A PARLIAMENT HOUSE FOR AUSTRALIA

Submitted in partial fulfillment of the requirements for the degree of Master in Architecture at the Massachusetts Institute of Technology

May 9, 1960

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B. Arch., 1953
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ABSTRACT

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Norman John Edwards

Submitted for the degree of Master in Architecture in the Department of Architecture on May 9, 1960.

The attempt in this thesis has been to translate the complex requirements for the housing of Australia's parliamentary organisation into an architectural entity; one powerful in symbolic expression, and well-related to its situation - that of the centre of Walter Burley Griffin's city of Canberra, Australia's capital.

Several factors serve to make this a unique situation - the building will be Australia's first permanent House of parliament; its location, as recommended by Sir William Holford in his 1958 report, is especial - axially situated at the heart of Australia's capital city, enhanced on the one hand by a large body of water, surrounded on the other by country typical of Australia's 'middle-west' - as D.H. Lawrence describes it in 'Kangaroo' -

"There is no broad middle-distance to give the scene solidity - no fields, no little hill with a wood or a church spire. The middle-distance often looks monotonous and featureless. The beauty of the bush lies more in the sense of space and distance combined with the strange and vivid detail - the shapes of trees and shrubs, strongly lit by sun, and etched by shade, bizarre, wierd but endlessly fascinating."

The increasing weight of the bureaucratic function in governmental building is posing the problem in architecture of reconciling its dominance with that of traditional symbolic expression - in this case, that of the Chambers - the House of Representatives and the Senate.

My solution comprises two major elements - a long, low structure containing the three traditionally symbolic functions, juxtaposed by a large tower building housing the administrative function.
Dear Dean Belluschi:

In partial fulfillment of the requirements for the degree of Master in Architecture, I submit the following thesis entitled, "A Parliament House for Australia".

Sincerely,

Norman John Edwards
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# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>TITLE PAGE</td>
<td></td>
</tr>
<tr>
<td>ABSTRACT</td>
<td></td>
</tr>
<tr>
<td>LETTER OF TRANSMITTAL</td>
<td></td>
</tr>
<tr>
<td>ACKNOWLEDGEMENTS</td>
<td></td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td></td>
</tr>
<tr>
<td>A. PARLIAMENT IN AUSTRALIA</td>
<td>1</td>
</tr>
<tr>
<td>The case for a new Parliament House,</td>
<td></td>
</tr>
<tr>
<td>the background of parliament in</td>
<td></td>
</tr>
<tr>
<td>Australia; the structure of parliament.</td>
<td></td>
</tr>
<tr>
<td>B. A STUDY OF THE SITE</td>
<td>31</td>
</tr>
<tr>
<td>Topographical and traffic considerations.</td>
<td></td>
</tr>
<tr>
<td>C. THE AUSTRALIAN CHARACTER</td>
<td>38</td>
</tr>
<tr>
<td>A brief survey of the historical,</td>
<td></td>
</tr>
<tr>
<td>social, cultural, political and</td>
<td></td>
</tr>
<tr>
<td>geographical aspects of Australia.</td>
<td></td>
</tr>
<tr>
<td>D. A PROGRAM</td>
<td>43</td>
</tr>
<tr>
<td>The importance of symbolism in the</td>
<td></td>
</tr>
<tr>
<td>design expression; space requirements.</td>
<td></td>
</tr>
<tr>
<td>BIBLIOGRAPHY</td>
<td>52</td>
</tr>
<tr>
<td>DRAWINGS</td>
<td></td>
</tr>
</tbody>
</table>
A.

PARLIAMENT IN AUSTRALIA

The case for a new Parliament House, the background of Parliament in Australia, the structure of Parliament.
THE CASE FOR A NEW PARLIAMENT HOUSE

The present Parliament House is a provisional structure. It was completed in 1927 and opened on May the 9th of that year by His Late Majesty King George VI, then Duke of York. The building, erected in two sections connected by covered walks, comprised the following:

A. MAIN BUILDING. This section comprised -
- The Senate Chamber
- The House of Representatives Chamber
- The Library - Newspaper and reading rooms, basement, magazine room and library committee room.
- Four suites - for use of Prime Minister, President of the Senate, Speaker of the House of Representatives, and Leader of the Government in the Senate
- Six party rooms
- Five committee rooms
- Two interview rooms
- Two basements
- Two strangers' rooms
- Twenty - two press rooms
- Housekeeper's flat
- Sixty - three offices
- Sixteen bathrooms and toilets
- Two rest rooms
- Post office
- Telephone switch room
- Attendants' boxes, store rooms &c.
- Messengers' rest room
- Office of Usher of the Black Rod
- Record storage rooms
B. PARLIAMENTARY REFRESHMENT ROOMS BLOCK. This section was comprised as follows:

- Main dining room
- Members' lounge
- Members' guest room
- Members' bar and rooms for entertainment of guests and press
- Billiard room
- Staff and press dining room
- Kitchen
- Manager's office
- Store rooms, toilets &c.

C. ENGINEERING SERVICES. The section as installed in 1927 consisted mainly of:

- Boiler plant for the heating of the building and the provision of domestic hot water and steam for cooking purposes
- Plenum ventilation system for both Houses
- Ammonia refrigeration plants
- Passenger and service lifts
- Vacuum cleaning service
- Pneumatic tube service to Government Printing Office and General Post Office
- Electric clock system

D. GARAGE. Provision was also made in the refreshment rooms block for the garaging of approximately twelve cars.

E. PARLIAMENTARY GARDENS. An area of 10 acres on the east and west sides of the building devoted to lawns and flower beds, and five tennis courts and a bowling green were also provided.
The accommodations and facilities as provided, have been proved, in a joint report submitted to Parliament in 1957, to be insufficient at this stage, and fail now to provide an efficient service in keeping with the high standard required of a National Parliament. Apart from that of functional necessity, the submission is that Australia, at her present stage of advancement, urgently needs, in her House of Parliament, a building both permanent and monumental, symbolic of her whole system of democracy.
THE BACKGROUND OF PARLIAMENT IN AUSTRALIA

Until January 1, 1901, New South Wales, Victoria, Queensland, South Australia, Western Australia and Tasmania were separate Colonies without political union. For many years there had been a steady movement towards federation and the creation of a new nation. The then sparsely populated Colonies faced many problems, and it was realized that many of those problems, such as defence and matters relating to trade, could not be adequately dealt with until the Colonies were linked.

In 1900, a delegation from the Colonies went to London with a draft Constitution for a Commonwealth of Australia. The Constitution was agreed to when the Commonwealth of Australia Constitution Act of the United Kingdom received the assent of Queen Victoria on July 9, 1900. A Proclamation under that Act, dated September 17, 1900, declared that on and after January 1, 1901, the people of the Colonies (which were then to become States) should be united in a Federal Commonwealth under the name of the Commonwealth of Australia.
THE STRUCTURE OF PARLIAMENT

The word "Parliament" springs from the original French verb "to speak", literally inferring a gathering or coming together for the purpose of discussion. Emerging from this has arisen the present definition, with its legislative implications, a result of the decline of kingly rule and the concurrent rise in power of the people as a directive force. Specifically, the functional pattern of Parliament in Australia is a three-sided one, or, as the Constitution defines it:

"The legislative power of the Commonwealth shall be vested in a Federal Parliament, which shall consist of the Queen, a Senate and a House of Representatives, and which is hereinafter called "The Parliament", or "The Parliament of the Commonwealth".

In its legislative capacity then, of necessity these three must be operative; the actual process of a Bill becoming an Act of Law involves its passing through, and being passed by, both Houses, finally receiving the Royal Assent, which is in actuality the signing of the Bill by the Governor-General, who represents the Queen.

It was ruled in the Constitution that "the Senate shall be composed of senators for each State, directly chosen by the people of the State, voting, until the Parliament otherwise provides, as one electorate, "while the House of Representatives shall be composed of members directly chosen by the people of the Commonwealth, and the number of such members shall be, as nearly as practicable, twice the number of the Senators".

