Cabinet approved a recommendation that nothing would be gained from the sale and the service should remain publicly owned.²⁹

In the years prior to self-government, while Cabinet grappled with priority issues such as defence and security, it also dealt with less weighty matters. In June 1973, for example, Cabinet considered a recommendation to increase the cost of Canberra bus fares and finance the upgrade of the service by including a \$10 levy on all vehicle registrations. Cabinet decided not to increase fares and not to impose the levy.³⁰ Similarly, in 1985, the Hawke government, while dealing with issues such as the Australia Card and American testing of intercontinental ballistic missiles in the western Pacific Ocean, also grappled with the possibility of air conditioning ACTION buses.³¹

Today, ACTION is part of the ACT Government's Territory and Municipal Services. It has a fleet of more than 400 buses and provides services throughout Canberra. It currently maintains depots at Woden, Tuggeranong and Belconnen. In February 2013, the government announced that 77 diesel-powered buses would be added to ACTION's fleet over the next four years.



Bus shelter installation, Erindale, 1990.

ArchivesACT: 2013/9244/4

Selected Records Relating to bus Services	
ArchivesACT	
Bus stops general, 1942–51	A2942, 438
Kingston Bus Depot – extensions	NC–65/00126#1
Belconnen Bus Interchange Stage 1 – design and construction	NC–75/01511#1
Canberra city omnibus fares	T1974/74
Canberra omnibus advertisements (deregistered 3/06/58)	A921–F744
Commonwealth motor omnibus fares regulations	A3518/1072
Omnibus waiting sheds – general Ainslie omnibus depot drinking water sanitary facilities	A3217/448
ACTION (ACT Internal Omnibus Network)	74/1707
Murray Valley Coaches – motor omnibus services – licence number 7 – Albury to Canberra	54/547
Battery electric vehicles	81/01561
Manufacture and erection of shelters at bus stops – design and construction series, 1983–84	NC–83/00189
Manufacture and erection of shelters at bus stops – design and construction series VIII, 1984–85	NC–84/00189
Bus shelters – review of design	NC–93/01791#1
Infrastructure Division – bus shelters review of design	89/2333
Provision of concrete bus shelters	90/769
National Archives, Canberra	
City Bus Service general matters, 1925–30	A6266, G1929/3528
Helen Barton's motor bus service, 1925–31	A6266, G1928/3789
City bus service, 1926	A6090, AG17
City bus services, supply of four AEC buses, 1926	A6266, G1926/2305
Correspondence regarding the establishment of bus routes in Canberra, and the provision of transport for officers of the Social Service Association, 1926–28	CP698/9, 63/1
Helen Barton motor bus service, FCT, 1926–31	A1, 1930/6174
Transport, motor bus and motor car service, Canberra, 1926–32	A292, C5426
City bus service general matters, 1929–52	A1, 1938/28530
Motor Traffic Ordinance Bus Service, city area and Canberra–Queanbeyan, 1930	A430, G52
Erection of bus shelters, 1931–32	A1, 1931/6489
Canberra Bus Services purchase of buses, 1933–41	A659, 1942/1/698
Bus shelters Canberra, 1934	A2617, section 104/5289
Transport, Canberra bus services, purchase of buses, 1941–44	A659, 1944/1/222

Registration of motor vehicles

The registration of motor vehicles within the Territory, and the issue of driver's licences, began via the Motor Traffic Ordinance 1926. Previously, vehicles were registered within the NSW registration program.

Registration plates were blue and white and consisted of a single number with an FCT (Federal Capital Territory) prefix. The legislation stipulated that in order to be registered, vehicles had to be capable of being driven both forwards and in reverse. The introduction of three letter-three number licence plates, starting with YAA-001, began in 1968.³²

Selected Records Relating to the Registration of Motor Vehicles

ArchivesACT

Motor vehicle registration files, private, 1936–	A1283
Motor vehicle registration files, 'MO' (Motor Omnibus), 1936–	A1634
Correspondence files, 'MOL' (Motor Omnibus Licence), 1936–	A1635
Motor vehicle registration files, 'T' (Trailers), 1936–	A1284
Motor vehicle registration files, 'CY' (Cycles), 1936–	A1287
Correspondence files, 'MOSL' (Motor Omnibus Service Licence), 1936–	A1636
Correspondence files, 'D' (Trader's Licence), 1936–	A1637
Motor vehicle registration files, 'MT' (Motor Tractors), 1936–64	A1285
Motor vehicle registration files, 'DC' (Diplomatic Corps), 1943–	A1286
Motor vehicle files, 'C' (Commonwealth), 1961–	A1947
Motor vehicle files, 'Z' (Commonwealth), 1961–	A1948
Motor vehicle files, 'C' (Ministerial), 1961–	A1949
Daily transactions of licensing and motor vehicle registrations, 1962–	A1402

Endnotes

- ¹ 'Report together with Minutes of Evidence and a Diagram Relating to the Proposed City Railway at Canberra', 24 November 1916, *Parliamentary Papers*, 1914–17, volume 4, pp. 781–828.
- ² NAA: A2718, volume 1 part 2, 10 September 1924.
- ³ Historical notes taken from John Kain, *Railways of the National Capital, 1913–1993*, Canberra, 1993.
- ⁴ NAA: A4639, 33, 1 February 1950.
- ⁵ 'Railway Master Plan for the ACT', actpla.act.gov.au, 2009.
- ⁶ NAA: M1492.
- ⁷ *The Queanbeyan Age*, 28 October 1913, p. 2.
- ⁸ 'Report together with Minutes and Evidence and a Diagram Relating to the Proposed City Railway at Canberra', 24 November 1916, *Parliamentary Papers*, 1914–17, volume 4, pp. 781–828.
- ⁹ 'Report together with Minutes and Evidence Relating to the Proposed Construction of a Railway to Connect Canberra with Yass', 6 May 1924, *Parliamentary Papers*, 1923–24, volume 4, pp. 829–76.
- ¹⁰ NAA: A2718, volume 1 part 2, 10 September 1924.
- ¹¹ NAA: A2718, volume 2, 7 April 1927.
- ¹² *Parliamentary Debates*, House of Representatives, volume 167, 29 May 1941, p. 56.
- ¹³ A draft copy of the report can be found in NAA: B461/4, 1971/5009, part 1; the final report could not be located.
- ¹⁴ NAA: A1, 1930/6240, 5 October 1921.
- ¹⁵ 'Report together with Minutes of Evidence Relating to the Proposed Arsenal Railway', 29 October 1918, *Parliamentary Papers*, 1917–19, volume 6, pp. 433–70.
- ¹⁶ Historical notes about the very fast train project have been taken from 'Australian Very Fast Trains: A Chronology', Background Paper 16, Paula Williams, April 1998.
- ¹⁷ ACT Government, *Response to the VFT Concept Report*, Canberra, 1990.
- ¹⁸ *The Canberra Times*, 10 October 2012, p. 2.
- ¹⁹ NAA: A5869, 566, October 1970.
- ²⁰ 'Report relating to the Proposed Extension of 17/35 Runways, Taxiways and Aprons at Canberra (Fairbairn) Airport', 29 June 1972, *Parliamentary Papers*, 1972, volume 8, paper 8.
- ²¹ NAA: A463, 1972/4185.
- ²² 'Canberra Aviation Study Management Committee Final Report', November 1977, p. 5.

²³ 'Report together with Minutes of Evidence Relating to the Proposed Construction of a Federal Highway within the Federal Capital Territory', 11 April 1930, *Parliamentary Papers*, 1929–31, volume 3, pp. 1087–132

²⁴ Historical information on the construction of roads was taken from the commission's annual reports.

²⁵ Historical notes on Canberra's bus service were taken from 'The History of Public Transport in the ACT', action.gov.au/doc/aboutus, accessed 3 January 2013.

²⁶ *Daily Telegraph*, 10 May 1927, p. 3.

²⁷ Federal Capital Commission, *Annual Report*, p. 34, *Parliamentary Papers*, 1929–31, volume 3, pp. 2915–3008.

²⁸ Federal Capital Commission, *Annual Report*, p. 19, *Parliamentary Papers*, 1926–28, volume 2, pp. 1185–306.

²⁹ NAA: A12909, 5196, 4 December 1981.

³⁰ NAA: A5915, 406, June 1973.

³¹ NAA: A14039, 2313, 1 March 1985.

³² *The Canberra Times*, 13 October 1967, p. 1.

Chapter 15 The arts, community and sport

This chapter focuses on a range of issues, including the emergence of Canberra's performing arts, the development of community groups, and Canberrans' love of sport.

Performing arts

The performing arts developed quickly in the Territory, although the emergence of formal teaching courses took much longer. The Canberra Brass Band, sometimes referred to as the Canberra City Band, was formed in 1925 and performed for the first time on 28 November 1925 to mark the beginning of construction of the Causeway Hall.¹

The Canberra Philharmonic Society was formed in 1926 and *The Canberra Times* noted that the society would perform its third concert on 27 September 1926 at the Causeway Hall. The society was scheduled to play excerpts from several operas, including *Lucia de Lammermoor* and *Tales of Hoffman*.²

Selected RecoRdS Relating to tHe canbeRRA bRaSS band and canbeRRA pHilHaRmonic Society	
ArchivesACT	
Canberra City Band	88/12054
Accommodation for the Canberra City Band at Watson HS	89/3008
Canberra City Band – requests for services of departmental officers	70/211
Canberra City Band – musical instruments and equipment stocktake	71/4447
Canberra City Band – administrative arrangements	77/771
Canberra City Band	88/12054
Tenancy for Canberra City Band, Block 1 Section 13, Watson	92/5681
ACT Committee on Cultural Development – Canberra Philharmonic Society – correspondence	75/2944
ACT Committee on Cultural Development – Canberra Philharmonic Society – correspondence	77/125
Canberra Philharmonic Society – correspondence	83/1817
Arts grants – Canberra Philharmonic Society, 1987	86/3607
National Archives, Canberra	
Canberra City Band, general file, part 1, 1925–29	A431, 1946/39
Canberra Philharmonic Society, accounts and statements as presented by EA Moule, late Secretary and Conductor, 1926	CP698/9, 55/3
Photograph of visit to Canberra by Young Australia League boys from Western Australia, brass band forming up, 1927	A3560, 2669
Photograph of Canberra Philharmonic Society in front of the Canberra Hotel ,1927	A3560, 738
Canberra City Band, general file, part 2, 1930–39	A431, 1946/40
Canberra City Band, venue of public performances, 1933–36	A1, 1936/602
Canberra City Band, general file, part 3, 1936–46	A431, 1949/59
Canberra City Band, general file, part 4, 1946–58	A431, 1949/1799
Canberra City Band, general correspondence, part 1, 1947–61	A431, 1962/969

canberra theatre

The Canberra Theatre, located at the top of City Square (and sometimes referred to as the Civic Auditorium), was designed as two adjacent entertainment areas: an auditorium holding 1200 people, and a smaller playhouse for 300 people. The contract for construction was let in 1964 and the theatre, which continues to this day, opened on 24 June 1965.



