

THE LODGE HERITAGE MANAGEMENT PLAN 2024 – 2029



prepared by

Eric Martin and Associates

For

The Department of the Prime Minister and Cabinet

Eric Martin
& Associates
ARCHITECTS



architecture | access | heritage

10/68 Jardine St
KINGSTON ACT 2604

Ph: 02 6260 6395
Fax: 02 2606413
Email: emaa@emaa.com.au

Volume 1
ISSUE 11
19212
23 May 2024

VOLUME 1

EXECUTIVE SUMMARY	1
Introduction	1
Management of The Lodge	1
Significance.....	1
Conservation Objectives.....	2
Objective 1	3
Objective 2	3
Objective 3	3
1 INTRODUCTION.....	4
1.1 Background	4
1.2 The Site and Current Status	4
1.3 Methodology.....	5
1.4 Authorship.....	6
1.5 Acknowledgements.....	6
1.6 Limitations.....	6
2 DOCUMENTARY EVIDENCE.....	6
2.1 Timeline History	6
3 PHYSICAL EVIDENCE	31
3.1 Current Plans.....	31
3.2 General Description	31
3.3 The Lodge Setting.....	33
3.4 The Lodge Grounds	33
3.5 The Lodge – Exterior	39
3.6 The Lodge – Interior	41
3.7 The Lodge – Other Built Elements.....	44
3.8 Archaeological Potential	45

3.9	Condition Overview.....	46
4	Commonwealth Heritage Listing and Values.....	47
4.1	Commonwealth Heritage Criteria	47
4.2	Thresholds of Significance.....	48
4.3	The Lodge – Commonwealth Heritage Listing and Values.....	48
4.4	Further Consideration of Heritage Values.....	51
4.4.1	Indigenous Heritage Values.....	51
4.4.2	Historic Heritage Values	51
4.4.3	Significance of the Grounds.....	51
4.5	Contributory Elements.....	53
4.5.1	Levels of Significance.....	53
4.5.2	Tolerance for Change	54
4.5.3	Tabulate Details.....	54
5	OPPORTUNITIES AND CONSTRAINTS	71
5.1	Summary of Commonwealth Legislation	71
5.2	Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)	71
5.2.1	Overview	71
5.2.2	Matters of NES	71
5.2.3	EPBC Act – Ss. 26 and 28	72
5.2.4	EPBC Act – Ss 341S, 341V and 341X	72
5.2.5	EPBC Act S.341ZC.....	72
5.2.6	EPBC Act S.341ZE.....	72
5.2.7	Heritage Management and Schedules 7A and 7B	72
5.3	Other Relevant Commonwealth Legislation	72
5.3.1	Aboriginal and Torres Strait Islander Heritage Protection Act 1984	72
5.3.2	Disability Discrimination Act 1992 (DDA)	73
5.3.3	National Capital Authority (NCA).....	73
5.4	Territory Legislation - <i>ACT Heritage Act 2004 (AHA)</i>	74

5.5	Other Relevant Legislation and Codes	74
5.5.1	National Construction Code (NCC) of Australia	74
5.5.2	Work Health and Safety Act 2011 (WH&S Act)	75
5.6	Non-Statutory Best Practice Guidelines	76
5.6.1	Australia ICOMOS Burra Charter 2013 (Burra Charter)	76
5.6.2	Interim Engaging with First Nations People and Communities on Assessments and Approvals under Environment Protection and Biodiversity Conservation Act 1999 (interim guidance)	76
5.6.3	Interested Agencies and Organisations	76
5.6.4	Moral Rights	77
6	CONSERVATION POLICY	78
6.1	Conservation Objective	78
6.2	General Policies	78
6.2.1	Policy 1: Legislative Compliance	78
6.2.2	Policy 2: PM&C should also follow Best Practice Guidelines such as the Burra Charter	80
6.2.3	Policy 3: Access for People with Disabilities	80
6.2.4	Policy 4: Consistency between Management Documents	81
6.2.5	Policy 5: Integrated Management of The Lodge	81
6.2.6	Policy 6: External Heritage Advice	82
6.2.7	Policy 7: Review, Implementation and Reporting of the HMP	82
6.2.8	Policy 8: HMP Training	83
6.2.9	Policy 9: Stakeholder Engagement Protocols	83
6.3	Changes to Fabric	84
6.3.1	Policy 10: Decision Making Processes for Works or Actions	84
6.3.2	Policy 11: Development Controls	85
6.3.3	Policy 12: Incremental Change	86
6.3.4	Policy 13: Quality of New/Replacement Materials	86
6.3.5	Policy 14: Removing Intrusive Fabric	87
6.3.6	Policy 15: Managing the Place as the Prime Minister's Official Residence	87

6.3.7	Policy 16: Managing Emergency Works	88
6.4	Grounds.....	88
6.4.1	Policy 17: Original Earthworks.....	88
6.4.2	Policy 18: Remnants of 1926 Estate Design	88
6.4.3	Policy 19: Setting for the Oakley and Parkes Building.....	89
6.4.4	Conservation of the Grounds	89
6.4.5	New Components within the Grounds.....	91
6.4.6	Paved Areas.....	91
6.4.7	Managing Existing Plantings of Significance.....	92
6.4.8	New Plantings.....	93
6.4.9	Significant Views from the Grounds.....	94
6.4.10	Sculpture within the Grounds	94
6.4.11	Tennis Court Area.....	95
6.4.12	Bettina Gorton Garden Precinct.....	96
6.4.13	National Circuit Streetscape.....	96
6.4.14	Adjacent Parkland	97
6.4.15	Memorials within the Grounds	97
6.4.16	Horticultural Maintenance	97
6.5	Changes to Use.....	101
6.6	Changes to the Use/Function of Spaces.....	101
6.7	Managing Public Access and Events.....	102
6.8	Interpretation.....	104
6.9	Archaeology	106
6.10	Managing Information	108
7	HERITAGE MANAGEMENT REQUIREMENTS	110
7.1	Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)	110
7.2	Commonwealth Heritage List (CHL)	110
7.3	Commonwealth Heritage Management Principles.....	111

7.4	Heritage Management Plan	111
7.5	Heritage Strategy	112
8	POLICY IMPLEMENTATION	113
8.1	Management.....	114
8.2	Interested Parties.....	115
8.3	Security Requirements.....	115
8.4	Managing the House as a Home	115
8.5	Change in Use or Ownership and Future Development.....	116
8.6	Managing Change at The Lodge.....	117
8.7	Compliance.....	117
8.8	Dos and Don'ts User Guide	117
8.8.1	Emergency Works.....	118
8.8.2	General Maintenance Works.....	119
8.8.3	Ground Disturbing Works.....	119
8.8.4	Electrical Works.....	120
8.8.5	Plumbing and Water Services.....	120
8.8.6	Heating and Cooling	121
8.8.7	Landscape Works.....	121
8.8.8	Horticultural Works	122
8.8.9	Roof Works	122
8.8.10	Plaster and Stucco	123
8.8.11	Painting Works	123
8.8.12	Masonry and Stonework	124
8.8.13	Joinery	124
8.8.14	Signage	125
8.8.15	Contents/Furnishings	125
8.9	Overview of Future Works	126
8.10	Current and Future Works	126

8.11	Upgrading the Garden Lighting	126
8.11.1	Description and Rationale	126
8.11.2	Potential Impact of Works	126
8.11.3	Proposed Development Controls	127
8.12	Safety Remediation of the Garden Paths	127
8.12.1	Description and Rationale	127
8.12.2	Approvals Required for the Works	128
8.12.3	Proposed Development Controls	128
8.13	The Lodge Grounds	128
8.13.1	Overview	128
8.13.2	Conservation Actions and Improving/Upgrading the Grounds	128
8.13.3	Water Conservation Measures	130
8.13.4	Potential Use Opportunities	131
8.14	Upgrading the Perimeter Fence and Gate	131
8.14.1	Description and Rationale	131
8.14.2	Potential Impact of Works	131
8.14.3	Proposed Development Controls	132
8.15	Access for People with Disabilities	132
8.16	Maintenance Work	132
8.16.1	Introduction	132
8.16.2	Routine Maintenance	132
8.16.3	Cyclical Works	133
8.16.4	Conservation Works	133
9	CONSULTATION AND COMPLIANCE	135

VOLUME 2

- APPENDIX A REFERENCE LIST
- APPENDIX B COMMONWEALTH HERITAGE LIST CITATION
- APPENDIX C EARLY HISTORY OF THE LODGE
- APPENDIX D HISTORY OF THE LODGE, 1925-1996
- APPENDIX E RECENT HISTORY OF THE LODGE, 1996 – 2010
- APPENDIX F INDIGENOUS HERITAGE ASSESSMENT
- APPENDIX G CULTURAL LANDSCAPE ASSESSMENT
- APPENDIX H GROUNDS REVIEW OF ARCHIVAL EVIDENCE AND ASSESSMENT
- APPENDIX I RE-ASSESSMENT AGAINST COMMONWEALTH HERITAGE VALUES

ABBREVIATIONS

ACS	Australian Construction Services
ACT	Australian Capital Territory
AFP	Australian Federal Police
AHA	ACT Heritage Act
AHC	Australian Heritage Council
BCA	Building Code of Australia
CHL	Commonwealth Heritage List
CMP	Conservation Management Plan
DAWE	Department of Agriculture, Water and the Environment
DCCEEW	Department of Climate Change, Energy, the Environment and Water
DDA	Disability Discrimination Act 1992
DH&C	Department of Housing and Construction
DoFA	Department of Finance and Administration
DPS	Department of Parliamentary Services
EMA	Eric Martin and Associates
EPBC	Environment Protection and Biodiversity Conservation Act 1999
FCAC	Federal Capital Advisory Committee
FCC	Federal Capital Commission
Finance	Department of Finance
HMP	Heritage Management Plan
HOST	High Office Support Team
ICOMOS	International Committee on Monuments and Sites
JLL	Jones Lang Lasalle
LMP	Landscape Management Plan
LPMA	Land and Property Management Agency
NAA	National Archives of Australia
NCA	National Capital Authority
NCDC	National Capital Development Commission
NCP	National Capital Plan
NCC	National Construction Code
NES	National Environmental Significance
NLA	National Library of Australia
NT	National Trust of Australia
OET	Office External Territories
OHS	Occupational Health and Safety
PM&C	Department of the Prime Minister and Cabinet

RAO	Representative Aboriginal Organisation
RAIA	Royal Australian Institute of Architects (The Institute)
RAMSAR	Ramsar Convention on Wetlands
RNE	Register of the National Estate
SoHI	Statement of Heritage Impact
SMH	Sydney Morning Herald
SRNSW	State Records New South Wales
TGS	Tactile ground surface indicators
UC	University of Canberra
UIA	International Union of Architects
WH&S	Work Health and Safety

EXECUTIVE SUMMARY

Introduction

The Department of the Prime Minister and Cabinet (PM&C) has commissioned this Heritage Management Plan (HMP) for The Lodge to meet its obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

This HMP replaces the June 2014 HMP for The Lodge. Future updates will be made in accordance with the 5 yearly cycle set out in the EPBC Act.

Management of The Lodge

In 2017, PM&C assumed ownership and property management of The Lodge from the Department of Finance, following the Administrative Arrangements Order of 30 November 2017.

Within PM&C, overarching responsibility for The Lodge sits with the High Office Support Team (HOST). The Department of Parliamentary Services (DPS) provides grounds and garden maintenance through a Memorandum of Understanding arrangement; while day-to-day facilities maintenance is provided by Jones Lang LaSalle (JLL) utilising existing Whole-of-Government service provision arrangements (these arrangements commenced on 1 March 2023).

The HOST Section will continue to be responsible for capital works planning and delivery, as well as other ad hoc projects:

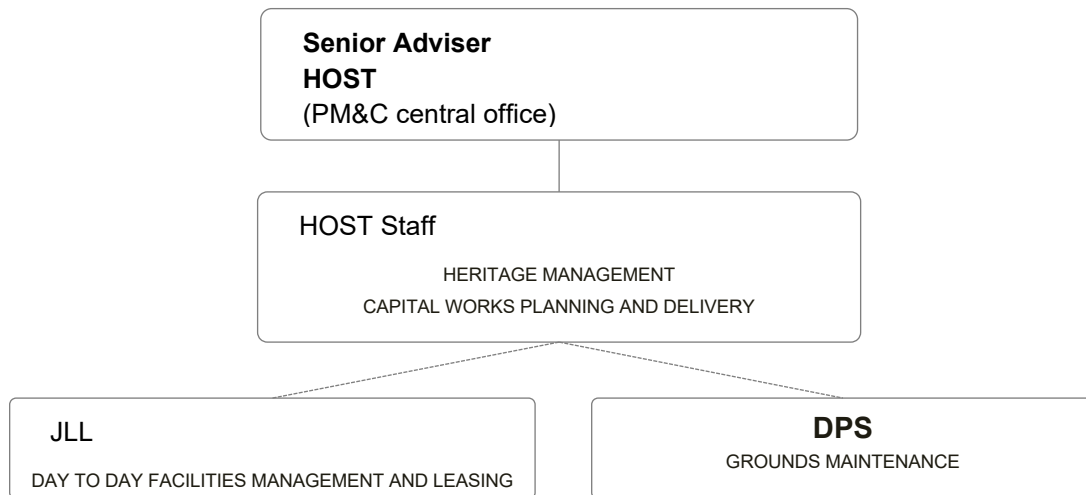


Figure 1: Management Structure

Significance

The Lodge is unique as the only purpose-built residence for Australia’s highest political incumbent, the Prime Minister, and is thus of Commonwealth significance. The Lodge is modest in scale by international standards and although it is a publicly owned official residence, it does not incorporate staterooms for official government functions. However, members of Royal families, dignitaries and heads of governments have been entertained there as guests of the Prime Minister since its completion in 1927.

The use of The Lodge to accommodate and support both the private domestic needs of the Prime Minister and his or her family, and the occasional meeting, function, reception or cultural gathering, is highly significant and fundamental to its original purpose. This use is reflected in the design, arrangement and presentation of the various spaces—both internally and externally, the relationship between house and garden, and the hierarchy between areas of public and private use.



The relatively modest scale of the house and its rooms, as well as its garden setting, reflects the Australian ethos of egalitarianism and the Prime Minister as a representative of the people. The location of The Lodge within the suburb of Deakin (close to Parliament House) and the orientation of its main entry to Capital Hill strengthens the demonstration of this ethos.

The Lodge's grounds contain substantial components of a rare estate landscape design by Charles Weston, who had an unparalleled influence in the formative development of Canberra as an international landmark and whose substantial legacy throughout Canberra is still discernible and highly esteemed. Weston's scheme for The Lodge's gardens is a rare example of an interwar landscape design for an official site in Australia, as virtually all of the other official residences have inherited nineteenth century landscapes.

The site retains one of Australia's first official commissions for an Australian bush garden that is strongly associated with its instigator, Bettina Gorton (wife of Prime Minister John Gorton), and the landscape designer Otto Ruzicka.

The Lodge, completed at the same time as the provisional Parliament House, was one of the former Federal Capital Commission's key projects in establishing Canberra as the national capital. It is a very fine and relatively intact example of architectural work by the Melbourne firm Oakley & Parkes. Its work played a key role in the design of Canberra's permanent housing for senior public servants during the initial phase of the city's development. Although it was initially intended as a temporary residence, The Lodge was one of the largest houses built for the creation of the new capital and has maintained its original function.

Designed primarily as a residence, The Lodge (including its fine interiors designed by Ruth Lane-Poole) demonstrates the high end of the 1920s 'ideal home' movement in Australia. From its inception, The Lodge has contained an important collection of art and crafts created by noted Australian designers using Australian materials, as well as memorabilia and artefacts collected by or donated to past Prime Ministers. They provide an important context and backdrop to the activities and functions of The Lodge and highlight the cultural achievements of the nation and its people.

The Lodge, in particular its name, is synonymous with the position of Australia's Prime Minister and symbolises the highest position a member of the Federal parliament can aspire to.

As the official private residence of the Prime Minister, the Australian public greatly values the opportunity to visit The Lodge on the rare occasions when the grounds are open to the public.

The movable heritage in The Lodge is associated with the official and domestic life of Australian Prime Ministers since 1927. The items reflect the style and taste of the 1920s period, and the commitment of the Australian Government to acquire only items of Australian and British design and manufacture. Many items display Australian materials, specifically native timbers used in furniture. Some of the contents are individually monogrammed with the Prime Minister's insignia. They have remained in The Lodge and in use since 1927 by Australian Prime Ministers and their families and been used in the official entertaining of Heads of State and Government.

Conservation Objectives

The overall conservation objective is to conserve the Commonwealth Heritage Values of The Lodge and grounds while enabling it to continue to be a useful and functioning home and facility for Australia's Prime Minister.

A set of objectives for managing The Lodge's Commonwealth Heritage values has been developed. These objectives are the current objectives and do not take into account possible future government policy changes (such as building a new official residence). The following objectives are the main objectives for The Lodge's heritage management.



Objective 1

Maintain The Lodge as an official residence of the Prime Minister and support the public and private functions of the building. This includes retaining the on-going use of the place, its setting and contents through the management of the Prime Minister's ongoing use as an official residence and home.

Objective 2

The objective of this HMP is to achieve the conservation of the cultural heritage significance of The Lodge by identifying, protecting, presenting and transmitting to the present and future community its Commonwealth Heritage values.

Objective 3

To ensure that the protection and enhancement of the Commonwealth Heritage values of The Lodge inform the planning and management of the place. Decisions affecting the use, management or planning of any works should be made so that they do not significantly impact on the Commonwealth Heritage values of The Lodge.



1 INTRODUCTION

1.1 Background

Under the EPBC Act, HMPs for Commonwealth Heritage Listed properties are required to be updated on a 5 yearly basis. PM&C commissioned this HMP which is an update of the June 2014 HMP.

1.2 The Site and Current Status

The site is the whole of the site including the perimeter fence on Block 1, Section 17, Deakin, Australian Capital Territory (ACT) - refer Figure 2 and Figure 3.

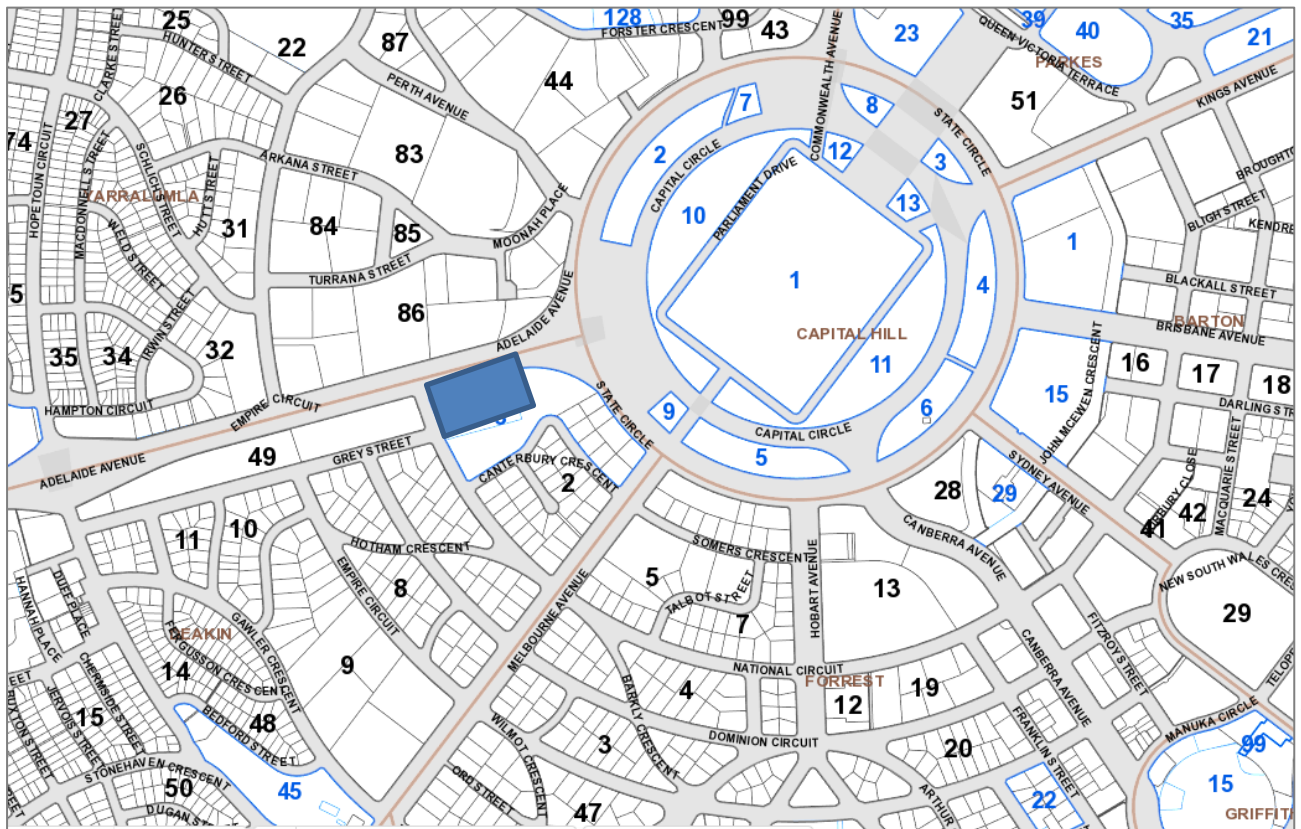


Figure 2: Location Plan

Source: Actmap, accessed 19 October 2023





Figure 3: The Curtilage of the Lodge

Source: Actmapi accessed 19 October 2023

The site is owned by PM&C, and is listed on the Commonwealth Heritage List (CHL) [Place ID 105452, extract of citation provided at Section 4.3]. While the site was nominated to the ACT Heritage Register, the ACT Council's decision was not to register the place as it is on National Land and listed on the CHL. It is also classified by the National Trust of Australia (ACT).

1.3 Methodology

The base document to be updated is the HMP June 2014 which is a three volume report by Jane Ainsworth of Ainsworth Heritage and others. There have been three previous HMPs for this site.

The methodology adopted is as per Australia ICOMOS Principles and includes:

- Obtain the background information of the existing HMP.
- Obtain details of any work that has occurred on site since the previous HMP (internal and external).
- Undertake a site visit to update the condition report and description sections of the HMP. We note the comment that the major upgrade overlapped with the preparation of the previous HMP.
- Work through the initial update of the HMP and present a draft for review. This may include seeking clarifications as required.
- Once comments on the draft have been received and then finalise the HMP.

Public notification/consultation was undertaken from 12 October 2022 until 9 November 2022, with

comments provided by the Department of Climate Change, Energy, the Environment and Water (DCCEEW).

It is intended that the HMP be submitted to the Minister for the Environment (via DCCEEW) for advice, prior to finalising the HMP.

1.4 Authorship

This HMP has been prepared by

Conservation Architects	Eric Martin AM	Eric Martin & Associates (EMA)
Cultural Landscape Specialist	Geoffrey Britton	Geoffrey Britton Environment Design

1.5 Acknowledgements

Background information and site access by PM&C staff, particularly Nichola Leeming and Simon Rees, is greatly appreciated.

1.6 Limitations

The inspection was limited to readily accessible spaces and did not include any invasive investigation, roofs subfloor etc.

Contents and moveable heritage are excluded.

2 DOCUMENTARY EVIDENCE

2.1 Timeline History

This section documents the investigation and analysis of the historical and physical development of The Lodge, undertaken in order to identify evidence of cultural values associated with the place. Further details of the study area histories were provided in the volume of Appendices to the 2014 HMP and are included in Volume 2 of this HMP.

As government departments change names regularly, the name of the government departments/agencies referred to in this timeline history are cited as they were named in their archival source.



Indigenous Occupation of Canberra

Date	Event	Source
c.21,000 years to 1800s	Aboriginal occupation of the Canberra area began approximately 21,000 years ago. Evidence from the region includes inhabited rock shelters, rock paintings and engravings, burial places, camps and quarry sites, and stone tools and arrangements. The area was an important meeting place for many tribes, who would gather each year at the base of Black Mountain for Bogong moth gatherings and corroborees.	Wikipedia http://en.wikipedia.org/wiki/History_of_Canberra
1800s	Many Aboriginal people worked on the farming stations that were being established in the area. The local Indigenous people in the area referred to themselves as the Ngunnawal people. Other local tribes in the region included the Ngarigo, Wiradjuri, Wolgalu, Gunddungurra and Yuin people.	National Capital Authority (NCA) Factsheet: <i>Indigenous Voices in the National Capital</i>
1820-1821	European exploration south of Goulburn of the Molonglo and Murrumbidgee Rivers.	-
1821	Depasturing begins at Limestone Plains. Early settlers include James Ainslie, J Moore and Robert Campbell.	-
1826	1,000 people gathered at Lake George to protest against the behaviour of shepherds.	NCA Factsheet: The Early History of the ACT.
1828	John Stephen Junior is given permission to occupy 2560 acres at Limestone Plains.	Colonial Secretary's correspondence re: Land John Stephen Junior, 2/7975 Reel 1184. State Records of New South Wales (SRNSW).
1828-1834	Grant of 2560 acres (Lot 7 Parish of Narrabundah, Co. Murray) owned by John Stephen Junior.	-
1829	William Klensendorffe one of the occupants of land along the Molonglo River.	Surveyor's Field Book No. 317 p 33, 2/4947 Reel 2627 (SRNSW).
1830s	Small pox epidemic that contributed to rapid Aboriginal depopulation of the Canberra area.	Wikipedia http://en.wikipedia.org/wiki/History_of_Canberra
1832	Robert Hoddle surveys grants on the Molonglo River.	Surveyor's Field Book No. 375, 2/5000 (SRNSW).
January 1834	John Stephen Junior sells his land at Limestone Plains to William Klensendorffe.	Book H 83 dated 14 January 1834. Land and Property Management Agency (LPMA).