Since this day the basic structure of the Australian Parliament has remained the same.
THE GOVERNOR-GENERAL

The Governor-General of the Commonwealth is the personal representative in Australia of the King, and his position with regard to the Australian Parliament is substantially that of the King toward the Parliament of the United Kingdom, except that the Governor-General is a representative of the monarch, and is clothed with those powers solely given to him. On the other hand, the Australian Parliament is a self-governing body, not dependent in any way on the government of the United Kingdom, though joined with the United Kingdom and the other parts of the Commonwealth of Nations under the Crown. So that, although by all appearance the Governor-General is a powerful and almost autocratic force in the direction of government, in truth he is merely a symbolic figure having practically no authority in the day-to-day administration of the nation's affairs.

Despite this, the respect for person and position is very real; the Governor-General is held in the highest esteem by his Parliament and people as the personal representative of the monarch who reigns over an entire commonwealth of nations of which Australia is a member. His experience of life and affairs, his judgement, his peculiar position at the centre of, yet above, all political controversies, places him in a unique position; he has often been consulted by the Prime Minister of the day. But there is no true power inherent in either office or person; power that is, to exercise an originating and determining influence on the course of public affairs.

Perhaps the clearest indication of the Governor-General's true relationship to the Parliament in its constitutional aspect, is that it is contrary to all traditions for him to enter Parliament, save to open new Parliamentary sessions from the dias of the Senate Chamber.
THE HOUSE OF REPRESENTATIVES

The House of Representatives is of fundamental importance in the body of Parliament for many reasons, one of them being traditional, this House being the equivalent of the British House of Commons; it was the Commons which bore the brunt of the great struggle for Parliamentary supremacy down the centuries, and in winning it, won for itself the final authority in the Parliamentary life of England. Paradoxically, the House of Representatives is on the one hand, constitutionally junior to the Senate; in actuality it is senior, in that it is this House which determines the nature and direction of administrative and legislative authority. This is the heart of Parliament in operation; without the Senate, conceivably Parliament could still function; without the House of Representatives, Parliament would cease to exist.

As such, this House, more so than the Senate, is truly representative of the people. To this end, the Constitution has established the electoral basis for representation by stipulating that the House of Representatives shall have "as nearly as practical" twice the number of Senators, with the stipulation that no state, however small in population, shall have less than five seats in the House of Representatives.

In the House, members of the Government sit on the right hand side of the Speaker, opponents of the Government sit on the left. The official Opposition sits directly on his left, and consists of the largest party in the House opposed by the Government. Smaller parties and independents sit on what are not very accurately described as the "cross-benches", which are seats half-facing the Speaker at the opposite end of the Chamber. On the Government side of the House the cross-benches
are filled by government supporters or independent members supporting the government, or, when there is a coalition ministry, by the members of the smaller of the parties combined in coalition. "Government", a term used synonymously with "cabinet" or "ministry", is a group of men able to command a majority of votes in the House of Representatives. It remains alive and functioning if it has that majority, dies immediately this majority is lost. This is the simple formula upon which the whole theory and practice of democratic government subsists. The people freely elect a House of Representatives, and as soon as it appears that one group is able to gather around a particular individual who can command a majority, the leader, or Prime Minister as he becomes, is commissioned by the Governor-General to form a "ministry". The leader proceeds to appoint a number of his followers to positions as ministers in charge of Departments of State, and the whole process of Government goes on.

The main figures in the House of Representatives are the Speaker, who has supreme authority over the House; the Chairman of Committees, who presides during the periods when the House is in "Committee"; the Prime Minister, who has "control" of the House for the reasons explained, and can arrange the order and sequence of business as he pleases, subject to the authority of the Speaker to maintain the general discipline of the House, and enforce the Standing Orders even against the Prime Minister himself; the Ministers of State, the Leader of the Opposition, and the party whips. These offices take up approximately twenty-three members of the House; the remainder are "private members".

This, broadly, is the structure of the House of Representatives, the vital core of the Parliamentary structure.
The motif for a Senate House was mainly conditioned by the desire of the smaller states of the Commonwealth to secure a degree of representation comparable with that of the larger ones; and was in fact, one of the devices made necessary before Federation to ensure an all-state participation. This then explains the unequal balance between the populations of the individual states and the numbers representing them. Whether this system has worked out or not is a matter of decided controversy. In actuality, the growth of the party system has nullified the theory that individual senators would vigilantly guard the well-being of their home states; the tendency has been for Senators to vote together on a party basis. Such a system is becoming a necessary and inevitable part of the machinery of modern government; it is possible that eventually the Constitutional pattern of operation of the Senate will change accordingly.

Specifically, the Constitution stipulated that the Senate should be composed of an equal number of representatives from each state; at the time of the formulation of the Constitution, this number was six from each of the six states, thirty-six in all. It was allowed however, that this number could be increased in the light of future growth of population; subject always to an equal representation from each state. Such increases of course, would always accompany a proportionate increase in the numbers of the House of Representatives, which constitutionally is required to remain as nearly as practicable twice the number of Senators.

Members of the senate are elected for periods of six years, but the reality of a three-yearly Parliament is maintained ingeniously by a process in which half the senators retire every three years; each three years the President is elected.
The seating pattern in the Senate is much the same as that in the House of Representatives; supporters of the Government sit on the right hand of the President, oppositionists on his left; with the one basic difference of course, that it is not necessary that the supporters of the ministry be in the majority; quite often the reverse is the case.

As has been said, in every documented procedure, the Senate is superior; in reality the supremacy of the House of Representatives has emerged; the Senate for example, has no say in regard to the formation of the Ministry, nor can it influence the party-color of the government so formed. Moreover, the House of Representatives controls the raising and expenditure of money, and the Senate cannot interfere except to throw the whole financial machinery into disorder, and precipitate a crisis. Constitutionally, all bills have to pass through both houses. If a bill passes the House of Representatives but fails to pass the Senate, it dies on the spot, unless the government is prepared to make an issue out of it; also the Senate can amend bills and the amendments either have to be accepted by the House of Representatives, or else similarly a constitutional issue must be made out of them.

Much has been said and written in the past thirty years about the Senate. The general satisfaction with the character of the House of Representatives has not extended to the Senate. The position is that nearly everybody associated with Parliament would like the Chamber reformed, but nobody has agreed along what lines. The Senate has not been a good "States" house, because by and large it has not contributed to or safeguarded the interests of the smaller states. The growth of the party system has cut right across the theory that Senators would vigilantly guard the well-being of their home states; many people think that the Senate ought to be reconstructed along advisory lines, limiting its legislative powers.
THE SPEAKER

The Speaker is so called because he is virtually the "mouth" or spokesman for the House as a whole. The control exercised by him within the House of Representatives is absolute and final; his power here is supreme. On matters pertaining to both Houses his authority is shared with that of the President of the Senate. The Speaker has a somewhat anomalous position in that he is elected directly from the ranks of the ruling party to a position which demands a degree of impartiality difficult to attain, in view of the fact that he is on the one hand exercising disciplinary measures within the House, but being subject to similar devices within the Party Room. Technically, the Speaker is elected by the House; in reality he is elected by the government party who naturally patronise one of their own members. A similar difficulty arises with regard to his relationship to the Prime Minister; in the House, and in the official administration of parliamentary affairs, his authority is superior; in party status, he is subordinate. Theoretically such relationships could constitute difficulties; in actuality they rarely do so, due to the extreme degree of discretion and integrity demanded of their positions.

As well as duties pertaining to the House and its environs, the speaker is responsible for the use of the grounds surrounding Parliament House, and is head of the parliamentary department whose responsibility it is to administer the functioning of Parliament as a whole. As his chief executive he has the Clerk of the House, who acts chiefly in an advisory capacity. Officially his personal officer is the Sergeant-at-Arms; in practice the latter is concerned rather with subordinate duties of a clerical nature.

Perhaps his most vital responsibility is his duty as protector
of the rights, privileges and honour of Parliament: with respect both to outside intrusion and to disrespect from within.

His powers are very wide; uninhibited in fact by legal restriction, so that his hand can fall heavily upon those who might in any way affect the dignity of Parliament. These powers have, on at least one occasion, extended to the prohibition of a particular newspaper from the Press Gallery.