A scene from *Jesus Christ Superstar*, performed at the Canberra Theatre, 1980. Photographer: Michael Jensen.
NAA: A6180, 9/1/80/10

Selected RecoRdS Relating to tHe canbeRRA tHeatRe	
ArchivesACT	
Canberra Theatre Trust – appointment of trustees	87/404
Canberra Theatre Centre – activities	87/6967
Canberra Theatre Trust – minutes of meetings, 1987	87/7568
Canberra Theatre Company	89/6443
Canberra Repertory Society – application for theatre site	69/1963
Canberra Theatre Centre – Part 1	69/4006
Canberra Theatre Centre – handover – Part 1	72/1237
Canberra Theatre Trust – City Auditorium Ordinance, 1966	72/1285
Civic Square Redevelopment, Canberra Theatre Trust – liaison	90/6864
Canberra Tourist Bureau – youth promotions – Tourist Theatre experience	89/13900
Childers Street Theatre – upgrading on behalf of Canberra Theatre Company	90/211
Canberra Theatre complex – redevelopment study	92/1640
Canberra Theatre Centre – design and construction	NC-60/00400#1

continued over

Selected RecoRdS Relating to tHe canbeRRA tHeatRe (continued)**National Archives, Canberra**

Proposed establishment of national theatre, Canberra, 1950–52	A431, 1950/1148
Canberra Theatre Trust and proposed theatre, 1959–62	A431, 1963/1075
Canberra Theatre Trust, 1966	A432, 1966/3004

canberra School of music

In 1926, John Butters, Chairman of the Federal Capital Commission, visited Melbourne and met staff from the University Conservatorium of Music. He later suggested that staff from the university and the Sydney Conservatorium of Music visit Canberra and advise on establishing a conservatorium; the proposal came to nothing. It would be another 39 years before a school of music was realised.

In December 1964, Ernest Llewellyn, Leader of the Sydney Symphony Orchestra, submitted a report supporting the school's establishment. Llewellyn commented that facilities for the presentation and participation in the performing arts had lagged behind Canberra's development. Noting that the Canberra Theatre was then under construction, Llewellyn said that the 'existence of a good School of Music is a vital necessity if material is to be provided for the full realisation of the Civic Auditorium's value to Canberra'.³

The Canberra School of Music was established on 16 June 1965, with Llewellyn as its founding Director. The school was first located in Manuka, in a building previously used by the Canberra Mothercraft Centre. Initially, the school provided a three-year diploma course, but by 1969 this had expanded to a four-year course. That same year, new facilities were approved in Childers Street, Civic, on land that was once the sports ground of the Canberra High School. Construction began in 1973 and was completed in 1976.

In June 1975, Cabinet reviewed and deferred a proposal for the School of Music to be established as an autonomous body with a governing council, and that its teaching courses be expanded to full tertiary level.⁴

Selected RecoRdS Relating to tHe canbeRRA School of muSic**ArchivesACT**

Conservatorium of Music	1964/85
Canberra School of Music opera workshop – arts grants, 1988	88/1160
Canberra Institute of the Arts, School of Music – Stage 2	89/9030
Canberra School of Music – Section 28, City	70/3324
Friends of the Canberra School of Music – capital and equipment grant	82/3675
Commonwealth Institutions Accreditation Committee for Advanced Education – courses at Canberra School of Music, 1982 – Part 1	83/3556
Canberra School of Music – user requirements	NC-70/00681#1
CDF grants – Canberra School of Music silver anniversary concert, 1990–91	90/7835

National Archives, Canberra

Establishment of Conservatorium of Music, Canberra, 1926	A1, 1926/4725
Proposed Conservatorium of Music in Canberra, 1926	A6266, G1926/1170
School of Music, 1953–58	A10857, IV/87/LE part 2
Canberra School of Music landscaping, 1961–75	A1144, P&G1967/73
Canberra School of Music, appointment of a principal teacher, 1963–64	A463, 1963/2442

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Selected Records Relating to the Canberra School of Music (continued)	
Building for Canberra School of Music, 1967	A4940, C4685
New building for Canberra School of Music, 1967–68	A5842, 543
Canberra School of Music, 1969	A463, 1969/2955
Change in status of Canberra School of Music, 1975	A5931, CL1532
Change in status of Canberra School of Music, 1975	A5915, 1817
Change in Status of Canberra School of Music, 1976	A10756, LC451

canberra School of art

The Canberra School of Art was established as a separate entity on 1 January 1976; previously it was part of the Canberra Technical College. The school provided tertiary-level courses in ceramics, graphic investigation, painting, printmaking, sculpture, photo media, wood, glass, leather, gold and silver smithing, and textiles and fibres, leading to professional careers in arts and crafts. The school also provided a venue for exhibitions, lectures and performances in the visual arts.

canberra institute for the arts

In February 1988, the School of Music combined with the School of Art to become the Canberra Institute for the Arts. For a short time, the institute was funded jointly by the Commonwealth and Territory governments, however, negotiations were held with the Australian National University for it to assume responsibility. The proposed arrangement was designed to achieve autonomy for the institute, while giving students academic and administrative benefits by being aligned to a larger institution. In 1992, the institute became part of the Australian National University and remains so today.

Selected Records Relating to the Canberra Institute for the Arts	
ArchivesACT	
Canberra Institute of the Arts	87/8343
Australian National University, Canberra College of Advance Education, Institute of Arts amalgamation	88/13916

artsACT

Canberra's arts are today supported by the ACT Government under the banner artsACT. In addition to the institutions already discussed, there is a range of other facilities designed to promote the arts, including Gorman House Arts Centre (formerly the Gorman House Hostel); Tuggeranong Arts Centre, opened in 1998; Ainslie Arts Centre (formerly Ainslie Primary School); Canberra Glassworks (formerly the Kingston Power Station), opened in 2007; Belconnen Arts Centre, opened in 2009; and the Manuka Arts Centre (formerly the Griffith Baby Heath Centre).

Selected Records Relating to teaching the performing arts	
Australian National University Archives	
Music – programs and publications, 1965–97	ANUA 263
Music – Council minutes, agenda papers and reports, 1974–88	ANU A211
Art – correspondence files, 1974–95	ANUA 209
Correspondence files relating to the Schools of Art and Music, 1976–87	ANUA 277
Art – minutes, publications and audiovisual material, 1976–2006	ANU A323
Art – publications, 1979–2003	ANUA 184
Art – posters 1982–2006	ANUA 313

Public sculpture and art

Since its resurgence in the late 1950s, Canberra has become renowned for its wide variety of public sculpture and artworks. The National Capital Development Commission was keen to promote the placement of sculpture and art as part of the Territory's developmental program. In its fourth annual report, it noted that Canberra had few statues and only one fountain, being the recently completed fountain in Civic Square.⁵ In its sixth annual report, the commission explained that sculpture, when 'used with care and restraint, must add interest to buildings and landscape'.⁶ In most of its subsequent reports, the commission included a section on sculpture and listed the works commissioned or completed during that year.

The commission established an Artworks Committee to promote a program of design and placement of works of art around Canberra. Other committees were later established, including a Sculpture Committee.

One of the commission's first and probably most well-known artworks is *Ethos*, a four-metre high bronze statue located in Civic Square, sculpted by Tom Bass and unveiled in 1961.⁷ Melbourne artist Norma Redpath sculpted the artwork and fountain near the entrance to the Treasury Building. Other artworks located throughout the city, in various buildings, shopping centres and parks, include fountains, sculptures, murals, mosaics, stained glass and tapestries.⁸

The commission was also keen to include artworks in all new schools, which became a requirement stipulated in architectural design briefs. The first commissioned school artwork was a pair of murals flanking the entrance to Lyneham High School in 1960. In subsequent years, many artworks have been installed in Canberra's schools and colleges.⁹

Since self-government in 1989, the responsibility for public art in the Territory has been divided between the Commonwealth and ACT governments. In March 1996, the ACT Government established the Public Art Consultative Committee to assist with the development of a public art program throughout the Territory.

Selected RecoRdS Relating to public SculptuRe and aRt	
ArchivesACT	
Sculpture acquisition program for schools	NC-71/01559
Sculpture provision of minor pieces for schools	NC-71/00107
Sculpture and artworks in the ACT, policies and practices, prior to 1982	NC-76/00122
Sculpture and artworks in the ACT, policies and practices, 1982–	NC-82/01586 parts 1–2
Art in public places, policy	87/1798
Art in public places, public art, policy	89/12510
Specification for artworks, design approval	96/11926
National Archives, Canberra	
Minutes of Sculpture Committee meetings, 1966–75	A8844
Minutes of Artworks Committee meetings, 1975–78	A8845
Artworks Committee meetings, 1980	A1340, 1980/11

ACT Government cultural institutions

Like most governments, the ACT Government supports a number of cultural institutions on behalf of the people of Canberra.

Libraries

The ACT Heritage Library, located in Woden, is the Territory's pre-eminent community reference library, collecting a range of material documenting the history of Canberra and the region.

The ACT Government also maintains a series of regional libraries throughout the Territory, located at Belconnen, Civic, Dickson, Erindale, Gungahlin, Kingston, Kippax, Tuggeranong and Woden. Both the Erindale and Gungahlin libraries are joint-use libraries, providing a service for the general public and Canberra's college students (as stated in Chapter 10). The joint-use concept is an ACT Government initiative and the two libraries are among the largest of their type.

Territory Records Office and ArchivesACT

ArchivesACT is part of the Territory Records Office, which is the archival authority of the ACT Government. Established in 2008, it provides records management advice and assistance to government agencies, ensures the preservation of those records, and regulates public access to them. It derives its authority from the Territory Records Act.

Canberra Museum and Gallery

The Canberra Museum and Gallery (often referred to as CMAG) was opened in February 1998. It is the ACT Government's principal museum and art gallery, and promotes objects and art works relating to the Canberra region. It is also home to a series of 24 paintings by artist Sidney Nolan, which were previously housed at Lanyon.

Community groups and festivals

For much of Canberra's history, local residents have organised themselves into community groups according to shared interests such as national heritage, theatre or sport. Some of Canberra's many community groups include the Canberra Repertory Society, Canberra Choral Society, Italo-Australian Club, Royals Rugby Club, ACT Sporting and Shooters Pistol Club, Canberra Croquet Club and Canberra Canoe Club.

The ACT Government has a range of programs in place to provide financial support to these and many other groups, including the ACT Arts Fund and the ACT Festival Fund.

Selected Records Relating to Community Groups	
ArchivesACT	
Soroptimist Club of the ACT, Women of the Monaro essay	87/1539
National Trust of Australia ACT, historic homestead kits	87/1543
Royal National Capital Agricultural Society pageant	87/1544
Canberra Youth Theatre Company, A Play about Canberra	87/1547
Canberra Repertory Society, An Australian Musical	87/1549
Tuggeranong Community Festival, 1989	88/14218
Canberra Science Fiction grant application, 1990	89/16148
Hall Village Brass Band, grant application, 1990	89/16151
Sporting and Shooters Pistol Club ACT, capital and equipment grant	90/12305
Act Tennis Association, capital and equipment grant	90/12307
Canberra Gliding Club, capital and equipment grant	90/12308
ACT Sports House, capital and equipment grant	90/12309
ACT Amateur Drug Free Powerlifting, capital and equipment grant	90/12317

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Selected RecoRdS Relating to community gRouP(S) (continued)

Canberra Canoe Club, capital and equipment grant	90/12319
National Capital Motorsports Club, capital and equipment grant	90/12322
Youth Adventure Holidays, state grant, 1989–90	90/12699
ACT Council of the Ageing, Seniors Week, 1993	92/7726
The Girls Brigade, centenary celebration	92/7731
Canberra World Festival grant program, 1992–93	92/8002
Oaks Estate Progress Association arts grant, 1993	92/17729
Chamber of Women in Business grant, 1992–93	93/2820
Kosciusko Huts Association grant	93/3846
Canberra Archaeological Society grant	93/3856

festivals

Canberra is home to multiple festivals that take place every year. Some festivals are of interest to the local region only, while others draw people from Australia and overseas. These festivals include Summernats (January), Australia Day Live (January), National Multicultural Festival (February), Canberra Festival (March), Skyfire (March), National Folk Festival (Easter), Australian Science Festival (August) and the Spring flower festival, Floriade (September–October).