Date	Event	Source
1834-1835	Mortgaged to Daniel Cooper.	-
1834-1846	Stone house and other associated buildings erected. Lot 7 owned by William Klensendorlffe.	W Klensendorlffe Insolvency File No. 1570, 2/8803 (SRNSW).
1835	Further charge on mortgage to Daniel Cooper.	Book H 79 dated 21 March 1835 (LPMA).
By 1839	William Klensendorlffe living on his property at Limestone Plains. Land used for grazing and some cultivation.	-
January 1839	Commissioners of Court of Claims appointed under Act 5th Wm IV No. 21 determines ownership of the land.	Report dated 28 January 1839, 2/1758 Reel 1213 (SRNSW).
March 1839	Land officially granted to William Klensendorlffe.	Grant Ser 58 page 85 dated 7 March 1839 (LPMA).
August 1839	Mortgaged to William Peter Plomer.	Book p289 dated 1 August 1839 (LPMA).
1846	William Klensendorlffe insolvent.	W Klensendorlffe Insolvency File No. 1570, 2/8803 (SRNSW).
1847	Official assignee transfers land at Limestone Plains to creditor Peter William Plomer.	Book 12 No. 727 dated 13 May 1847 (LPMA).
1847-1860	Land owned by Peter William Plomer.	-
1860s	Measles and influenza outbreak further contributed to the Aboriginal depopulation of the Canberra area.	Wikipedia. http://en.wikipedia.org/wiki/History_of_Canberra
1860	Peter William Plomer sells 2560 acres to George Campbell of Duntroon.	Book 66 No. 660 dated 29 March 1860 (LPMA).
1860-1912	Land owned by the Campbell family as part of their Duntroon estate. A number of farms established on the property undertaking grazing with some cultivation on river flats.	-
1846-1881	Land owned by George Campbell. Managed by Charles Campbell 1830s-1854. Managed by Frederick Campbell 1875-1878. Improvements included fencing, livestock breeding, and tree planting to shelter stock and planting of willows along the riverbank.	-
1881-1912	Land owned by Colonel J. E. R. Campbell.	-



Date	Event	Source
1911	Walter Burley Griffin and Marion Mahony Griffin win international competition for the design of Australia's new capital, Canberra.	-
1912	Resumed for the site of the Federal Capital Territory.	Commonwealth Gazette, 27 July 1912.
1913	The name of the capital as "Canberra" is announced at the Foundation Stone Ceremony by Lady Denman on 12 March 1913. This is believed to be a form of the local Indigenous name for the area, which was Kamberra.	NCA Factsheet: The Early History of the ACT.
1923	Oakley and Parkes won competition for design of houses in adjacent section of Blandfordia (now Forrest).	Prime Minister's Lodge Gardens Conservation and Management Plan (CMP) 2001, p12.
1924	Oakley and Parkes asked by FCC to provide sketches for provisional residence for the Prime Minister. (Oakley & Parkes, Melbourne architects for FCC).	CMP 2001, p12.
June 1925	Initial design proposal for Prime Minister's residence forwarded to Chief Architect, FCC, Henry Maitland Rolland. It was then forwarded to the Commonwealth Architect, John Smith Murdoch, who suggested the northern elevation to Adelaide Ave should be more imposing. Oakley and Parkes added the north-western porch and northern pergola to the design.	CMP 2001, p 7.
September 1925	Tenders called for Prime Minister's [temporary] residence: closed 12 October 1925 (Successful tenderer: James G. Taylor, builder of Sydney).	CMP 2001, pp 7 & 12.
December 1925	Construction work begun.	CMP 2001, p 15.
1926	Amendments to the plan to accommodate wishes of Prime Minister Bruce: two-story southern wing extended to accommodate staff (Ruth Lane-Poole appointed as interior designer for furnishing and decorating The Lodge).	CMP 2001, pp 8-9. Original plans referenced as National Australian Archives (NAA): A9663 (AC 2290). (Aperture cards of architectural plans ACS, ACT).
7 May 1926	Oakley and Parkes proposed "... a layout of the gardens and grounds...showing suggested planting scheme". (Oakley & Parkes).	NAA; CP209/18, B15.



Date	Event	Source
June 1926	<p>Extensive area is to be given over to gardens to be laid out in accordance with the architect's design; provision made for tennis court and croquet lawn. Introduction of terraces on sloping site, different levels reached by stone steps following the lines of the grass covered slopes. Chief aim of designers was to enhance the natural beauty of site and to blend in with the surrounding landscape.</p> <p>External walls to be roughcast and cement coloured light cream, woodwork to windows, shutters etc green and ornamental wrought iron balustrades painted black. Roof of light green slates from adjacent Goulburn quarries.</p>	Australian Home Beautiful, 7 June 1926. p.65.
Year ended 30 June 1926	<p>Preparing hedge trenches and hedge lines.</p> <p>Whole of brickwork completed and roofing ready for slating. (FCC by contract: J G Taylor builder to design by Oakley and Parkes architects).</p> <p>(Parks & Gardens Branch for grounds; Superintendent T C G Weston).</p>	Federal Capital Commission (FCC) Annual Report for year ended 30 June 1926.
8 September 1926	In September Weston was asked to prepare a design which was to include gardens, and "... <i>grassed tennis court, putting green and croquet green.</i> " (Charles Weston).	NAA; CP209/1, B16, Pt 1.
November 1926	Superintendent T C G Weston retired to Sydney, after which Alexander Bruce took over as Acting Superintendent of Parks & Gardens with responsibility for The Lodge grounds.	Firth, Dianne, ADE Bruce in Aitken and Looker (Eds.), <i>The Oxford Companion to Australian Gardens</i> , Oxford University Press, 2002.
10 March 1927	Reference to planting of trees around vent of septic tank (Parks & Gardens Branch).	Note in Inward Correspondence of Parks & Gardens Branch No.56, 1927. NAA; CP209/1/1, B17.
1927	1880s road between Queanbeyan and Murrumbidgee River was visible next to The Lodge boundary (in present parkland).	1927 oblique aerial photograph.



Prime Minister (PM) Stanley Melbourne Bruce and Ethel Bruce in residence (May 1927-October 1929)

Date	Event	Source
Year ended 30 June 1927	Layout of grounds was not finished. Work now proceeding. Planting trees and hedges and general maintenance. Prime Minister's Lodge occupied beginning of May 1927. Heating system and hot water supply installed, also light and power. (FCC: Roads and Bridges Branch for layout of grounds; Parks and Gardens Branch for plantings. Contractor for light and power Lewis and Hartley).	FCC Annual Report for year ended 30 June 1927 (includes three photographs).
29 August 1927	"Prime Minister's House – whole of planting program to be completed by 10th Sept." (Parks and Gardens Branch).	Note in 1927 Inward Correspondence of Parks and Gardens Branch No. 236, 1927. NAA; CP209/1/1, B17.
22 December 1927	Appointment of gardener in charge (Parks & Gardens Branch).	Note in Inward Correspondence of Parks & Gardens Branch No. 360, 1927. NAA; CP209/1/1, B17.
1927-1930	About 3-4 men employed on grounds and occasionally also some unemployed men.	CMP 2001, pp 26 & 29.
1928	Development of grounds and gardens. Vegetable gardens, orchard, cow to supply milk. 1928-1953 Robert Warren gardener (also some caretaker duties). Until 1937 lived in 'cubicle' in grounds.	CMP 2001, pp 26 & 29. History of The Lodge (1932-1972) NAA; A563, 1972/990.
Year ended 30 June 1928	Large program of tree planting including in vicinity of the Prime Minister's Lodge (FCC Parks and Gardens Branch).	FCC Annual Report for year ended 30 June 1928.
3 September 1928	Reference to sunken garden [in rear courtyard of house]. (Parks and Gardens Branch).	Note in Outward Correspondence of Parks and Gardens Branch No. 462, 1927. NAA; A11952/1, 17.
c. 1929	Lists of seeds for vegetable garden at The Lodge and for flowers (FCC Parks and Gardens Branch).	V Crittenden: 'Glad the gardens', in C D Coulthard-Clark (ed.) Gables, Ghosts and Governors-General, 1988, pp 137-138 [no reference quoted].



PM James Scullin and Sarah Scullin (October 1929-January 1932)

Date	Event	Source
1929-1932	James Scullin did not occupy The Lodge. When Parliament was in session, he lived in the Hotel Canberra.	

PM Joe Lyons and Enid Lyons and six children (January 1932-April 1939)

Date	Event	Source
c1930s	Wooden flyscreen's added to windows.	Portrait of Joseph A Lyons with Dame Enid and family at the Lodge, NLA: nla.pic- vn3424204.
c.1933-1935	Canvas awnings added over first floor east facing windows.	Photograph, Prime Minister's Lodge from the north, Adelaide Ave Deakin. NAA; Series A3560, Image No 7149.
1935	Central balcony above the main entrance glassed in and incorporated with upstairs landing to make extra bedrooms. Awnings installed over the front bedroom windows. Glazed balcony room created off the main stair landing at the back of the house (new western balcony) with skylight above. Arched window was converted into double doors to access the new room. (Presumably the original source for this was a government department).	CMP 2001, pp 30-32 & Vol. 2, p 98 with plans and elevations ref. NAA; A5639.
After 1935 and before 1940	Original Banksia Roses removed from pergola and replaced with wisteria.	Archival photography from 1935 to 1942.
1936	Extension to the first floor, south wing to provide more bedrooms. Partitioning in terracotta (Department of Interior Works and Services Branch, Canberra).	CMP 2001, plans p 36 and Vol. 2. P 77. Ref. NAA; AC6271 (include details of both floors including kitchen).
1936	Billiard table removed to storage at Kingston and the Billiard Room then used as a sitting room.	CMP 2001, pp 33-34.

PM Sir Earle Page (7-26 April 1939)

PM Robert Menzies and Pattie Menzies and two younger children (April 1939- August 1941)

Date	Event	Source
1939-1940	Redecoration [in contemporary style] (Dolly Guy Smith).	CMP 2001, p 39.

PM Arthur Fadden (August- October 1941)

Date	Event	Source
1941	Arthur Fadden lived in The Lodge but not with his family.	G Barrow 2008, p 41.

PM John Curtin and Elsie Curtin (October 1941-July 1945)

Date	Event	Source
1941-1945	Billiard table returned to the house.	CMP 2001, p 41.
1943	Additional bedroom and bathroom proposed off the Prime Minister's study, but it was not built. (Department of Works, Canberra ACT).	PM&C, Plan, Dwg No. 16021. Additional bedroom and bathroom to Ground Floor, 1943.
1944	1880s road between Queanbeyan and Murrumbidgee River was still visible next to The Lodge boundary (in present parkland).	Detail of air photo 16/12/1944, Map 658. (Canberra Run 2), No.12871 (NSW Department of Lands).
January 1945	Flagpole installed.	CMP 2001, p 41.
1945	Addition to fencing and fowl yard.	NAA; A659/1, 1945/1/2305.

PM Frank Forde (following the death of John Curtin) (6-13 July 1945)**PM Ben Chifley and Elizabeth Chifley [Mrs Chifley was only at The Lodge periodically] (July 1945-December 1949)****PM Robert Menzies and Pattie Menzies and their adult daughter (December 1949-January 1966)**

Date	Event	Source
By 1950	Balcony above the front entrance was no longer enclosed. A canvas awning was introduced over the front entrance.	Photograph, Prime Minister's Lodge, Canberra, ACT, <i>Australian Geographical Walkabout Magazine</i> , Vol.16 No.8, 1.8.1950.
1950	Renovations to the kitchen and bathrooms and new soft furnishings added.	CMP 2001, p 44.
c. 1950s	Pattie Menzies extended the gardens below the tennis court and re-established the poultry run below the southern side of the house near the orchard. Grandfather clock removed and put into storage.	CMP 2001, pp 49-50.
March 1950	Garden plan shows the layout of vegetable gardens and an orchard in the southwest corner of the site, with a fowl yard south of the croquet lawn and additional vegetable gardens east of the tennis court. A row of Elms and a hedge separate the lawns in front of the house from the service yard areas. An open drain runs along the southern side of the site (Parks and Gardens Section).	Garden Plan, 6.3.1950, Landscape CMP, 1986.
1951	Guard house was built at the gate. Only a two strand wire fence existed along the boundaries of the property.	Sydney Morning Herald (SMH) - 7 September 1951 & G Barrow 2008, p49, and CMP 2001, p48.
1952	Former breakfast room was converted to small kitchen and the main kitchen refurbished. New sink installed in the big kitchen with a new window over the sink. The small sink and cooker relocated to the small kitchen, a cupboard built over the mantelpiece in a small kitchen, a new meat safe provided and the shelves in the scullery enclosed (Department of Works, Canberra, ACT).	CMP 2001, p 45 & plan p 47 Vol. 2, p81 ref. NAA; A6271, 47/21291. NAA, photograph, <i>Expo hosts & hostesses at the Lodge</i> , 1970, A1500, K23084.
1952	More extensive alterations and additions proposed to south wing, but not carried out (Department of Works and Housing).	CMP 2001, p 46. Plan ref. NAA; 20995.
1957-58	Billiard room converted to an extra drawing room. Sets of low bookshelves placed under the windows in the west wall and along the east wall either side of the doors to the hall. Mantle shelf of the chimneypiece was lowered. Measured drawings of the windows, doors, original panelling and chimneypiece in the sitting room show panelling and architrave arrangement was the same as that which still exists in the study (Department of Works, ACT).	CMP 2001, p 48 and elevations ref. NAA; A6271, 47/24487/3 and 47/25367.



Date	Event	Source
1958	House was rewired. Three balconies were repaired. Dampness is found in the cellar and flooding in boiler room (Department of Works, ACT).	CMP Vol. 2, p 126 ref. NAA; EC1718. G Barrow 2008, p 49.
1959	Development of a plan for the grounds was commissioned by the National Capital Development Commission. Border of trees and bushes separating landscaped gardens from Adelaide Avenue and two-strand wire boundary fence. Pot plants were placed to provide privacy from tourist buses. Three eucalypts planted in a line by the driveway opposite the SE corner of the house by PM Robert Menzies, Pattie Menzies and HRH Princess Alexandra. (Yuncken Freeman Brothers, Griffiths and Simpson (grounds development plan)).	CMP 2001, pp 48-49.
1959	Imported seeds or seedlings of two Scots pines were planted by PM Robert Menzies and Pattie Menzies close to NW corner of tennis court.	Records held in present gardener's file. Photos in 1986 1986 <i>Prime Minister's Lodge Gardens Conservation and Management Plan</i> (pp. 51-52).
1962	Early garden shed and wood store adjacent the southern boundary were replaced with a new building on the same site (Department of Works, ACT).	PM&C, Drawing, Gardeners Accommodation at Prime Minister's Lodge, Dwg No. CA 62/715M, 1962.
1962	Gravel driveway was resurfaced in asphalt with concrete kerbs. Pillar lights were installed along the driveway. Guard post was erected at the Adelaide Avenue entrance. Canvas awnings were replaced on the east facing windows, including additional awnings installed over the ground floor windows.	Photographs, State Library of Victoria, <i>A Glimpse of the Prime Minister's Lodge, Canberra</i> , Image No. b31404 & NAA; Prime Minister's Lodge, A1500, K15167.



PM Harold Holt and Zara Holt (January 1966-December 1967)

Date	Event	Source
1966	Three flagpoles were installed on the upper balcony above the front entrance.	CMP 2001, cp photos pages 52 and 64.
1966	Proposal to enclose the verandah over the entry porch and landing at the top of the stairs to create additional private dressing rooms and ensuite bathrooms to the main bedrooms. This was not proceeded with. A proposal to enclose the porch off the small kitchen was also not proceeded with (Department of Works, ACT).	PM&C, Plan, Dwg No. CA 66/1280, 1966.
1966-1967	<p>All main rooms on both floors were redecorated. Only the small room on the first floor landing with glass doors overlooking the gardens was not redecorated. New soft furnishings were installed.</p> <p>Changes to the upstairs corridors were made to give direct access from the bedrooms to the bathrooms forming three self-contained bedroom suites. Mantelpiece in the dining room was stripped back but re-varnished dark brown.</p> <p>A flagpole was installed on the main staircase for permanent display of Australian flag. The dark varnished wood panelling was painted white and the plate shelf removed.</p> <p>Pelmets were removed from the windows and the curtains hung from rods.</p> <p>Removal of panelling and ceiling battens in the dining room for wallpapering.</p> <p>Reconstruction of the billiard room into a big drawing room. Corridor between the two drawing rooms was removed and sliding doors were installed. Whole of former billiard room turned dark brown including dark brown cork on walls [the Brown Room]. Windows on either side of the fireplace were covered with floor to ceiling bookshelves.</p> <p>New dining room table was purchased to accommodate the original 12 chairs designed by Ruth Lane-Poole. Four bronze and crystal teardrop candelabra were purchased for the dining room and a convex mirror presented by President Johnson was also installed.</p> <p>Plastic chandeliers were installed in all upstairs bedrooms, hallways and bathrooms. The walls and ceiling of the small drawing room were dressed with white shantung silk wallpaper.</p> <p>(Zara Holt. Work advised, supervised and materials supplied by decorator Marion Best of Woollahra. Another supplier of fabric and papers was Marcel Dekyvere)</p>	CMP 2001, pp 51-63 Australian Women's Weekly, 20 April 1966, pp 10-11.



PM John McEwen (following death of Harold Holt) (19 December 1967-10 January 1968)**PM John Gorton and Bettina Gorton (January 1968-1971)**

Date	Event	Source
1968-70	<p>Adelaide Avenue was widened and realigned. The area of the grounds was reduced from 2.8 hectares to 1.8 hectares necessitating rearrangement of vegetable and picking gardens, with a new orchard laid out to the southeast of tennis court and fowl yard removed.</p> <p>Work on boundary wall and fence (wall was completed in 1970). Perimeter security lighting was installed. New guardhouses were built inside each entrance gate, replacing the earlier guardhouse.</p> <p>Australian native garden with ornamental pool developed in a bushy area in the northeast corner of the grounds. (Dedicated as the Bettina Gorton Garden after her death in 1983). Tennis court surface was improved. Heated swimming pool was installed. Double carport and patio were added.</p> <p>New awnings and blinds added to the exterior. Ceiling panels and cornices in the principal guest bedroom had broken away from the ceiling joists. False core board ceiling was installed to prevent damage to the Thai silk wallpaper by plastering. Room off the first landing fitted out as an office for Mrs Gorton and her secretary.</p> <p>(Wall, gates and guardhouse detailed by the Department of Works, Canberra. Landscape design by Parks & Gardens Branch).</p>	<p>CMP 2001, pp 63-65 ACT Heritage, Aerial photograph, 1968.</p> <p>PM&C, plan collection, Dwg No's CA 68/363 – 367, 403, 431 433 and 06102 and 06103.</p>

PM William McMahon and Sonia McMahon and three small children (March 1971-1972)

Date	Event	Source
1971-1972	PM McMahon retained his Sydney home and spent much of his time there.	

PM Gough Whitlam and Margaret Whitlam (1972-1975)

Date	Event	Source
1972- November 1975	Changes limited to toning down some of Zara Holt's redecoration. Shocking pink main bedroom was repapered with white silk wallpaper. Bright pink linoleum in the kitchen replaced with black and white tiles.	CMP 2001, p 66.
April 1973	Hot water service exploded in ceiling above the bedroom, causing the ceiling to collapse and damage to the ceiling below.	G Barrow 2008, p 67.
1974	New proposal to enclose the southeast porch off the dining room. Flagpoles are still evident over the front entrance. (Department of Housing and Construction (DH&C)).	PM&C, Proposed Enclosure of Ground Floor Porch, Dwg No. CA 74/10701.

PM Malcolm Fraser and Tamie Fraser (January 1976-1983)

Date	Event	Source
c.1976-1977	Reduction of the front drive apron pavement by about half and removal of the central island bed.	Archival photography.
1977	Establishment of the Australiana Fund announced by PM Fraser.	
1977	Old orchard and cut flower garden replaced with a paved area for staff parking in the southwest corner of site.	NLA, aerial photograph, 1977, nla.pic-vn4313077.

Date	Event	Source
1978	<p>Major renovations undertaken to the service wing (including enlargement), cellars, kitchen and extension of dining room.</p> <p>Works included: Original servant's stair removed for enlargement of the dining room; the breakfast room was incorporated into the kitchen-servery facilities; refurbishment of the kitchen, original scullery and the pantry was removed to enlarge the staff dining; kitchen yard in-filled with a new stair connecting the basement, ground and first floors and new pantry, flower room, cleaners' room and rear entry; cellar enlarged; original garage converted to new laundry and staff facilities; first floor bedrooms in the southern wing were rearranged; first floor bedrooms in the 1930s addition over the garage were converted to a new recreation room and new bathrooms; addition of a new external fire stair at the western end of the wing; and installation of air conditioning.</p> <p>Redecoration of the drawing room, sitting room, entrance hall and dining room in classic colours and style including cream walls and Berber carpet.</p> <p>(Department of Construction. Guilford Bell architect for works and redecoration).</p>	<p>CMP 2001, p 69.</p> <p>PM&C, drawings, CA 77 series of drawings.</p>
1978	Planting beds appear over the main embankment by 1978 (Tamie Fraser).	Archival photography, 1981, site survey.
20 September 1979	<p>Final Report of the Committee on Official Establishments tabled in Parliament.</p> <p>Recommendation 'That the grounds at Government House and The Lodge continue to be maintained by the City Parks Administration of the Department of the Capital Territory.'</p>	Official Establishments Trust (OET) First Annual Report, 1979-1980, Canberra, 1980, p vii.
1979	Lodge was opened to the public for the first time.	G Barrow 2008, p 73.
1979-1980	Recommended security measures completed as programmed. Review of 1977 structural report initiated (DH&C).	OET Annual Report, 1979- 1980, Canberra, 1980, p 3.



Date	Event	Source
1980-1981	<p>Preparatory works, including grading and drainage, begun for the installation of an artificial grass surface on the tennis court. Additional plumbing and associated repairs undertaken to the main police post.</p> <p>Replacement of the roof space hot water storages and re-modelling and redecorating of the main bedroom suite. Installation of air-conditioning to the bedroom and modernisation of the bathroom and dressing rooms.</p> <p>Fire protection measures installed throughout the main residence.</p> <p>New furniture and fittings purchased including a 24-place dining table.</p>	OET Annual Report, 1980-1981, Canberra 1982, p 3.
1980-1981	Birches planted to the northeast of the house and rose beds extended down to the eastern-most elm (Tamie Fraser).	Archival photography, 1981, site survey.
1981	<p>Site survey shows the carriage loop in front of the main entry was removed from the driveway and white pebbles used for drive surface.</p> <p>Remnant fruit trees from the original orchard remain in the lawn to the south of the house, staff car parking is located in the southwest corner of the site and location of pool to the west of the house.</p> <p>(Department of Administrative Services for National Capital Development Commission).</p>	PM&C, Drawing No L823.
1981-1982	<p>Installation of an artificial grass tennis court surface.</p> <p>External painted surfaces (with the exception of parts of the south side) were stripped to the original surfaces, treated and repainted. This included re-plastering and reconstruction of some brick sills. Repairs to gutters, drainage etc. Internal repainting and associated repairs to the main staircase, principal guest suite and main corridor of the first floor. New wall covering and floor coverings to three rooms of the guest suite. Main landing on the first floor, previously converted to single bedroom, was restored to its original condition. Acoustic work undertaken to the doors between the dining room and service wing.</p>	OET Annual Report 1981-1982, Canberra 1983, p 4.



Date	Event	Source
1982	Her Majesty Queen Elizabeth II planted a tulip tree on the northern lawn.	Oral evidence of Mark Carmody, Lodge Gardener assisting HM and the Frasers on the occasion and present gardener's file records and photographic record (copy of image available on the moadoph.gov.au website 'A very Fraser Christmas!')
1982-1983	Heavy wisteria growth over the pergola in the courtyard area was threatening structural stability: drastic pruning undertaken and timbers were replaced and painted as necessary.	OET Annual Report 1982-1983, Canberra 1983, pp 2-3.
1982-1983	Galvanized iron garden water supply (30+ years old) burst. Installation of certain security equipment. Conversion of house and swimming pool heating to natural gas from an oil fired system. Pool was converted to saltwater operation. Full size billiard table was transferred from Admiralty House. This required strengthening the floor, new carpets and lighting.	

PM Bob Hawke and Hazel Hawke and two grandsons (March 1983-1992)

Date	Event	Source
1983	Diana, Princess of Wales planted a Flowering Cherry (<i>Prunus serrulata</i>) near the driveway at The Lodge (originally planted as part of a grove of 7 Flowering Cherries, only two remain).	1986 <i>Prime Minister's Lodge Gardens Conservation and Management Plan</i> .
1983	Floor of the recreation room was strengthened for the billiard table. (DH&C).	PM&C, Dwg No. CA83/839.
1983-1984	Whole of the grounds watering supply was replaced with plastic piping and automatic timing equipment. New copper services were connected to the gardener's amenities block and police post to supply drinking water. Two drinking fountains were installed in the grounds for use on public open days with a third near the house for use by those in wheelchairs. Decayed Incense Cedar tree removed. Upgrading of perimeter security lighting undertaken (originally installed 1968).	OET Annual Report 1983-1984, Canberra, 1985, p 2.