Inside the House it is his duty to ensure that the various standing orders and customs of Parliament are maintained. As the mainstay for Parliamentary freedom of speech, the translation of these orders into discriminate reality is a task both difficult and vital. As such, the position of the Speaker is always filled by men of integrity, of breadth of vision, and of courage.

THE PRIME MINISTER

The Prime Minister receives his commission from the Governor-General and thereby becomes First Minister of the Crown. He is leader of the Government, but only in an elected capacity; his removal can be ordered by his party should they so choose. In this capacity however, his influence is stronger and his powers wider than any other member of Parliament. His position in Parliament is privileged; he has an official residence, is the highest paid member of the Government, presides at meetings of Cabinet, and requests are met with instant response. In many respects it is difficult to reconcile such elevation of position with the democratic nature of the Parliament of which he is a member; such a relationship is always maintained by the fact that he is in power only so long as his party sees fit.

Within the House, the Prime Minister is leader, and his position
demands exceptional qualities of character and intellect; a gifted Prime Minister becomes, in the conducting of Parliamentary debates, a true artist; an expert in diplomacy, having every situation under his control, and being wide awake to every parliamentary maneuver. Much of the routine parliamentary work is left to his ministers; he is always present in the House during Question Time, will be instantly available to lead during any crisis, and will personally undertake to guide to guide the passage of important bills.

As first citizen in the land, the Prime Minister is Australia's first representative. He acts on behalf of Australia, as her spokesman, attends important conferences abroad, and is responsible for the entertainment of distinguished visitors at home.

On an administrative level, the Prime Minister has his own department, of which he is naturally head. Sometimes he will place himself in charge of another portfolio as well; such as the Treasury; in this case he takes full responsibility for the department concerned, dealing with the routine business involved; in other cases he does not interfere with any of the Ministers' departments, other than to watch carefully individual administration in each case.

The greatest role a Prime Minister can be called upon to fulfill is an undefined one; his behaviour in times of national crisis. Then, he will often rise above the statutory limitations demanded of his rank, and will become the soul and the inspirational leader of the country.

THE PRESIDENT OF THE SENATE

Apart from slight variations in procedure, the duties of the President within the Senate are much the same as those of the Speaker;
and as the latter's authority is supreme with regard to the House of Representatives, so too is the President in supreme control of the Senate and its precincts. On matters pertaining to both Houses collectively, his authority is shared with that of the Speaker, although as chairman of the Joint House Committee, his position is senior.

**THE LEADER OF THE OPPOSITION**

Paradoxically, the Leader of the Opposition is on the one hand, within the House, the most important figure next to the Prime Minister; on the other, his position constitutionally, is not recognized; this is another instance where, in English parliamentary practice, the official and the unofficial are in apparent conflict. His office has, like other unofficial aspects of the parliamentary establishment, developed as a result of the parliamentary system; just as one man emerged as the leader of the strongest group, so too did the leader of the opposing party take on an unofficial status, and become in effect, the pretender to the parliamentary throne. With the integration and formalising of politics, the Leader of the Opposition became a person of great parliamentary importance, to whom everybody, from the Prime Minister down, pays due recognition, even in hours of bitter party conflict.

His office is one which demands great ability; in a sense it imposes a greater strain than that of the Leader of the Government in the Senate, for his task is not only to impart and maintain a strong "esprit de corps" within the ranks of a defeated party, but to conduct a policy within the House which is negative rather than positive. He has therefore, not only to be its articulate voice, in a capacity passive rather than dynamic, but to be its spiritual leader as well.
Despite the implications which its title would impart, the theory has developed that this role of Leader of the Opposition is a necessary and vital part of government. In its capacity as critic of anything proposed by the governing party, it at once ensures that any legislation passed through the house will undergo a detailed and analytical scrutiny. This, under a leadership of integrity, will at all times be a healthy and constructive one, and will not descend to the level of petty criticism for the sake of limited party controversy. Such criticism is an assurance that any bill, no matter how controversial, will have undergone an examination so thorough that no inherent flaw exists. In a sense, this role is the very soul of Parliament; freedom of expression and criticism.

THE LEADER OF THE THIRD AND FOURTH PARTIES

The existence of a "third party" seems incongruous in a parliamentary system designed on a two-party basis, and in effect it remains a subordinate part of this system. It was only in 1943, as a result of the rise to prominence of the Labor Party that the other parties, the United Australia Party (now Liberal), and the Country Party found no further reason to remain in common opposition, and split up, the Leader of the Country Party going 'into the corner', that is, into the cross-benches, which are those in the House which on either side, face diagonally toward the Chair.

The Leader of the Third Party has lesser privileges than those, for example, of the Leader of the Opposition. He has a separate office, but has no special seating arrangements for him within the House, being located equally with his own members, in the cross-benches.
THE LEADER OF THE GOVERNMENT IN THE SENATE

This position parallels that of the Prime Minister in the House of Representatives, and his duties are roughly the same, in that he speaks for the government, is in charge of all matters which in the House of Representatives would be decided by the Prime Minister, leads in debate, and generally defines government policy. However, he often has the additional onerous duty of handling a majority in the Senate which is in opposition to the government; this task is a delicate one, for he must persuade a hostile Senate to approve of legislation of which, on principle, they disapprove. Then, on the other hand, the government has a majority in the Senate, his job becomes much easier.

THE CHAIRMAN OF COMMITTEES

The Chairman of Committees in each House is respectively the right hand man of the Speaker and the President; during periods of "committee of the whole House", he is completely in charge, and his duties become as responsible as those of the Speaker. As well as the committee stage of every bill, he presides at the Committee of Supply when financial resources are being voted to the Government, and the Committee of Ways and Means, when customs duties and taxes are being debated.

THE TREASURER

The treasurer is in control of the spending of public moneys; as such he is one of the senior ministers in the Cabinet, and is usually selected for his qualities of extreme discretion and level-headedness. Cabinet can influence the general financial policy which the Treasurer establishes, but he is in control
THE MINISTERS OF STATE

The respective Ministers of State comprise the Cabinet, from the Prime Minister down. Each Minister is in charge of a department devoted to his particular port-folio, and is responsible for its administration. As his chief assistant, he has a department head, to whom he entrusts the job of seeing that department policy is maintained, and of handling general administration matters; the degree to which such work is handled by the Minister himself, will vary according to the individual concerned. Periodically, he reports to Cabinet or to the Prime Minister when matters of policy are affected.

THE WHIP

The Whip, as his name implies, is a sort of political stockman; his duty is to round up members during divisions to see that they are in their places in the House when required. In addition, he is required to be aware of the opposing parties' tactics, and to plan accordingly, and to organize "pairs"; that is, members coupled from either side who for some reason are unable to vote.

THE ADMINISTRATIVE FUNCTION

As in any organisation, "behind the scenes" in Parliament House there is the crew whose vital task it is to keep the parliamentary machine operative; this body technically, the administrative function, is extremely complex, and it will only be possible to give some idea of the nature of some of its more important facets.

Broadly, this function is divided into three: the administration
of the House of Representatives, the administration of the Senate, and an amalgamation of the two, the Joint House. Each of these is quite separate, and operates independently one of the other.

The Clerk of the House of Representatives is, in the broadest sense, the right-hand man of the Speaker. More accurately, he is his permanent advisor, and as such has one of the most important tasks in the whole Parliamentary system. This responsibility is a heavier one in the case of the House of Representatives, due to the fact that the House is the operative and dominant chamber. At all times during the functioning of the House, he must be ready and available to give immediate and unimpeachable advice and guidance; as such, his knowledge of parliamentary practice must be infallable. The significance of this becomes more obvious when we appreciate how vital to the correct functioning of a democratic parliament is the matter of correct procedure. His equipment for this task is a profound knowledge and understanding of the Standing Orders, the book of rules upon which parliamentary procedure is based; not only these however, but the vast array of literature which has grown up around the practice of parliamentary government. As such, provision should at least be made in his office for an elaborate library.

Developing logically from his wisdom in the ways of parliament, the Clerk also serves as counsellor to any member in the House who may from time to time seek his advice; and as an advisor to Ministers and Party Leaders who need to know precisely what course to follow. His knowledge therefore, of the private activities of members, is considerable, but of course subject to the strictest confidence.