In October 1973, the government established Festival Australia to coordinate a festival that would promote and encourage Australian arts, science and technology. The idea for such a festival had been mooted as early as 1968 by the Canberra Theatre Trust. Australia 75, a festival of creative arts and sciences, was held in Canberra during the period 7–16 March 1975.

Selected RecoRdS Relating to annual feStiVAlS**ArchivesACT****Carnivals**

Community Relations and Facilities Branch, Australia Day Sports Carnival 7, 1984	83/2500
Recreation Section, Spring Carnival and Fun Art Think Tank, 1976	6/2894
Recreation and Tourism Branch, Australia Day Sports Carnival, 1982	81/4609

Festivals/fiestas

ACT Youth Bureau, Youths Arts Festival	123855
Community Relations and Facilities Branch, Canberra Festival, 1984	84/572
Arts and Recreation Branch arts grants, Australian National Word Festival, 1988	87/5707
ACT Festivals, Special Events and Festivals Grant, Tuggeranong Community Festival, 1989	88/14218
Cultural Activities Section, special events and festival grant, Multicultural Australia Day Festival, 1989	88/14229
Social Justice Unit, Multicultural Australia Day Festival, arts and cultural activities	89/16414
Cultural and Recreational Services Branch, Tuggeranong Valley Festival, 1990	90/5792
Arts and Special Events Section, special events and festivals grant program, Country Music Association of Canberra, National Capital Country Music Festival, 1992–93	92/7713

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Selected RecoRdS Relating to annual feStiVAlS (continued)	
Arts and Special Events Section, special events and festivals grant program, Australian Folk Trust, 27th National Folk Festival, 1992–93	92/7796
Arts and Special Events Section, special events and festivals grant program, Canberra Festival, Australian Science Festival, 1992–93	92/10330
Cultural and Recreational Services Branch, Christmas Fiesta Capital, 1990–91	90/16637
Arts and Special Events Section, Special Events and Festivals Grant Program, Austereo (FM104.7), Skyfire, 1993	92/7727
Heritage Week	
Arts and Recreation Branch, Nolan Gallery Heritage Week Activities	87/13044
ACT Arts Bureau, ACT Heritage Week, 1988	88/1139
Arts and Special Events Section, Special Events and Festivals Grant Program 1992–93, National Trust of Australia (ACT), Heritage Week Fair	92/8009
Summernats	
City Parks Management Section, Summer Nationals Event	91/16278
ACT Tourism Commission, Summernats	93/4837
World Environment/Clean Up Australia Day	
Conservation and Agriculture Branch, World Environment Day	As76/56
Natural Resources Branch, World Environment Day	79/391
Office of the Environment, Environment Policy Coordination, Clean Up Australia Day, 1993	93/2354
National Archives, Canberra	
Festival Australia folders of correspondence, and minutes of meetings, 1973–75	A4606
Festival Australia administrative files, 1974–75	A4608
Photographs of Australia 75	A6135 and A6180, numerous photographs
National Archives, Sydney	
Photographs of Canberra festival, 1982	C4076, HN16021 parts A and B

Sport

Canberrans have always loved their sport. By the mid-1920s, a number of football and cricket teams were established and competitions quickly organised. By 1927, the Federal Capital Commission reported that Canberra had a Tennis Association, 26 affiliated Federal Territory Cricket Association teams, four Australian rules teams, five soccer teams, seven rugby league teams and three rugby union teams.¹⁰

From 1925, organised sport on Sundays was prohibited in the Territory, primarily due to lobbying by religious groups. In March 1947, Cabinet considered a report that noted 'Canberra, as the National Capital, occupies a unique position in Australia and any consideration regarding policy should remain at a national level as well as in relation to wishes of the citizens of the Territory'. Cabinet approved the playing of competitive Sunday sport providing no charge was made for admission.¹¹

Selected RecoRdS Relating to SpoRt**ArchivesACT**

Enclosed ovals – Canberra	NC-71/01383
Study on provision and usage of playing fields	NC-72/00367#1
Kambah District Park Stage I – formerly Kambah Homestead	NC-73/00301#1
Ice skating rink feasibility study	NC-74/00765#1
SAP national shooting complex	NC-77/00974#1
Canberra International Raceway Committee – motor road racing circuit	NC-79/01132#1
National Aquatic Centre Bruce – design	NC-80/00499#1
Land use policies for golf and similar sporting clubs	NC-80/01435#1
1985 World Cup athletics	NC-80/01724#1
BMX Track – Melba – construction	NC-81/00626#1

manuka oval

Although an oval was established as part of the Royal Military College at Duntroon, the first sporting ground for the general public was Manuka Oval, originally known as Manuka Circle, which was established in 1923.

In 1926 and 1927, the cricket association and bodies representing football and local sporting associations made approaches to the Federal Capital Commission to have the area enclosed. The commission stated in its annual report that arrangements were being made for the ground to be fenced and for the construction of pavilions.¹² It was not until March 1929, however, that the work commenced.

Manuka Oval has three principal grandstands: the Bradman Pavilion, which opened in February 1963, and was demolished in the late 1990s, to be replaced by a second Bradman Pavilion; the Menzies Stand (1987); and the Hawke Stand (1992). The latter two commemorate prime ministers who were instrumental in promoting Prime Minister's XI cricket matches.

Today, the ground is used predominantly for cricket and football matches. Each summer it hosts a cricket match involving the Prime Minister's XI and a visiting international team. The first Prime Minister's XI was held in October 1951 against a visiting team from the West Indies; the match was drawn.

Night lighting was used at the ground for the first time on 29 January 2013, during a match between the Prime Minister's XI and a team from the West Indies; the match was won by Australia.

Selected RecoRdS Relating to manuKa oVal**ArchivesACT**

Manuka sports ground oval, 1936–54	A2942, 152
Manuka Oval grand stand, recreation grounds, 1947–52	A2942, 296
Manuka Oval	84/968
Manuka	89/14846
Manuka Oval – turf and grasses	81/4126
Manuka Oval	82/1124
Manuka Oval – grand stand recreation grounds	A3127/296
Manuka Oval – upgrading Jack Fingleton scoreboard	NC-82/724#1
Manuka Oval – media facilities	NC-84/01942

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Selected Records Relating to Manuka Oval (continued)	
Applications for the use of Manuka Oval	P&G1962/247
Manuka Oval – development – Part 1	P&G1962/70
Manuka Oval – development – Part 2	P&G1967/286
City Parks Administration Branch – Manuka Oval	P&G1974/107
Apex fireworks displays – Canberra Showground and Manuka Oval	P&G1974/92
National Archives, Canberra	
Forwarding plans of Manuka Circle, 1923	A192, FCL1923/287
Manuka Circle recreation ground, 1924–25	A361, DSG24/1051
Proposal for the establishment of football ground including pavilion and fences at Manuka Circle, 1926–28	A6266, G1928/1752
Manuka Circle Oval, 1926–28	CP698/9, 45/5
Manuka Circle Sports Ground, appointment of groundsman, 1930–32	A430, G508
Manuka Oval, appointment of groundsman, 1936–40	A659, 1940/1/2379
Manuka Oval, new pavilion proposal, 1933–39	A292, C649
Photograph of Don Bradman opening the Bradman Pavilion, 1963	A1200, L43049
Manuka Oval, stage 2 erection of covered seating, 1968	A660, K7443

exhibition park in canberra

Exhibition Park in Canberra, originally known as the Canberra Showground, was established jointly by the Commonwealth government and the National Capital Agricultural Society in 1964. The venue comprises a showground and a series of exhibition buildings, including Budawang, Mallee and Coorong. The first agricultural show at the showground opened on 6 March 1964.

The showground's name changed in 1982 to the National Exhibition Centre. Following self-government in 1989, the site was transferred to the control of the ACT Government. There was one more name change, in 1993, when the venue was renamed Exhibition Park in Canberra (EPIC), the name it bears today.



Cattle on parade at the Canberra Show, 1979.

ArchivesACT: 2013/8879/3.34.1

The venue is now home to a series of regular events, including the Summernats car festival (January), Canberra Show (February), and National Folk Festival (Easter). Several Lifeline book fairs are also held there each year.

For many years, the Budawang Pavilion has served as the National Tally Room on federal election days (previously Hawker College was used). In July 2013, however, it was announced that in an age of modern communications, a tally room was no longer needed.

Selected Records Relating to exhibition park in canberra	
ArchivesACT	
ACT Tourism Commission – Canberra Showground Trust	90/17973
Development of Canberra Showground	70/3101
Legislation – Canberra Showground Authority	73/2618
Interim Management Board for the Showground – minutes of meetings	74/1491
Interim Management Board for Canberra Showground – correspondence	74/1541
Canberra Showground Trust – Inquiry by Senate Standing Committee on Finance and Government Operations	79/2404
Canberra Showground Trust – review	79/2647
Canberra Showground Trust – retail markets	82/115
Canberra Showground Trust – trotting facilities	CP78/0060-01
National Exhibition Centre	NC-74/00686#1
Canberra Showground – quarter horse track area – services and development	NC-79/01450
Canberra Showground camping area – site servicing – design	NC-80/00550#1
Canberra Showground – landscaping	P&G1962/245
National Exhibition Centre – application for additional land	88/12428
ACTION, National Exhibition Centre – market buses	89/881
National Exhibition Centre – business plan	89/19984
Capital Markets Section, National Exhibition Centre – review	92/6386
NCDC and National Exhibition Centre Trust, 1981–	NC-82/00600
Canberra Racecourse – National Exhibition Centre – area planning	NC-83/01321#1
National Exhibition Centre – sub-leases for service stations prior to 1986	NC-77/00994#1
National Archives, Canberra	
Canberra Showground, sewerage pump station, 1964–65	A660, KCM6713
Police facilities at Canberra Showground, 1968–90	A431, 1976/928
Photograph of map of Canberra Showground, 1970	A7973, INT1138/1
Canberra Racecourse and National Exhibition Centre, draft policy plan, 1983	A9668, M7
Gordon Scholes – National Exhibition Centre, 1985–86	M2733, A7

canberra Stadium (formerly bruce Stadium)

Canberra Stadium, located in the suburb of Bruce, was built in 1977 for the Pan-Pacific Games. The ground is home to the Canberra Raiders National Rugby League team and the Brumbies Super 15 Rugby team. The stadium has a maximum capacity of 25,000 people and is currently owned by the Commonwealth government and leased to the ACT Government.

Selected RecoRdS Relating to canbeRRA Stadium	
National Archives, Canberra	
Photographs of sporting events at the stadium	A6135, numerous items

aiS arena (formerly the national indoor Sports centre)

The National Indoor Sports Centre was built in 1980 and opened on 26 January 1981 by Prime Minister Malcolm Fraser. The venue can accommodate 5200 people and is home to the Canberra Capitals basketball team.