Date	Event	Source
1984-1986	<p>Major repairs to the fence of the tennis court and repainting of the boundary walls. Attention given to drainage of grounds. Fence installed around the swimming pool.</p> <p>Two large poplar trees at the rear of the main residence fell and caused some minor damage to the residence. A number of these trees in this area were believed to be original. Another was subsequently removed. Others scheduled to be periodically checked.</p> <p>Extensions to the main police post, including male and female change rooms and showers, and provision of a small staff dining room. Main control room and associated facilities were also upgraded.</p>	<p>OET Annual Report 1984-1985, Canberra, 1986, pp 2-3 and 1985-1986, Canberra 1987, pp 4-5.</p> <p>CMP 2001. P 71 with photo of dining room and pp 72-73.</p>
1984-1986	<p>Entire roof replaced with Spanish slate and all guttering and downpipes were replaced. New insulation, sarking and fascias also installed.</p> <p>Restoration of the dining room, entrance foyer, morning room, library and study was undertaken. Work in the dining room included Sanderson print wallpaper, wood panelling and covering of the ceiling with fabric. Many minor alterations were undertaken to floors, ceilings and walls found to be in poor condition. Electrical wiring was replaced and the original wood shaving insulation was removed. Provision of 1920s period tiles for balconies off main residence.</p> <p>New billiard room was created upstairs. Landing room was used as Mrs Hawke's study.</p> <p>Breakfast balcony was created upstairs. Child proof gates were installed on the rear stairs.</p> <p>David Spode was commissioned to develop a restoration scheme sympathetic to the 1920s. Primary contractor R Binutti and Sons P/L. Assistance also provided by the DH&C and NSW Public Works Department.</p>	
1986-1987	<p>Prime Minister's Lodge Gardens Conservation and Management Plan (CMP) endorsed by Trust (DH&C).</p>	<p>OET Annual Report, 1986-1987, Canberra 1988, pp 2-3.</p>
1987	<p><i>Prime Minister's Lodge Gardens Landscape Development Master Plan.</i> (Department of Administrative Services, Construction Group ACT and Malcolm Munro and Associates Landscape Architects/Architects).</p>	



Date	Event	Source
1987-1988	<p>Preliminary work begun on implementing the CMP for The Lodge's grounds, including development of the northwest area of the gardens. Removal of inappropriate and overgrown/dead plants and gradual replanting with appropriate flowers, shrubs and mature trees suitable for the period. Some realignment of garden beds and inground sprinkler systems.</p> <p>Start was made to upgrading the ground floor guest toilets, landing study and principal guest suite. Balconies retiled and dining chairs reupholstered.</p> <p>David Spode commissioned to prepare designs in the style of 1920s.</p>	OET Annual Report 1987-1988, Canberra 1988, pp 6-7.
1988	<p>Drawings for refurbishment of bathrooms, including alterations to the Prime Minister's Water Closet, cupboards in dressing rooms and soft furnishings.</p> <p>(DH&C, David Spode designer).</p>	PM&C, Dwg No's CA88/882, CA88/01040 – 01056.
1988-1989	<p>Some work was carried out on garden bed development in accordance with CMP as part of normal grounds maintenance. Several large poplar trees at the rear of the main residence were removed as they were deemed to be unsafe. Investigation of other large trees was undertaken to determine their condition.</p> <p>Program to upgrade security was implemented. Some equipment was purchased between 1987-1988 and the replacement of the chain wire fence and electronic detection equipment began in 1988-1989.</p> <p>Upgrading of the ground floor toilets, landing study and principal guest suite was completed. Restoration and redecoration work was completed in the main bedroom suite, second bedroom suite, corridors and landing on the first floor. Start was made on the refurbishment of the fourth bedroom suite and the adjacent corridor.</p>	OET Annual Report 1988-1989, Canberra 1989, pp 5-6.
1989	<p>Drawings show the replacement of floorboards in the first floor corridor of the southern wing with particleboard, replacement of painted 1970s doors (internal and external), skirtings, architraves and picture rails with new polished joinery to match the original in the front of the house.</p> <p>Attic stair polished (paint finish removed).</p>	PM&C, Dwg No. CA89/786.



Date	Event	Source
1989-1990	<p>Grounds and garden work carried out in line with the Grounds CMP.</p> <p>Restoration that had begun in 1985 to reinstate 1920s theme completed.</p> <p>Original lath and plaster walls and ceilings replaced in plasterboard.</p> <p>Final touches for the first floor bedroom suite, refurbishment of the fourth bedroom suite and adjacent corridor. Repairs and repainting of the external façade completed February-March 1990.</p>	OET Annual Report 1989-1990, Canberra 1990, pp 6-7.
1990-1991	<p>Redevelopment of the swimming pool courtyard and service court begun in April 1991, including repairs to the pool and associated services, construction of approved fire escape stair, pergola off the service wing, lighting, pool fence and repaving. Security upgrade continuing.</p>	OET Annual Report 1990-1991, Canberra 1991, pp 5-6.
1991	<p>Drawings show new brick paving around the pool area, a new pergola to the south of the pool, a new pool fence, new paving to the drying area south of the pool, removal of early garden paths west and north of the pool, new brick paving and stair to the pool area west of the original pergola, new trellises against the north wall of the south wing and a new external steel stair to the western end of the south wing (Australian Construction Services (ACS)).</p>	PM&C, Dwg no.'s CA91/326 – 327.
1991	<p>New staff carport and associated paved parking area, walls, pergolas and lattice screens (ACS).</p>	PM&C, Dwg no.'s CA91/1416-1417, CC91/73.
1991-1992	<p>Works completed: upgrade of the pool courtyard and service court; repairs and repainting of the boundary wall.</p> <p>Program of perimeter security upgrading begun in 1988-89 was completed in September 1991.</p> <p>Works completed: refurbishment of the staff areas; and installation of the cool room.</p>	OET Annual Report 1991-1992, Canberra 1992, pp 6-7.



PM Paul Keating and Anita Keating and young children (1992-1996)

Date	Event	Source
1992-1993	Upgrading of the staff car park undertaken in July-September 1992 to provide for six vehicles, open space for further six vehicles plus garbage bin/refuse area. \$100,000 for a steel and brick carport. New soft furnishings (most likely by Decorator Ros Palmer).	OET Annual Report 1992-1993, Canberra 1993, p 7. G Barrow 2008, p 85.
1993-1994	Roof repairs and replacement and repainting of a small portion of the attic ceiling and walls.	OET Annual Report 1993-1994, Canberra, 1994, pp 8-9 and photo.
1994	New pergola and trellis structure documented and built across the drive to visually separate the rear service areas from the front garden (ACS).	PM&C, Dwg No's 94/ap0668/A1 and L1.
November 1994-1995	Resurfacing of The Lodge driveway and associated works. Two new trees planted to replace others destroyed by storms.	OET Annual Report, 1994-1995, Canberra 1995, p 7.

PM John Howard and Jeanette Howard and family (1996-2007)

Date	Event	Source
1996-2008	PM Howard used The Lodge as his main residence.	
1996-1997	Fire protection system was upgraded to Australian Standards.	OET Annual Report 1996-1997, Canberra 1997, p 8.
1997-1998	Considerable work undertaken to remove invasive plants and revitalise the main front garden bed and native garden. Some tree surgery undertaken. Minor refurbishment of the gardener's facilities. Design report commissioned for a new air conditioning system to service all areas of the residence (Rynard Mechanical Building Services).	OET Annual Report 1997-1998 (1998) pp 8-9.



Date	Event	Source
1998-1999	<p>Significant work undertaken to improve the grounds and gardens including beginning of work on a rejuvenation program for the Bettina Gorton (Native Flora) Garden and front driveway beds.</p> <p>Service wing refurbished including replacement of the dishwasher and steel benches, replacement of floor tiles with vinyl, and painting.</p> <p>Upgrade of security systems undertaken by Protective Security Coordination Centre.</p> <p>Garden design and work by Tempo Services, new garden maintenance contractors, in consultation with the OET.</p>	OET Annual Report 1998-1999, Canberra 1999, p 9.
1999-2000	Stage one of the project to install air conditioning completed. Refitting of the kitchen to address operational and OH&S requirements undertaken. Repair of main sewer line.	OET Annual Report 1999-2000, Canberra, 2000, p 9.
2000-2003	New perimeter security system installed.	OET Annual Report 2000-2001.
2002-2003	<p>Strategy to achieve 40% reduction in water usage developed and endorsed by the Australian Capital Territory Electricity and Water Authority (ACTEW). A number of water saving measures were introduced throughout the grounds. Rear gates were modified.</p> <p>New kitchen equipment was installed; outdoor furniture replaced and dining tables restored. Mary Durack was designing side tables and ottomans for the morning and drawing rooms and finalising the design for the foyer and staircase. Side tables and ottomans were manufactured and an additional six small chairs purchased for reception areas. New carpets commissioned.</p>	OET Annual Report, 2004-5, Canberra 2005, pp 10- 11.
2005-2006	<p>Dead Incense Cedar (referred to as coastal redwood) tree was removed. A number of measures introduced to minimise water usage. Some elm saplings were planted (grown from cuttings from the original trees in the grounds).</p> <p>Application of non-slip treatment to the outside entertainment areas. Installation of new carpet in the foyer and main staircase; repairs to some guttering.</p>	OET Annual Report 2005-6, Canberra 2006, p 10.
Nov 2006	Remnant (original) Indigenous red gum was blown over in a storm, taking with it an Argyle Apple (1959 Menzies planting).	Present gardener's photographic file.



Date	Event	Source
2006-2007	<p>Replacement eucalypts were planted by the PM and Mrs Howard on Australia Day 2007. Other plantings undertaken to replace the many trees and shrubs damaged in the storms.</p> <p>Monterey Cypress, part of the original garden, was removed. A replacement cypress tree planted behind it about eight years ago was now of significant size.</p> <p>Two elm trees grown from cuttings from the original plantings at The Lodge were planted in the avenue of elms.</p> <p>Energy-efficient light bulbs were installed.</p>	OET Annual Report 2006-2007 (online).
2007	<p>Late 2007 - an Arizona Cypress is removed. A Dame Pattie Menzies rose, donated by a Menzies family member, was planted in the grounds.</p> <p>December 2007 – study and a dressing room were repainted.</p>	OET] Annual Report 2007-2008 (online).

PM Kevin Rudd and Thérèse Rein and family (2007 – 2010)

Date	Event	Source
2008	<p>January 2008 - air conditioning was installed in the study and the attic bedroom. Early in 2008 - two hot water systems were replaced.</p> <p>Low-flow shower heads were installed in all bathrooms.</p>	
January 2010	Aerial photographs show the driveway, pool and staff car parking works of the 1990s and current garden layout, including remnant orchard and unused kitchen garden.	Near Map, 19 Jan 2010
September 2010	Ownership and management of the property was passed from the Department of the Prime Minister and Cabinet to the Department of Finance and Administration on 14 September 2010.	



PM Julia Gillard and (2010 -2013)

Date	Event	Source
2013	Planning for upgrade works was undertaken.	

PM Kevin Rudd and Thérèse Rein and family (2013)**PM Tony Abbott and family (2013-2015)**

Date	Event	Source
2013	<p>PM Abbott did not reside in The Lodge. Refurbishment works were undertaken as follows:</p> <p>Stage 1: The roof is replaced with Westmorland Green Slate imported from Burlington Stone in the UK. There was a complete rewiring of all electrical infrastructure.</p> <p>The fire protection and air handling systems were upgraded. Asbestos and hazardous materials were removed from the attic and basement. The kitchen was completely upgraded to commercial grade.</p> <p>Stage 2A: There was a complete refurbishment of the four upstairs and three downstairs bathrooms with bespoke wooden cabinetry. Repairs were made to the timber floors throughout with new carpets laid in carpeted rooms on the first floor.</p> <p>Safety adjustments were made to the foyer staircase balustrade. The gas fire heater was removed from the morning room.</p> <p>Stage 2B: New guardhouses were built for the entrances on Adelaide Avenue and National Circuit. A new external toilet block was built at the southern end of the property next to the new National Circuit Guardhouse. The Gardener's accommodation was refurbished.</p>	



PM Malcolm Turnbull and Lucy Turnbull (2015 – 2018)

Date	Event	Source
2015	<p>Repair and refinishing to exposed timber flooring on the ground floor areas;</p> <p>Safety adjustments to foyer staircase balustrade; and</p> <p>Removal of the gas fire heater in the morning room.</p>	
2016-2018	<p>A number of improvements were made internally to the property during the period 2016-2018.</p> <p>The first floor north wing hallway was reconfigured with new cupboards installed. The area used as an office on the ground floor was converted back to its original status as the breakfast room with the external verandah door re- instated.</p> <p>The recently upgraded commercial kitchen was reconfigured with benches and shelving redesigned.</p> <p>Engineered bamboo flooring was laid in the first floor billiard room with a handrail and glass safety barrier installed on the billiard room external stairs.</p> <p>Lead paint was removed from all the fireplaces throughout the property. A soft refurbishment (curtains and reupholstering) was undertaken throughout the property.</p> <p>The tennis court was completed refurbished with the construction of a new tennis court with concrete base and a surface of Plexipave resin green colour laid. The banksia rose hedge was cut in part of the tennis court to allow viewing of the court.</p> <p>Ownership and management of the property reverted back to the Department of the Prime Minister and Cabinet from the Department of Finance on 30 November 2017.</p>	

PM Scott Morrison and Jenny Morrison and family (2018 – 2022)

Date	Event	Source
2018-2022	<p>Works carried out to the gardens and surrounding areas included: draining and maintenance of the Bettina Gorton pond and replacement of pond infrastructure; as well as repairs to emergency lighting and flagpole, driveway and garden lights. Damaged perimeter fence spikes were also repaired and replaced.</p> <p>Program of works undertaken to replace the copper guttering and slate guard, as well as repairs to the slate roof and replacement of struts on the roof hatch. A new compressor for the cool room was installed, as well as parts for the cool room condensing unit.</p>	

PM Anthony Albanese and Jodie Haydon (2022 – present)

Date	Event	Source
2022- present	<p>Works carried out to date include: painting of the external perimeter fence; remediation of sections of the garden pathways to improve safety and accessibility; repainting of the external balustrades; and replacement of the pool heater, which was at end of life.</p> <p>Further works are pending.</p>	

3 PHYSICAL EVIDENCE

3.1 Current Plans

Site plan is below (refer Figure 4).

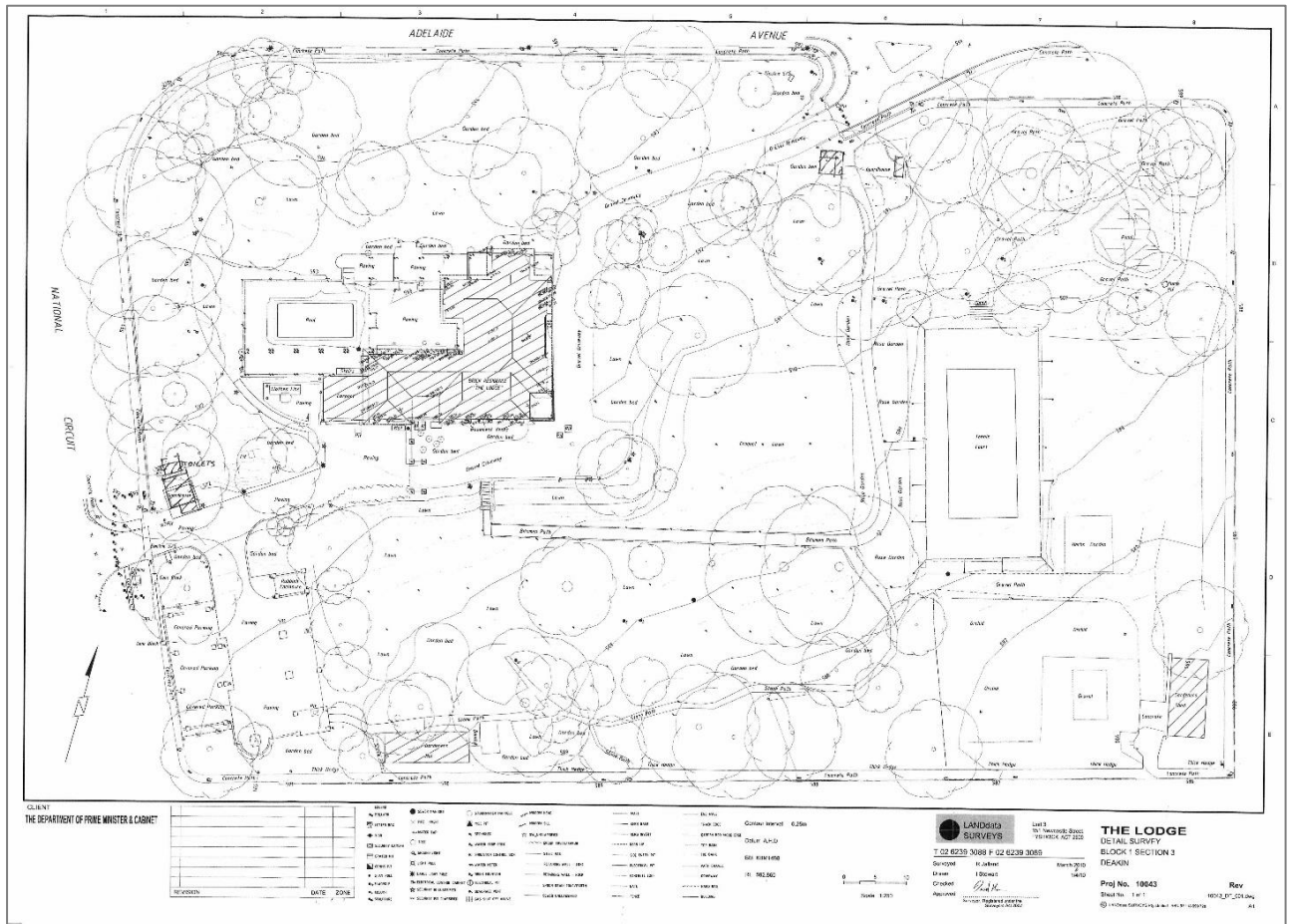


Figure 4: Current Site Plan

Source: as annotated by EMA 2020

3.2 General Description

The following description is adapted from the CHL citation for The Lodge (see full citation at Section 4.3)¹.

Compared with some official and vice-regal residences in Australia, The Lodge is modest in being designed as a home, not for offices or official entertainment. However, The Lodge, its interior and its garden are fine examples of the contemporary design style of the time. Designed and built as the national residence for the Prime Minister, it has no equal in Australia.

The two storey rendered brick residence is essentially Colonial Revival in style, most evident in the hipped roof and pavilion like massing, along with refined Georgian detailing. The symmetrical facade of the two

¹ CHL Citation. The Lodge, 5 Adelaide Ave Deakin ACT Australia, Place ID 105452 http://environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105452



storey residence has a central loggia on each level, delicate corner porches and dark painted windows, with large paned lower sashes, all of which are characteristic of the way these architects used the vocabulary of the style. A closer examination reveals moulded plaster decorative motifs, such as the shield, half hidden by the boxing over the central arch and swags between the upper windows on the sides. Wrought iron balusters are decorated with restraint, both externally and internally. The slate roof is hipped and consoles support the eaves.

The building's interior has an American Colonial character, with stained wall panelling and exposed upper floor beams under the ceiling. The ground floor entrance opens into an entrance hall. To the left of the entrance hall is the dining room and service wing. To its right are the formal reception rooms- a drawing room, study and sitting room/library (originally designed as a billiards room). The staircase rises to a landing, then divides into two flights leading to a hall opening onto a loggia above the entrance. On the first floor are the private apartments and guest accommodation, consisting of a study, five bedrooms, one bedroom/sitting room, a sitting room, and a sewing room. The first floor also contains three terrace areas and two balconies.

The 1985 restoration works included the tapestry chairs and clock in the entry foyer, and the Beale piano in the morning room. The Lodge currently contains paintings and sculptures on loan from the National Gallery of Australia, as well as items of historic interest loaned from The Australiana Fund. As part of the 1985 restoration of the interiors, the Blackwood timber panelling of the entrance hall was stripped and polished and the original leadlight glass lamps re-hung.

The Lodge contains numerous movable items of cultural importance. Many of these belong to The Australiana Fund and are frequently moved between rooms or relocated within the building.

The major feature associated with the drawing room is the piano that was made in Sydney by the Beale firm and purchased for The Lodge in 1927. From 1977 to 1985 the Beale piano was used for practice by the students of the Canberra School of Music. It was restored in 1986 by staff and students of the Preston TAFE in Victoria. The piano has a particularly fine Queensland walnut case. Other notable pieces of furniture associated with the drawing room include a Huon pine piano stool, c.1845; a Jarrah bookcase of Western Australian origin, c.1860; a cedar music Canterbury, made in NSW, c.1850; a cedar music stand, made by F.B. Dale, Sydney, c.1845; an oval cedar folding table, originally purchased for The Lodge in the 1920s; and a cedar side table of NSW origin, c.1835.

The Lodge is set amongst gardens currently covering 1.8 ha of ground. Its reduction in size from the widening of Adelaide Avenue in 1968 had little effect on the character of the gardens close to the house. To the west of the house are a swimming pool and the western gardens. A carport, brick paving, walled service yard and pergolas occupy the southwestern corner of the property. There are lawns to the north, south and east of the house. To the east of the east lawn there is a croquet lawn, tennis court and vegetable garden. In the southeast corner is an orchard, while the native garden, pool and rockery are features of the northeast corner. The Lodge grounds also house a complex of services including sewer, stormwater, water, irrigation, gas and electricity. These services have little visual impact.

The grounds feature many trees planted by Prime Ministers, their spouses, and distinguished guests. The north lawn, for example, is planted with one Incense Cedar (*Calocedrus decurrens*) and two Tulip trees (*Liriodendron tulipifera*), the western one of which was planted by Queen Elizabeth II. Some of these tree species are unusual for Canberra.

The garden features one sculpture, "Moonbird", by Inge King. It was loaned to The Lodge in March 2001 by the Australiana Fund to commemorate the Australian Centenary of Federation.

Over the years the garden has matured, been reduced in size and to meet the desires of its Prime Ministers and their spouses, and undergone a number of changes. The garden in 2002, while retaining much of its early character, also retains the imprints from its various residents. It requires a continual degree of upgrading as well as maintenance to meet modern requirements. A conservation and management plan for The Lodge gardens was prepared by the DH&C in 1986. The plan sought to ensure that all developments should typify gardens of the late 1920's as a correct setting for the house. It included rationalisation of materials, plant species, furniture and structures, with a view to giving the gardens an overall aesthetic unity.



One comment made by the plan was that gardens of the 1920s era relied heavily on exotic, rather than native species, and that this rationale should be continued and reinforced.

In 1992 renovations were conducted on part of the grounds, including a new carport, pergolas, walls and paving. In 1994 the driveway was modernised. Many of the original plantings have been replaced as they age, such as one of six English Elms which was removed in 2002. The garden also needs to accommodate extensive security services such as security lighting and a security guard house. In 2000 The Lodge's perimeter fencing was upgraded to reflect these security concerns.

3.3 The Lodge Setting

The Lodge is located on the corner of two streets: the busy and aurally intrusive Adelaide Avenue (to the north) and the quieter National Circuit (to the west). These form the northern and western boundaries respectively of The Lodge. Parklands surround it to the south and east.

The Lodge now lies on the boundary between the residential suburb of Deakin and the diplomatic zone of Yarralumla, and it is also located close to Parliament House, at the edge of the Parliamentary Triangle.

Replanting along the front entry drive has succeeded in screening most of the house from views from Adelaide Avenue, though the northeastern corner of the house remains visible when viewed along the front entry drive. Intermittent views to the house are still possible from the adjacent park and residences in Canterbury Crescent through points where, in the absence of the original dense coniferous hedge, boundary plantings remain sparse. Owing to the generally dense perimeter plantings, the main views out from The Lodge are mostly the reverse of the few views into the site. An exception is the series of views to the prominent flagpole structure surmounting Parliament House. This is particularly evident from the vicinity of the pair of old elms at the southeastern lawn as well as the southeastern porch on the first floor.

A key view is from the front porch of the house looking to the northeast and east, framed by large trees, over the tennis court to the landscape of Forrest. Similar vistas are possible from the northern side garden looking past the house to the east. At the time The Lodge was built, the same view was more panoramic in breadth and extended over a vast distance, yet this basic view aspect is one of the few that has remained since the 1920s.

Views remain from along the front entry drive northwest toward Mount Ainslie and northeast toward Mount Majura further to the left. Upon leaving The Lodge at the National Circuit gates, views along the adjacent Grey Street reveal a row of interwar plantings of Giant Redwood (*Sequoiadendron giganteum*) though some of these have begun to succumb to Canberra's recent prolonged drought conditions.

3.4 The Lodge Grounds

The present grounds of The Lodge retain many of the characteristics of the Edwardian mansion garden or villa garden that was originally intended by Charles Weston in 1926. The extensive site area, featuring many mature trees, continues to act as a fitting setting for the 1925 house design where typical interwar Georgian Revival and Mediterranean affinities are evident.

While much of the site retains its natural topographic character, the large house bench dominates the area around two sides of The Lodge. This feature helps project and emphasise the important front elevation of the house as well as announce various functional divisions within the grounds.

Typical of a large villa garden, the grounds retain generous lawns, various space-demanding recreational facilities, a large rose garden, separate specialised gardens, an orchard site, and generous functional areas including staff car parking, workshop and storage facilities, formal areas and ample space for large trees. About half of the site area is surfaced with fine grass and, where pavements are used, a variety of surface treatments are evident including some awkward junctions of materials.