Finally, as head of the administrative staff of the House of Representatives, he is responsible not only for its operation,
but for the keeping of records, papers, etc., concerned with events in the House.

The Clerk of the Senate has the same highly responsible position in relation to the carrying on of business in the Senate, and the administration of the service of the Senate.

The Clerk Assistant, is, as the name implies, next-in-line to the office of the Clerk.

The Second Clerk Assistant is third-in-line in the administrative hierarchy.

The Sergeant-at-Arms and Black Rod are in line of succession to the Clerkships; they take a deeply professional interest in the life of Parliament. Each is the right-hand man respectively of the Speaker in the House of Representatives, the President in the Senate. As well as carrying the symbols of office and standing ready to eject unruly members, they play a part in the administrative machinery of Parliament.

The Secretary of the Joint House Committee. Although each Chamber of Parliament holds itself separate and distinct from each other, there are in the ordinary way of things many questions which have to be dealt with jointly—questions which constantly arise, such as the control of the refreshment rooms, policy matters in relation to the general administration of Parliament House, and so on. The supreme body dealing with such matters is the Joint House Committee, under the dual chairmanship of the President and the Speaker, and consisting wholly of sitting members of Parliament. An important officer, however, is the Secretary of the Joint House Committee, who is its executive officer. Usually he holds a senior position on the staff of the Senate or the House of Representatives and it is his duty to put into effect committee decisions.
The Librarian. The duty of the Parliamentary Librarian is to provide the means whereby men in Parliament can become as well-informed as possible; to provide a library which will furnish the basis of good debate and serve in maintaining as high a standard of intellectual thinking and expression as possible. As such, the standard of reading matter in the Parliamentary Library is very high. Selection of books includes every authoritative work of reference record, and technical contributions to the literature of the law, public administration, Parliamentary practice, social and economic problems, as well as works on history, geography, politics, and biography.

The Librarian has yet another duty, and that is the safekeeping of many documents and objects of historical interest, which in the course of time have come into the possession of Parliament, ranging from the first printed pound note to the trowel used when the foundation of Canberra was laid. These articles form the nucleus of an important little historical museum, which contains articles of real interest because of the part they played in the unfolding story of Australia.
The story of Hansard is too comprehensive to be included in its entirety in the pages of a thesis of this nature. Briefly, its origin is connected with the lessening power of the King and the corresponding increase in freedom of the common people—freedom in this case of the Press to report the proceedings of Parliament. This struggle between the king and the landed classes had continued with intensity for hundreds of years from the time of Magna Carta in 1215 until the absolute monarchy as a power was finally dissolved in the Revolution of 1688, and the resulting Bill of Rights. From this time until the Reform Act of 1832, the English Parliament functioned almost solely in the interests of the landed gentry; the king being a mere puppet, and the common people having no say whatever. The proceedings of Parliament during most of this period were kept in dire secrecy, even to the point of a refusal to have reports of speeches made for record purposes. The first unofficial series of recorded speeches were made and later printed and published by Thomas Curzon Hansard in 1803; he is perpetuated by the name "Hansard", a term referring to the members of the Parliamentary Reporting Staff, whose responsibility and duty it is to report the proceedings of both Houses, and of the various Standing and Select Committees and Conferences. The term Hansard is unofficial; it does not appear in the official records.

The composition of Hansard has remained much the same since its inauguration with the establishment of the first Parliament. There is a staff of some ten or twelve reporters, headed by the Principal Reporter and Second and Third Reporters, and seven or eight typists; as well as the attendant clerks and messengers. The Principal Reporter acts chiefly in a supervisory and administrative capacity, and does little, if any, reporting. He has a permanent seat in the House of Represent-
atives, alongside that of the reporter noting proceedings; and by tradition, his deputy has a similar place in the Senate. Initially, reporters were recruited from the ranks of those serving the principal daily newspapers; the tendency now is for Hansard to apprentice and train its own cadets specifically for this task.

Hansard's job then, is the verbatim reporting of parliamentary proceedings; reports are made by a succession of reporters in and out of the House or the Committee or Conference Room, the usual "take" being ten minutes, at the end of which time the next reporter takes over. A stool at the table facilitates change-over; thus, there are never less than two reporters in the Chamber throughout the entire proceedings.

The work is hard and exacting; the only equipment available to the reporter is his pen and notebook, plus a high degree of alertness, and an expert knowledge of shorthand. The strain incumbent upon him, in striving to hear every word of every speech and noting them accurately, is considerable. A degree of genius is often needed to transpose an incoherent speech, badly expressed, and with sentences unfinished, into something clear and meaningful, without changing any of the words. This of course does not continue all the time. Most members speak with a reasonable degree of clarity, even though oratory as such is rare. The eventual use of mechanical recording devices to replace the personal presence of reporters within the House is not very probable; tradition is strong with regard to the traditional conventions of Parliament; in any case, mechanical aids can do little to replace the ability of a reporter to observe and mentally record the gesture, the raising of an eyebrow, the turn of the head, which often becomes as essential to the meaning of a speech as does the spoken word.
The 'on-off' procedure is designed to maintain a regular supply of 'copy' to the printer, and ensure as high a degree of alertness in reporting as possible. When the reporter has finished his ten-minute 'turn' in the House, he is 'off' for the next fifty minutes; during this time he is dictating to a typist in the Hansard offices nearby; only rarely will he hand his notebook to a typist for direct reproduction; the usual procedure is word-for-word dictation. The notes, in typed form, are immediately sent by pneumatic tube to the Government Printing Office, about two miles from the existing building, and a similar distance from the projected site of the new building. Here they are set into type for printing in the issues of the official 'Parliamentary Debates'; these are published week by week during sessions. Uncorrected, other than for typographical errors, the proofs are within a short period of time available to members for correction; this however, does not permit of speakers altering or amending anything recorded; the temptation to add or change something is often strong; but speakers must stand by what was said. The proofs are available only for slight technical and grammatical revisions. Any doubts are referred to the Principal Reporter; if there should be any further question as to whether a member is overstepping his bounds, the matter is referred to the Speaker, whose authority is final and absolute. Such strict insistence on speeches being recorded as they are spoken, reflects one of the basic aspects of the parliamentary system—that of freedom of expression, and the resulting sense of responsibility to stand by such expression.

The most reasonable location for the Hansard function would be equidistant, and as little removed as possible from the two chambers, and a reasonable distance from the various committee rooms. Some indication of the volume of the work devoted to recording proceedings apart from those within either House, may be gauged from the fact that, during 1958,
it covered 4,341 foolscap pages of typescript, mostly in stencil form. This represents an output equal to two-thirds of the number of printed pages of Hansard covering the debates recorded in both Houses. From these stencils approximately 40,000 pages of reported matter were processed.

The functional relationship is such that a separation of any great distance between the Hansard offices on the one hand, and the two Houses and the various Committee Rooms on the other, would be inconvenient and inefficient. Apart from the continual movement backwards and forwards by the reporters, there is similar movement by the messengers, who are continually being sent for members' quotations, or on some errand for the Principal Reporter in the House or the Committee Room.

Within the framework of Hansard itself, provision should be made for the Principal Reporter, for the Second and Third Reporters, each of whom will require individual office space, and for those appointed as supervisors. Room will be needed for the twelve or so reporters; six or eight transcription rooms will be necessary, divided equally between either House. As well as the basic provision for the reporting and transcribing process, some facility should be available to house the documents, newspapers, reference books, collections of quotations etc., to which reference is continually being made by the reporting staff. Suitably, this could be amplified to include a retiring and rest area for reporters; a similar area is needed for the typists. Members periodically refer to the various documents and records housed in the Hansard offices; provision should be made for this function. In close proximity to the reference facility, space for the messengers is necessary; a room for two or three clerks should be included as well. Provision for the cutting of stencils, duplicating and processing, should be allowed.
In the House, the traditionally accepted and functionally most desirable position for the Hansard reporters is on the floor, at the table. The existing position for the reporter and the editor is below the Clerks on the Opposition side; this is undesirable in as far as the reporters cannot see any member of the Opposition, other than those who sit in the two seats at the table reserved for the Leader of the Opposition and his deputy, or the Opposition members temporarily in charge of a debate. A preferable location would be one located slightly above, and behind, the Clerks at the table, at a point between the Clerks and the chair of the Speaker or the President. Consideration has been given to the alternative scheme of locating the Hansard officers in a gallery above and near the Speaker's chair; visual and acoustical difficulties however would be considerable, and this as an alternative position is therefore not desirable.