Selected RecoRdS Relating to tHe aiS aRena	
National Archives, Canberra	
National Indoor Sports Centre official opening, 1977–81	A9781, 1980/3663
Indoor Sports Centre Bruce, construction, 1978–79	A1340, 1979/1180 parts 1–13
National Indoor Sports and Training Centre, minutes of coordination meetings, 1980	A1340, 1980/466
Official opening, National Indoor Sports Centre, 1980–81	A9781, 1981/1388
Malcolm Fraser – opening of National Indoor Sports Centre, speech notes, 1981–82	M1263, 1264
National Archives, Melbourne	
Audio tape – opening of the National Indoor Sports Centre, 1981	M1338, 55

Endnotes

- ¹ prezi.com/ikmpdscvmmwj/history-of-the-canberra-city-band, accessed 14 March 2013.
- ² *The Canberra Times*, 24 September 1926, p. 8.
- ³ NAA: A1642, 1968/1475, 'Report on the Establishment of a School of Music in Canberra', 4 December 1964, p. 1.
- ⁴ NAA: A5915, 1817, 13 June 1975.
- ⁵ National Capital Development Commission, *Annual Report*, 1960–61, p. 5, *Parliamentary Papers*, 1961, volume 2, pp. 1103–33.
- ⁶ National Capital Development Commission, *Annual Report*, 1962–63, p. 17, *Parliamentary Papers*, 1962–63, volume 3, pp. 823–60.
- ⁷ Although *Ethos* was one of the first sculptures commissioned by the commission there were earlier examples of public art, including the sculpture *Bellona* by Bertram Mackennal, which arrived in Canberra in 1926, having previously spent several years on display in Melbourne.
- ⁸ ArchivesACT has prepared a research guide entitled *ACT Government Public Art* (fACT 1, 2005), which describes government programs for the acquisition of artworks within the Territory.
- ⁹ fACT 1 referred to at note 8 contains a detailed listing of record items relating to artworks in Canberra's schools. In addition, the National Capital Development Commission published *Works of Art in Canberra* (1980), which lists all artworks commissioned up to 1980.
- ¹⁰ Federal Capital Commission, *Annual Report*, 30 June 1927, p. 25, *Parliamentary Papers*, 1926–28, volume 2, pp. 1185–305.
- ¹¹ NAA: A2700, 1310, 3 March 1947, decision 24 March 1947.
- ¹² Federal Capital Commission, *Annual Report*, 30 June 1926, p. 15, *Parliamentary Papers*, 1926–28, volume 2, pp. 1117–84.

Chapter 16 Parks and gardens

Canberra has long been known as a garden city. This chapter discusses how the city's well-known gardens and parks came about, and who was responsible for them. Over the past century, considerable effort has gone into making Canberra the garden capital that it is.

Early horticultural history

Walter Burley Griffin's plans for Canberra included provision for a botanic garden and arboretum. The Afforestation Branch, part of the Department of Home Affairs, was established to develop an afforestation program for Canberra and the surrounding territory.

The first nursery was established at Acton in April 1911 following a visit to the site by Charles Weston (then Superintendent of the NSW nursery at Campbelltown). Weston made several more visits to Canberra before accepting a permanent position as Afforestation Officer in Canberra's fledgling administration in May 1913.

During Canberra's early years, Weston selected and tested a large variety of trees to determine which were the most suitable for the Canberra environment. A combination of native and exotic trees was used.

The Acton nursery (located on the site of the National Museum of Australia) was only temporary and a permanent nursery was established at Yarralumla in 1914. An area of 162 hectares was chosen, and Weston divided the site into four equal areas: nursery work, *pinetum*, arboretum, and an area for the permanent planting of Australian and New Zealand species. The latter was to be part of Griffin's planned 'Continental Arboretum', with sections for species from each continent.

The Yarralumla arboretum at Westbourne Woods was the first of many to be developed within the Canberra region to ascertain the most appropriate species for landscaping purposes, and to test the viability of trees for commercial forestry. The first trees were planted at Westbourne on 1 September 1914.

Griffin was keen to develop a local cork industry and a cork plantation was established at Green Hills (west of Black Mountain, adjacent to the Glenloch Interchange). Seeds were collected in 1916 and planted in 1917 using the *quercus suberacorn*. By 1920, there were 9600 trees covering a site measuring eight hectares. The plantation was never the commercial success Griffin had hoped, yet about 6000 trees still survive today. A series of redwood trees was also planted at Piallago in the late 1910s, many of which still survive.

Weston realised that a nursery would never flourish without windbreaks. At both Acton and Yarralumla, he planted windbreaks to protect the sites from the prevailing westerly winds. Trees were also planted on the lower slopes of Mount Ainslie and Black Mountain, as well as along Canberra's new avenues, such as Northbourne and Canberra avenues, while a total of 7000 trees was planted along Haig Park.

In 1921, the Federal Capital Advisory Committee recommended the creation of arboreal shelters around the newly emerging buildings, including the Hotel Canberra (now the Hyatt Hotel Canberra), Hotel Kurrajong, Parliament House, as well as the contours of the future Lake Burley Griffin.

By 1924, the Afforestation Branch had planted almost 1.2 million trees. On 14 October 1925, it was renamed the Parks and Gardens Branch as its functions began to focus more on the construction and maintenance of Canberra's parks and gardens, with less attention to the initial procurement, growing and planting of trees and shrubs. Weston was appointed Superintendent of the new branch until his retirement in 1927, when he was succeeded by his deputy, Alexander Bruce.

As with the Administration generally, the branch suffered from dwindling resources during the Great Depression. Nevertheless, increasing traffic in the 1930s and possible conflicts with low tree branches led

to the establishment of a Visibility Committee in 1937. Its role was to address road concerns, providing advice about where trees and hedges should be planted and the manner in which they should be kept. Advice was also provided on potential problems with road construction around Canberra.

In 1938, the Consultative Committee on Parks and Gardens was formed. Its role, as defined in its first meeting held on 20 June 1938, was to provide 'help and guidance in the beautification of Canberra by tree planting'.¹ Committee members were Charles Lane Poole (Chairman and principal of the Australian Forestry School), William Clemens (President of the Red Cross, Canberra Division) and George Romans (Parliamentary reporter).

Much of the horticultural work undertaken throughout this period was photographed by Jack Mildenhall and his photos, now in the custody of the National Archives of Australia, provide a comprehensive visual record of what took place.²

In 1944, Lindsay Pryor was appointed as Director of ACT Parks and Gardens and continued the work of Weston and Griffin until 1958, when he took up the position of Professor of Botany at Canberra University College. By the mid-1960s, more than 3 million trees were planted within Canberra and throughout the Territory.³ Indeed, the cost of their maintenance caused concern. In 1963, Treasurer Harold Holt baulked at a request for £1 million for annual maintenance of Canberra's parks and gardens, and reluctantly approved £750,000.⁴

Much of the work undertaken by Weston, Griffin, Pryor and others survives today, and Canberra continues to be widely regarded as a garden city. The majority of the Territory's parks and gardens are now the responsibility of the ACT Government's Parks and Conservation Service, although the Commonwealth still maintains control over the Australian National Botanic Gardens, Old Parliament House Rose Gardens and Commonwealth Park.⁵

Selected Records Relating to Early Horticultural History

ArchivesACT

Files of working plans for forests in the ACT and the states, 1927–46	AA1975/201
Plants – cork oak plantations	81/4291
Cork oak plantation	80/1872
Transplanting Kurrajong by LA Pryor	LF1085
Reports by arboriculturist – research (including annual reports)	61/86
Statistical records – Parks and Gardens	LF1028
Town planning – depot accommodation – men and equipment	LF1037
– Parks and Gardens	
Civic Administration – report by HJR Cole – comments by Supt Parks and Gardens	LF1050
Parks and Gardens – organisation	LF1074
Parks and Gardens – development and maintenance	LF1075
Parks and Gardens – supervision and organisation	LF1076
Parks and Gardens – Consultative Committee	P&G 142
Bulbs Dutch experimental	P&G 387
Areas maintained by Parks and Gardens – general matters	P&G1961/151
Policy and function of Parks and Gardens section	P&G1963/127
Parks and Gardens – floriculture	P&G1967/289

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Selected Records Relating to Early Horticultural History (continued)

National Archives, Canberra

Reports on various matters made to the Superintendent, Afforestation Branch, 1912–26	CP209/24
Inwards correspondence, establishment and maintenance of parks and gardens, 1912–28	CP209/1
Outwards correspondence, establishment and maintenance of parks and gardens, 1912–28	A11952
Westbourne Woods, Banks and Hutchins Streets, 1912–80	A6664, L16
Plant testing record, 1913	CP209/23
Diary and notes of Thomas Weston, 1913–21	CP209/12
Papers, notes, records, correspondence relating to gardening and nursery matters, 1913–21	CP209/13
Record of official papers referred to Afforestation Branch, 1914–19	CP209/20
Walter Burley Griffin's plan of an arboretum, 1915	AA1966/33
Timber inspections, 1915–17	CP209/21
Cork oak plantations, acorns of <i>quercus suber</i> , 1915–19	A192, FCL1919/718
Instructions received by Thomas Weston from Walter Burley Griffin, 1915–20	CP209/16
Plantation areas, Red Hill, Cork Oaks and Mount Pleasant, 1918	A361, DSG18/264
Photographs of Park Pirie children's playground, 1918	CP209/9
Files relating to areas planted at Bullen Ridge, Mount Stromlo and Green Hills, 1918–23	CP209/11
Establishment of Federal Capital cork oak plantation, 1919–22	A1, 1922/7712
Westbourne Woods nursery, 1922	A192, FCL1922/694
Operations of permanent nurseries, 1923–26	CP209/26
Nursery operations Yarralumla, 1926–29	CP209/17
Diaries of Alexander Bruce, 1927–41	CP209/2
Plans showing plantings at the Government Group, Canberra, 1928	A12708
Estimates submitted to the Federal Capital Commission, 1929–36	CP209/3
Recommendations by the Visibility Committee and reports to the Committee, 1937–45	CP209/5
Visibility Committee, parks and gardens matters, 1937–40	A659, 1939/1/10527
Parks and Gardens Consultation Committee, 1938–51	A431, 1951/572
Organisation, Parks and Gardens Section, 1938–53	A431, 1952/391
Parks and Gardens Section, cooperation in town planning, 1939–42	A292, C19521
Parks and Gardens, cleaning up of Westbourne Woods, 1944	A659, 1944/1/2716
Minutes and agenda of the ACT Arboriculture and Gardening Industrial Committee, 1948–50	CP209/10
Correspondence files, 'P and G' (Parks and Gardens), 1961–75	A1144

One of the most significant groups of records documenting Canberra's early horticultural history is a series of 'plant cards' and 'ledgers'. There are more than 15,000 plant cards, which began in May 1913, recording acquisitions of seeds and cuttings and how they were propagated. The ledgers consist of three large volumes that record the acquisition of seeds and cuttings since 1948. Both the cards and ledgers have been digitised and are now available online.⁶

Australian Forestry School

Forestry education at a tertiary standard was begun by the University of Adelaide, which established a forestry school with a lecturer-in-charge. In 1925, the Commonwealth obtained the support of the states for a Commonwealth School, and the University of Adelaide agreed to forego its rights regarding forestry education. Cabinet approved the new school in April 1925,⁷ which was established in September 1925 with the appointment of the first principal, Norman Jolly. The Australian Forestry School remained in Adelaide in 1926 while new facilities were built at Westridge (now part of Yarralumla). It transferred to Canberra on 11 April 1927. The facilities included a dedicated building for the principal, known as Tudor House. Jolly departed in late 1926 and was replaced by Charles Lane Poole, who remained in the position until 1944.