With the demise of the early grounds, work sheds at the southern boundary (noted on the 1950 site plan and replaced by the current 1962 gardener's building), and the former chicken sheds within the present southern lawn; the earliest structures within the grounds may be the tennis court fencing, gates and pipe stays.



All other built elements and structures within the grounds are of recent years, including: the two 1983 drinking fountains; the police buildings; the boundary fencing and walling; the swimming pool precinct structures (apart from the original pergola); the timber seat in the bush garden; the fencing dividing the present orchard area and the 'fairy garden'; the garden machinery stores; the various editions of mismatched lighting bollards and car park structures.

Reconciling the present layout with archival material, it appears that the following components of the original 1920s construction remain:

- Part of the entry drive (from the front gatehouse to the pavement in front of the house) - although the surface materials have changed several times;
- Most of the vehicular access layout around the house up to the back entry at National Circuit, although, again, the surface materials have changed over the years;
- Almost all of the grassed embankment from the front of the house around to the clump of *Cordyline australis* near the south-western car park - the current 'grey themed' bedding area in front of the house has affected the bank at this point;
- The croquet lawn (including its ground modelling);
- The tennis court space and the bank to the immediate north;
- Most of the front lawn area to the path near the tennis court;
- The general alignment of the path layout from the south of the main gatehouse, past the tennis court and along the former line of elms up to the present steps at the southern embankment, although the width may have changed;
- Part of the semi-circular bordered walk around the western side of the grounds;
- The northern pergola terrace and axial space towards National Circuit;
- Most of the long northern lawn beyond the original pergola;
- The spaces east and south of the tennis court previously used as vegetable gardens; and
- Most of the three remaining site boundaries - only the National Circuit boundary (at its truncated, rounded corner) has been affected by the road augmentation that pushed the northern boundary back to its present location.



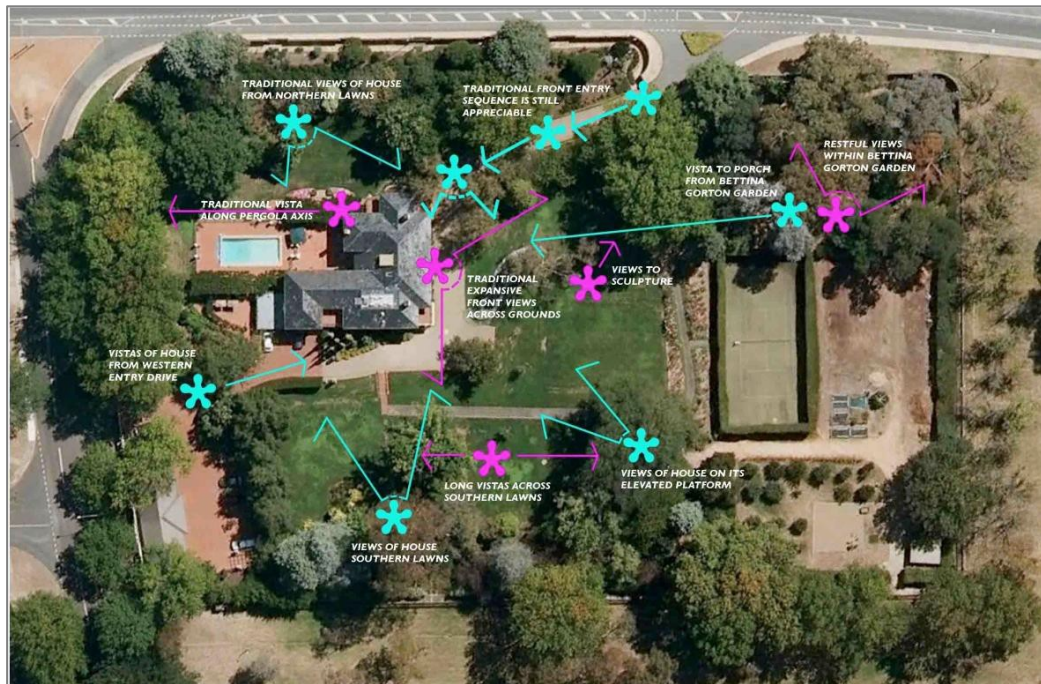


Figure 5: Summary of key views within the grounds of The Lodge site

Source: Geoffrey Britton 2012

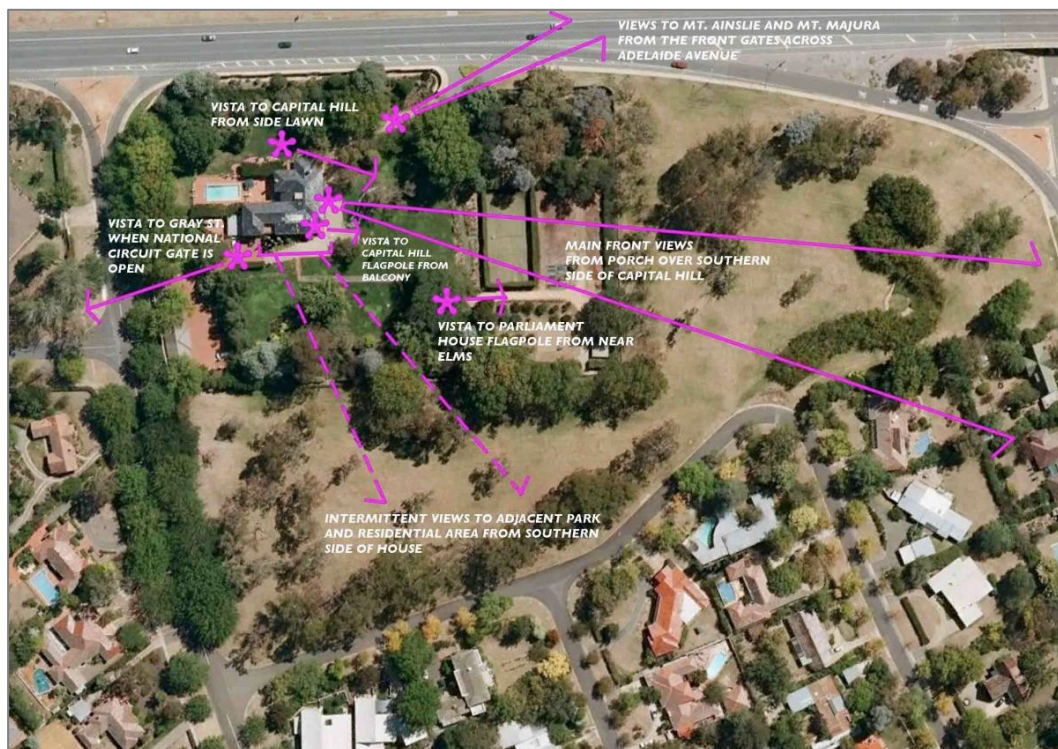


Figure 6: Summary of key views out from the grounds of The Lodge site

Source: Geoffrey Britton 2012





Figure 7: Summary of key views into the grounds of The Lodge site

Source: Geoffrey Britton 2012

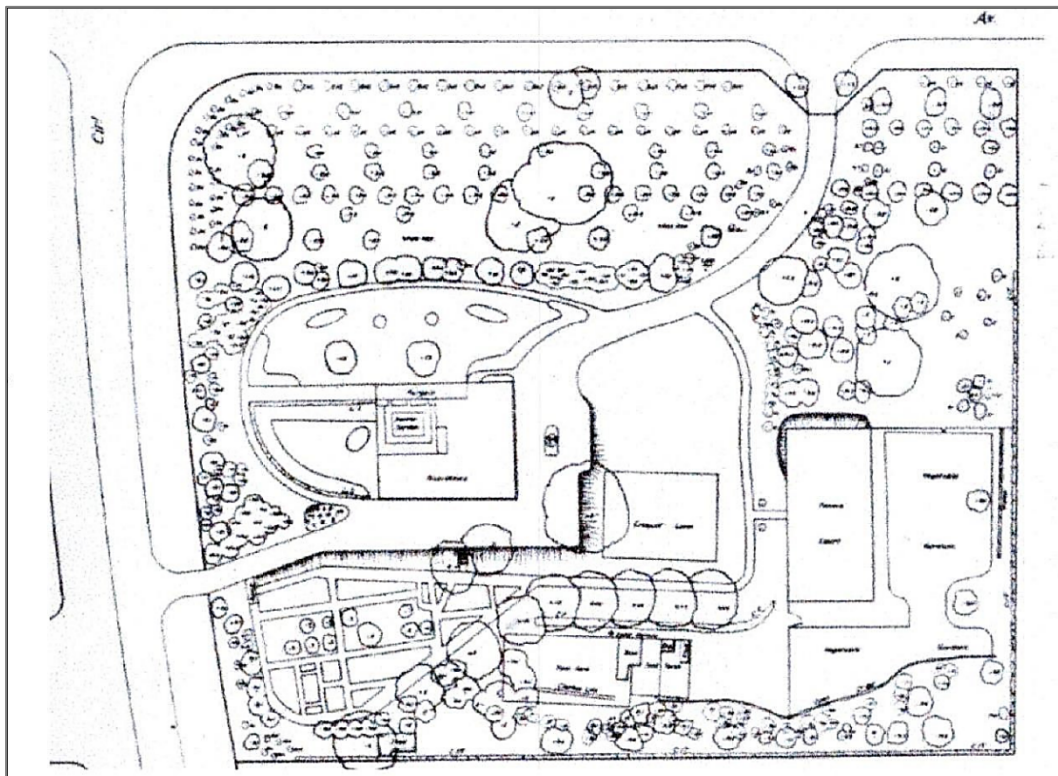


Figure 8: 1950 Site Plan

Source: Prime Minister's Lodge Gardens CMP, 1986, Department Housing & Construction



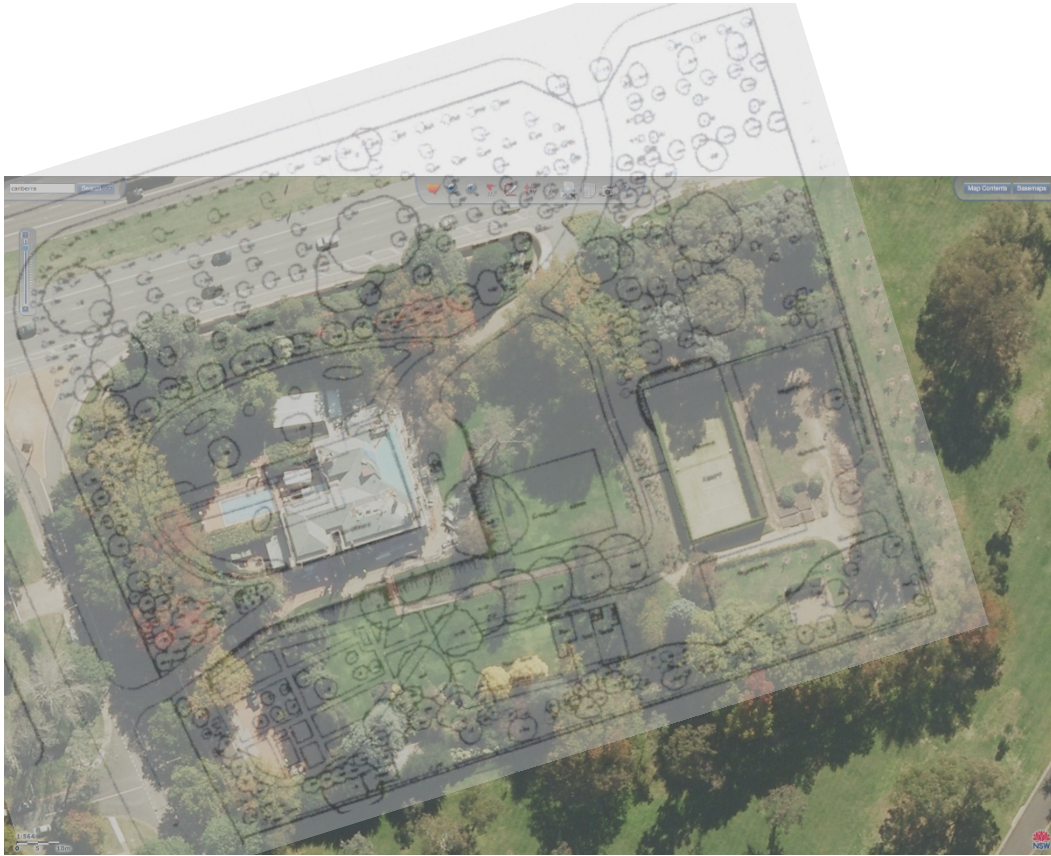


Figure 9: Analysis overlay: 1950 site plan over 2020s aerial photography

Source: Geoffrey Britton 2012 (overlay on maps.six.nsw.gov.au base aerial image)



Figure 10: Panorama across the principal front space of The Lodge where the residence overlooks the drive loop, croquet lawn and tennis court. More recent intrusive actions include the awkward bedding in front of the building, cut-away sections of the original 1920s tennis court hedging and the security infrastructure.

Source: Geoffrey Britton 2019



Figure 11: Panorama across the southeastern bank showing the precision of the original 1920s earthworks and the truncated path to the west. The southern lawn is to the left of the view.

Source: Geoffrey Britton 2019



Figure 12: Panorama showing the last of the early Charles Weston elm plantings (left), the croquet lawn (centre) and the ever expanding rose garden (right).

Source: Geoffrey Britton 2019



Figure 13: Panorama across the southern lawn showing the effective, though diminishing, plantation to the southern boundary. New plantings in strategic locations in this area are needed to maintain its effectiveness as a visual screen. The grassed space to the right has been used for temporary functions in the recent past.

Source: Geoffrey Britton 2019



Figure 14: View of the Bettina Gorton garden in the northeast corner of the site where the central pond forms an important visual focus for the space. Its choice of materials is very apt for the native plants theme though the shorter lived nature of many of the showcased plant species requires discerning ongoing replacement and adjustment.

Source: Geoffrey Britton 2019

3.5 The Lodge – Exterior

The following is an update of the 2014 HMP description.

- **Design**

The house is a two-storey colonial revival building with a large, hipped roof and Mediterranean influences, typical of the 1920s.

It is classical in form and layout with a symmetrically arranged front eastern elevation around the central triple arched entry porch or loggia. Balancing wings project to the north and south as well as to the west forming a central courtyard at the rear. Matching corner porches frame the principle elevations of the building (east and north). Although in the original design the rear two-storey wings were to be of equal length, the building's design features a two-storey service wing to the south balanced by a long pergola extending from the northern wing. In the 1980s, a second pergola was constructed at the end of the southern wing.



- **Walls**

The walls are of brick construction with a painted roughcast finish. Three smooth rendered bands run around the walls of the building - a plinth at ground level, a stringcourse at windowsill height on the first floor, and a wide band just below the eaves. All windowsills are also smooth rendered.

The space between the first floor windows of the three primary elevations (north, east and south) features decorative plaster panels.

- **Roof**

The large, hipped roof was clad originally with green Goulburn (Chatsbury) slates. Purple/grey Spanish slates have replaced the original roofing.

These were replaced in 2014-15 with slate from England, along with copper rainwater goods. Evenly spaced decorative timber consoles support wide eaves.

The original west facing dormer window currently has a sheet metal roof and slate sides. An original skylight remains over the attic stair. The structure of the 1930s skylight, which provided light to the semicircular fanlight of the original stair window that was covered up with the construction of the western room off the stair landing, remains within the roof space.

A recessed section of roof over the south wing contains air conditioning units and is clad in stainless steel sheet. Solar panels are mounted on the north facing hip at the northeast corner of the house.

- **North and East Elevations**

The east and north elevations are generally as built, with only minor alterations. Alterations include: the blocking up of the door from the former breakfast room onto the southeast porch at ground floor level on the east elevation; and the removal of shutters from the windows on the north elevation.

- **South and West Elevations**

The south and west elevations have undergone a much greater amount of change. The 1930s work (which includes an enclosed verandah addition to the western wall of the main stair overlooking the central courtyard and a first floor addition over the original garage) is still clearly evident. The former kitchen yard to the south of the southern service wing was in-filled during 1978 with major alterations and additions being carried out at both ground and first floor levels. This work also included the incorporation of the original garage into the service areas of the southern wing and a double carport added to the western end of this wing.

- **Porches and Pergolas**

The central entry porch (or loggia) is entered through three arched openings along its eastern side, which are balanced by three arched doors along its western side. The entry porch has a brick paved floor and above is a verandah set back under the main roof of the house. An original cast iron balustrade with a replacement timber handrail spans between equally spaced, original Doric columns. The columns match those used for the corner porches and pergola. The floor has early, black and terracotta tiles laid in a square design.

Three matching inset corner porches sit slightly proud of the walls at the northeast, southeast and northwest corners of the residence. These feature deep concrete lintels with decorative cornices supported on paired Doric columns. The porches are brick paved at ground level and tiled at first floor level with 1980s era reproduction tiles. The balconies over these porches have decorative cast iron balustrades (original) with timber handrails (replaced) to match that on the front verandah and the main internal stair. The balustrades now have glazed panels added to them.



A later balcony from the 1978 alterations exists on the southern side of the house and features a matching balustrade and tiles. The decorative cornice to this balcony is formed in timber rather than concrete.

The northern pergola is original to the house and consists of paired Doric columns matching those on the porches. This timber pergola structure is a recent replacement but is similar in form to the original pergola. The area below is brick paved, gradually stepping up in three levels towards the west. The southern pergola is a replica of the northern pergola, but has slightly larger diameter columns supporting it.

- **Courtyard**

The rear courtyard is brick paved and includes a fenced swimming pool. An external metal stair links the upper floor of the southern wing to the pool area.

- **Windows**

Generally, all of the larger windows in the building are double hung. The triple banks of windows at the front of the house at ground floor level feature attached pilasters between the windows, which match the Doric columns used for the porches and pergolas.

The windows in the 1930s addition over the garage are similar in form to the original double hung windows, but can be differentiated by their curved glazing bar profile. Likewise, the windows from the 1978 additions are similar in form to the original, but differ from the original by being hung on spiral balances rather than being weighted and hung on traditional sash cords.

Nearly all the windows have hinged external timber fly screens, which appear to match the original detail visible in early photographs.

- **External Doors**

Generally, the original external glazed doors feature margin bars and feature a similar glazing bar profile to the original windows. The 1970s and 1980s replicas of these doors are hung in reverse to the original doors. The reproduction doors do not include the central horizontal glazing bar of the original doors.

The glazed doors to the front entrance hall have eight equal panes, set out to match the pattern of the arched fanlights overhead.

None of the original paired doors in the house have rebated meeting stiles, but rather a cover batten fixed to the external face of one door leaf.

No original half glazed doors (as shown in early photographs and in the original drawings) appear to remain in the service wing, although one does remain in the attic opening into the roof space.

- **Shutters**

Originally, shutters were used on the doors opening onto the two front corner porches (north-east and south-east) and on the main north and west facing windows of the northern wings. Of these, only the shutters to the doors opening onto the north-east and south-east porches remain at first floor level. These shutters are timber and feature a decorative crossed diagonal design in the top panel with louvres below. The shutters have been removed from the north and west facing windows, although some shutter flaps remain.

3.6 The Lodge – Interior

- **Layout**

The original 1927 layout of The Lodge is evident in the eastern and northern wings, however, it is far less evident in the southern wing due to the substantial alterations and additions made during 1978.

Of the main rooms on the ground floor, the entry hall, the front morning room and the Prime Minister's study are the most intact. The original billiard and dining rooms have both been extended (late 1960s and 1978 respectively) and the interior finishes substantially altered (as described below).

On the first floor, most of the bedrooms and bathrooms retain their original configuration with some minor alterations. The southern wing, on the other hand, bears little resemblance to its original layout.



Of the 1930s additions, the room opening off the mid landing of the main stair has survived, but the enclosure of the front verandah and upper stair landing have since been removed, and only the external walls of the space above the original garage remain.

The 1950s alterations to the breakfast room and kitchen did not remain after the alterations of 1978.

- **Floors**

Originally, the floors were all dark stained tongue and groove timber board flooring. It appears that most of the floors in the main rooms on the ground floor have been replaced with lighter coloured/finished timber boards (mountain ash) which are 80mm wide. The original boards generally remain in the front section of the first floor and are wider (90mm wide). The floorboards in the 1930s addition to the rear of the main stair are narrower than the original (60mm wide).

In the southern wing, several of the floors on the ground floor are concrete. This is generally associated with the 1978 work. The corridor on the first floor of the southern wing is particleboard and is associated with the late 1980s work.

- **Walls**

The original internal walls are generally rendered and plastered masonry. Very few of the original walls were of timber construction - only those between the cupboards on the first floor (which are lath and plastered) and possibly on the first floor of the southern wing. Over the years, most of the internal walls have been re-rendered and re-plastered to hide later alterations and additions. The only remaining original plaster wall finishes appear to exist in the cupboards between the north-east bedroom and the stair landing.

Several of the main rooms on the ground floor originally had timber panelled walls. These remain in the entry hall and the Prime Minister's study, although the plate shelf has been removed from the top of the entry hall panelling. All the original wall panelling has been removed from the former billiard room and dining room.

It appears that most of the walls on the first floor of the southern wing were replaced during 1978. The only remaining original internal rendered masonry walls on the first floor of this wing include those around the south-west bathroom and original walls. New infill walls at ground floor level are also generally of timber construction, although the main structural walls have been retained as rendered masonry.

Original battened fibrous cement or asbestos sheets were replaced in 2015 except the attic which retained the fibrous plaster.

- **Ceilings**

Originally, the ceilings were either fibrous plaster or lath and plaster. However, the only original plaster ceilings appear to remain in the morning room (former drawing room), the Prime Minister's study and in the cupboards either side of the first floor stair landing.

The morning room is a unique room within The Lodge as it features a decorative plaster cornice and borders to the ceiling.

The other main rooms on the ground floor had exposed dark stained timber beams and battened plaster ceilings. The original beams appear to survive in the front entry hall, the Prime Minister's study (the only room to retain its original timber ceiling battens) and the former billiard room (which also had some additional beams added to match the original when the eastern wall was removed and the room extended). The beams in the dining room are recent, although one original beam may exist within the more recent cladding.

The original ceilings in the cupboards on the first floor are the only ceilings to retain their original 1927 plaster cornice (scotia). The ceiling to the 1930s room off the main stair also has its original plaster cornice and is divided into panels using decorative plaster battens. Flat timber battens are used in the Prime Minister's study. All other ceilings are recent plasterboard (1990s) with coved cornices.

Battened fibrous cement appears to line the attic. The basement rooms had asbestos cement wall lining but were replaced with plasterboard in 2015. The basement had vermiculite sprayed onto the ceiling linings, probably to give a degree of fire protection, but this was also replaced by fibre cement in 2015.



- **Internal doors**

The doors to the main rooms on the ground floor have eight square panels with sunken moulds on both sides. The rails align with the rails in the adjacent wall panelling. Apart from the doors in the south wall of the dining room most of these doors survive, although some have been relocated within the building.

The doors to the main rooms on the first floors are high waisted and consist of six vertical panels with raked tops to the mid and bottom rails. The narrower doors to the early cupboards and bathrooms were similar, but had only four panels. Most of these survive to the rooms in the front of the house and in the northern wing. Most of the doors in the southern wing are 1980s copies of these and have sharp edges to the tops of the mid and bottom rails, rather than the soft curve of the original doors. The 1980s and more recent doors to the cupboards in the dressing rooms also have sharp edges to the tops of the rails.

Original half glazed doors exist to the two main bathrooms on the first floor. These are high-waisted with three vertical panels below a single pane of obscured glass. One of these also exists in the attic together with a half glazed door with four clear glass panes opening into the roof space at the top of the stairs. This second door appears to match the original external half glazed doors previously used on the southern service wing (which are now gone).

- **Skirtings**

In the rooms where there is timber panelling, a square dressed board is used for skirting. On other walls, a skirting with a chamfered top edge is used. In the more important public rooms this is 150mm high, but in less important private rooms it is only 125mm high.

Reproduction skirtings used in the dining room, drawing room (former billiard room) and most rooms on the first floor are also chamfered on the top edge, but are only 100mm high.

Around all the walls there is a chamfered edge board mounted on the floor adjacent to the skirting. On the ground floor this terminates either side of the doors however, on the first floor, this continues across the door openings forming an edge between the polished floors of the corridors and the fitted carpets of the bedrooms or tiled floors of the bathrooms. In the southern wing, a board has been inserted across the more recent openings, but is only the width of the walls and is not, with the edge boards adjacent to the skirtings.

- **Architraves and Picture-rails**

In the rooms where the walls are, or were, panelled, the architraves around the windows and doors are flat boards mitred at the corners, and their width matches the surrounding panel framing.

Around the windows in the study where the panelling remains, raked reveal linings span between the architraves and the window frames. The sills feature a sill board with scotia beneath.

In the rooms without panelling, the architraves consist of a wide board with chamfered edges. This profile is also used for the picture rails, which run around the walls in the morning room, and in most of the rooms on the first floor. These are generally continuous across the tops of the doors, except in the morning room where they have been replaced following their removal in the 1960s work. This profile is also used in the main entry hall around the arched fanlights over the glazed doors. The architraves around the windows are mitred at the corners and there are no sill boards.

It appears that original architraves remain in the morning room, the eastern and northern rooms of the first floor and inside many of the cupboards and bathrooms throughout the house. However, it also appears that many of the architraves and picture rails on the first floor of the south wing have been replaced (c1980s) to match the original detail.

- **Stairs**

The main stair connecting the entry hall to the first floor comprises the original polished timber stair. It retains its original wrought and cast iron balustrade and timber handrail, which matches those used on the various exterior porches.

The original servants' stair connecting the basement, ground and first floors has been removed. A 1978 concrete fire stair now connects the basement, ground and first floors of the southern service wing. The



original timber stair servicing the attic still remains.