THE PRESS

Like its counterpart, Hansard, the story of the Press is wrapped up with the struggle between the monarchy and its desire for absolute power, and the landed and commercial interests in England, and their insistence on having this power to themselves. But unlike Hansard, which, as the 'Parliamentary Reporting Staff', has official recognition in Parliament, the Press has none; recognition is entirely unofficial, and while having certain privileges, its rights are non-existent. Such an arrangement has its origin in the stubborn insistence of the early English parliament on keeping its activities and debates strictly secret; revelation of parliamentary proceedings at this time was considered the most criminal of acts. With the advent of the 19th century however, and the increase in power of the common people and
their corresponding interest in parliamentary activities, the newly discovered printing press became the means whereby knowledge of the activities of parliament was given to the general public. In the process though, the new reporters suffered many abuses; eventually, when they gained unofficial acceptance, it was with a great deal of condescension on the part of Parliament; even to this day nothing has been written in the Constitution to officially recognize their existence. While on the one hand, there has emerged this traditional acceptance of members of the press in the galleries of the Houses, on the other, this can be withdrawn without notice at any time; and indeed on occasions has been, as in time of war, when sessions were of necessity conducted in strict secrecy. Such a tradition exists in the English House of Commons; at the time of the inauguration of the Australian Parliament, a similar attitude was adopted.

As to whether official recognition with its rights and privileges should be given the Press within the framework of the Parliamentary constitution is hardly a subject for resolution in these pages; however, it is fairly conceivable that such a change may well eventuate within the life of the new Parliament House. Consideration then, should be given to the possibility of incorporating the Press into the design hierarchy in such a way that will suit both its present and future roles.

The Press obtains its news from various sources within Parliament. These are the main ones:

Proceedings in the House – speeches, statements and other activities.
Reports of commissions, boards and departments tabled in Parliament.
Ministerial interviews.
Material gathered in the lobbies, party meetings, etc.
Statements issued by publicity officers.
Departments of state.

In order to keep in contact with these sources, the Press organization divides itself broadly into two categories: firstly there is the "gallery staff" headed by an experienced journalist whose job it is to organize his crew in a manner most efficient to obtaining a factual, colorful and informative account of proceedings in the House. Such an account must be accurate and authoritative, but has to be written to suit the average reader; the parliamentary journalist has to act rather in the manner of a sensitive microphone, receptive to the slightest fluctuation in the tempo of the House, and working with speed and efficiency. Notes are taken in shorthand, transcribed to a typist, telephoned or teleprinted to the major cities, sub-edited, incorporated in a news bulletin and read by an announcer all within an incredibly short space of time. The relationship between the offices of the Press and their position in the House is a critical one. This latter position has hitherto been in a gallery in either House above the level of the floor, and while the status of the Press remains unofficial, on the basis of Parliamentary precedent, it is likely to remain there. It has, however, obvious acoustical limitations; serious consideration should be given to the possibility of the use of mechanical recording devices to offset such limitations.

The second category is the "rounds" - this is the daily contact with the various likely sources of news, such as ministers, party leaders, private members, and officials. The journalist doing the rounds has to be wide awake to the slightest variation in feeling or mood of Parliament; he has to possess an innate sensitivity to the broader aspect of Parliamentary activity. The most important engagement in his duty book, one for which
he keeps himself free of other entanglements, is the press interview with the Prime Minister. Prior to the Second World War, these interviews were given twice daily with regularity; since then, the tendency has been for the Prime Minister to fit them in wherever possible; in this respect, Australian parliamentary practice differs from that in England and the United States: in England the Prime Minister never sees the press; in the United States, interviews are granted no more frequently than once a week.

News is given by the Prime Minister in two ways, either as factual statements under his own name, which as a rule have been prepared beforehand by his press secretary in reply to questions, or as "tips" upon which the roundsman can write a story so long as the name of the Prime Minister is not mentioned. The relationship between the Prime Minister and the press is one of mutual trust and respect, and such a relationship is revered by the journalist who would rather lose his right hand than break this confidence. For this reason, the Prime Minister will frequently reveal items of news which must be "kept off the record"; he does this for several reasons. One is that he likes the Press staff to be well informed, so that any dealings with the roundsman can be factual and on the basis of clear understanding. Again, these "off the record" comments serve the purpose of informing the newspapers ahead of forthcoming events; thirdly, the roundsman is informed of the necessity for secrecy on some particular subject, news of which he may inadvertently pick up and publish from some other source.

The roundsman speaks with other ministers usually once each day, either in the "lobbies", in formal interviews, or by popping his head in through secretarial doors. The "lobbies" are a constant hive of activity and source to the roundsman;
there is a consistent procession of members through these, to and from the House and elsewhere. Again, having no official sanction to be wandering around ministerial precincts, the journalist must handle his presence with diplomacy and tact, especially with regard to his questioning of members.

The main news organisations are represented by staff journalists from Sydney and Melbourne; there is an increasing tendency for staff men from the smaller capitals to be present too; hitherto the newspapers from these cities are served through agency arrangements with the great metropolitan dailies of Sydney and Melbourne. Representation varies; one paper may have a solitary staff man and rely otherwise on an agency coverage; another may have a complete staff of five or six with the senior parliamentary correspondent in charge.
A STUDY OF THE SITE.

Topographical and traffic considerations.
LAKES AND BRIDGES

Many of the outstanding capital cities of the world incorporate water areas, whether consciously planned or not. All the Australian State capitals have been built around or have developed water features. The enjoyment of water sport has, as has already been pointed out, become an important part of the Australian way of life. In Canberra, away from the sea, the value of the water is even greater.

A determining factor in the choice of Canberra as a site was the Molonglo flood plain in which, in the words of the original report, "facilities are afforded for storing water for ornamental purposes". Burley Griffin's winning design for Canberra, the one adopted, was based on this possibility, the outline of lakes and basins following closely the natural floodplain running through the city site. Much of the early criticism of the plan arose from doubts as to whether the water areas were feasible. Since this time, investigations by the National Capital Planning Commission have proved that the idea is possible.

The original lake scheme included the formal basins in the centre of the city, together with two large lakes at the eastern and western end. East Lake, which was removed from the Canberra plan many years ago, is not feasible. The remainder of the scheme, consisting of the three central basins and West Lake, is practicable. Moreover, it is the most effective and least expensive of the various alternatives which have been considered.

The scheme recommended is based on the construction of a dam at Woden, a site just downstream of Government House, and about three miles west of Commonwealth Avenue Bridge. The dam will create a large lake at a level of 1825 ft., con-
sisting of the three central basins and West Lake. The three basins provide the unifying feature on which the design of the centre of Canberra depends. West Lake will provide a variety of waterside landscapes dominated on the lower reaches by the steep, wooded slopes of Black Mountain. The extensive fore-shores will provide opportunity for imaginative development of landscaped reserves, while the lake itself will provide for water activities.

THE CENTRAL BASIN AND PARKWAY

The Central Basin, with the proposed Houses of Parliament dominating the southern embankment, will be one of the most striking features of the city landscape. Any scheme incorporating such a proposal, should take into account all the factors which would contribute to the design of this area: the shape of the basin, the design of the bridges to span the lakes at Kings Avenue and Commonwealth Avenue (which form the eastern and western terminal features), the treatment of the banks, particularly the southern embankments which will form the podium of the Houses of Parliament, and the landscaping of the area lying between the northern shore of the basin and Constitution Avenue. This latter area should be reserved for parkland and landscaping which on the one hand would form a fitting foreground setting to the Houses of Parliament when viewed from that side of the lake, and through which could pass the road linking Commonwealth Avenue and Kings Avenue. The area could include certain recreational facilities of a limited nature, but should be reserved from building; the road would serve both as a scenic drive overlooking the lake and the Parliamentary triangle, and as a first class direct traffic route between Commonwealth and Kings Avenue, as well as traffic link between the Civic Area in the North-West, and the industrial
area of Queanbeyan in the south-east. Constitution Avenue could thus play a lesser role in the system of traffic circulation, its main function being to provide access from the Civic Area to the suburbs of Reid and Campbell.