On 9 December 1930, the Board of Higher Forestry Education was formed. The board comprised representatives from universities and the Commonwealth Inspector-General of Forests, and the principal of the Forestry School. Its role was to act as a link between the universities and the school, and to give advice on the curriculum and examinations.

The school offered a course in forestry leading to a Diploma of Forestry. Universities recognised the course as part of their requirements for the degree. Ultimately, when the Australian National University developed its Faculty of Science to the stage where it could also offer the prerequisite science courses, it was suggested that it take over the training of professional foresters. On 2 August 1964, Prime Minister Robert Menzies announced an agreement with the Australian National University to transfer the function. The university established a Department of Forestry in 1965 and now provides a four-year Degree of Bachelor of Science in Forestry.⁸ The Australian Forestry School closed in February 1965.

Selected Records Relating to the Australian Forestry School	
Australian National University Archives, Canberra	
Australian Forestry School correspondence files, 1925–51	ANUA 536
Papers, photographs and publications, 1926–2001	ANUA 137
National Archives, Canberra	
Australian Forestry School, construction of buildings, 1925–30	A1, 1929/1875
Newspaper cuttings, 1925–37	A3080
Notes on field and laboratory exercises, 1926–27	A13248
Files relating to the construction and maintenance of the Forestry School, 1926–29	CP698/29
Enrolment and academic records, 1926–64	A3186
Files of working plans for forests in the ACT and the states, 1927–46	AA1975/201
Photographic prints of school, staff, students and functions, 1927–56	A3087
Visitors book, 1927–60	A5824
File containing mailing list for 'Weekly Weather Report', 1960–64	A3142
Board of Higher Forestry Education	
National Archives, Canberra	
Minutes of meetings, 1939–57	A3085
Correspondence files, 1939–61	A3086

National Rose Garden and Parliamentary Rose Gardens

The National Rose Garden originated in 1926 in a conversation between Minister for Home Affairs Charles Marr and the President of the National Rose Society of New South Wales. The idea was that the society would provide a number of roses to assist with Canberra's beautification.

It was not until 1932, however, that some progress was made when the Canberra Horticultural Society proposed a more ambitious scheme involving donations from all states and territories. The first planting was undertaken by Minister for the Interior John Perkins on 12 September 1933 and it was suggested that 2000 of an estimated 8000 roses would be planted that same week.⁹

Close to Old Parliament House are the House of Representatives Rose Garden and Senate Rose Garden. Both were initiatives of Secretary of the Joint House Department Robert Broinowski. Broinowski enlisted the support of Mary Hughes (wife of former Prime Minister Billy Hughes) to write to Members of Parliament seeking donations for the House of Representatives Garden. The Senate Rose Garden was developed with the assistance of Rex Hazlewood from the National Rose Society of New South Wales.

For many years, the Parliamentary gardens could only be accessed by Parliamentarians and their staff. Following Parliament's relocation to the new Parliament House in 1988 and subsequent developmental work, the gardens were opened to the public in 2004.

Selected Records Relating to the National and Parliamentary Rose Gardens

National Archives, Canberra

Canberra, Parliament House, layout of gardens, 1924–26	A199, FC1925/236
Parliament House gardens and grounds, 1924–33	A292, C3516
Layout of gardens facing Parliament House, 1927	A2514, P320
National Rose Garden, 1927–34	A292, C2406
National Rose Garden donors, 1932–33	A6727, 283
Layout of National Rose Garden, 1933	A3560, 6845
Rose garden first plantings, 1933	A3560, 6957–6959
National Rose Garden, 1948–52	A859, PG 247

Australian National Botanical Gardens

In his designs for Canberra, Griffin included provision for a botanic garden, suggesting a site near the proposed university, adjacent to Black Mountain.¹⁰ Although Charles Weston planted some trees in the area, little was done to formally establish the botanic gardens.

In July 1933, the ACT Advisory Council recommended the establishment of a botanical garden. Consequently, Bertram Dickson (Chief of Plant Industry at what was later to become the CSIRO) was asked to investigate. Dickson presented his report, 'Botanical Gardens in Canberra', in September 1935. He recommended the formal establishment of the gardens on a 300-acre (121-hectare) site on Black Mountain, a staff of 56 and an annual budget of £15,000.¹¹ In the ensuing years, however, little was done to implement Dickson's recommendations.

Superintendent of ACT Parks and Gardens Lindsay Pryor was the person principally responsible for the establishment of the Botanic Gardens. He began planting eucalypts on the slopes of Black Mountain in the late 1940s. To further promote the gardens, he took advantage of a visit by Director of London's Kew Gardens Edward Salisbury to organise an official launch on 12 September 1949, whereby Salisbury and Prime Minister Ben Chifley each planted trees.¹² Chifley planted a eucalypt, which still survives, near the present entrance gates.

Pryor also established an arboretum near the Cotter Road at Curtin, now the site of equestrian paddocks, in order to test the merits of both eucalypts and exotics for providing shelter.

A long-range program for the Botanic Gardens was developed, but there was little progress, apart from evicting dairy farmers leasing the land and mapping the boundaries. Finally, in the 1960s, the site underwent extensive development and was opened to the public in 1967, the same year that an herbarium was completed. An easy access garden for disabled people was opened in 1982.

The Botanic Gardens was officially opened by Prime Minister John Gorton on 20 October 1970. Originally known as the Canberra Botanic Gardens, it was renamed the National Botanic Gardens in 1978, and again renamed the Australian National Botanic Gardens in 1984.¹³

Selected Records Relating to the Australian National Botanic Garden	
ArchivesACT	
Development of botanical gardens, 1933–34	A2942, 306
National Archives, Canberra	
Botanical Gardens Canberra, inquiry by RH Compton Cape Town, 1929	A9778, B30/1/33
Expenditure, Botanic Gardens and herbarium, 1961–75	A1144, P&G1968/231
Botanic Gardens, reorganisation, 1961–75	A1144, P&G1968/161
Canberra Botanic Gardens botany building, 1961–75	A1144, P&G1969/97
Extensions to Botanic Gardens, 1961–75	A1144, P&G1974/93
Botanic Gardens correspondence, 1961–75	A1144, P&G1975/46
Botanic Gardens in Canberra, 1966–70	A463, 1966/3139
Canberra Botanic Gardens, 1973	A3382, 1973/560
Levels and detail, Black Mountain Botanic Gardens, Acton, 1971	A6664, L479
City Parks Administration, distribution of propagating material, Botanic Gardens, 1972–90	A431, 1978/1396
National Botanic Gardens conservatory, 1978–79	A1340, 1979/462 parts 1–6
National Botanic Gardens construction of glass houses, 1980	A1340, 1980/370 parts 1–2
National Botanic Gardens, garden for the disabled, 1980	A1340, 1980/843 parts 1–4
Catalogue of living plants supported by herbarium vouchers, 1980–	A9054
National Botanic Gardens, master planning 1982 onwards, 1981–88	A1340, 1983/1205 parts 1–2

Tidbinbilla Nature Reserve

Following public representations by the Royal Society of Australia (later to become the Royal Society of Canberra) in 1935, an area of 2000 acres (809 hectares) was set aside at Tidbinbilla as a nature reserve in 1936. In 1939, a koala enclosure was also built on the site by the Institute of Anatomy. After that, there was little activity.

Following further lobbying by the Royal Society, a committee of experts was established in 1959 to advise on possible development at the reserve, including access by visitors, protection of wildlife and fire protection. The committee sought an expansion of the reserve with the acquisition of freehold land within the area and the termination of leased land.

Between 1962 and 1969, Cabinet considered a series of recommendations concerning funding and development of the reserve. In November 1962, it considered a recommendation that £45,500 be allocated to develop the reserve over the next three years and for the Commonwealth to purchase freehold land in the area. Cabinet agreed in principle, but thought that funding should wait until the next budget round.¹⁴

In July 1966, Cabinet agreed to the expansion of the reserve by 1500 acres (607 hectares) using a combination of Commonwealth land and the acquisition of additional freehold land. Following objections from Treasury, Cabinet approved the acquisition of freehold land, but deferred any developmental work for another 12 months.¹⁵

In the ensuing years, more Cabinet submissions followed. Finally, in July 1969, Cabinet noted that the reserve required extensive developmental work on roads, fencing, tourist facilities and maintenance, as visitor numbers were increasing substantially. By now, the reserve had grown to 11,500 acres (4654 hectares). Cabinet approved a request for \$305,000 over the next three years.¹⁶

The first wildlife displays were created that same year, and on 11 November 1971 the reserve was officially gazetted.¹⁷ The reserve continues today, although it suffered considerable damage during the bushfires in January 2003.

Selected RecoRdS Relating to *tidbinbilla naturE ReSeRVE*

ArchivesACT

Tidbinbilla Nature Reserve – provision of picnic facilities and barbecues	68/2866
Tidbinbilla – flora and fauna reserves (national park reserves) – Part 1	50/440F-01
Tidbinbilla Nature Reserve Advisory Panel	66/721
Tidbinbilla Fauna Reserve – visitors information centre	67/2899
Tidbinbilla Nature Reserve – water fowl	68/970
Tidbinbilla/Paddy's River	86/8788
Tidbinbilla Nature Reserve – feral animals and control measures	86/8935
Tidbinbilla Nature Reserve – walking tracks and fire trails	86/8936
Tidbinbilla Nature Reserve – weed control	86/8937
Tidbinbilla Nature Reserve – history other than Aboriginal pre-history and rock valley	86/8972
Tidbinbilla Nature Reserve – planning for animal displays and general planning	86/8976
Birrigai Recreation Centre – Tidbinbilla Area Management	87/2757
Tidbinbilla Nature Reserve – planning for animal displays	90/14082
Tidbinbilla Nature Reserve – boundary and gazettals	90/18348
Tidbinbilla Nature Reserve – development – Part 1	AS75/141-1
Tidbinbilla Nature Reserve – animal house – Stage 1	NC-79/00408#1
Birrigai (Tidbinbilla) – swimming pool and additional works	NC-79/01489#1
Tidbinbilla Nature Reserve – concept plan	NC-87/00715
Tidbinbilla Nature Reserve – development plan	NC-87/00733