- **Fireplaces**

Fireplaces with their original, very fine polished timber chimneypieces survive in the Prime Minister's study, the morning room, and the north-east and south-east corner bedrooms. The chimney piece in the former billiard room (now drawing room) has been altered with the mantle shelf being lowered when the panelling was removed from the room. The fireplaces in the dining room and former breakfast room (now servery) were removed during the 1978 work and no visible evidence remains of them. The only original marble tiled hearth appears to survive in the Prime Minister's study.

The following table provides the description and location of each fireplace:

Room Name	Room Number	Description
Morning Room (former Drawing Room)	SG.2	Original brick fireplace (converted to gas) with original carved and polished timber mantelpiece. Marble tiled hearth with timber surrounds, c.1980s. NB: original marble may be underneath.
Study	SG.3	Original brick fireplace with original carved polished timber mantelpiece. Original marble tiled hearth with timber surround.
Drawing Room (original Billiard Room; former Sitting Room)	SG.4	Original fireplace with polished timber chimney piece (altered). Original mantle shelf (lowered). Tiled hearth with timber surround, c.1980s.
Bedroom	S1.6	Original brick fireplace with original timber mantle shelf (painted) and moulded plaster surround. Tiled hearth with timber surround, c.1980s.
Bedroom	S1.16	Original brick fireplace with original timber mantle shelf and moulded plaster surround. Tiled hearth with timber surround, 1980s.

- **Cupboards and Bookcases**

It would appear from the 1929 drawings that the bookcases were probably originally included along the north wall of the Prime Minister's study. It appears that the existing bookcases incorporate the original bookcases. These now extended bookcases seem to have originally been the same height as the plate shelf above the wall panelling (they now extend up to the top of the windows). The bookcases built in the former billiard room during the 1960s appear to have been cut down and adapted for reuse in the attic stair hall.

Most of the bedrooms originally included a built in cupboard. Some early shelving remains with some early hooks for hanging clothes in the cupboard off the northeast bedroom.

3.7 The Lodge – Other Built Elements

- **Guardhouses**

There are two guardhouses at The Lodge – the Adelaide Avenue guardhouse and the National Circuit guardhouse. The guardhouses built in 1968 were replaced in 2015 and are in good condition.

They are masonry buildings with glazed panels/windows with a pitched folded metal roof, and include all facilities for the Australian Federal Police (AFP) such as change rooms, toilets etc.

- **Carpport**

The staff carport is located to the west of the house. It is a large, open sided carport with painted timber supports and a brick paved floor.

- **Garden Shed**

The garden shed is located in the south-west corner of the grounds and comprises a basic structure with Colorbond clad walls (open on the eastern side) and a concrete floor. The shed houses garden equipment and machinery.



- **Gardener's Hut**

The gardener's hut, built in 1962, is located in the southern area of the site and comprises a brick building with a corrugated galvanized iron roof. It contains an office/meals area, change room with shower and a conservatory which is screened over and used as storage. It was upgraded in 2015.

3.8 Archaeological Potential

Thorough investigations, comprising an Indigenous Archaeological Assessment, were undertaken in 2010 as part of developing the Draft 2010 CMP. The main descriptions of the archaeological landscape of The Lodge, as defined in those investigations, is outlined below (a full copy of the Indigenous Archaeological Assessment is included in the volume of Appendices in the 2014 HMP). The Draft 2010 CMP did not undertake a historical archaeological investigation².

The Lodge is located on a 1.87 hectare parcel of land formed by a low ridge immediately to the southwest of Capital Hill, Canberra; on the corner of Adelaide Avenue and National Circuit, which form its northern and western boundaries respectively. A public reserve adjoins the property on its southern and eastern sides, separating it from the surrounding residential suburb of Deakin (as illustrated in Figure 2). Although the natural slope of the site is still evident, much of it has been cut and filled to form the platforms and terraces on which the house, croquet lawn and tennis court have been built.

Very little of the site's original native vegetation survives within the grounds; most has been removed and replaced with introduced species. There are only two surviving original trees within the grounds of The Lodge - being the two large Yellow Box located in the Bettina Gorton Garden - which form key elements of the Bettina Gorton Australian bush garden and most likely influenced its location and design.

A site search of the ACT Heritage Register revealed that no sites have been registered in Deakin.

Because this area of Canberra was developed prior to the planning registration, no surveys were done here prior to development. The closest known registered artefact location is in the gardens of Old Parliament House where an axe and a boomerang fragment were discovered during construction of the garden. The next closest registered Aboriginal site is in Stromlo Forest³.

Previous work has assisted in developing a set of frameworks to predict the likelihood of archaeological evidence in the local area. These parameters are based on a landform unit model and are summarized below.

- The majority of open artefact scatters are located near a watercourse, particularly on adjacent reasonably level, well-drained elevated ground, including low spur crests and low gradient basal slopes;
- Larger artefact scatters occur most frequently within 100-150m of major creek lines, with a possible preference for creek confluences;
- Artefact scatters located away from major creek lines tend to contain low numbers of artefacts at low density;
- Artefact scatters also occur on major ridgelines serving as natural access routes; and
- Scarred trees may occur wherever old growth trees of sufficient age have survived (locally at least 140-150 years); and stone procurement sites (quarries) may occur where rock suitable for stone tool manufacture is present on the surface.

² We are not aware of any further or more recent research or information.

³ Bulbeck and Boot 1990



At The Lodge, which is located on a low ridge/hillslope well away from any identifiable water sources, it would be predicted that the type of archaeological evidence which may be present here would take the form of low- density background scatters of stone material.

The field inspection for the assessment, carried out by two archaeologists, occurred on 6 October 2010. Fieldwork was restricted to small areas only (where the ground surface area was exposed) as the vast majority of the garden is terraced, grassed, planted with exotic plantings, landscaped and modified.

No evidence of Aboriginal objects in the form of Aboriginal stone artefacts was found during the survey. The small size of the study area, the relatively early date of its original construction, its landscape context and its highly modified nature means that the chances of prehistoric evidence surviving here is extremely slim.

Because the area has been comprehensively modified as part of its landscaping and gardening it is also considered unlikely to retain any original land surfaces. No areas of intact potential archaeological deposit were identified during the survey.

3.9 Condition Overview

At 2024 The Lodge is generally in good condition. The exterior is in good condition, however some of the balconies (northeast and southeast in particular) are showing signs of deterioration (such as leaks) and some other minor defects. In addition, parts of the building's exterior show evidence of incremental change, such as unsympathetic placement of external services such as an electrical conduit on the north pergola. Internally, the main rooms (public areas and private areas) are generally in good condition.

The present slate roof is in good condition having been replaced in 2015 with new green slate roofing and copper stormwater goods. Other upgrade works in 2015 improved the condition of services and the kitchen wing.

The condition of the other buildings and structures at The Lodge varies from good to satisfactory. The Adelaide Avenue Guard House, the National Circuit Guard House; and the staff carport are in good condition; the Gardeners' Amenities Block is in good condition; the garden store shed is in satisfactory condition; and the gardeners shed is in good condition. The Tennis Court is in good condition.



4 Commonwealth Heritage Listing and Values

The Lodge, including its grounds and gardens, were originally listed on the Register of the National Estate (RNE), on 26 March 1985. The RNE was originally established under the Australian Heritage Commission Act 1975 (repealed). However, with the introduction of the EPBC Act in 1999, the RNE was phased out as a statutory list, and closed in 2007.

On 22 June 2004 The Lodge was included on the CHL, with the detail for the Commonwealth Heritage Listing and associated Commonwealth Heritage Values being drawn from the RNE listing. This is reflected in the 'Summary Statement of Significance' that is contained in the Commonwealth Heritage Listing for The Lodge – which retains references to the RNE Criteria that were used in the past.

On 11 April 2013, the ACT Heritage Council published a decision not to provisionally enter The Lodge in the ACT Heritage Register, as: the place is located on National Land, and as such the *Heritage Act 2004* (ACT) does not have direct affect; and because The Lodge was already on the CHL.

4.1 Commonwealth Heritage Criteria

Commonwealth Heritage values are defined by the EPBC Act and outlined in the criteria that relate to the place's natural and cultural environment that have aesthetic, historic, scientific, social, or other significance. The Commonwealth Heritage criteria apply to the natural, Indigenous and historic values of a place. The criteria for the assessment of Commonwealth Heritage values are set out in the EPBC Regulations (10.03A) and assessments of significance are carried out to analyze the level to which a place demonstrates those values.

The Commonwealth Heritage criteria⁴ for a place are any or all of the following:

- A. **Events and Processes:** *The place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history;*
- B. **Rarity:** *The place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;*
- C. **Research:** *The place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;*
- D. **Principal Characteristics:** *The place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:*
 - a. *a class of Australia's natural or cultural places; or*
 - b. *a class of Australia's natural or cultural environments;*
- E. **Aesthetics:** *The place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;*
- F. **Creative or Technical Achievement:** *The place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;*
- G. **Social Values:** *The place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or*

⁴ <https://www.dceew.gov.au/sites/default/files/documents/commonwealth-heritage-values.pdf> p5 accessed 1 May 2023



spiritual reasons;

- H. **Significant People:** *The place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history; and*
- I. **Indigenous Tradition:** *The place has significant heritage value because of the place's importance as part of Indigenous tradition.*

4.2 Thresholds of Significance

DCCEEW guidance notes that as well as assessing a place against criteria for its heritage value, the Australian Heritage Council applies a 'significance threshold' test. This test helps the Council to determine the level of significance of a place's heritage value by asking 'how important are these values?'

To be entered on the CHL, a place must have 'significant' heritage value against one or more criteria.

4.3 The Lodge – Commonwealth Heritage Listing and Values

The Lodge was inscribed on the CHL on 22 June 2004 (Place ID 105452). The CHL Citation for The Lodge, including the listed Commonwealth Heritage Values for The Lodge, are set out below:

SUMMARY STATEMENT OF SIGNIFICANCE

The Lodge is the official residence constructed in 1925-27 to house the Prime Minister of Australia and his or her family. It has historic importance for the association it holds with the lives of its fourteen resident prime ministers, the national politics with which they were involved, their personalities, the impact they had on The Lodge, and the official guests that the Prime Ministers and their wives hosted at The Lodge. It was conceived at a time when other significant Federal buildings were also being constructed, such as the 1927 Parliament House. It is accessible from one of Griffin's radiating arteries centred on the Capitol (now Parliament House) and is in close proximity to Parliament House. The Lodge recalls the early isolationism of Canberra as Australia's capital city and the need to provide elected representatives with suitable accommodation according to their status. It is significant as a unique place in Australia (Criterion A.4; Australian Historic Themes: 7.4 Federating Australia, Criterion B2)

The Lodge is important for its exceptional richness of cultural features that were acquired to create the home for the Australian Prime Minister's family and display Australian art and crafts to important visitors. These features include the house with its architectural stylistic features and fine interior detailing; the garden with its array of garden areas including memorial trees and the Bettina Gorton memorial native garden; and the extensive and notable array of movable cultural heritage items created by Australian craft specialists that include paintings, china figures, silverware, ceramics, furniture, sculptures, memorabilia and artefacts collected by or donated to past Prime Ministers (Criterion A3; Australian Historic Themes: 8.10.4 Creating Visual Arts).

With its studied proportions and finely executed details, the two storey rendered brick building is an important example of the official residences built in Canberra in the 1920s. The building is Colonial Revival in style, with refined Georgian detailing. Its symmetrical facade, simplicity, use of arches, round headed windows, and delicate corner porches are characteristic features of the inter-war Georgian Revival style. As a building developed for the new Federal Capital, The Lodge also reflects the designers' appreciation for the importance of its setting. Significant fabric in the building includes stucco finish to the external walls, slate roofing, timber internal stair cases, wrought iron work, timber panelling, picture rails, exposed ceiling beams, built-in furniture and, windows and doors, including their architraves and fittings. (Criteria D.2 and F1)

As a purpose built building it has retained its integrity as the residence of the Prime Ministers of Australia and their families since its construction. Although designed as a family home



reflecting 'ideal' home styles of the 1920s it has required periodic adaptation and renovations to suit the changing needs of the families and the operational requirements of Prime Minister's wives, many of whom managed the household, carried out official entertainment and greatly influenced alterations and renovations. Alterations, additions and internal finishes to public areas carried out in the 1980s have significance as a well executed refurbishment to bring the place into a condition reflecting a 1920s residence. (Criteria D.2 and F1 Australian Historic Themes: 8.10.4 Designing and building fine buildings).

The Lodge is significant for its close association with fourteen of Australia's twenty-five Prime Ministers, their wives and families (as at June 2002). Although not designed for official functions, members of the Royal family, dignitaries and heads of governments have been entertained at The Lodge. It also has an association with the Melbourne architectural firm of Oakley and Parkes, highly regarded in Canberra in the field of residential design, following their success in the FCAC Competition with the design for The Lodge in 1926. (Criterion H.1).

The Lodge remains to this day one of the primary landmarks in Canberra symbolising the presence of the Prime Minister, his importance demonstrated in the location of the residence on a main road near Capital Hill (Criterion G.1).

The residence and grounds are valued by many, as one of Canberra's features as a nationally important and attractive property. The garden is open to the public a few times each year and is particularly valued for its aesthetic qualities of the design, plantings, memorial trees and art works. (Criterion E.1).

The Lodge is significant as a site of research value. The domestic, personal and political histories and events within the Lodge are comprehensively recorded, and serve as a lasting record of the Lodge in files, photographs, film, newspaper and magazine articles (Criterion C2).

OFFICIAL VALUES

Criterion A Processes

The Lodge is the official residence constructed in 1925 -27 to house the Prime Minister of Australia and his or her family. It has historic importance for the association it holds with the lives of its fourteen resident prime ministers, the national politics with which they were involved, their personalities, the impact they had on The Lodge, and the official guests that the Prime Ministers and their wives hosted at The Lodge. It was conceived at a time when other significant Federal buildings were also being constructed, such as the 1927 Parliament House. It is accessible from one of Griffin's radiating arteries centered on the Capitol (now Parliament House) and is in close proximity to Parliament House. The Lodge recalls the early isolation of Canberra as Australia's capital city and the need to provide elected representatives with suitable accommodation according to their status.

The Lodge is important for its exceptional richness of cultural features that were acquired to create the home for the Australian Prime Minister's family and display Australian art and crafts to important visitors. These features include the house with its architectural stylistic features and fine interior detailing; the garden with its array of garden areas including memorial trees and the Bettina Gorton memorial native garden; and the extensive and notable array of movable cultural heritage items created by Australian craft specialists that include paintings, china figures, silverware, ceramics, furniture, sculptures, memorabilia and artefacts collected by or donated to past Prime Ministers

Attributes

The whole of the building, its architectural styling, its location and the extensive garden, plus moveable items including paintings, china figures, silverware, ceramics, furniture, sculptures, memorabilia and artefacts collected by or donated to past Prime Ministers.



Criterion B Rarity

The Lodge is significant as a unique place in Australia.

Attributes

The whole of the place that demonstrates its purpose-built nature as the Prime Minister's residence.

Criterion C Research

The Lodge is significant as a site of research value. The domestic, personal and political histories and events within the Lodge are comprehensively recorded, and serve as a lasting record of the Lodge in files, photographs, film, newspaper and magazine articles.

Attributes

The building, its gardens and any research documentation or artefacts held on site.

Criterion D Characteristic Values

With its studied proportions and finely executed details, the two storey rendered brick building is an important example of the official residences built in Canberra in the 1920s. The building is Colonial Revival in style, with refined Georgian detailing. Its symmetrical facade, simplicity, use of arches, round headed windows, and delicate corner porches are characteristic features of the inter-war Georgian Revival style.

Significant fabric in the building includes stucco finish to the external walls, slate roofing, timber internal stair cases, wrought iron work, timber panelling, picture rails, exposed ceiling beams, built-in furniture and, windows and doors, including their architraves and fittings.

Attributes

The building's proportions and details that demonstrate Colonial Revival and Georgian styling including symmetrical facade, simplicity, use of arches, round headed windows and delicate corner porches. The fabric noted above is also significant.

Criterion E Aesthetic Characteristics

The residence and grounds are valued by many, as one of Canberra's features as a nationally important and attractive property. The garden is open to the public a few times each year and is particularly valued for its aesthetic qualities of the design, plantings, memorial trees and art works.

Attributes

The residence and grounds, in particular the garden design, plantings, memorial trees and art works.

Criterion F Creative or Technical Achievement

As a building developed for the new Federal Capital, The Lodge reflects the designers' appreciation for the importance of its setting.

As a purpose built building it has retained its integrity as the residence of the Prime Ministers of Australia and their families since its construction. Although designed as a family home reflecting 'ideal' home styles of the 1920s it has required periodic adaptation and renovations to suit the changing needs of the families and the operational requirements of Prime Minister's wives, many of whom managed the household, carried out official entertainment and greatly influenced alterations and renovations. Alterations, additions and internal finishes to public areas carried out in the 1980s have significance as a well executed refurbishment to bring the place into a condition reflecting a 1920s residence.



Attributes

The building's relationship to its setting, plus the alterations, additions and internal finishes to public areas carried out in the 1980s.

Criterion G Social Value

The Lodge remains to this day one of the primary landmarks in Canberra symbolising the presence of the Prime Minister, his importance demonstrated in the location of the residence on a main road near Capital Hill.

Attributes

The residence's prominent location, plus glimpses of the house from the public realm.

Criterion H Significant People

The Lodge is significant for its close association with fourteen of Australia's twenty-five Prime Ministers, their wives and families (as at June 2002). Although not designed for official functions, members of the Royal family, dignitaries and heads of governments have been entertained at The Lodge. It also has an association with the Melbourne architectural firm of Oakley and Parkes, highly regarded in Canberra in the field of residential design, following their success in the FCAC Competition with the design for The Lodge in 1926.

Attributes

The whole of the residence and grounds.

4.4 Further Consideration of Heritage Values**4.4.1 Indigenous Heritage Values**

The assessment provided in the 2014 HMP has established that the study area does not contain Indigenous heritage values (refer Volume 2). Whilst no Indigenous heritage values were identified, the Indigenous representatives involved in the assessment indicated a desire to have the broader Indigenous history of the area appropriately acknowledged (refer to Policy 76).

4.4.2 Historic Heritage Values

The historic heritage values for the site are set out in the CHL citation provided above.

A further comparative analysis of The Lodge has been undertaken against the Commonwealth Heritage Criteria, which took into account the additional historical material in the 2014 HMP, as well as comparative assessments against other Official Residences (see Appendix I, Volume 2). This assessment validated the current CHL citation, and identified additional potential heritage significance that could be added to these listings, should the opportunity arise to do so in the future.

4.4.3 Significance of the Grounds

The Lodge grounds are of Commonwealth Heritage value on account of their long association with most of Australia's Prime Ministers and various dignitaries; its survival as one of the former FCC's key projects in establishing Canberra; and for the substantial components of a rare estate landscape design by Charles Weston who had an unparalleled influence in the formative development of Canberra as an international landmark, and whose substantial legacy throughout Canberra is still discernible and highly esteemed.

The intact components that make up Weston's scheme at The Lodge represents a rare example of interwar landscape design for an official site in Australia, as virtually all of the others have inherited 19th century landscape characteristics.



The site retains plantings of species that are either rare or uncommon in Canberra or have particular botanical value. It also retains one of Australia's first official commissions for an Australian bush garden that is strongly associated with its instigator, Bettina Gorton, and the designer Otakar (Otto) Ruzicka. It appears to be the first such commission for an official site in Australia and this well executed, specialised garden is an important cultural legacy within the grounds left by an incumbent.

The following elements have significance individually and, collectively, also contribute to the significance of The Lodge as a whole:

- Extant 1920s embankments to eastern and southern sides of the house;
- Extant croquet lawn formation;
- Extant layout of drive and paths, namely: entry drive from the present front gates to the National Circuit entry; the remaining arc of path behind the house; the alignment and space of the axis from the original pergola; the path along the present rose gardens and its return next to the elms and below the southern bank;
- Largely extant ornamental lawn area to the northwest of the house;
- Tennis court location and banksia rose 'hedging';
- The front continuum of mown lawn from the embankments to the tennis court, to the elms, and to the bedding along the front drive and its direct visual relationship to the front of the house;
- The dense continuum of planting along the northwestern, southwestern and southeastern (eg. 'fairy garden') edges of the site;
- The largely intact original area of the core grounds designated for The Lodge;
- The use of the spaces beyond the tennis court for kitchen garden or similar uses;
- The Bettina Gorton Garden as an Australian native garden together with its ornamental pond;
- The two surviving Yellow Box (*Eucalyptus melliodora*) trees as the only remaining locally Indigenous trees on the site that predate The Lodge;
- List of species as surviving plantings as part of the original development of the grounds;
- List of species as surviving plantings as part of the further interwar development of the grounds;
- List of plantings with specific associations to prominent people;
- Rare or unusual plant species in cultivation in Canberra;
- Association of the extant 1920s scheme components with Charles Weston and, in the implementation of the design, Weston's successor ADE Bruce;
- Association of the site with most Australian Prime Ministers and their spouses since Stanley and Ethel Bruce;
- The collective value of The Lodge grounds, with its various Interwar period elements - together with other contemporary sites in Canberra such as the Provisional Parliament House and the Calthorpe's House - demonstrate aspects of the formative development of Canberra as the National Capital and as a garden city;
- Key views: from the house front to the front grounds; the vista from the house to the Canberra landscape beyond the grounds; vista of the Parliament House flagpole structure from the elms and southeast porch; and
- The relationship of The Lodge site to the adjacent parkland, streetscapes with early plantings (such as Grey Street with its remnant Redwoods) and adjacent early Canberra houses (such as along National Circuit) as part of the local townscape.



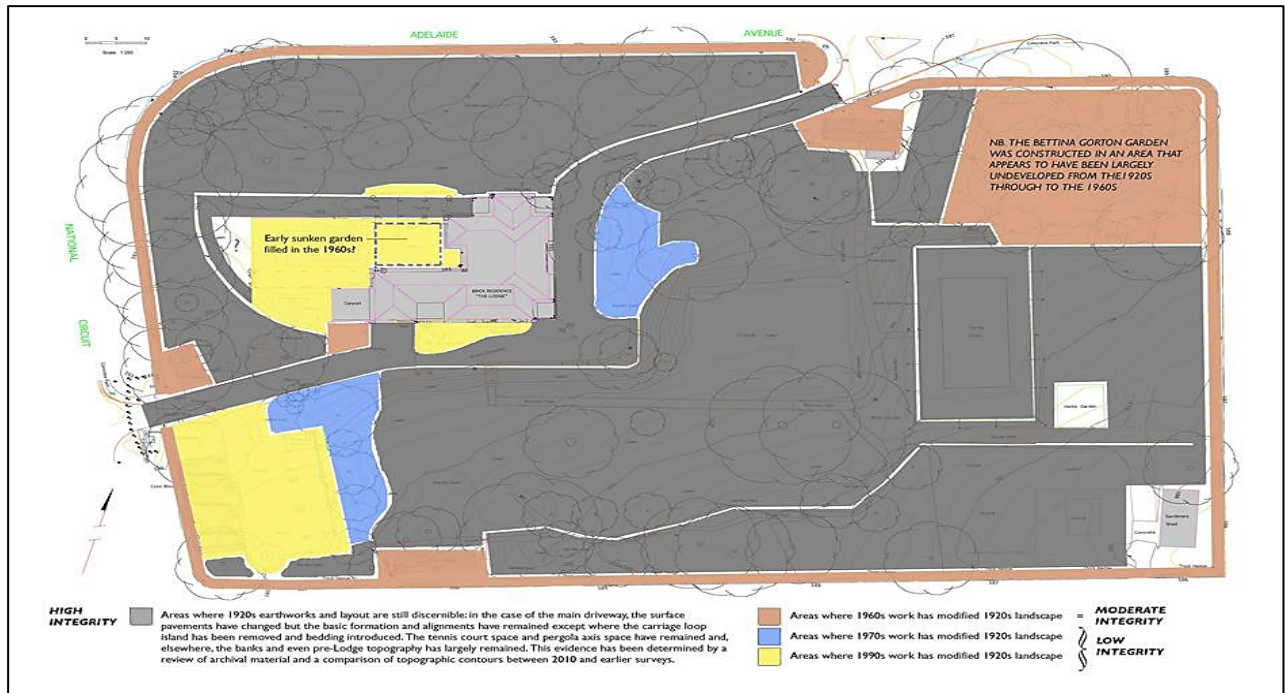


Figure 15: Summary of levels of integrity for the landscape of The Lodge site

Source: G Britton 2020

4.5 Contributory Elements

4.5.1 Levels of Significance

The HMP recognises that although the entire property contributes to the place’s value and has exceptional heritage significance, there are some areas of The Lodge that have a higher tolerance for change as their elements have less contributory significance to the overall value of The Lodge than others. The following table outlines the areas of The Lodge and their contributory value.

It is clear from the physical analysis that The Lodge has three distinct areas within the building:

- Public Rooms;
- Private Rooms; and
- Service Areas.

The rankings of significance and their tolerance for change is determined under the following criteria.

Significance Level	Explanation
<i>Exceptional</i>	Rare or outstanding element which directly contributes to the place’s heritage value.
<i>High</i>	High degree of original fabric which demonstrates a key element of the place’s heritage value. Alterations do not detract from the place’s heritage value.
<i>Moderate</i>	Altered or modified elements. Elements with little heritage value but which contribute to the overall value of the place.



Significance Level	Explanation
<i>Low</i>	Alterations detract from the place's heritage value. Difficult to interpret.
<i>Intrusive</i>	Element detracts from/damages the place's heritage value.