CAPITAL HILL AND THE PARLIAMENTARY TRIANGLE

(a) Capital Hill and the War Memorial

The report of the National Capital Development Commission (June 1958) suggested that the area occupied by Capital Hill should be devoted to a National Centre which would have as its theme the development of Australia and its contribution to civilisation. Such a feature could well serve, if properly conceived, to form a counterpart to the existing War Memorial building which lies at the opposite end of the main axis. Each of these terminal features will read in direct horizontal relationship with the Houses of Parliament when viewed from either end of the axis; a study of the section indicates that this relationship vertically is also pronounced, and brings the bases of each of the terminal features to a relative position lower than mid-way between the roof of the main building and the top of the tower in the proposed design. The site plan further reveals that the horizontal relationship between either of the terminal features and the tower remains virtually fixed for anyone viewing the respective buildings along the axis from one point to the other; that is, the distances are so large that a lateral movement off the axis of several hundred feet at either end would be needed to alter this relationship.

The proposal by the Commission is that the National Centre should consist of a central feature for assembly purposes surrounded by a series of pavilions each dedicated to some
particular aspect of Australian culture. Here would be illustrated the history, natural resources and economic development of Australia, its native life and customs, its literature and fine arts, and other significant features of the Australian way of life. The preparation of the site for these buildings would include the creation of a platform from which the buildings would radiate, and around which other structures would later be built; the greater part of Capital Hill should then be made available as parkland.

(b) The Parliamentary Triangle

The Parliamentary Triangle is the heart of Canberra. The proposal is that it should contain the Legislature, the Judiciary, the Head Offices of those departments closely associated with Parliament, and for institutions closely associated with it. The future of this area is largely dependent on the measures to be taken for the planning and construction of the new Houses of Parliament. It is a matter for future determination as to which buildings should be located in this area along with the Houses of Parliament; it is conceivable for example that the Mint, the National Library and the High Court could be among those included.

The decision to locate the Houses of Parliament in the position indicated was largely conditioned by the recommendations of Sir William Holford in a report submitted to the Commonwealth Government in 1958. Griffin's proposal was that the Houses of Parliament should eventually occupy a position on the top of Capital Hill. "Capital Hill," Holford said, "is the generally preferred location, but to me a Parliament House here would be symbolically and actually out of place...", "a Parliament seems to me symbolic in a different way; it is an active, democratic building and should be in the Forum and not on the hilltop."
In addition, the main "axis", which exists thus far as a theoretical line on paper only, is too long and too uneventful to register any marked impression on the beholder. Holford continues: "If the permanent Parliament House were to occupy a central site on the northern terrace of the Government Triangle, where in Griffin's scheme the courts of justice were to be, the whole emphasis of the Land Axis would be altered. Its climax would be in the centre. Paris or Versailles would have replaced Washington as the model - but a democratic Versailles with a public park on the "garden" side beyond the basin of water, and a forecourt in the Government Triangle which every Australian would have the right to enter...."

The present Parliament House, provisional as it is, enshrines a good deal of history, and will probably remain to serve some other function; suitably, it could be utilised for library and archive purposes, or for conference or office use. With this building standing, the alternative site of Camp Hill, immediately behind, becomes quite unsuitable for the new Parliament House building, even though the actual floor space for the new building could well be accommodated here.

**TRAFFIC CIRCULATION**

No city has solved its present-day traffic and parking problems in advance. Venice has avoided them; Fort Worth has proposed but not yet created a purely pedestrian centre, nearly a mile across. Welkom, a new town in the Orange Free State (South Africa), is planned as a completely safe town from the traffic point of view, but its population is as yet too small to afford proof of this.
Canberra has been well endowed with avenues and broad streets, but the actual design of its carriageways, and particularly their junctions, is quite unsuited to existing traffic conditions. Thus, in spite of liberal circulation space (potentially about 40 per cent of the total built-up area), a small peak load in the Government Triangle causes traffic congestion on Commonwealth Avenue. There are several reasons for this - in the past seven years, the population has doubled, the number of vehicles has trebled, the number of traffic accidents has quadrupled.

The development of a modern system of road communication involving as it does, continuing surveys of traffic characteristics and circulation, is in progress; information is being gathered together on traffic flows to the several employment centres of the city, and these are being particularly related to the bridge crossings of the Lakes and Molonglo River, and to the area with which we are immediately concerned, the Parliamentary Triangle.

Recommendations made by Sir William Holford include investigations into the following situations in the near future:

(a) intra-city communication; preferably by a route independent of Commonwealth and King's Avenue Bridges;
(b) quick routes to the airport and its extension;
(c) a through route for the Federal Highway, by-passing Northbourne Avenue, Commonwealth Bridge, and the two roundabouts;
(d) the establishment of a separated carriageway system for all important roads, adapting Griffin's sections for the purpose;
(e) elimination of right hand turns on heavily trafficked routes by including one-way streets and the early establishment of grade separations, which could be completed by connecting spurs at a later date;
(f) incorporation in the system of additional river crossings;
FIGURES REPRESENT VEHICLES PER HOUR DURING 15 MINUTE PEAK PERIOD APRIL 1958.

Based on Gordon Council 8am to 9am Tues 15th April 1958.

TRAFFIC ENTERING = 70%
THROUGH TRAFFIC = 30%
C.

THE AUSTRALIAN CHARACTER

A brief survey of the historical, social, cultural, political and geographical aspects of Australia.
To most people, Australia means gum-trees and kangaroos, sun-burnt plains and sheep-stations. This is perhaps one part which can emotionally condition a new esthetic in this country; there is, however, another Australia, newer, more important and exciting — the Australia of Sydney and Melbourne and the great cities of the coast — of violent politics and lively arts, and this side of the picture, the social and cultural aspect, is in a sense more the 'real Australia'. To gain some insight into these characteristics, and to see to what extent other factors, such as climate, social attitude etc., are capable of influencing the shape of building in Australia, and in particular of shaping a concept for a new House of Parliament, is the purpose of this discussion.

Most Australians are of British descent; this has created an illusion in the minds of many that Australia is a replica of England. Superficially, in the cities, the architecture appears to reinforce this misconception; nothing could in reality, be farther from the truth. The difference began with the first settlement. The convicts who had so rudely been rejected by England, in turn rejected England; this feeling of rejection has diminished little since that time — the majority of settlers in Australia have come because of some dissatisfaction with their own country. In most cases, of course, the complaint was an economic one; in many instances however, there were political, social or psychological factors at work — such as class or family resentment. It was with deliberate intent then, that the new Australians set out to create a social system as far removed as possible from the one in Britain to which they had been accustomed.

Many of the new arrivals were Scottish or Irish or Welsh. Temperamentally, all three are more extreme, more violent, and more passionate than the English. They are less inclined
to compromise, more ready to pursue their arguments to their logical conclusion. Moreover, they tended, politically, to think in an anti-English manner; to emphasise their traditional resistance to English influence. These settlers together outnumbered the English. As a group, they constituted a Roman Catholic majority, and were primarily of working-class origin. As a result, very few Englishmen are really made to feel at home in Australia. Some psychological barrier stands between them — a feeling of resentment on the one hand, a patronising attitude on the other. This has nothing to do with the Australians' attitude to England as a whole — most of them are still deeply loyal to the British connection, and are proud to be a British nation.