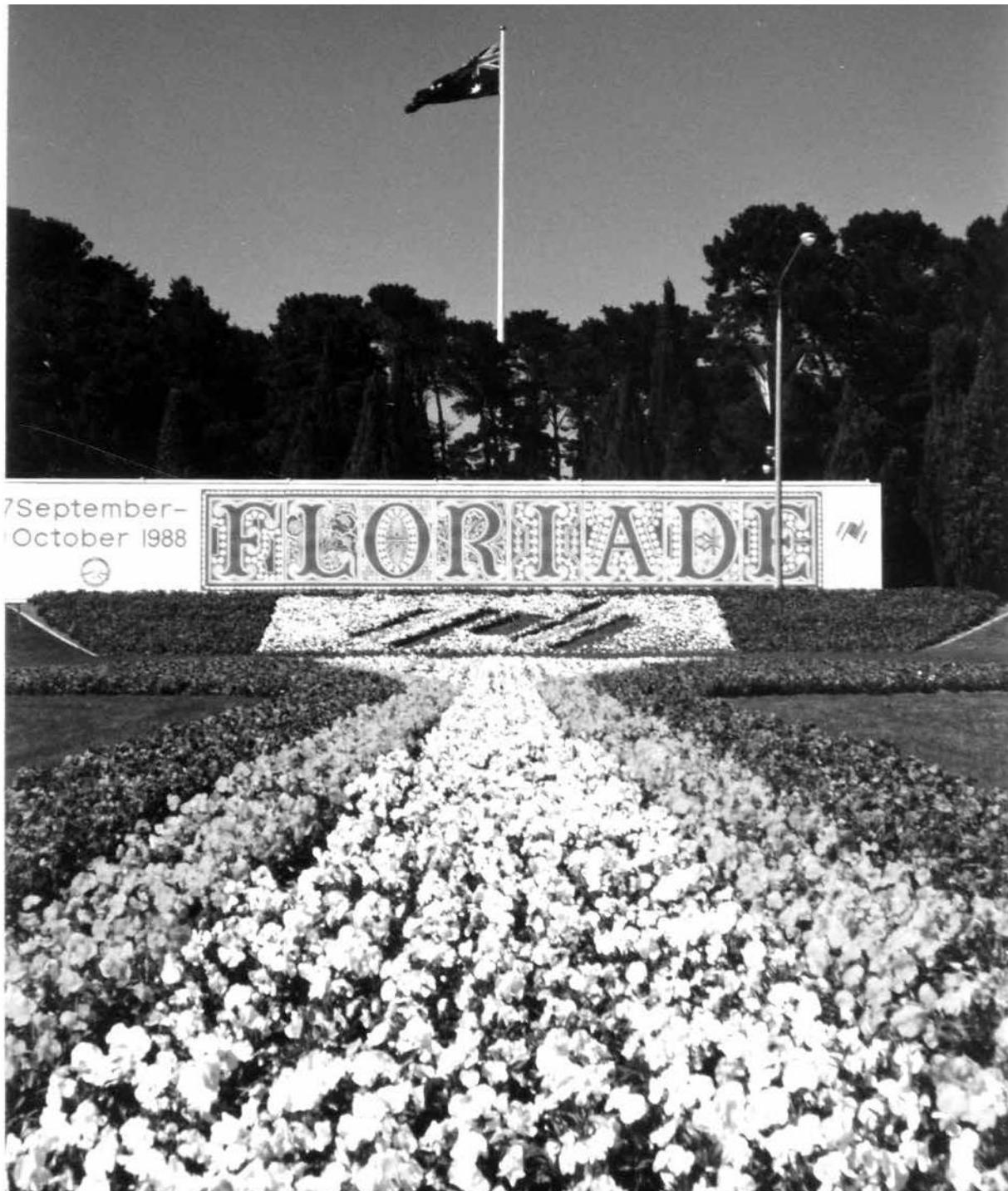
Commonwealth Park and Gardens

In 1964, just as Lake Burley Griffin was filling, planning began for a park and gardens located on its northern side. The gardens were designed by British landscape designer Sylvia Crowe and comprised an area of 80 acres (35 hectares). Construction of the gardens began in 1965 and was completed in 1966.

Commonwealth Park and Gardens comprises ponds and water features, walking trails, bike paths and sculptures. It is also the location of Stage 88, an outdoor concert venue.

A major annual event held at Commonwealth Park is the Floriade spring flower festival. Chris Slotemaker de Bruine (landscape architect with the ACT Parks and Conservation Service) originally proposed a

Bicentennial Park as Canberra's contribution to Australia's bicentenary in 1988. It would incorporate gardens from around the world to celebrate Canberra's multicultural nature and seasonal climate. Only the spring flower festival was accepted. De Bruine also proposed the name 'Floriade', meaning 'to design with flowers'. Although intended to be a one-off event, Floriade proved so popular that it has been held every year since.



Floriade, Canberra, 1988.

ArchivesACT: 201.3'8921/004

Selected RecoRdS Relating to tHe commonwealth paRK and gaRdens**National Archives, Canberra**

Commonwealth Gardens, 1961–88	A1144, P&G1966/62
Commonwealth Gardens planting, 1967–71	A1340, 1967/484
Contours and detail, Commonwealth Park West, Parkes, 1972	A6664, L505 sheets 1–4
Commonwealth Park artworks, 1978	A1340, 1978/1055
Commonwealth Park stage 5 development, 1978–79	A1340, 1979/1021
Commonwealth Park development stage 9, 1983–87	A1340, 1987/2105

Selected RecoRdS Relating to fLoRiaDe**ACT Heritage Library**

Floriade – Chris de Bruine's papers, scope and content notes, 1986–93	HMSS 0185
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ArchivesACT

Arts and Recreation Branch, Bicentennial Local Government Initiative Grant Scheme, Department of Territories, Floriade	87/1542
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ACT Festivals, recreation, Floriade, 1989	88/10628
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National Archives, Canberra

Floriade, 1988–93	A6135, numerous photographs
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Namadgi National Park

Namadgi National Park is the only national park in the Territory; it was first established as the Gudgenby Nature Reserve in 1979. The reserve was extended to its present boundaries in 1983 by incorporating the southern part of the Cotter catchment area, and gazetted as a national park under the Nature Conservation Ordinance 1984 in June of that year.

The park has since been expanded and currently comprises 1058 square kilometres of land, occupying about 40 per cent of the Territory.

Selected RecoRdS Relating to tHe namadgi national paRK**ArchivesACT**

Paddys River National Park Reserve, protection of native flora and fauna, part 1	63/1338
Paddys River National Park Reserve, protection of native flora and fauna, part 2	63/1339
Proposal for a national park	71/216
National park and fauna reserves	NC-74/00196
Natural Resources Branch, Gudgenby National Park, part 4	75/230
Urban Affairs Branch, proposed Gudgenby National Park	75/1642
Proposed national park in the southern ACT	NC-83/01375
Namadgi development, landscaping and environment	NC-84/01688 part 1
Namadgi management plan	NC-84/02009 part 1
Namadgi plan of management	85/1785
Namadgi historic sites	86/3697

continued over

Selected RecoRdS Relating to tHe namadgi national paRK (continued)	
Namadgi plan of management	86/6364
Namadgi Visitor Information Centre, design and construction	NC87/00865, part 1
Namadgi Policy plan for the Park and adjacent areas of the Gudgenby and Cotter Catchments	NC-86/01031, part 1
Namadgi animal control	88/39
Namadgi recording of rock art sites	88/347
Namadgi declaration of National Park	88/3853
Namadgi gazettal of Bimberi Wilderness	89S/193
Namadgi visitor information centre, design and construction	89/3733
Namadgi wildlife	91/2340
Namadgi huts	92/19113

Lindsay Pryor National Arboretum

Located on the shores of Lake Burley Griffin, the Lindsay Pryor National Arboretum site comprises 30 hectares originally planted by Lindsay Pryor between 1954 and 1957. The impetus for the planting was a request by the Governor-General, William Slim, for an improved northerly view from Government House.

As a joint Commonwealth and ACT Government initiative, the site was gazetted in June 2001 as the Lindsay Pryor National Arboretum, commemorating Pryor's contribution to botany and landscaping. The arboretum is currently undergoing upgrading and redevelopment. A master plan was developed in April 2010, reflecting the cultural value of the site, and work began in late 2011.¹⁸

National Arboretum Canberra

The National Arboretum Canberra comprises an area of 250 hectares on the slopes of Mount Stromlo, adjacent to the Tuggeranong Parkway, which was once home to a large number of pine trees damaged or destroyed during bushfires in 2002.

In May 2004, the ACT Government launched a competition to design a national arboretum to replace the trees. A total of 45 entries was received and five were shortlisted. On 31 May 2005, Chief Minister Jon Stanhope announced that the winning entry was that of Taylor Cullity Lethlean Landscape Architects. The winning design concept was known as '100 Forests 100 Gardens', with forests and gardens planted across the site.

The site has been under development since 2005 and includes ceremonial trees planted by dignitaries such as visiting heads of government and ambassadors. By mid-2012, the planting of 90 forests was complete. The arboretum was officially opened by ACT Chief Minister Katy Gallagher on 1 February 2013.

Endnotes

- ¹ NAA: A431, 1951/572.
- ² NAA: A3560, Mildenhall collection of glass plate negatives, 1921–35.
- ³ National Capital Development Commission, *Future Canberra*, Angus & Robertson, Sydney, 1965, p. 97.
- ⁴ NAA: A5819, volume 20/agendum 780, 16 July 1963.
- ⁵ Historical notes in this section have been adapted from Lenore Coltheart, *Nursery Tales for a Garden City: the historical context of the records at Canberra's Yarralumla nursery*, Australian Garden History Society, Canberra, 2011.
- ⁶ archives.act.gov.au/home/yarralumla_nursery_records
- ⁷ NAA: A2718, volume 1 part 3, 30 April 1925.
- ⁸ NAA: A5827, volume 35/agendum 1117, 2 August 1964.
- ⁹ *The Canberra Times*, 13 September 1933, p. 2.
- ¹⁰ 'The Federal Capital, Report Explanatory of the Preliminary General Plan', October 1913, p. 21, paragraph 2.11121, *Parliamentary Papers*, 1914–17, volume 2, pp. 1034–47.
- ¹¹ ArchivesACT: A2942, 306, 4 September 1935.
- ¹² *The Canberra Times*, 13 September 1949, p. 4.
- ¹³ nbg.gov.au/gardens/about/history/index.html, accessed 11 December 2012; ArchivesACT, *The Canberra Botanic Gardens* (research guide prepared by Parks and Gardens), 1966.
- ¹⁴ NAA: A5819, volume 12/agendum 475, 21 November 1962.
- ¹⁵ NAA: A5841, 346, 8 July 1966.
- ¹⁶ NAA: A5868, 658, 8 July 1969.
- ¹⁷ *Commonwealth Gazette*, number 106, 11 November 1971, pp. 6969–70.
- ¹⁸ Lindsay Pryor National Arboretum, nca.gov.au, accessed 23 February 2013.



Part 3 Appendixes



C A N B E R R A
AUSTRALIAN CAPITAL TERRITORY.