4.5.2 Tolerance for Change

Tolerance for change is applied to elements to identify the extent to which they retain and/or provide important evidence of the site's significance in their existing form, fabric, function and/or location.

Tolerance for Change	Application
<i>Low</i>	The key attribute (form, fabric, function and/or location) embodies the heritage significance of the component and its contribution to The Lodge. It retains a high degree of intactness with only very minor alterations that do not detract from significance. The key attributes should be retained and conserved through maintenance and restoration.
<i>Moderate</i>	The key attribute (form, fabric, function and/or location) only partly embodies the heritage significance of the component and the site, or has been considerably modified. The key attributes should be retained and conserved. There is greater opportunity for change with less adverse impact.
<i>High</i>	The key attributes (form, fabric, function and/or location) have little heritage significance to the component or the overall site and there is opportunity for change/adaptation.

4.5.3 Tabulate Details

The following tables set out details on the official heritage values/attributes from the CHL against the main physical elements of The Lodge and its grounds and gardens.



TABLE 1 – THE HOUSE

Whole building

Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Whole building generally	A, B, C, D, E, F	High	Moderate	The building as it exists including alterations additions and internal finishes.	Refer to the specific measures for particular areas of the building below.
Whole building generally	H	Exceptional	Low	This is historic information and is represented by the building and grounds as they have evolved.	Refer to the specific measures for particular areas of the building below.

All public, ground floor areas of the building and adjacent rooms

Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Entry Hall & adjacent rooms	A, B, C, D, E	Exceptional Intrusive elements: N/A	Low	The public rooms on the ground floor are the primary areas where important guests are hosted and the only parts of the house where the general public is allowed to view. As such, these rooms play a fundamental role in demonstrating and displaying the heritage value of the house and its contents. These rooms have largely been unchanged since 1927 and retain	As these rooms have a low tolerance for change, any physical change to these should be very carefully considered before implementation.



Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Dining Room	A, B, D, E	High Intrusive elements: - Ceiling lining - Modern power points and electrical infrastructure in visually prominent locations	Moderate	Similar importance to entry hall, but room has been substantially modified and extended.	Moderate tolerance for change to suit needs.
Exterior porches: entry; north west, north east; south east	A, B, C, D, E, F	High Intrusive elements: - External services in visually dominant areas of the porches	Low	Loggias are key stylistic features of the building, reflecting "Mediterranean Revival" fashions of the 1920s. These should be recognised in the local context of the Oakley and Parkes houses in Forrest, and the Sydney and Melbourne Buildings in Civic. The porches have Doric columns and combine with the bulkhead and cornice above to reflect the 'Striped Classical' features of the building.	These to be preserved in situ without change or enclosure except for removal of intrusive services.
Main staircase	A, B, C, D, E	Exceptional Intrusive elements: N/A	Low	This is a major feature of the original house and is largely unchanged since 1927.	Preserve in situ. Keep in good condition, including essential repairs and finishes as necessary.



Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Morning Room	A, B, C, D, E	Exceptional Intrusive elements: - Modern power points and electrical infrastructure in visually prominent locations	Low	This room is largely unchanged since 1927.	Preserve. Remove modern electrical infrastructure in intrusive locations or relocate to be in less intrusive position.
Drawing Room	A, B, C, D, E	Exceptional Intrusive elements: - Modern power points and electrical infrastructure in visually prominent locations	Low	This room is substantially unchanged since 1927 with only the former corridor wall removed.	Preserve. Remove modern electrical infrastructure in intrusive locations or relocate to be less intrusive position.
Public bathrooms	N/A	Moderate	High	These have been modified and upgraded over time.	Change if required.

All private first floor areas of the house and attic (entire first floor and attic areas)

Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
First floor landing	A, B, C, D, E	Exceptional	Moderate	This is a major space in the centre of the house and is largely unchanged since 1927.	Preserve in situ. Floor finish can change.



Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
All balconies	D	High Balustrade Glazing Intrusive elements: - External services in visually dominant locations, especially when there are services located on the one balcony area.	Moderate (due to the visibility externally) Low	The balconies are part of the 1927 layout and substantially unchanged except for finishes and the glass balustrade added for safety reasons.	Change, if required, but retain existing details and finishes.
Hallways	D	Moderate Intrusive elements: - Modern power points and electrical infrastructure in visually prominent locations	Moderate		The private rooms upstairs have a vitally important function as the “home” of the Prime Minister and their family. Although they too have exceptional significance, they are not open to the public and remain the private domain of the incumbent and family. These rooms should be able to function according to the personal needs, requirements and tastes of each resident. Indeed, the changing appearance and use of these rooms with each Prime
Bedroom at front of house	D	Exceptional	Low	Original 1927 room.	



Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Bedrooms	D	Moderate	Moderate	Areas of the south wing which were part of the 1927 house.	Minister is part of their significance.
Sitting rooms/ bedrooms	D	Moderate	High	Areas of the south wing which were constructed in 1978 or since modified.	Consequently, these rooms have a higher tolerance for change than the public areas of The Lodge. Whilst their significance should be respected, these rooms need to be able to change to fulfil the function of The Lodge as, primarily, a home.
All bathrooms	D	Moderate	Moderate / High	All have been upgraded and modified.	
All dressing rooms	D	Moderate Intrusive elements: - Modern power points and electrical infrastructure in visually prominent locations - Modern window blinds	Moderate	All have been refurbished but base walls are substantially as per the 1927 layout.	

All ground floor, basement and first floor service areas of The Lodge

Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Kitchen	D	Moderate	High	The service areas of The Lodge have undergone numerous amounts of change over the years to suit their growing requirements. As The Lodge functions as a workplace and as a place for entertaining official guests and	The service areas have a much higher tolerance for change (with the exception of service areas that have a high external visibility, such as the Guardhouse).
Servery and scullery	D	Moderate	High		
Manager's office	D	Low	High		Can be altered to suit



Room Name	CHL Criterion	Significance	Tolerance for Change	Discussion	Recommendation
Service stairs	D	Low	High	visitors, it is vital that its service areas are designed, maintained and (when necessary) upgraded so that these functions can be carried out and adequately supported in an efficient and safe manner.	changing circumstances and requirements.
Staff room	D	Low	High		
All storage/pantry rooms	D	Low	High		
Staff bathrooms	D	Low	High		
Cellars	D	Low	High		



TABLE 2 – EXTERNAL STRUCTURES

Room Name	Applicable Criteria	Significance	Tolerance for Change	Discussion	Recommendation
Carports	D	Moderate	Moderate	-	Can be altered to suit changing circumstances and requirements.
Plant rooms	D	Low	High	-	
Guard House	D	Low	High	-	
Gardener's Shed	D	Low	High	-	
Perimeter fence and gates	D	Moderate	Moderate	Painted brick fence and metal gates (palisade at Adelaide Avenue and solid at National Circuit). These are not original but essential for security and safety.	Maintain fence. Adelaide Avenue gate can be changed or mesh/metal added to reduce visibility through it.



TABLE 3 – KEY VIEWS

Views to The Lodge (refer Figure 7)

Room Name	Applicable Criteria	Significance	Tolerance for Change	Discussion	Recommendation
View from Adelaide Avenue to the NE side of the house	F, G	High	Moderate	The views into The Lodge from the surrounding areas have evolved dramatically over time. Once surrounded by open parkland, The Lodge is now greatly shielded from views into the property from the external wall and perimeter plantings. These elements afford both privacy and security for the incumbent, and are a necessary aspect of the functional nature of the place.	The views into the property contribute to its heritage value, however, the practicalities of security and privacy need to be carefully balanced with heritage value when considering any works that impact on these views. Try to maintain the view, which will require tree management within the park and The Lodge grounds.
View from seat within the park to the upper levels of the house	F, G	High	Moderate		
View from bend in Canterbury Crescent to the house	F, G	High	Moderate		
View from Canterbury Street (intermittent) to the house	F, G	Moderate	Moderate		
Occasional view when the gate is open from the driveway into the house	F, G	Moderate	Moderate		



Room Name	Applicable Criteria	Significance	Tolerance for Change	Discussion	Recommendation
View from the Adelaide Ave gate to Mt Ainslie and Mt Majura	F	High	Low	The views from The Lodge into the surrounding areas are a historically important element of the property. Although The Lodge is now greatly shielded by external wall and perimeter plantings, these views (particularly from the upper levels of the house) are still apparent.	The views from the property to important parts of Capital Hill and the surrounding areas contribute to The Lodge's heritage value. However, the practicalities of security and privacy need to be carefully balanced with heritage value when considering any works that
View from the front entrance porch to the south side of	F	High	Low		
View from the flagpole of Parliament	F	High	Low	-	Try to maintain the view which will require tree management in The Lodge grounds and surrounding areas.
View from the front balcony to the Capital Hill flagpole	F	High	Low	-	
Intermittent views from the southern side of the house to the	F	Moderate	Moderate	-	Try to maintain the view which will require tree management within the park and The Lodge grounds.
View from the driveway into Gray St when the gate is open	F	Moderate	Moderate	-	This will be maintained as it is along the drive which will not change.
Traditional sequential views from along remnant main entry drive from the front gates to The Lodge	F	High	Low	-	-



Room Name	Applicable Criteria	Significance	Tolerance for Change	Discussion	Recommendation
View arc from remnant old Elms (near southwest corner of tennis court) through to vista from the Bettina Gorton garden	F	Exceptional	Moderate	This important view prospect is currently obscured by the intrusive 1980s front lawn bedding and incursive Birch trees.	The 1980s bedding should be removed and converted to lawn with the earlier bank restored. The southern-most Birches should be removed/relocated.
Traditional vista along the original (northern) pergola	F	High	Low	.	Ensure it remains visually unencumbered. Maintain by management of area.
View arc of Bettina Gorton Garden on approach	F	High	Low		Ensure it remains a pleasing composition of Australian native plantings with the water feature as a focus.
Views of the northern elevation of The Lodge from the northern lawn space	F	High	Low	The use of this northern lawn for temporary intermittent shelter structures is permissible.	Refer to the detailed Landscape Management Plan, prepared by Redbox Design Group in association with ConradGargett (October 2023).
Long vista along the southern lawn (old Elms to the car park screen)	F	High	Low	The use of this southern lawn for temporary intermittent shelter structures is permissible	Refer to the detailed Landscape Management Plan, prepared by Redbox Design Group in association with ConradGargett (October 2023).



Room Name	Applicable Criteria	Significance	Tolerance for Change	Discussion	Recommendation
Views of The Lodge on entry from National Circuit	F	Moderate	Moderate		This will be maintained as it is along the drive which will not change.



TABLE 4 – GARDEN AND GROUNDS

Room Name	Applicable Criteria	Significance	Tolerance for Change	Discussion	Recommendation
Gardens	A, C, E	Refer detailed Landscape Management Plan, prepared by Redbox Design Group in association with ConradGargett (October 2023).	-	Gardens, layout and significant palings and views from old elm through to vista from the Ballroom, garden and traditional vista along the original pergola	Refer to the detailed Landscape Management Plan, prepared by Redbox Design Group in association with ConradGargett (October 2023).
Grounds – significant plantings	E	Varies, refer Figure 16 and associated table below.	-	Varies, refer Figure 16 and associated table below.	Varies, refer Figure 16 and associated table below. Refer also to the detailed Landscape Management Plan, prepared by Redbox Design Group in association with ConradGargett (October 2023).



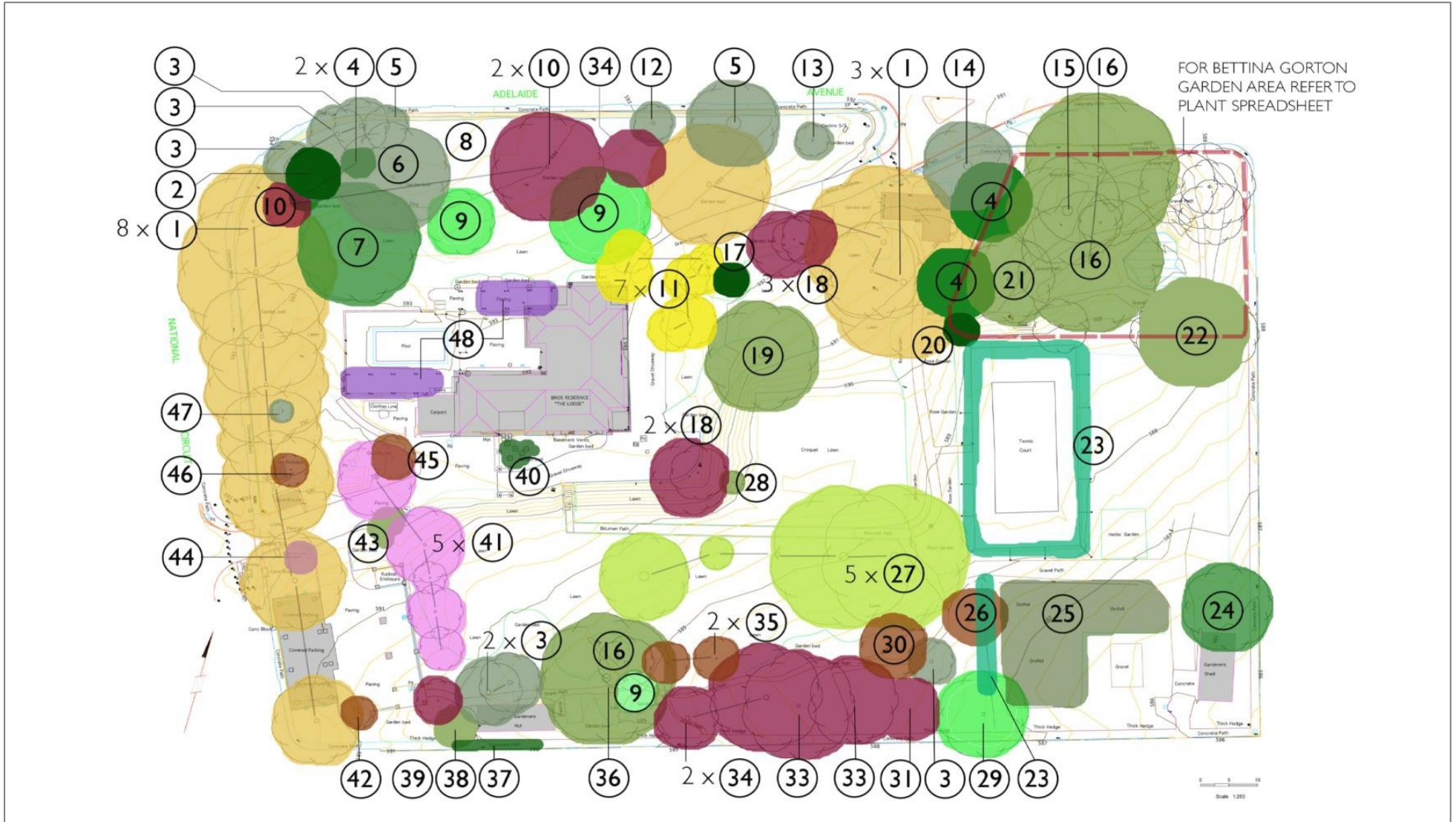


Figure 16: Significant Plantings

Source: G Britton, 2019



Tree Number	Tree Name	Significance
1	Pinoak <i>Quercus palustris</i>	High
2	Gowan's Cypress <i>Cupressus goveniana</i>	Exceptional
3	Arizona Cypress <i>Cupressus arizonica</i>	High (Moderate in Fairy Garden)
4	Holm Oak <i>Quercus ilex</i>	Moderate
5	Smooth-barked AC <i>Cupressus glabra</i>	High
6	Cypress <i>Cupressus</i> sp.	High
7	Algerian Oak <i>Quercus canariensis</i>	High
8	Elderberry <i>Sambucus nigra</i>	High
9	Tulip Tree <i>Liriodendron tulipifera</i>	High (QE II plant only. Otherwise low).
10	Jap. Flower. Crabapple <i>Malus floribunda</i>	Exceptional
11	Cut-leaf Birch <i>Betula pendula</i> cv. 'Laciniata'	Moderate (Intrusive for the front of house plant)
12	Cypress/lemon scent <i>Cupressus</i> sp	Moderate
13	Monterey Cypress <i>Cupressus macrocarpa</i>	Low
14	Mexican Cypress <i>Cupressus lusitanica</i>	Exceptional
15	Brittle Gum <i>Eucalyptus mannifera</i>	High
16	Yellow Box <i>Eucalyptus melliodora</i>	Exceptional
17	Lawson's Cypress <i>Chamaecyparis lawsoniana</i> 'lutea'	Moderate
18	Flowering Cherry <i>Prunus serrulata</i>	Moderate
19	Blakely's Red Gum <i>Eucalyptus blakelyi</i>	High
20	Scots Pine <i>Pinus sylvestris</i>	High
21	Argyle Apple <i>Eucalyptus cinerea</i>	High



Tree Number	Tree Name	Significance
22	River Oak <i>Casuarina cunninghamiana</i>	Moderate
23	Banksian Rose <i>Rosa banksiae</i>	High
24	English Oak <i>Quercus robur</i>	Exceptional
25	Orchard trees	Moderate
26	Desert Ash <i>Fraxinus oxycarpa</i>	Low
27	English Elm <i>Ulmus procera</i>	Exceptional
28	River Peppermint <i>Eucalyptus elata</i>	Moderate
29	London Plane <i>Platanus x hispanica</i>	Exceptional
30	Golden Rain Tree <i>Koelreuteria paniculata</i>	Low
31	Cherry Plum <i>Prunus cerasifera</i>	High
32	Rowan <i>Sorbus domestica</i>	Exceptional
33	Common Hawthorn <i>Crataegus monogyna</i>	Exceptional
34	Old Cherry Plum <i>Prunus cerasifera</i>	Exceptional
35	European Ash <i>Fraxinus excelsior</i>	Moderate
36	Victorian Blue Gum <i>Eucalyptus bicostata</i>	Moderate
37	Remnant bdy hedge <i>Cupressus lusitanica</i>	High
38	Yellow Box stump + Ivy	Moderate
39	Weeping Cherry <i>Prunus x subhirtella</i>	Moderate
40	Various conifer cultivars	Low
41	Mexican Alder <i>Alnus acuminata</i>	Low
42	Chinese Pistacio <i>Pistacia chinensis</i>	Low



Tree Number	Tree Name	Significance
43	NZ Cabbage Tree <i>Cordyline australis</i>	High (largest tree only, all others are Moderate)
44	Flowering Dogwood <i>Cornus florida</i>	Low
45	Honey Locust <i>Gleditsia triacanthos</i>	Low
46	Pussy Willow <i>Salix capraea</i>	Moderate
47	Incense Cedar <i>Calocedrus decurrens</i>	High
48	Wisteria cv. 'Alba'	High (North Pergola) Moderate (South Pergola)
49	Vanilla Tree <i>Azara microphylla</i>	High (rare)

Discussion: The grounds of The Lodge provide an important landscape setting for the residence. They include remnants of the original 1920s landscape design as well as demonstrating the evolution of the place under various incumbents.

Many of the plants are highly significant and should be retained, with a succession planting regime established to manage their eventual decline. Other plants are not particularly significant and, should the opportunity arise, they should be replaced with more sympathetic species.

Refer also to the detailed Landscape Management Plan, prepared by Redbox Design Group in association with ConradGargett (October 2023).



5 OPPORTUNITIES AND CONSTRAINTS

5.1 Summary of Commonwealth Legislation

The Lodge is a Commonwealth owned site subject to Commonwealth legislation, and the EPBC Act is the primary environment and heritage legislation that applies to the management of The Lodge. PM&C also complies with other Commonwealth legislation, State and Territory environmental policies, codes of practices, initiatives and legislation (where these do not conflict with Commonwealth legislation). These include the following:

- *Disability Discrimination Act 1992*;
- *Work Health and Safety Act 2011*; and
- National Construction Code of Australia.

An overview of the relevant legislation is provided below.

5.2 Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)

5.2.1 Overview

The main objective of the EPBC Act is to provide for the protection of the environment, particularly those aspects that are matters of National Environmental Significance (NES). The key parts of the EPBC Act relevant to the heritage assessment and management of The Lodge are:

- Part 3, Division 1: Requirements Relating to Matters of NES;
- Section 26: Requirement for approval of activities involving Commonwealth land with the potential to have a significant impact on the environment;
- Section 28: Requirement for approval of activities undertaken by a Commonwealth agency with the potential to have a significant impact on the environment;
- Section 341S: Requirement to prepare a management plan for a Commonwealth Heritage Place in accordance with the Commonwealth Heritage Management Principles;
- Section 341V: Requirement to comply with a plan prepared under Section 341S;
- Section 341X: Requirement to review a plan prepared under Section 341S at least once every five years;
- Section 341ZC: Requirement to minimise adverse impacts on the heritage values of a place on the National and/or Commonwealth Heritage list; and
- Section 341ZE: Requirement to provide ongoing protection of heritage values of a place included on the CHL in the event of sale or transfer.

5.2.2 Matters of NES

This section of the legislation sets out Matters of NES, which includes World Heritage Properties, National Heritage Places, Wetlands of international importance (RAMSAR wetlands), listed threatened species and communities and migratory species. This legislation is applied if any of the above matters are identified on, or within the vicinity of, The Lodge. If matters of NES are discovered the first requirement is to confirm their presence or absence. If disturbance is to occur, an impact assessment would be undertaken to define the extent of the impact on the protected item and identification of any measures to avoid, minimise or reduce those impacts. No matters of NES have been identified for The Lodge.



5.2.3 EPBC Act – Ss. 26 and 28

Section 26 is related to actions undertaken on Commonwealth land which will or is likely to significantly impact the environment. Section 28 relates to actions undertaken by a Commonwealth agency (such as PM&C) which will or is likely to significantly impact the environment. Any actions which will or are likely to significantly impact the environment or heritage on Commonwealth land would need to be assessed with respect to potential significance of impacts on the environment of heritage generally. If significant impacts are identified, opportunities for their avoidance, reduction or management would need to be sought. A Referral under the EPBC Act may also need to be considered.

5.2.4 EPBC Act – Ss 341S, 341V and 341X

These sections of the EPBC Act require a Commonwealth agency to prepare a management plan for a place on the CHL in accordance with the Commonwealth Heritage Management Principles. The Commonwealth must comply with the management plan, and undertake a review and update of the plan at least once every five years in accordance with the details of S341X and the EPBC Regulations.

5.2.5 EPBC Act S.341ZC

This section of the EPBC Act requires the minimisation of adverse impacts to the heritage values of a National or Commonwealth Heritage Place. This includes direct impacts from physical disturbance or secondary impacts that may affect visual aspects, cultural importance, landscaping or curtilage or an adjacent property.

5.2.6 EPBC Act S.341ZE

This section of the EPBC Act applies if PM&C (as a Commonwealth Agency) sells or leases a Commonwealth area that is or includes part of a Commonwealth Heritage place. PM&C must notify the Minister for the Environment of such intent, and include in the sale or lease contract a covenant to protect the Commonwealth Heritage values of the place during the sale process and after the property has left Commonwealth control.

5.2.7 Heritage Management and Schedules 7A and 7B

These are set out in Section 9.

5.3 Other Relevant Commonwealth Legislation

5.3.1 Aboriginal and Torres Strait Islander Heritage Protection Act 1984

The *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* enables the Australian Government to respond to requests to protect traditionally important areas and objects that are under threat, if it appears that state or territory laws have not provided effective protection.

The government can make special orders, called declarations, to protect significant Aboriginal areas, objects and classes of objects from threats of injury or desecration. The government cannot make a declaration unless an Aboriginal or Torres Strait Islander person (or a person representing an Aboriginal or Torres Strait Islander person) has requested it and has, firstly, provided satisfactory evidence of the 'particular significance' of a body of traditions, customs, observances and beliefs associated with the Aboriginal area and/or Aboriginal object or class of objects and, secondly, explains why there is a threat of injury or desecration to the area, object or class of objects. The power to make declarations is meant to be used as a last resort, after the relevant processes of the state or territory have been exhausted.



5.3.2 Disability Discrimination Act 1992 (DDA)

The objectives of this Act are to eliminate, as far as possible, discrimination against persons on the ground of disability in the areas of:

- Work;
- Access to premises; and
- The provision of goods, facilities and services (Subsection 3[a]).

Accordingly, PM&C is bound to meet these objectives as far as is possible. In the case of The Lodge, they relate to staff and visitors.

The Australian Heritage Commission publication, *Improving Access to Heritage Buildings*⁵ notes that:

The legal view is that the Disability Discrimination Act (DDA) will override Commonwealth, state or territory heritage legislation. The only exception to this would be if implementing proposed changes to provide access can be shown to constitute unjustifiable hardship. This does not include difficulty or cost if a reasonable access solution is achieved.

However, alteration or removal of a major aspect of significance in order to provide access could constitute an argument of unjustifiable hardship.

As both the DDA and heritage legislation are non-prescriptive, application of the relevant provisions of the Acts is flexible. There is ample scope for consultation between the relevant authorities over potential conflicts in matters relating to providing access to places on heritage registers, and for reaching acceptable solutions.

Appropriate arrangements need to be made to make The Lodge accessible to all with minimum impact on Commonwealth Heritage values.

5.3.3 National Capital Authority (NCA)

The *Australian Capital Territory (Planning and Land Management) Act 1988* establishes the NCA and requires that the NCA prepare and administer a National Capital Plan (NCP). The NCP defines Designated Areas and sets out detailed policies for land use and detailed conditions for planning, design and development within them. Works approval must be obtained from the NCA for all external works proposed within a Designated Area. The Lodge is part of the Central National Area (Deakin, Forrest and Red Hill) and the area is a Designated Area as defined in the NCP. Therefore, all works affecting the place require written approval from the NCA. The object of the plan is to ensure that Canberra and the ACT are planned and developed in accordance with their national significance. In particular, the plan seeks to preserve and enhance the special characteristics and those qualities of the National Capital which are of national significance.