On the other hand, there is considerable evidence in Australia of the tendency toward conscious imitation of the American way of life. In a sense, Australia sees in the United States an example of what she can hope to achieve in the future. She does not want to be another England or another Europe; for this reason she looks toward America for "know-how" in industrial development, in scientific and sociological techniques, and even in education and culture. This feeling of kinship is substantiated by the similarity in the historical background and geographical characteristics of the two countries. Australia is very little smaller than the United States, though it is a far less fertile continent. (The great difference is the lack of a rich inland basin watered by snow-fed rivers.) Its climate is rather similar, though more of Australia lies within the tropic zone, and it has a much milder winter. (There is more concern, traditionally at least, with the matter of sheltering from the sun rather than exposure to it; unfortunately, the latter choice, as evidenced in the predominance of buildings of the 'International Style' glass-fronted box variety, to appear in the last fifteen years, has been the unwise and rather irrational choice
of most of the younger exponents of the new "contemporary architecture"). Historically, both countries were inhabited by a race of primitive nomads who offered little resistance to the white invaders. Both were colonised by people of British stock, and in both the first wave of Protestant English immigrants was followed, first by the Catholic Irish, and then by European migrants of every race and religion fleeing from poverty and persecution in their own lands. It is true that the internal history of Australia has little in common with the early history of America apart from the struggle to open up and develop a wild and untamed continent, and that freedom and independence were given voluntarily by the British Government after more or less token protests and agitation instead of being won in battle. Yet the similarities remain striking, and must surely produce similar results. It is sometimes claimed that the present influx of migrants from Europe will in some way give Australia a European character; yet common sense suggests that this admixture of races will merely add one more powerful factor to the many others which Australia and America share.

The similarities in many ways extend to the people. Americans and Australians are both easy, simple, democratic people, straightforward in speech, casual in manners, extravert in temperament. There is nothing frightening or strange to the American visitor - no subtle class system, no sophisticated manners, no intellectual pretensions. Both enjoy the pleasures of an open-air life, particularly swimming and sun-bathing. Both drink hard without too much discrimination, and eat large quantities of plain and simple food. They meet easily in bars and other cheerful places of assembly without any of that shyness and reserve which too often inhibits the meeting of Australians and Englishmen. For if the American likes Australians, the Australians return the compliment.
This, however, is on an individual level, and does not reflect the general attitude to the United States. The curious paradox seems to exist that while liking Americans, Australians tend to disapprove of the United States; on the other hand, they are strongly pro-British but tend to dislike Englishmen as individuals.

Such comparisons are informative, but only serve in the long run to substantiate the strength and individuality of the Australian character - a character tough and determined, kindly rather than tolerant, a generous, sardonic, sceptical, but surprisingly gullible character, quick to take offence and by no means unwilling to give it, always ready for a fight but just as ready to help a fellow-creature in distress. Its worst faults are aggressiveness and a dreadful complacency; its greatest virtues courage and a certain downright honesty which at least says what it thinks. This character is surprisingly uniform throughout Australia - men and women wear the same clothes, build the same houses, eat the same food and sing the same songs - or rather listen to the same records - from one end of Australia to the other.

Australia then, is very much a nation in its own right, an Anglo-Saxon nation certainly, but an Anglo-Saxon nation almost as different from Britain as the United States, with its own standards, its own culture, its own traditions - a country less than well-governed, not too efficient in its day-to-day business, sometimes corrupt and sometimes lazy, and with little sense of social obligations, but a country also capable of remarkable effort, with a high degree of individual talent, pleasure-loving, excitable, and - yes - artistic.
D.

A PROGRAM

The importance of symbolism in the design expression; space requirements.
Principally due to the rise in power and significance of business and industry, and the concurrent decline in importance of religion and government over the latter two hundred years, symbolic architecture representative of the democratic ideal upon which our civilisation is at least theoretically based, is all but lost. The need exists. Most of the great buildings of the past have possessed qualities of symbolism unmistakably representative of the ideals from which the architecture was conceived. The increasing weight of the bureaucratic function in governmental building is posing the problem in architecture of reconciling its dominance with that of traditional symbolic expression. Relatively successful attempts have been made recently, as with Kenzo Tange's new city hall for Tokyo and Arne Jacobsen's city hall in Roedovre Copenhagen. The degree to which the idea of popular democracy or governmental bureaucracy is to receive symbolic expression will depend on the type of government building involved - that is, whether it is in the local government category or of the government service type, such as post offices, police stations, and so on, or whether it is to be the capital building for a city, state or country - the latter involving legislative, judicial or executive functions, or a combination of all three.

The search for new symbols of democratic government is just beginning. Architects like Frank Lloyd Wright and Le Corbusier, in their capital buildings for Arizona and Chandigarh India have made grand attempts to communicate these ideals. The challenge remains.
I. THE SENATE

Chamber (46 senators) and galleries (to seat 600) - 8000 sq.ft.

Committee rooms: two 1400 sq.ft. each, two 1000 sq.ft. each
Party rooms: two 300 sq.ft., two 1000 sq.ft.

Two suites: one for the President, one for the Leader of the Government, to consist of one office, one reception room, one waiting room, bedroom and bath, kitchenette, secretary's and attendant's room. 1900 sq.ft. each

Leader of the Opposition and five ministers' suites - one office, secretary, waiting room etc. 1000 sq.ft. each

Nine office units consisting of one main office: 400 sq.ft. secretary's room: 200 sq.ft., for the Deputy Leader of the Opposition, Chairman of Committees, Whips (three), Leader of Third Party, Clerk of the Senate, Parliamentary draftsman, legal officer: 600 sq.ft. each

Forty-six rooms for senators, and three interview rooms: 180 sq.ft. each

Four offices for Clerk Assistant, Second Clerk Assistant, Usher of the Black Rod and Clerk of Committees: 300 sq.ft. each

Five offices for Ministerial Liaison Officer, Clerk of Records, Clerk of Papers, Accountant, Transport Officer: 220 sq.ft. each

Eight offices for Accounts and Reading Clerk, Senate office, typist, six senators' typists: 150 sq.ft. each

Attendants' Common Room: 500 sq.ft., Principal: 100 sq.ft., Four boxes: 100 sq.ft. each, Correspondence Box: 180 sq.ft.

Strong Room, store room, stationery room: 240 sq.ft. each

Basement storage for parliamentary papers: 5000 sq.ft.

Staff rest room for women: 220 sq.ft.

Tables Office, near chamber: 400 sq.ft.

Mail Office: 300 sq.ft.

Wash Rooms as necessary.
2. HOUSE OF REPRESENTATIVES

Chamber (308 members) and galleries. Provision to be made for division lobbies, officials' rooms, tables office etc. Area of chamber: 8000 sq.ft.

Speaker's office: 400 sq.ft., two secretaries: 120 sq.ft. each, typist: 100 sq.ft., gallery admission ticket room: 80 sq.ft., dining room: 400 sq.ft., sitting room: 200 sq.ft., bedroom: 220 sq.ft., bathroom, attendants' room: 100 sq.ft.

Chairman of Committees - office: 360 sq.ft.
Typist: 100 sq.ft.
Bathroom: 100 sq.ft.

Clerk of the House - office: 400 sq.ft.
Typist: 100 sq.ft.

Clerk Assistant - office: 300 sq.ft.
Typist: 100 sq.ft.

Four offices of two rooms each: 220 sq.ft. and 100 sq.ft. each, respectively, for the Second Clerk Assistant, Third Clerk Assistant, Sergeant-at-Arms: 320 sq.ft. each.

Two offices for Clerk of Committees and Clerk of Records: 220 sq.ft. each.

Office clerks (ten officers): 1000 sq.ft. total.

Transport officers: 200 sq.ft.

Two offices for principal attendant and deputy: 120 sq.ft. each.

Tables office (close to Chamber): 300 sq.ft.

Papers office (close to Chamber): 300 sq.ft.

Office library: 240 sq.ft.

Typists' pool (six girls): 480 sq.ft.

Twelve attendants' boxes: 120 sq.ft. each.

Departmental officers attending chamber: 600 sq.ft.