Appendix A

Chronology of the administration of Canberra and the ACT

20,000 BC Arrival of Ngunnawal people in the region

1820s European exploration of the region led by Charles Throsby and Joseph Wild; first properties acquired – Joshua Moore at Acton, Robert Campbell at Duntroon, and George Palmer at Ginninderra

1838 Township of Queanbeyan established

1845 First church established, St John the Baptist at Reid

1882 Township of Hall established

1887 Railway reaches Queanbeyan

1891 First Federation Convention

1897–98 Second Federation Convention

1899 NSW royal commission to select site for the capital, reports in 1900 recommending Bombala/Eden

1900 Queen Victoria signs the Commonwealth of Australia Constitution Act

1901 Federation ceremony at Centennial Park, Sydney

First Commonwealth Parliament meets in Melbourne

1902 Commonwealth Royal Commission to select site for the capital, reports in 1903 recommending Albury

Parliamentary tours of suggested sites for the national capital

1903 Seat of Government Act recommends Tumut or Bombala as the capital

1904 Seat of Government Act recommends Dalgety as the capital

1906 More tours of possible sites arranged by NSW Premier Joseph Carruthers

1908 Seat of Government Act recommends Yass–Canberra region as the capital

Charles Scrivener begins survey of the region to determine exact site for the capital, recommends Canberra Valley in February 1909

1909 Charles Scrivener undertakes second survey to identify the location of the seat of government, reports in May

1910 Seat of Government Surrender Act (NSW)

Seat of Government Acceptance Act (Commonwealth)

1911 Commonwealth takes possession of the Federal Capital Territory

International competition to design the capital announced, won by entry 29, Walter Burley Griffin

Royal Military College, Duntroon established

Acton House acquired for the Chief Surveyor's residence, demolished in 1940

1911–12	First Commonwealth administration established, with David Miller as the Territory's Administrator Work begins on Cotter Dam and Power House, both completed in 1915 Yarralumla Brickworks and Bachelors Quarters (now Lennox House) established
1912	Agreement with New South Wales to provide education services for the Territory
1913	Royal Naval College established at Geelong, moves to Jervis Bay in February 1914 Lady Gertrude Denman announces Canberra as the name of the capital Walter Burley Griffin arrives in Australia and visits Canberra site Griffin submits his revised Canberra plan, known as the Report Explanatory Griffin offered position of Federal Capital Director of Design and Construction Canberra House built as the residence for the Administrator Charles Weston appointed as Afforestation Officer Canberra Fire Brigade and Ambulance Service established
1914	International design competition for a new Parliament House, suspended in September, resumed in August 1916 and abandoned shortly after First Canberra Hospital opens Yarralumla Nursery established Rail line between Queanbeyan and Kingston opens for freight only
1915	Proposal to establish Canberra Arsenal and railway line, never built Work begins on Canberra's first sewer lines, Main Outfall Sewer and Main Intercepting Sewer, suspended during war, completed 1927
1916–17	Royal Commission on Federal Capital Administration established; reports 1916 and 1917
1918–21	Molonglo Internment Camp
1920	Capital Hill foundation stone laid by Prince of Wales (later King Edward VIII)
1921	Federal Capital Advisory Committee established Walter Burley Griffin resigns and leaves Canberra Rail line extended from Kingston to Civic
1922	Work begins on Hotel Canberra (now Hyatt Hotel Canberra), completed 1925 Floods wash away rail bridge over Molonglo River
1923	Land Board established, reconstituted October 1925 Work begins on Provisional Parliament House, East Block and Hotel Kurrajong Passenger services begin on rail line between Queanbeyan and Kingston First Commonwealth-built school, Telopea Park, opens
1924	First Cabinet meeting held in Canberra at Yarralumla House Work begins on West Block Mount Stromlo observatory established Seat of Government Act amended to safeguard the Griffin Plan, Plan gazetted 11 November 1925

	Canberra's first airfield established at Dickson
	First land auctions held
1925	Federal Capital Commission replaces the Federal Capital Advisory Committee
	Social Service Association established, lapsed in 1929
	International design competition for the Australian War Memorial, later abandoned
	Causeway Hall built
1926	Construction of Sydney and Melbourne Buildings begins, Sydney Building opened by Prime Minister Bruce on 3 December 1927
	First committee appointed to consider university education in the Territory
	Canberra Mothercraft Society established
	Airport at Majura Valley opens
	Canberra's bus service begins
	Registration of motor vehicles with FCT number plates begins
1927	Provisional Parliament House opened by Duke of York
	Australian Forestry School established
	East Block, West Block, Government Printer, The Lodge, Government House, Hotel Ainslie (now Gorman House), Hotel Wellington all completed
	Second committee appointed to consider university education in the Territory
	Canberra's first baby health centre opens in Kingston
	Federal Capital Territory Police Force established
	Competition announced to design Canberra's Coat of Arms, won by CR Wylie, Coat of Arms granted on 8 October 1928
	Ainslie, first primary school built by the Commonwealth, opens
	Report by Canberra Memorials Committee on suggested suburbs and street names
1928	Albert Hall opened by Prime Minister Bruce
	Successful referendum to repeal prohibition
	Board of Inquiry into Canberra Hospital
	Education Ordinance requiring Territory children between seven and 14 to attend school
	Trades School opens at Telopea Park School
1929	Canberra University College established
	Agreement with NSW to supply electricity to the Territory
1930	Federal Capital Commission abolished, replaced by ACT Advisory Council and Civic Administrator
	Military and Naval Colleges both closed
	Land Board renamed Land Advisory Board
	Glebe House acquired
	Court of Petty Sessions established
1931	Manuka Pool opens
	Institute of Anatomy building opens at Acton

1932	Old Parliament House Rose Gardens established
1933	National Rose Gardens established Hospital Tax introduced to cover hospital's costs
1934	Supreme Court of the Federal Capital Territory established
1935	Canberra Community Hospital Board established Canberra Fire Brigade and Ambulance Service amalgamate
1936	Land Commissioner and Land Court established to deal with rural land issues Britain first country to establish diplomatic mission in Canberra Tidbinbilla Nature Reserve established
1937	Board of Inquiry into Canberra Hospital
1938	Federal Capital Territory renamed Australian Capital Territory National Capital Planning and Development Committee established Canberra High School opens at Acton Consultative Committee on Parks and Gardens formed
1939	Canberra Technical College established replacing former Trades School Belconnen Naval Radio Transmitting Station established RAAF Base Canberra established (named Fairbairn in 1941)
1940	Army Drill Hall established Barton House completed ACT Patriotic Funds Board established, abolished in 1950 ACT Bushfire Council established Canberra air disaster
1941	Australian War Memorial opens US signs lease to build embassy at Yarralumla, completed in 1943
1943	New Canberra Hospital opens HMAS Harman established
1944	Lindsay Pryor appointed as Superintendent ACT Parks and Gardens New government-operated abattoir at Woden completed, sold in 1969
1946	Melbourne Building, Civic completed Australian National University established
1947	Mulwala House opens Cabinet approves construction of 3500 homes in Canberra over seven years; program ultimately fails due to lack of funding Interdepartmental committee established to review proposals for Canberra's growth and development

1948	Cabinet approves relocation of 7027 public servants from Melbourne over 10 years, program ultimately fails due to lack of funding Legislation implemented to create Canberra electorate, member can only vote on matters affecting ACT
1949	Lawley House, Turner Hostel and Narellan House open Work undertaken to raise height of Cotter Dam, completed in 1951 Interdepartmental committee into local government, report by HJR Cole First plantings at Botanic Gardens by Prime Minister Ben Chifley Lewis Nott elected as Territory's first Member of Parliament
1950	Reid House opens Land reserved for rail line at Civic (and possible connection to Yass) disposed of for other purposes
1951	Jim Fraser elected as Territory's second Member of Parliament Havelock House, Turner opens
1952	ACT Advisory Council undertakes inquiry into local government
1953	King George V memorial opens Committee established to review role and functions of National Library, reports in 1956
1954	Australian-American memorial opens Senate Select Committee on Development of Canberra established, reports in 1955
1955	Canberra's Fire Brigade and Ambulance Service established as separate agencies
1956	Admin Building completed, designed in 1923, construction first began in 1927 Administration of Mount Stromlo passes to the Australian National University Parliamentary Joint Committee on Australian Capital Territory established
1957	William Holford visits Canberra to advise on development, reports in December National Capital Development Commission and National Capital Planning Committee established
1958	Construction of Bendoa Dam begins, completed 1961
1959	Academy of Science building opens at Acton Contract for first Russell Building awarded
1960	Work begins on Lake Burley Griffin, Scrivener Dam, Kings Avenue and Commonwealth Avenue Bridges Canberra University College amalgamates with Australian National University
1961	Construction of Corin Dam begins, completed 1963 Civic Offices and Civic Square completed <i>Ethos</i> statue unveiled

1962	Kings Avenue Bridge opens Development of Canberra's first 'new town' named Woden begins Regatta Point Exhibition Centre completed Quamby Children's Remand Centre opens
1963	Monaro Mall, Canberra's first shopping centre, opens Canberra celebrates golden jubilee Commonwealth Avenue Bridge opens ACT Electricity Authority established Queen Elizabeth II General Home for Post-natal Care opens
1964	Lake Burley Griffin opens Fluoridation of Canberra's water supply begins Canberra Showground established Cuppacumbalong house acquired
1965	Royal Australian Mint opens at Deakin Anzac Parade opens Canberra Theatre Centre opens Gowrie Hostel opens NCDC issues <i>The Future Canberra</i> plan Space stations open at Tidbinbilla, Honeysuckle Creek and Orroral Valley School of Music established Australian Forestry School closes Joint Committee on the ACT investigation into the supply of residential land blocks Commonwealth Park begins, completed 1966
1966	Development of Belconnen begins Construction of Corin Dam begins, completed 1968 Canberra Member of Parliament can vote on all matters in House of Representatives
1967	Canberra College of Advanced Education established ACT Hospitals Advisory Committee established
1968	Anzac Parade Desert Mounted Corps from World War I memorial dedicated National Library building opens New Canberra Hospital and nurses' quarters completed
1968–76	Planning for possible expansion of Territory borders into New South Wales
1969	Construction of Woden Valley Hospital commences, completed 1973 Macquarie Hostel opens Government approves nuclear power station at Jervis Bay NCDC releases its Y-plan for Canberra's future

1970	Treasury Building opens Carillon, Captain Cook water jet and Globe completed NCDC issues its <i>Tomorrow's Canberra</i> plan Canberra Botanic Gardens opens Government approves acquisition of remaining freehold land in the ACT Cameron Offices completed in stages, 1970–77
1971	Flash flood at Woden kills seven people Law Reform Commission of the ACT established, abolished 1976 Tidbinbilla Nature Reserve gazetted
1973	Anzac Parade 50th anniversary of the Royal Australian Air Force memorial dedicated Commission of Inquiry into Land Tenures appointed, reports in 1973 and 1976 Woden Valley Hospital opens Development of Tuggeranong begins Canberra Commercial Development Authority established to manage construction of Belconnen Mall Campbell Park Offices completed in four stages, 1973–76
1974	ACT Legislative Assembly established Legislation implemented to provide ACT with two Members of Parliament and two senators Lake Ginninderra completed Parliament approves Capital Hill as site for new Parliament House Work begins on Lower Molonglo Water Quality Control Centre, completed 1978 Interim Schools Authority established Proposal to construct Belconnen Hospital, never built Lanyon house acquired
1975	First Territory Senators elected: John Knight and Susan Ryan ACT Hospital Authority established Proposal for monument to Walter Burley Griffin, lapses in 1976 Construction of Googong Dam begins
1976	Canberra School of Art established Belconnen Remand Centre opens, closes 2009
1977	ACT Schools Authority established Referendum passed to allow residents of ACT to vote in referendums Canberra Technical College renamed Canberra Technical and Further Education College Canberra Stadium completed Construction of National Archives Mitchell repository begins, completed 1981
1978	Canberra Botanic Gardens renamed Australian National Botanic Gardens

1979	ACT House of Assembly established Googong Dam completed Calvary Hospital opens Canberra Development Board established Parliament House Construction Authority established Canberra Hospital renamed Royal Canberra Hospital Gudgenby Nature Reserve established
1980	Parliament House design competition winner announced High Court building opens Black Mountain Tower completed Benjamin Offices completed
1981	National Indoor Sports Centre opens Work commences on Australian Defence Force Academy, completed 1985
1982	Australian National Gallery opens Committee of Review of NCDC established, reports in 1983 Canberra Showground renamed National Exhibition Centre
1983	Government approves establishment of Canberra casino and convention centre Task Force appointed (Gordon Craig) to consider ACT self-government Bluebell adopted as official flower of ACT
1984	National Film and Sound Archive established at former Institute of Anatomy NCDC releases its <i>Metropolitan Canberra Plan</i> for Canberra's future, replacing the former Y-plan National Botanic Gardens renamed Australian National Botanic Gardens Gudgenby Nature Reserve renamed Namadgi National Park Calthorpe's House acquired
1985	Army Drill Hall renamed Drill Hall Gallery ACT Administration established centralising agencies responsible for the ACT
1986	ACT House of Assembly abolished Court of Petty Sessions renamed ACT Magistrates Court Committee of Inquiry into the ACT Fire Brigade established
1987	Lake Tuggeranong completed
1988	National Science and Technology Centre (Questacon) opens TAFE renamed Canberra Institute of Technology ACT Electricity and Water Authority established School of Music and School of Art combine to become the Canberra Institute for the Arts New Parliament House opens