The relevant principle and policy provided in the plan is as follows:

Major national functions and activities that are closely connected with workings of Parliament or are of major national significance should be located in or adjacent to the

⁵ Martin, Eric. 1999. *Improving Access to Heritage Buildings. A practical guide to meeting the needs of people with disabilities*. Prepared for the Australian Heritage Commission, Canberra



National Triangle formed by Commonwealth, Kings and Constitution Avenues, to provide a strong physical and functional structure which symbolises the role of Canberra as the National Capital⁶.

5.4 Territory Legislation - ACT Heritage Act 2004 (AHA)

The AHA aims to represent and protect the rich natural and cultural heritage of the ACT, encompassing both Aboriginal and European cultural values. Among other things, it:

- Establishes a system for the recognition, registration and conservation of natural and cultural heritage places and objects, including Aboriginal places and objects;
- Establishes the Heritage Council;
- Establishes the Heritage Register and ensures it is accessible and provides for heritage agreements to encourage conservation of heritage places and objects;
- Provides for heritage guidelines to protect heritage significance;
- Defines how public authorities must protect heritage;
- Establishes enforcement and offence provisions including heritage directions, heritage orders and information discovery orders; and
- Integrates heritage with land planning and development.

The AHA does not apply to the Lodge as it is on National Land and managed by PM&C.

5.5 Other Relevant Legislation and Codes

5.5.1 National Construction Code (NCC) of Australia

The NCC, particularly Volumes 1 and 2 of the Building Code of Australia (BCA), is the definitive regulatory resource for building construction, providing a nationally accepted and uniform approach to technical requirements for the building industry. It specifies matters relating to building work in order to achieve a range of health and safety objectives, including fire safety.

The BCA must be read in conjunction with relevant Australian Standards, which provide more detail to support the BCA.

The BCA is regulated through state/territory legislation so it is not strictly applicable to The Lodge but normal practices should consider that it does apply.

However, the BCA is generally not applicable to minor repairs to, and maintenance of existing buildings, including buildings that are listed heritage items or which may have significant heritage fabric or design elements. The legislation requires that new building work complies with the BCA; but also requires that re-modelled elements such as balustrades and new inclusions such as replacement concrete floors are also required to comply; as they have particular access and engineering needs which need special attention and certification. There are deemed to satisfy requirements in the NCC and Performance Standards to be met. For heritage buildings Performance Solutions (Alternative Solutions) can be considered to meet the performance standards.

If the refurbishment affects more than 50% of the building, the rest of the building will then need to

⁶ National Capital Plan, Section 4.2.2.2



be BCA compliant in the course of a major upgrade. However, this is a discretionary, negotiated process.

As such, all new building work at The Lodge should comply with the BCA. As far as possible, PM&C aims to achieve compliance with the BCA, although this may not be entirely possible because of the nature of, and constraints provided by, existing circumstances. A careful consideration of both safety and heritage should be undertaken when designing new work. Although safety and security issues may override heritage issues, new works should always be designed in a manner which is as sympathetic as possible to the Commonwealth Heritage values and meets the performance requirements of the BCA.

5.5.2 Work Health and Safety Act 2011 (WH&S Act)

The objective of the WH&S Act is to provide for a balanced and nationally consistent framework to secure the health and safety of workers and workplaces by:

- Protecting workers and other persons against harm to their health, safety and welfare through the elimination or minimisation of risks arising from work;
- Providing for fair and effective workplace representation, consultation, co-operation and issue resolution in relation to WH&S;
- Encouraging unions and employer organisations to take a constructive role in promoting improvements in work health and safety practices, and assisting persons conducting businesses or undertakings and workers to achieve a healthier and safer working environment;
- Promoting the provision of advice, information, education and training in relation WH&S;
- Securing compliance with this Act through effective and appropriate compliance and enforcement measures;
- Ensuring appropriate scrutiny and review of actions taken by persons exercising powers and performing functions under the WH&S Act;
- Providing a framework for continuous improvement and progressively higher standards of WH&S; and
- Maintaining and strengthening the national harmonisation of laws relating to WH&S and to facilitate a consistent national approach to WH&S in this jurisdiction.

This has implications for The Lodge as the place is both a home and workplace for many staff, contractors and visitors. The health and safety of other users of The Lodge is also generally dealt with under the BCA and the Commonwealth's common law duty of care to persons on its land or buildings.



5.6 Non-Statutory Best Practice Guidelines

5.6.1 Australia ICOMOS Burra Charter 2013 (Burra Charter)

The Burra Charter is a best-practice guideline for managing heritage places. It is a detailed conservation Charter with accompanying guidelines.

The main articles that are relevant to the management of The Lodge include:

- Article 2: Conservation and management;
- Article 3: Cautious approach;
- Article 4: Knowledge, skills and techniques; and
- Article 5: Values.

5.6.2 Interim Engaging with First Nations People and Communities on Assessments and Approvals under Environment Protection and Biodiversity Conservation Act 1999 (interim guidance)⁷

This document updates Engage Early, and is in the process of being finalised. The Interim Engaging with First Nations People and Communities on Assessments and Approvals under Environment Protection and Biodiversity Conservation Act 1999 (Engaging with First Nations Peoples and Communities interim guidance) has been prepared by DCCEEW. It is a set of guidelines to use when working with Indigenous cultural heritage. The basic principles are designed to ensure respectful and effective engagement with Indigenous people through⁸:

- ensuring cultural safety;
- building and maintaining trust;
- engaging early and often;
- negotiating suitable timeframes; and
- negotiating suitable submission formats.

The full text of the document is available on the Australian Government's DCCEEW website.

5.6.3 Interested Agencies and Organisations

The Minister for the Environment, and DCCEEW, will have an interest in the future of The Lodge from a statutory perspective.

Organisations that may have an interest in the future of The Lodge, and who may need to be engaged or consulted with on a case by case basis include the National Trust of Australia (ACT), the Australian Institute of Architects ACT Chapter, and various garden societies.

⁷ <https://www.dcceew.gov.au/environment/epbc/publications/engage-early>

⁸ <https://www.dcceew.gov.au/sites/default/files/documents/interim-engaging-with-first-nations-people-and-communities-assessments-and-approvals-under-epbc-act.pdf>



5.6.4 Moral Rights

Moral rights are personal to the architect of the works (being the building) and include:

- the right of attribution of authorship;
- the right to take action against false attribution of authorship; and
- the right of integrity and authoring.
- The right of attribution lasts 50 years after the death of the architect, which will be in 2025.
- The owner is required to notify the original designer that alterations to, or demolition of, the building is proposed.
- The notification must give the original designer 3 weeks to decide if they wish to:
 - make a record of the building before alteration or demolition (usually a photographic record); and/or
 - consult 'in good faith' with the owner about the alterations or demolition.

If the original designer does not respond to the notice within the period of 3 weeks the owner may proceed immediately with the proposed alterations or demolition.

If the original designer notifies the owner within the initial 3 week period that it wishes to make a record of the building or consult with the owner regarding the proposed alterations or demolition, the owner must allow a further period of 3 weeks for making the record and or conducting the consultation.

If the Architect has died then consultations are through the company, estate or trust if such exist.

The only moral right that remains is with the designers over the past 50 years. This was the Department of Works up till 1988 when it ceased to operate, and then the designers of individual sections since.



6 CONSERVATION POLICY

6.1 Conservation Objective

The overall conservation objective is to conserve the Lodge and grounds but enable it to continue as a useful and functioning home and facility for Australia's Prime Minister.

The following policies detail how this conservation can occur. The areas covered and the policies that apply are:

Area covered	Relevant polices
General and legislative	1, 2, 3, 4, 5, 6, 7 and 68
Future use	66 and 67
Change	10, 11, 12, 13, 14, 15 and 16
Conservation of buildings	11
Recording and management of records	4 and 78.
Management and implementation	5. 10 and Section 7
Consultation	76
Landscape and setting	17-65
Archaeology	75
Access	70, 71 and 74
Security	69
Interpretation	70, 71, 72 and 73
Education and training	8

6.2 General Policies

This section includes all the high level, general conservation policies as well as more detailed strategies relating to specific aspects of the place.

6.2.1 Policy 1: Legislative Compliance

There are several statutory Acts and Codes that PM&C is obligated to comply with, including the EPBC Act, DDA, WH&S Act, and the NCC.

Commentary: PM&C are required to ensure that all work and changes to The Lodge and grounds comply with relevant legislation. Where PM&C finds an area of non-compliance with relevant legislation, they should seek legal advice and speak directly to the agency responsible for administering that legislation to determine a resolution. If circumstances arise where there is a conflict between the various statutory instruments, PM&C should seek legal advice to resolve this.

The requirements of these acts are outlined in Section 5.

Management Strategies

EPBC Act compliance:

- Any proposal or action is to be self-assessed by the Department, in consultation with DCCEEW, as appropriate. Minor Works may not need a referral to the Minister.
- Any proposal or action that will or is likely to have an adverse or significant impact on the identified Commonwealth Heritage values of The Lodge must be referred to the Minister responsible for the EPBC Act;



- The CHL citation for The Lodge should ideally be reviewed and updated (as appropriate) to include values and other aspects of significance identified and articulated in Volume 2 of this HMP; and
- The identified Commonwealth Heritage Values for The Lodge should be regularly monitored, by implementation of the policies in the HMP and management arrangement in Sections 7 and 8.

NCC Compliance:

The NCC provisions regarding fire safety, access and egress, and services and equipment are the most critical issues for The Lodge.

- PM&C should aim to comply with the principles and objectives of the NCC;
- Any strategies or solutions to make The Lodge comply with the NCC requirements should balance the cultural significance of the place with the objectives of the NCC; and
- Where necessary, Performance Solutions should be pursued so that the performance requirements of the NCC are met without adversely affecting culturally significant fabric or values; and
- A solution is designed which meets both safety and heritage considerations.

WH&S compliance:

- Works that improve the health and safety of staff and visitors to the property are necessary, however they should be planned and designed in a sympathetic manner so they do not negatively impact on the Commonwealth Heritage values of the place;
- Should there be a conflict between the provision of safety measures and the protection of heritage fabric, safety should be the overriding factor which determines the measures necessary; and
- In the case of conflict, alternative solutions and compromises should be pursued wherever possible so that a solution is designed which meets both safety and heritage considerations.

NCA Plan compliance:

- Planning and approval of development within designated areas is the responsibility of the NCA. The NCA's consideration of such proposals is based on the relevant provisions of the NCP. The NCA's role is to assist applicants through a process of negotiation and design development to achieve outcomes appropriate to those areas which embody the special characteristics of the National Capital; and
- In assessing works application to The Lodge, the NCA will also consider the impact on the Central National Area adjoining The Lodge site.

Monitoring:

- Regular checks and preventative maintenance is essential to ensure The Lodge is conserved. Refer Sections 7 and 8.



6.2.2 Policy 2: PM&C should also follow Best Practice Guidelines such as the Burra Charter⁹.

Commentary: At all times conservation for The Lodge and grounds should follow best practice so that all components contributing to the cultural significance are maintained.

Management Strategies and Best Practice Guidelines:

- The Burra Charter is accepted as the professional best standard for the care of places of heritage significance. The Charter sets a standard practice for those who provide advice, make decisions about or undertake works to places of heritage significance; including owners, managers and custodians;
- The conservation and management of The Lodge, its fabric and uses should be carried out in accordance with the principles of the Burra Charter and any revisions of the Charter that might occur in the future; and
- PM&C's commitment to this charter reflects their ongoing support of best practice heritage management at The Lodge and their "good corporate citizen" approach to managing the property.

The grounds of The Lodge have Commonwealth cultural significance (and possible National value). The site retains important evidence of the original construction phase; it remains as one of the former FCC's key projects in establishing Canberra; it has important associations with most of Australia's Prime Ministers and other prominent people; and it retains evidence of a rare estate design of Charles Weston.

6.2.3 Policy 3: Access for People with Disabilities

The Lodge's access for people with disabilities is currently inadequate. Although the DDA is not prescriptive, it is desirable for The Lodge to have a policy of providing dignified and easy access.

Commentary: The DDA makes it illegal to discriminate against a person on the basis of their disability. It is not specifically about buildings, however it has an effect on buildings in which the design and construction prevents access by people with a disability; as the owners of those buildings can be deemed to be discriminating against people on the basis of a disability. The DDA is philosophical in approach and:

- is complaints based;
- has no construction standards; and
- applies to actions of discrimination wherever they occur.

The DDA can apply retrospectively to both new and existing buildings, wherever the discrimination occurs. Compliance with the DDA is often a decision of the building owner, in order to provide equitable access to their building, to avoid a complaint or in response to a complaint. In this case, as no construction standards are contained in the DDA, the owner must make informed decisions on the type and extent of work required to meet the DDA's requirement for non-discrimination. Accordingly, it is up to the property owner to decide how they will meet these requirements.

The Premises Standards provide some guidance on the minimum requirements of the DDA.

⁹ <https://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>



Management Strategies:

The following procedure should be applied when considering changes to heritage buildings which facilitate access:

1. Review the significance of the place and identify the elements of greatest significance;
2. Undertake an Access Audit to determine existing and required levels of accessibility, noting that some areas are exempt under NCC;
3. Evaluate access options within a conservation context. This process includes consultation with authorities and approval of the proposed action;
4. Prepare the access policy or action plan; and
5. Implement the necessary action.

It is desirable for PM&C to implement this procedure for The Lodge (refer also Policy 3 and Section 8.15).

6.2.4 Policy 4: Consistency between Management Documents

PM&C should seek to establish consistency between all management, planning and procedural documents prepared for The Lodge with the policies and procedures outlined in this HMP.

Commentary: The HMP should be used as the primary guide for the conservation of The Lodge's Commonwealth Heritage values. Management and direction given in all other management documents should be mutually compatible with this HMP.

Management Strategies

- PM&C should ensure compatibility between documents;
- Consider updating the CHL citation – should the opportunity arise – to reflect current details from the most recent HMP;
- This HMP should take precedence if there are incompatibilities; and
- Regular consultation with the DCCEEW;
- Monitor all activities on site and consider potential impact on heritage values and engage with the DCCEEW on any potentially significant proposals.

6.2.5 Policy 5: Integrated Management of The Lodge

To ensure a consistent and effective approach to the conservation and management of the property, PM&C should endeavour to collaborate and engage with stakeholders which may include planning, works and interpretation activities.

Commentary: The integrated approach to management should extend to all activities, works and site planning undertaken for The Lodge, however, PM&C should be the leading authority on matters of conservation and routine care of The Lodge.

Management Strategies:

- PM&C should consider developing an on-going, permanent management structure to help achieve integrated management;
- All people associated with the management and operation of all aspects of The Lodge and grounds should be clear on what can and needs to be done for the ongoing conservation of the place;



- PM&C should train all people associated with management and operation of The Lodge, and who carry out any work at The Lodge and grounds, in the processes and procedures outlined in this HMP (refer also Section 6.2.8); and
- PM&C to consult with stakeholders (refer Section 5.6.3 and 6.2.9).

6.2.6 Policy 6: External Heritage Advice

External advice from consultants with relevant heritage expertise and experience may be necessary at times for The Lodge.

Commentary: PM&C may at times require more detailed heritage advice, for example when needing to resolve conservation issues, for design advice for new works, undertaking traditional conservation works or to assist with meeting statutory obligations (such as preparing Impact Statements).

For conservation works, it is vital that skilled tradespeople experienced in heritage matters are used, especially for works involving materials or techniques that are not common in modern building practice.

Management Strategies:

By implementing this HMP, PM&C should be able to undertake most day-to-day management of the property without requiring external heritage advice; however, PM&C should understand what type of works would require external advice and when such advice should be sought (refer also Section 8).

6.2.7 Policy 7: Review, Implementation and Reporting of the HMP

PM&C should review the HMP every 5 years and consider a full re-write of the HMP every 10 years or when large-scale changes are proposed that have not already been considered in this HMP. PM&C should also regularly review the implementation of the HMP and ensure its implementation and works priorities are re-assessed.

Commentary: Buildings and properties, as well as their management, do not remain static. Their condition, operational needs, management requirements and funding availabilities continually evolve. Regular review of the HMP and its implementation will ensure that the document retains its usability and functionality, and is also a legislative obligation under the EPBC Act. To assist with their accountability and with the preservation of Commonwealth Heritage values of The Lodge and grounds, PM&C should implement the policies in this HMP and ensure that all maintenance requirements are completed.

Management Strategies:

Monitoring and Reporting

- Monitoring of progress against this HMP should be undertaken on an annual basis, ideally tied in to the Department's Annual Report preparation cycle.
- Key achievements in relation to implementation against this HMP should also be reported on as part of this cycle.

Review

- PM&C should review the HMP every 5 years, or when large-scale changes are proposed that have not already been considered in this HMP, if these occur earlier.

The review should:

- consider whether a full re-write of the HMP is required;
- Include an assessment of the condition of the Commonwealth Heritage Values, based



on routine annual assessments (including building/structural condition assessments and tree health surveys) and ad-hoc reports (such as self-assessments and statements of heritage impacts).

- PM&C should also regularly review the implementation of the HMP and ensure its Action Plan and works priorities are re-assessed to ensure that:
 - Works priorities are re-assessed depending on resources or any other relevant factors;
 - The implementation of the HMP is actually implementing the policies and strategies, and the degree to which this has been achieved; and
 - The condition of the place and the condition of its listed Commonwealth Heritage values are being monitored appropriately.

6.2.8 Policy 8: HMP Training

Adequate training of PM&C staff, other relevant Commonwealth staff, contractors and tradespeople working at or on The Lodge should be provided regarding the significance of The Lodge and grounds, and the use of the HMP for appropriately implementing its policies and practices.

Commentary: Training people in the use of the HMP and raising an awareness of the property's heritage value is vital for the protection of Commonwealth Heritage values of The Lodge and grounds and for the successful implementation of this HMP.

PM&C's 2023-2026 Heritage Strategy sets out that given only a small amount of staff have access to The Lodge, training relating to Commonwealth heritage obligations may be made available to key PM&C staff either as part of induction and/or as part of the Heritage Management Plan review processes. The most recent training was delivered on 14 March 2023 to household staff at The Lodge.

The Heritage Strategy also notes that training may be achieved by:

- Inviting external heritage experts to provide debriefings to key personnel on best practice heritage management at the conclusion of key works and/or planning processes;
- Seeking opportunities to share information on best practice heritage management between PM&C and the Office of the Official Secretary to the Governor-General and other agencies responsible for heritage-listed properties;
- Promoting heritage resources available on the DCCEE's website.

In addition, PM&C could also consider:

- A tiered approach to training – with key PM&C staff undergoing thorough and detailed training whereas contractors and household staff may require more limited and specific training;
- Implementing a “train-the-trainer” approach whereby key PM&C staff can train others in the use of the HMP; and
- A HMP User Guide that comprises a stand-alone guide to the HMP, which could be utilised as the basis of any training.

6.2.9 Policy 9: Stakeholder Engagement Protocols

Wherever possible, PM&C should seek to maintain regular contact with interested parties.

Commentary: The EPBC Act requires PM&C to undertake consultation with interested parties regarding developments which may affect The Lodge grounds, and to actively consult prior to



decisions directly impacting on the significance of The Lodge. Due to the sensitivities of the property and the need for security of documents, images, plans and other information; such broad liaison is not often feasible within the management framework of the property.

Management Strategies:

- The High Office Support Team in PM&C should review its Stakeholder Engagement Framework for the Official Residences on an annual basis, and undertake engagement activities for The Lodge in line with the framework;
- PM&C should maintain a balance between the provision of information to interested parties and the security of the properties;
- PM&C should work closely with DCCEEW to build an inter-agency understanding which facilitates the security of the property and related information, whilst still attempting to liaise with interested parties when possible; and
- In the first instance, PM&C should decide when it is appropriate to undertake consultation with interested parties and to what extent this will occur, though in some instances this may be a mandatory legislative obligation.
- Note also Section 6.10.

6.3 Changes to Fabric

6.3.1 Policy 10: Decision Making Processes for Works or Actions

PM&C should ensure that effective, accountable and consistent decision-making processes are put in place for The Lodge, with adequate documentation of the decisions made and kept.

Commentary: To assist with their accountability and with the preservation of Commonwealth Heritage values of The Lodge and grounds, PM&C have to maintain a consistent approach to their decision making process for works or actions that may affect the significance of The Lodge.

Management Strategies

PM&C should undertake heritage works in the priority that is set out in the HMP's Action Plan (see Section 8.10). However, if work cannot be undertaken as recommended due to funding restrictions, the following criteria should be used to prioritise works.

1. In general terms, the order of priority for work has been developed to reflect the reality of PM&C's realistic capacity (it should be noted that this order may be influenced by conditions attached to funding i.e. Government decisions may tie funding to particular works):
 - Emergency works;
 - Maintenance works;
 - Adaptations;
 - New work; and
 - Conservation works (refer to Burra Charter for details of conservation processes).
2. Within these categories, work related to alleviating a high level of threat to significant aspects of the property, or those with poor condition, should be given the highest priority; followed by work related to medium threat/moderate significance; and finally low threat/good condition.
3. If conflict arises in the prioritisation of works and in trying to achieve different objectives, the process for resolving this conflict will involve:



- Initially, attempting to meet the objectives and prioritisation set out in points 1 and 2 above;
- Meeting any funding requirements that may be imposed;
- Compliance with the Burra Charter, in particular Articles 5.1 and 13;
- Involvement of heritage experts for independent advice;
- Possibly seeking the advice of DCCEEW; and
- Possibly seeking a decision from the Minister responsible for the EPBC Act.

6.3.2 Policy 11: Development Controls

Large scale changes to The Lodge may be inevitable at times to ensure its continued functionality.

Managing these changes so that they complement the existing structures is paramount to maintaining the place's Commonwealth Heritage values.

Commentary: To retain its viability as an Official Residence, The Lodge may at times require large-scale changes, for example, the re-roofing, re-wiring and refurbishment of back-of-house areas which occurred in 2014-15. Such changes facilitate the adaptability of the building and ensure its longevity, however if poorly planned they can damage the Commonwealth Heritage values of the place. Detailed submissions to DCCEEW and possibly the Minister for the Environment will be required.

Management Strategies:

- All large scale projects and changes:
 - should undergo detailed planning and should be designed in accordance with this HMP;
 - should involve expert heritage advice from an early stage in the design process;
 - should undergo an Impact Assessment to ensure that they do not negatively affect the Commonwealth Heritage values of The Lodge and to ensure that appropriate mitigation measures have been developed;
 - should only occur when they facilitate the continued security, functionality and operational needs of the place, and are consistent with the place's Commonwealth Heritage values;
 - should seek, as far as possible, to minimise changes to significant fabric, and to include reversible options;
 - will need to follow the statutory approvals process of the EPBC Act;
- If new buildings within the place are planned, they should:
 - complement the existing form and scale of the residence and should not visually dominate it;
 - make use of the highest possible quality designed in sympathy with the overall place;
 - not seek to replicate the heritage details of the residence, rather they should comprise high quality, clearly differential materials.
 - achieve a high standard of design and construction, reflecting their present age, but not dominate the Lodge in terms of scale, location and other design parameters;
- Managing change in areas of low tolerance:

Wherever possible, avoid making changes to areas with a low tolerance for change and a high



level of significance. These areas are the most sensitive to change and designs should aim to avoid disturbing these areas. If disturbance is unavoidable, it should be carefully planned, fully reversible and should involve expert heritage advice;

- Managing change in areas of moderate tolerance:

When designing works in areas of moderate tolerance and moderate significance, take care to preserve and protect original and significant fabric. Substantial changes should be approached with caution and should involve expert heritage advice. Changes to the use of spaces with moderate tolerance are permissible.

- Managing change in areas of high tolerance:

These areas provide the greatest scope for change, comprising areas of low significance which are not overly sensitive to change. PM&C's process for planning works would still need to be followed at all times.

6.3.3 Policy 12: Incremental Change

Incremental change should be managed so that it does not have a cumulative, negative effect on the Commonwealth Heritage values of The Lodge.

Commentary: The Lodge should continue to evolve throughout its use as an official residence, rather than being managed as a house museum. Nonetheless, the cumulative effect of incremental change (if it is poorly planned and executed) can have a negative impact on the Commonwealth Heritage values of the place. Presently, most of The Lodge is in good to fair condition, however some areas could suffer from the cumulative effects of inappropriate small changes. As such, procedures should be developed to ensure the normal changes that a property undergoes throughout the years are implemented in an appropriate manner that conserves the place's Commonwealth Heritage values.

Management Strategies:

- All incremental change should be designed to be sympathetic, reversible and unobtrusive. Repeat existing finishes and details unless change is required for code compliance or safety then apply Policy 11 Principles;
- Care should be taken to minimise the occurrence of incremental change – the aim should be that it occurs only when part of broader works that are designed in accordance with the HMP policies and strategies; and
- To ensure that the effects of incremental changes are minimised, the 'Dos and Don'ts User Guide' at Section 8.8 should be referred to for small works.

6.3.4 Policy 13: Quality of New/Replacement Materials

PM&C should seek to use the highest possible quality materials when replacing existing fabric or installing new fabric.

Commentary: Introducing new fabric to a heritage place is unavoidable. However, if installing any new features of a low quality (especially in highly visible areas of the place), they may become intrusive elements and could have a negative effect on the Commonwealth Heritage values of the property. A balance should be sought between quality and cost effectiveness.