Three parliamentary draftsmen: 200 sq.ft. each.
<table>
<thead>
<tr>
<th>Mail room:</th>
<th>Stationary store:</th>
<th>Furniture store:</th>
</tr>
</thead>
<tbody>
<tr>
<td>400 sq.ft.</td>
<td>250 sq.ft.</td>
<td>1200 sq.ft.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Committee rooms:</th>
<th>400 sq.ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Three 700 sq.ft. each</td>
<td>250 sq.ft.</td>
</tr>
<tr>
<td>Three 500 sq.ft. each</td>
<td>1200 sq.ft.</td>
</tr>
<tr>
<td>Two 200 sq.ft. each</td>
<td>445 sq.ft.</td>
</tr>
</tbody>
</table>

**Staff rooms (4th division)**

<table>
<thead>
<tr>
<th>Males:</th>
<th>600 sq.ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lunch room:</td>
<td>600 sq.ft.</td>
</tr>
<tr>
<td>Locker room:</td>
<td>900 sq.ft.</td>
</tr>
<tr>
<td>Washroom:</td>
<td>500 sq.ft.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Females:</th>
<th>400 sq.ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lunch room:</td>
<td>400 sq.ft.</td>
</tr>
<tr>
<td>Sitting room:</td>
<td>400 sq.ft.</td>
</tr>
<tr>
<td>Washroom:</td>
<td>200 sq.ft.</td>
</tr>
</tbody>
</table>

**Staff rooms (3rd division)**

<table>
<thead>
<tr>
<th>Lunch room:</th>
<th>300 sq.ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sitting room:</td>
<td>300 sq.ft.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Cleaners:</th>
<th>300 sq.ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lunch room:</td>
<td>300 sq.ft.</td>
</tr>
<tr>
<td>Locker room:</td>
<td>300 sq.ft.</td>
</tr>
<tr>
<td>Washroom:</td>
<td>200 sq.ft.</td>
</tr>
</tbody>
</table>

"Washrooms and w.c.'s for both male and female members of the House, for officers and public. Bath and shower rooms, for members and officers."

Storage space for records in the basement: 40,000 sq.ft.

**EXECUTIVE:**


Deputy Prime Minister: office: 400 sq.ft., interview office: 220 sq.ft., two private secretaries, one press secretary: 220 sq.ft. each, four typists: 100 sq.ft. each, bathroom.

Leader of the House: office: 400 sq.ft., two private secretaries: 220 sq.ft. each, three typists 100 sq.ft. each, one parliamentary officer: 180 sq.ft., bathroom.

Ten Senior Ministers' Suites: each to consist of one office:
400 sq.ft., one secretary, one assistant secretary: 180 sq.ft. each, two typists: 100 sq.ft. each, bathroom.

Five permanent head rooms 220 sq.ft. each

Fifteen Ministers' Suites to consist of: office: 400 sq.ft., two private secretaries 180 sq.ft. each, two typists: 100 sq.ft. each, bathroom.

Eight suites for Assistant Ministers and Parliamentary Secretaries; each to have one office 220 sq.ft., one typist: 100 sq.ft.

Cabinet room to accommodate full Ministry: 1200 sq.ft.

Two rooms for Cabinet Sub-Committees 500 sq.ft. each, waiting room: 220 sq.ft., two offices for secretary Cabinet 220 sq.ft. each, two clerks: 120 sq.ft. each, four typists: 400 sq.ft. each, one attendant: 120 sq.ft., tea room and kitchenette: 500 sq.ft.

GOVERNMENT WHIP & GOVERNMENT PRIVATE MEMBERS:

Secretary of Party: office: 180 sq.ft., typist: 100 sq.ft.
Three senior private members: office: 220 sq.ft., typist: 100 sq.ft. each.

One hundred private members' rooms: 180 sq.ft. each

Party room: 1650 sq.ft., Executive room: 400 sq.ft.
Six interview rooms: 220 sq.ft. each
Ten typists rooms: 100 sq.ft. each

OPPOSITION:

Leader of the Opposition: office: 400 sq.ft., interview room: 300 sq.ft., private secretary: 220 sq.ft., assistant secretary and press secretary: 180 sq.ft. each, four typists: 100 sq.ft. each, lounge: 300 sq.ft., bathroom

Deputy Leader of the Opposition: office: 300 sq.ft., secretary: 200 sq.ft., two typists: 100 sq.ft. each, lounge: 300 sq.ft.

Opposition whip: office: 300 sq.ft., typist: 100 sq.ft.
Assistant whip: office: 220 sq.ft., typist: 100 sq.ft.
Secretary of party: office: 300 sq.ft., typist: 100 sq.ft.
Six interview rooms for members: 220 sq.ft. each
Party room: 1650 sq.ft.
Executive room: 400 sq.ft.
One hundred private members' rooms: 180 sq.ft. each
Ten typists rooms: 100 sq.ft. each

THIRD & FOURTH PARTY:

Two leaders: each to have: office: 220 sq.ft., secretary: 100 sq.ft., lounge: 220 sq.ft., bathroom.

Two Deputy Leaders: office: 180 sq.ft., typist: 100 sq.ft.,
Two Whips: office: 180 sq.ft., typist: 100 sq.ft. each
Forty private members' rooms: 180 sq.ft. each
Two party rooms: 400 sq.ft. each
Three interview rooms: 180 sq.ft. each
Four typists rooms: 100 sq.ft. each

3. LIBRARY

(a) Main Reading Room: 7000 sq.ft., Newspaper Reading Room: 1500 sq.ft., Periodicals: 700 sq.ft., Map Room: 700 sq.ft., Study Room: 1200 sq.ft., Staff area including Legislative Reference Service; Current Topics Area: 3000 sq.ft.

(b) Reading Room with bookshelves: 9500 sq.ft., Parliamentary Staff Reading Room: 1250 sq.ft., Visitors' and non-members' Reading Room: 1250 sq.ft.

(c) Theatrette to seat 350 - 450 (5000 sq.ft.); Film Viewing Room 500 sq.ft., Microfilm Viewing: 500 sq.ft., Processing, Receiving: 2700 sq.ft., Book Storage: 3800 sq.ft., Staff Rooms: 600 sq.ft., Stores: 500 sq.ft.
4. JOINT HOUSE DEPARTMENT


(b) Members' Dining Room: 5000 sq.ft., two lounges: 1500 sq.ft. each, guest room: 5000 sq.ft., verandah-tea-room: 1500 sq.ft.

Four private dining rooms: total 3500 sq.ft., dining room for senior officers: 700 sq.ft., for Hansard: 1000 sq.ft., for staff: 2000 sq.ft., cafeteria: 2500 sq.ft.,

Members' bar: 2500 sq.ft., bar-lounge: 1200 sq.ft.,
mixed lounge: 700 sq.ft.

Three cocktail bars, total: 900 sq.ft., bar for staff: 1000 sq.ft., bar for press: 1000 sq.ft., lounge bar for staff: 500 sq.ft.

Billiard room for the House of Representatives: 3000 sq.ft.

Billiard room for the Senate: 1500 sq.ft.

Kitchen 2400 sq.ft., food preparation 2400 sq.ft.,
pastry-cook: 1000 sq.ft., stores: 1500 sq.ft., incinerators: 400 sq.ft.

(c) Mechanical Equipment.


(d) Stores.

(e) Communications.


(f) Amenities.

Telephonists' Rest Room: 300 sq.ft., two housekeepers' flats: 1200 sq.ft. (each), small flat for relieving housekeeper: 400 sq.ft., change room for cleaners (three): 1100 sq.ft. total; guides: 100 sq.ft., two guide boxes: 200 sq.ft. each two cloak rooms 400 sq.ft. each, eight guard boxes 100 sq.ft. each. Book sales 100 sq.ft., change rooms etc. for waitresses: 2000 sq.ft., cooks: 500 sq.ft., chef: 100 sq.ft., assistant: 100 sq.ft., pastry-cook: 100 sq.ft., change room male staff: 1000 sq.ft., engineers: 1000 sq.ft., gardeners: 500 sq.ft., barmen: 400 sq.ft., barber: 500 sq.ft.

(g) Kings' Hall.

(h) Gymnasium: 1000 sq.ft., two squash courts, turkish bath: 600 sq.ft., dressing rooms: 600 sq.ft.

(i) Parking.

5 Hansard


6 Press

Gallery space for 60 pressmen in either house.

Common room: 400 sq.ft., reading room: 300 sq.ft., press offices 10,000 sq.ft., toilets.
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