	Floriade held for the first time
	Legislation introduced to Parliament to create self-government for the ACT
	House of Representatives Standing Committee inquiry into ACT leasehold
1989	First elections held for the ACT Legislative Assembly, results in hung Parliament
	National Capital Planning Authority replaces National Capital Development Commission
	Canberra convention centre opens
	ACT Department of Education replaces ACT Schools Authority
	Murder of Colin Winchester
1990	Canberra College of Advanced Education renamed University of Canberra
	National Capital Authority releases National Capital Plan
1991	Royal Canberra Hospital closes
	National Capital Authority issues the National Capital Plan
1992	Anzac Parade Vietnam War Veterans memorial dedicated
	Responsibility for the Supreme Court of the ACT transferred to the ACT Government
1993	Canberra flag adopted
	National Exhibition Centre renamed Exhibition Park in Canberra
	Construction of York Park begins, completed 1995
1994	ACT Public Service established
	Canberra casino opens
	Construction of Gungahlin begins
1995	Agreement reached between Commonwealth and ACT governments over land exchange at Acton and Kingston
1996	National Capital Planning Authority renamed National Capital Authority
1997	Royal Canberra Hospital demolished
1998	National Archives of Australia occupies new headquarters at East Block
	Australian National Gallery renamed National Gallery of Australia
	Canberra's first combined emergency services centre opens in Gungahlin
	Lease on Canberra's airport sold to Canberra International Airport Pty Ltd
	Canberra Museum and Art Gallery opens
	Tuggeranong Arts Centre opens
	Gold Creek Homestead acquired
1999	Admin Building renamed John Gorton Building
	International Flag Display opens
	Anzac Parade Australian Services Nurses National Memorial dedicated
2000	Anzac Parade Australian National Korean War Memorial dedicated
	ACTEW Corporation joins with Australian Gas Light to form ActewAGL

2001	National Museum of Australia opens Lindsay Pryor National Arboretum established Magna Carta Place opens
2002	Reconciliation Place opens Commonwealth Place opens
2003	Bushfires devastate Canberra
2004	Inquiry into the role of National Capital Authority Authority issues Griffin Legacy
2005	ACT Honour Roll opens Belconnen Naval Radio Transmitting Station closed, demolished in 2006
2006	Australians of the Year Walk opens Commonwealth disallows ACT civil unions legislation Coronial inquest into January 2003 bushfires
2007	Former Power House reopens as Canberra Glassworks
2008	National Portrait Gallery opens Commonwealth leases Googong Dam to ACT Government for 150 years ACT Civil and Administrative Tribunal established Bimberi Youth Detention Centre opens
2009	Construction of new Cotter Dam begins Belconnen Arts Centre opens
2011	Federal Parliament passes amendment to ACT Self-Government Act replacing veto power to amend Territory laws with majority in both houses of Parliament
2013	National Arboretum Canberra opens New Cotter Dam completed New Canberra airport terminal completed

Appendix B

Government agencies and officials responsible for the administration of the ACT and the records they created

commonwealth departments responsible for the administration of the capital territory

year	minister
1911–16	Department of External Affairs [1] (CA 7)
1916–28	Department of Home and Territories (CA 15)
1928–32	Department of Home Affairs [I] (CA 24)
1932–39	Department of the Interior [I] (CA 27)
1939–72	Department of the Interior [I] (CA 31)
1972–83	Department of the Capital Territory (CA 1477)
1983–84	Department of Territories and Local Government (CA 3499)
1984–87	Department of Territories [II] (CA 4135)
1987–91	Department of Arts, Sport, the Environment, Tourism and Territories (CA 5984)

commonwealth ministers responsible for the territory

year	minister
Minister for External Affairs	
1911	Egerton Lee Batchelor
1911–13	Josiah Thomas
1913–14	Patrick McMahon Glynn (CP 3)
1914	John Andrew Arthur
1914–16	Hugh Mahon
Minister for Home and Territories	
1916–17	Frederick William Bamford
1917–20	Patrick McMahon Glynn (CP 3)
1920–21	Alexander Poynton
1921–26	George Foster Pearce (CP 151)
1926–28	Thomas William Glasgow
1928	Charles William Clanan Marr
1928	Neville Reginald Howse
1928–29	Charles Lydiard Aubrey Abbott (CP 30)
Minister for Home Affairs	
1929	Charles Lydiard Aubrey Abbott (CP 30)
1929–32	Arthur Blakeley
1932	Robert Archdale Parkhill

continued over

Minister for the Interior

1932	Robert Archdale Parkhill
1932–34	John Arthur Perkins
1934	Eric John Harrison (CP 648)
1934–37	Thomas Paterson
1937–39	John McEwen (CP 47)
1939–41	Hattil Spencer Foll
1941–45	Joseph Silver Collings (CP 166)
1945–49	Herbert Victor Johnson
1949–50	Philip Albert Martin McBride
1950–51	Eric John Harrison (CP 648)
1951–56	Wilfred Selwyn Kent Hughes
1956–58	Allen Fairhall (CP 37)
1958–63	Gordon Freeth (CP 45)
1963–64	John Grey Gorton (CP 136)
1964–67	John Douglas Anthony (CP 55)
1967–71	Peter James Nixon (CP 83)
1971–72	Ralph James Dunnet Hunt (CP 311)
1972	Lance Herbert Barnard (CP 94)

Minister for the Capital Territory

1972–73	Keppel Earl Enderby
1973–75	Gordon Munro Bryant (CP 106)
1975	Reginald Greive Withers (CP 177)
1975–76	Eric Laidlaw Robinson (CP 542)
1976–77	Anthony Allan Staley (CP 233)
1977–80	Robert James Ellicott (CP 134)
1980–83	William Michael Hodgman (CP 155)

Minister for Territories and Local Government

1983–84	Thomas Uren
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Minister for Territories

1984–87	Gordon Glen Denton Scholes (CP 309)
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Minister for Arts, Sport, the Environment, Tourism and Territories

1987–88	John Joseph Brown (CP 414)
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Minister for Arts and Territories

1988	Gary Francis Punch
1988–89	Allan Clyde Holding (CP 434)

Minister for Arts, Tourism and Territories

1989–90	Allan Clyde Holding (CP 434)
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administrators of the federal capital territory

1912–17	David Miller
1930	AJ Christie
1930–32	Charles Daley

act chief ministers, 1989–present

1989	Rosemary Follett
1989–91	Trevor Kaine
1991–95	Rosemary Follett
1995–2000	Kate Carnell
2000–01	Gary Humphries
2001–11	Jon Stanhope
2011–	Katy Gallagher

government agencies and their records

The following section lists individual government agencies responsible for administration of the Territory over the past century and some of the principal record series they created. The list of series is intended as a convenient point of reference and is not exhaustive.

The series listed below were created by those departments responsible for the Territory. While each series contains many individual items about Canberra and the Territory, they do not deal exclusively with the Territory, and other territories and regions are also included.

Selected RecoRdS Relating to goVeRnment agencieS ReSpOnSiBle foR adminiStRation of tHe capital teRRitoRy

Correspondence

National Archives, Canberra

Correspondence files, 1903–38	A1
Correspondence files, 1939–50	A659
Correspondence files, 1946–	A431

Photographic records

National Archives, Canberra

Australian News and Information Bureau – photographic negatives and prints, 1945–71	A1200
Australian News and Information Bureau – photographic colour transparencies, 1971–	A6135

The following record series deal with records relating exclusively to Canberra and the Territory.

Selected RecoRdS Relating excluSiVely to canbeRRa and tHe teRRitoRy

Correspondence

ArchivesACT

Works – building project files, 1925–59	A869
Lands – correspondence 'TL' (Territory Lands), 1932–62	A880

continued over

Selected Records Relating exclusively to canberra and the territory (continued)**National Archives, Canberra**

Home Affairs – correspondence relating to the establishment of the Territory, 1906–14	A206
Home Affairs, Works – correspondence, 'FC' (Federal Capital), 1910–17	A110
Parks and Gardens – correspondence files, 'P and G', 1961–75	A1144
Federal Capital Territory Office – correspondence, administration, 1912–14	A202
Lands and Survey – correspondence, Territory lands, 1913–25	A192
Works – correspondence, Capital Works, 1913–26	A199
Federal Capital Territory Office – correspondence, lands, 1915–16	A209
Works – contract agreements, 1918–48	A295
Works – correspondence files, 'C' (Commonwealth), 1930–49	A292
Works – job files, 1949–	A660
Photographic records	

National Archives, Canberra

Photographs relating to the Federal Capital, 1914–26	A1661
Collection of glass plate negatives, 1921–35	A3560
Photographic prints of early Canberra, 1923–28	A5342
Plans and drawings	

ArchivesACT

Building project files (plans), 1925–51	A875
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National Archives, Canberra

Architectural plans of Canberra, 1921–59	A2617
Architectural plans, 'CA' (Canberra Architectural), 1959–97	A2712
Royal Commission on Sites proposed for the Seat of Government for the Commonwealth, 1903	

National Archives, Canberra

Reports and minutes of evidence, 1903	A315, A316
Summary of evidence, 1903	A318, A319
Exhibits, 1903	A320

National Capital Design Competition, 1912

Drawings submitted as part of the Design Competition, 1912	A710
Federal Capital Advisory Committee, 1921–25	

National Archives, Canberra

Minutes of meetings, 1921–24	A411
Correspondence files, 1921–26	A416
Federal Capital Commission, 1925–30	

National Archives, Canberra

Minutes of meetings, 1925–30	A412
General correspondence, 1927–30	CP981/2
ACT Advisory Council, 1930–58	

continued over

Selected Records Relating exclusively to Canberra and the Territory (continued)	
ArchivesACT	
Correspondence files, 1930–59	A2942
Volumes of signed minutes of meetings, 1930–74	A4854
National Capital Planning and Development Committee, 1938–57	
ArchivesACT	
Minutes of meetings, 1939–57	A3070
Correspondence files, 'PC' (Planning Committee), 1949–57	A3032
Senate Inquiry into the Development of Canberra, 1954–55	
National Archives, Canberra	
Records of the inquiry into the development of Canberra in relation to the original plan and subsequent modifications, 1954–55	A12449
General files of the Senate Select Committee on the Development of Canberra, 1954–55	A7686
National Capital Development Commission, 1957–89	
National Archives, Canberra	
Correspondence files, 1958–89	A1340
Minutes of Commission meetings, 1958–88	A8840
Minutes and papers of meetings of the National Capital Planning Committee, 1958–83	A8839
ACT Legislative Assembly/House of Assembly, 1974–86	
ArchivesACT	
Minutes of proceedings, First Assembly of the ACT Legislative Assembly, 1974–79	A7128
Miscellaneous unsorted papers, 1974–85	A8174
Correspondence files, 'LA' (Legislative Assembly) or 'HA' (House of Assembly), 1974–86	A7184

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