Management Strategies:

- New fabric should not normally replicate existing materials. It is preferable to use different but compatible materials;
- Ensure any changes to existing quality fabric is reversible at all times;



- Use the highest possible quality replacement materials that represent cost effectiveness;
- Seek to continue the original design intent of the property as a showcase for quality Australian materials and design; and
- Minimise the types of new materials that are being introduced, so that there is a consistency of materials in the house wherever possible.

6.3.5 Policy 14: Removing Intrusive Fabric

Whenever the chance arises (i.e. in conjunction with other works), any intrusive elements and fabric should be removed and, if necessary, replaced with more sympathetic fabric.

Commentary: Intrusive fabric affects the Commonwealth Heritage values of the place by detracting from the aesthetic character and nature of the property. This HMP has identified intrusive elements within the property (see Section 4.5.3) and when the chance arises, the removal of these elements will enhance The Lodge's heritage value.

Management Strategies:

- All incremental change should be designed to be sympathetic, reversible and unobtrusive.
- Care should be taken to minimise the occurrence of incremental change – the aim should be that it occurs only when part of broader works that are designed in accordance with the HMP policies and strategies; and
- To ensure that the effects of incremental changes are minimised, the 'Dos and Don'ts User Guide' at Section 8.8 should be referred to for small works.

6.3.6 Policy 15: Managing the Place as the Prime Minister's Official Residence

The Lodge has a history of changes created by incumbents and this practice should continue provided that the changes are sympathetic to the Commonwealth Heritage values of the place.

Commentary: Throughout its history, various incumbents, and their spouses, have developed and changed the building and grounds to suit their specific functional needs and tastes. This is an important part of the place's history, and in order to assist the place's role as a personal home, it should be allowed to continue. However, all changes do need to respect the Commonwealth Heritage values of the place and should be sympathetic to those values. All changes made by incumbents should be carried out within the parameters of this HMP.

Management Strategies:

- New incumbents should be familiarised with this HMP and the heritage value of The Lodge;
- Any changes required by incumbents need to follow the standard approvals process required by PM&C;
- Incumbents should be encouraged to personalise spaces via changes to soft furnishings rather than to building fabric;
- The colour palettes prepared for the place (which the Property Manager will oversee) should be followed at all times as they have been designed to allow for personal choice within a range of acceptable options;
- Changes, if necessary, should be encouraged within areas with a higher tolerance/sensitivity to change, such as the private first floor accommodations, rather than the public ground floor rooms which have a lower tolerance for change;



- Incumbents should be allowed to change the use of each room, provided new uses do not significantly or irreversibly change the built fabric or layout of the room; and
- If significant changes to the form of the building is required to suit the individual needs of the incumbent (such as children, elderly family members etc), more detailed planning in the form of an Impact Assessment may be required.

6.3.7 Policy 16: Managing Emergency Works

Emergency works should always be undertaken as a priority, however wherever possible they should seek to be completely reversible.

Commentary: Emergency works (such as rectifying storm damage, repairing water leaks or attending electrical malfunctions) are a necessary aspect of managing The Lodge's maintenance, safety and condition. By their very nature, they often have to be undertaken quickly with little planning. Therefore, great care should always be taken to ensure that the emergency works are reversible and alter original or significant fabric as little as possible. If works occur (due to safety or security reasons) that are not sympathetic, such work should be 'undone' as soon as practicable.

Management Strategies:

- Emergency works should always be undertaken as quickly as possible;
- The works should be recorded with details noted regarding the issue, condition prior to repairs and condition after repairs (including photographs);
- PM&C, as the agency responsible for contractors carrying out emergency works to the fixed building elements, should be notified as soon as possible to inspect the temporary repairs and decide on a more permanent solution;
- All emergency works should be reversible whenever possible.

6.4 Grounds

6.4.1 Policy 17: Original Earthworks

Ensure the conservation of earth benching around the house; embankments at the eastern and southern sides of the house; along with earthworks associated with the croquet lawn, its perimeter pathway and the tennis court; as these represent important components of the original site planning and design.

Commentary: The grounds of The Lodge retain important evidence of substantial landform manipulation from the original construction phase and all of this, where possible, should be conserved. In this case conservation also includes retaining the banks in their original grassed form and avoiding planting over the banks with ornamental groundcovers.

6.4.2 Policy 18: Remnants of 1926 Estate Design

Ensure the conservation of all remnant components of the 1926 design for The Lodge grounds such as the accessway and pathway layout, including the remaining original driveway from the Adelaide Avenue entry around past the front porch to the National Circuit gate, and the lower grounds pathway around the croquet lawn.

Other remnants from the 1926 design include the axial layout of the croquet lawn and tennis court areas, the [former] line of English Elms, the use of the lower eastern grounds for a kitchen garden and various other plantings such as the Banksia Rose climbers to the tennis court.



Commentary: Within the grounds there remain important components of Charles Weston's 1926 mansion or villa garden design.

6.4.3 Policy 19: Setting for the Oakley and Parkes Building

Ensure the conservation of the generous, open lawn spaces and a continuation of a mature planted landscape within the grounds to act as a suitable setting for the Oakley and Parkes house design – particularly the eastern and northern elevations.

Commentary: Together with the generous open, formal lawn spaces to the east and north of the house and the remnant plantings of the 1920s, the grounds also feature many mature trees from later phases and the whole site continues to act as a fitting setting for the 1925 house design of Oakley and Parkes.

6.4.4 Conservation of the Grounds

NOTE: This section comprises policies that recommend improvements to the grounds that may be implemented if the opportunity arises, either through day-to-day management of the grounds or if resources become available to reconfigure the garden design and finishes.

Policy 20: **The front formal space comprising the drive loop and its central island bed should be restored as originally designed, or as close to this as possible, with respect to current operational requirements.**

Commentary: The original full width drive loop and front court with its central island bed remained intact until the later 1970s when the paved area was replaced with lawn. This has diminished the grandeur and importance of the principal elevation of the house.

With its original layout and spatial proportions, the character of this principal formal area was more dignified and complimented the stately front elevation of the house. In order to reinstate a more sympathetic relationship between the house and the grounds it would be highly desirable to restore the front entry arrangement as originally designed.

Policy 21: **In order to recover the integrity of the originally intended open spaces addressing the principal house elevation; the present linear massed planted bed across the front embankment should be removed along with the southern-most birches in front, and obscuring views, of the house. Themed plantings currently in this linear bed could be transferred to a reconstructed island bed.**

Policy 22: **After removal of these plantings the front embankment should be restored to its original profiles and alignment based on archival and physical evidence and, preferably, in conjunction with the restoration of the front drive loop arrangement.**

Policy 23: **Reinstate a Blakely's Red Gum in the location of the former remnant woodland tree lost to the 2006 storm.**

Policy 24: **Likewise, when the existing Flowering Cherries to the immediate southeast of the house become senescent, do not replace them in this location. Noting that one of these was planted by a dignitary, then a replacement could be planted elsewhere within the grounds to commemorate this occasion, and fully documented for future reference.**

Commentary on Policies 21-24: Views to the principal (eastern) elevation of The Lodge from the eastern grounds represent an important prospect of the house intended from its original design by Oakley and Parkes. In 1926, in response to this, Charles Weston assiduously avoided cluttering the front lawns with trees and other plantings – only the former remnant Blakely's Red Gum was retained to frame views of the house. It is of great importance to an appreciation of The Lodge that the front area is not obscured or cluttered by unwarranted plantings. In this context, the existing long bedding



area and some of the birches introduced during the 1980s represents an incongruent and intrusive addition. These should be removed.

Policy 25: *Remove the recent bedding incursion into the northern lawn and restore the full sweep of grassed area as evident on archival documentation (particularly the 1945 aerial photography and 1950 site plan) though taking into account the need to retain existing trees within the lawn areas (e.g. the large Algerian Oak).*

Policy 26: *Restore the original extent and alignment of the pathway that defined the western and northern gardens. The northern part of this path should be surfaced in a stabilised, compacted gravel while the remainder may be surfaced in brick to match other paving in this area.*

Policy 27: *Extend the northern pergola paving along the whole axis to link with the restored semi-circular paving.*

Commentary on policies 25-27: There is also an opportunity to recover the originally intended spatial scale and sweep of grass along the northern lawn by removing the recent massed planted incursion within this area where a 'tongue' of planting has divided the lawn and denied the opportunity of reinstating a border walk that was a feature of the original design. A small section of the original semi-circular walk remains and it would be highly desirable to restore the remainder of this path around to the front driveway. It was originally linked with a paved continuation of the northern pergola axis. By opening up this northern space in this way, it allows more opportunity and flexibility for the use of large marquees for temporary functions within the grounds.

Policy 28: *Reduce the area for roses by relocating/removing roses including from the croquet lawn bank and where there is heavy shade from the pinoaks to the north. Where rose bedding is removed from adjacent the former croquet lawn, restore a grassed bank to its earlier form and profile.*

Commentary: As the various plantings around the grounds have matured the light regime has gradually changed and one of the consequences of this has been the removal of most of the roses from around the main driveway and south of the guardhouse where it has become too shaded. New rose beds have been planted along both sides of the pathway next to the tennis court where there is more sun. However, the gradual extension and expansion of rose beds along both sides of this pathway has meant that the original axial link between the croquet lawn and the tennis court has been lost, and the original grassed banks defining the form and edge of the croquet area have been substantially curtailed. It would be desirable to re-establish the earlier link between the two original recreational features by removing/relocating most of the rose bedding and re-establishing the earlier bank profile in grass. A contraction in the area of roses would assist in reducing maintenance time and costs.

Policy 29: *Ensure the Bettina Gorton garden is conserved, its plantings enriched, and its relationship and interaction with adjoining areas given further consideration. Consider using additional local Indigenous flora and fauna in any redesign of the area.*

Policy 30: *As part of the conservation of the Bettina Gorton garden seek advice to commission an appropriate professional designer with demonstrated experience in the creation and care of Australian bush gardens.*

Commentary on Policies 29 and 30: The Bettina Gorton garden is recognised as an important example of the early national and popular interest in engaging with Australian flora through the design of a bush garden. The site also has important associations with both Bettina Gorton and Otto Ruzicka (as designers).

While the area continues to demonstrate the high quality and sensitive design of the original scheme, various plantings have been replaced in subsequent years, many plantings are now senescent, and the extremities or edges of the site and the way it interacts with adjoining areas warrants further



consideration.

There is an opportunity to further enrich the content of the Bettina Gorton garden by including more local Indigenous plant species (including riparian species around the pond) as well as local Indigenous aquatic fauna. As with much older period gardens the bush garden also now needs the attention of an appropriate, experienced professional to advise on the restoration of the area and enrichment of its plantings.

6.4.5 New Components within the Grounds

Policy 31: *No new permanent structures should be introduced into the grounds of The Lodge unless within less sensitive areas and as discussed above. Where the introduction of new permanent structures is permissible they should demonstrate subservience to the main house and principal landscape spaces by way of design, materials, scale and siting.*

Commentary: Generally, no new permanent structures should be introduced within the grounds of The Lodge. This particularly applies to the traditional principal landscape areas east and north of the house. However, in areas where there are already structures such as the lower grounds storage shed, the 1960s gardener's building, the guardhouses and the 1990s car port precinct, new structures may be permissible where they demonstrate a subservience to the main house and principal landscape spaces by way of design, materials, scale and siting.

Interventions in areas that were not traditionally regarded as principal spaces may be permissible depending on rationale, context and design issues. An example may be adaptive works within the western end of the southern lawn where additional accommodation is required for the house although this would require extremely careful planning and design and, in any case, should be sited no further forward (east) than a line extrapolated off the southwest corner of the former scullery.

Policy 32: *The use of temporary structures within appropriate designated areas of the grounds is permissible as long as any short-term damage can be readily rectified.*

Policy 33: *Consider removing the projecting planting bed between the 1960s gardener's hut and the southern lawn to provide additional space for public functions and enhance the relationship of the latter building where it is upgraded as an amenity building for large functions within the grounds.*

Policy 34: *Consider providing permanent seating, such as a traditional exedra, at the eastern end of the 'Fairy Garden' bordering the southern lawn.*

Commentary on Policies 32-34: The eastern end of the southern lawn has assumed a far greater importance in recent years on account of the gradual extension of the southern lawn area; its attractive glade-like character; its fine prospects back to the house; and because it is further away from the intrusive Adelaide Avenue traffic noise that has affected the northern parts of the grounds. Given the intuitive desirability of this location it would be appropriate to consider installing a more permanent seating fixture in keeping with the garden setting, scale and stately importance of the place. A traditional seating type such as a classical exedra would be ideal, though it would need to be carefully sited and some adjustment to the eastern end of the 'fairy garden' may be required.

6.4.6 Paved Areas

Policy 35: *Establish a clear hierarchy of pavement types throughout the grounds ranging from the more formal areas around the house to more relaxed, informal areas furthest away from the house.*

Policy 36: *Replace the existing lower grounds bitumen pathway with a well-drained, consolidated gravel pathway – centrally crowned – and remove the concrete kerb edgings and replace with Corten steel edges set flush with the pathway. Extend this gravel paving into*



the 'fairy garden' to replace the crazy paving and into the kitchen garden/orchard area.

This is desirable when the opportunity exists noting that gravel will require more maintenance and is less accessible. (Completed March 2023)

Policy 37: *Replace the existing steps at the bank south of the house with a wider flight in similar bricks when the opportunity arises.*

Policy 38: *Retain a gravel surface (and edged with brick) at the main entry drive and around the front of the house as an appropriate surface for a ceremonial precinct.*

Policy 39: *Retain the existing path materials throughout the Bettina Gorton garden and maintain (as at present) by filling, compacting and raking where and when needed.*

Commentary on Policies 35 - 39: Throughout the grounds a variety of pavement types have traditionally been used though with mixed results. A strong character has been established around the house using semi-glazed red brick commons—although perhaps extending further (into the staff car park for example) than an ideal hierarchy would require— and a loose aggregate gravel at the front and along the main entry drive.

The whole site would greatly benefit from a more rigorous approach to defining a hierarchy of pavement types where the most special types are restricted to the formal spaces around the house with a more relaxed type used near the house in less formal spaces. Paving surfaces should ideally become less formal further away from the house. A compacted earth or fine gravel surface is used in the Bettina Gorton garden and kitchen garden/orchard precinct and this is ideally suited to its low-key, relaxed intrinsic character. However, protruding tree roots have also made parts of the Bettina Gorton garden paths hazardous.

Beyond the house, up until early 2023, bitumen had been retained from the 1960s for the lower pathway, and a recycled concrete path used for a crazy-paved path through the 'fairy garden'. These paths had become potentially hazardous in several places and were replaced with resin stabilized pathways in early 2023 to improve safety and accessibility.

The above and following policies provide recommendations to address these issues.

6.4.7 Managing Existing Plantings of Significance

Policy 40: *The two remnant woodland trees in the Bettina Gorton garden and all significant plantings with a ranking of high or above throughout the grounds should be conserved. In this case conservation entails maintaining the original plants as long as is safely possible and, in the case of their eventual removal, replacing them with the same species in a similar position where possible.*

Policy 41: *Rare, unusual plants or species of special botanical interest may need to be propagated in order to ensure future additional or replacement plants are available. Such plantings include: Gowan's Cypress (*Cupressus goveniana*); Japanese Crabapple (*Malus floribunda*); Vanilla Tree (*Azara microphylla*); and Elderberry (*Sambucus nigra*).*

Policy 42: *Continue to monitor the health and safety of older plantings throughout the grounds and, in the case of those trees that have reached, or are approaching, senescence the opinion of an experienced, independent arborist should be sought on the most appropriate management strategy.*

Commentary on Policies 40-42: Throughout the grounds of The Lodge there are plantings of diverse ages – two woodland trees pre-dating The Lodge construction; some dating to the 1920s through to the 2010s. The significance section of this report notes those plantings considered to be of exceptional or high cultural value, and these plants should be carefully maintained and perpetuated either from the existing plant stock or as replacement plantings. Some trees have



reached, or are approaching, senescence or are otherwise showing signs that indicate a potential risk to public safety and should be audited by an experienced specialist arborist. In some cases, rare plants may be difficult to replace commercially as these species may no longer be available (even from Yarralumla Nursery) in which case material will need to be propagated from the plants on site.

Policy 43: *Replace with Blakely's Red Gum the missing woodland trees to the south of the house and in the eastern embankment based on the archival record.*

Commentary: The analysis of the archival record indicates that Charles Weston's design for The Lodge intended that large trees flanked the house to provide a sense of scale, enframement and to accentuate the stateliness of the house in the British estate mansion tradition. The design also provided for a group of tall trees (poplars originally) behind the house to act as a backdrop to views on approach to the house from the main entry drive and as a windbreak.

While the poplars have now been removed for safety reasons the line of mature Pinoaks along the National Circuit boundary has effectively fulfilled this latter role. However, several woodland trees that had been retained and then subsequently removed have never been replaced but had contributed substantially to the intended composition and presentation of the house within the setting of the grounds.

6.4.8 New Plantings

Policy 44: *The practice of temporary horticultural bedding displays within the grounds could be continued where water is available, though, preferably, in areas that have traditionally been used for this purpose and where sufficient solar access permits.*

Commentary: New plantings within the grounds of The Lodge may be permissible depending on location, context and whether they are temporary or permanent. A regime of annual and perennial bedding was established as part of the original design for the grounds and, in various places, this process has been continued. As trees matured and shade patterns increased bedding areas have changed over the decades such that new areas have been instigated where they were never envisaged. Examples include the important front formal space where the 'white/grey themed garden' has been introduced across the eastern embankment and the smaller bedding areas to the north of the early pergola flanking the 1990s walling.

It would be desirable to return these areas back to plain grass, to recover something of the integrity of the original design; though, in the latter case, some modification is probably warranted to soften the introduction of the brick walling. Alternate bedding areas could be considered along the northern swimming pool fence and between the swimming pool and the western semi-circular pathway.

Policy 45: *The introduction of new major permanent plantings (succession planting), or the replanting of sections, within the grounds of The Lodge should not be undertaken without first obtaining appropriate professional advice and gaining approval through PM&C. This is an important exercise with long-term and, potentially, major consequences. It should be approached as would an addition to the house or a new building within the grounds*

Policy 46: *Ideally before new permanent plantings are approved it should be demonstrated that they convincingly 'fit' within an integrated concept of the grounds that takes into account the historic context of the site, the opportunities to restore parts of the site and the need for adaptive reuse of parts of the site.*

Commentary on Policies 45 and 46: New permanent plantings are potentially problematic in that the grounds are now in a mature state and few areas offer scope for the introduction of new plants with the potential to become large trees (apart from areas where replacements for large trees are warranted such as the northern boundary and southern bank where there were former woodland trees). Certainly no new plantings should be introduced within or near the important formal lawn spaces to the east or north of the house or within the Bettina Gorton garden without appropriate



professional advice. The same proviso applies to all major permanent plantings throughout the grounds.

An important issue with respect to the introduction of new plantings, as well as the planning of new sections within the grounds, is that an overall 'big picture' concept of the site must be considered. Such a concept should retain a vision of the original landscape design (and particularly those components that survive from the 1920s); provide for the restoration of areas that have become degraded or confused; and also allow for the adaptive reuse of areas where contemporary, yet respectful, new elements are needed and appropriate. A 'piecemeal' or *ad hoc* approach (often resulting in undesirable incremental transformation) is inappropriate for such an important site.

Policy 47: *For all plants accepted as gifts, exchanges or for ceremonial occasions ensure proper records are kept on site where full details (as well as the location of the plantings) are given.*

Commentary: Where plants have been accepted and approved for use within the grounds on the basis of gifts or exchanges from dignitaries or guests, or are intended for use as ceremonial plantings, it is important that proper records are kept. All such plants, including the full names of the plant, date of donation and details of donor, recipients and circumstances should be recorded— as well as the location of the planting— and the records kept on site as this may affect later decisions about whether to conserve the plantings into the future. To date few records have been found, yet oral evidence suggests more ceremonial plantings exist than records can confirm.

Policy 48: *Continue to use potted fastigate cypresses to frame the outside entry to the front porch based on the arrangement shown in the early archival photography.*

Commentary: Many of the archival photographs of the 1920s and 1930s show potted fastigate cypresses flanking each of the arched portals of the front porch; while DA Crawford's early perspective sketch of The Lodge, published in *The Australian Home Beautiful* of November 1929, also shows that potted plants were considered an appropriate front ornament. It is desirable that the precedent set in the early archival record is continued with the arrangement of narrow, dark-foliaged (low-growing) fastigate cypresses placed outside the porch to frame each of the arched entries.

6.4.9 Significant Views from the Grounds

Policy 49: *Ensure, to the extent possible after taking into account privacy and security considerations, that significant views within the grounds of The Lodge are maintained. In the case of the eastern precinct, traditional views should be recovered by removing the late 1970s/early 1980s bedding incursions and only those birch trees obscuring views of the principal house elevation from the eastern lawn (not the birches around the upper drive). The three birch trees in front of the house should only be removed when an effective visual screen has been achieved along the southern side of the driveway.*

Commentary: Traditional views evident from the archival record and that remain are significant include expansive views from the house out across the northern lawn and out across the eastern lawns and over the tennis court to Capital Hill. The reverse of these views from within the grounds to the house is also important. Also within the grounds valuable views include a vista to the Parliament House flagpole from near the English Elms, a framed vista from the Bettina Gorton garden to the front porch of the house and vistas either way along the northern pergola axis.

For security reasons it is highly desirable to retain a dense thicket of evergreen shrubs and occasional trees along the driveway (and particularly the southern side) in order to maintain a dense visual screen. This is currently not fully effective as a number of existing plants are deciduous. When the opportunity arises this area should be redesigned using appropriate interwar species to achieve an effective visual screen.

6.4.10 Sculpture within the Grounds



Policy 50: *The practice of including important Australian artworks within the grounds should be continued.*

Policy 51: *Where artworks are to be sited within the grounds of The Lodge, as much as possible, the artist, an agent nominated by the artist or curator should be consulted in relation to the details of installation of the work.*

Commentary on Policy 50 and 51: The only artwork currently installed within the grounds is “Moonbird”, the 1999 bronze plate work of the prominent Berlin-born Australian sculptor Ingeborg (Inge) Viktoria King (1915-2016). Installed within the grounds in 2001 through The Australiana Fund to commemorate the Centenary of Federation, the work is sited near the northern end of the main eastern lawn although views of the work are marred by the guardhouse in the immediate background as well as unresolved details close to the sculpture. These include the awkward light fitting, lawn irrigation nozzle directly under the tail of the ‘bird’ and a less than satisfactory descriptive plate set distractingly against the plinth.

It is a highly desirable practice to include such distinguished Australian works within the grounds, and more works should be considered. However it would be advisable to resolve all of the details of the siting, installation and presentation of the works to a high professional standard. Preferably the sculptor, an agent nominated by the artist or a curator should be consulted for the installation of artwork within the grounds.

6.4.11 Tennis Court Area

Policy 52: *Retain and conserve the tennis court in its present use, position, orientation and relationship to the croquet lawn. Essential elements in its retention should be its formal and symmetrical design and layout, including its visual enclosure by a high hedge.*

Policy 53: *Retain Banksia Rose climbers as an enclosing high hedge around the tennis court fence as the traditional screen planting and spatial enclosure to the eastern lawns.*

Policy 54: *Restore the hedge where presently removed along the western side.*

Commentary on Policy 52-54: Together with the croquet lawn, the tennis court is one of the original recreational features provided in the Weston design for The Lodge grounds, and should be retained intact in its original relationship with the croquet lawn. The present Banksia Rose climbers enclosing the court are also part of the original design and should be conserved. The dense hedge of climbers also provides an important traditional visual and spatial edge to the eastern lawns.

A part of the highly significant hedging along the prominent western side was previously removed to provide temporary spectator seating for a sponsor. This is an undesirable practice and should not be repeated as it compromises an original feature of The Lodge. Where presently cut away, the hedging should be fully restored.

Policy 55: *Modifications to the tennis court for an additional entry on the eastern side (for example in conjunction with a new kitchen garden design) are permissible providing the gateway is sited on the existing east-west axis and is of an appropriate scale and design in relation to the existing structure.*

Policy 56: *The installation of lighting is permissible, provided that the lights are set no higher than the existing hedge so as not to impinge on the important views over the tennis court from the house.*

Commentary on Policy 55 and 56: An additional eastern entry into the tennis court would be permissible (for example in conjunction with a new kitchen garden design) though this should be based on maintaining the axis of symmetry already established in the Weston design (i.e. in line with the existing western entry gate). A new eastern entry could be designed in conjunction with an appropriate pavilion with seating.



The use of the tennis court at night should be investigated, however the installation of any lighting structures should also take into account the need to avoid impinging on important traditional sightlines from the house over the court towards Capital Hill.

6.4.12 Bettina Gorton Garden Precinct

Policy 57: *Retain and conserve the Bettina Gorton garden including its posthumous name in honour of the former First Lady.*

Policy 58: *Review the various management issues affecting the viability and presentation of the garden such as with shade from adjacent mature trees and its interface with non-Australian parts of the grounds.*

Policy 59: *When the opportunity permits, allow for the enrichment and enhancement of the garden as part of a commission to a distinguished design practitioner with experience planning Australian bush gardens.*

Policy 60: *As part of the enrichment of species diversity and interest, additional plants could be introduced that interpret Aboriginal use of Indigenous flora and generally broaden the types of plants. Similarly, native (Canberra) fish and water plants/reeds could be introduced to the pond, if appropriate.*

Policy 61: *Ensure the contribution of the original designer, Otto Ruzicka, is appropriately acknowledged and recorded*

Commentary on Policies 57-61: The Australian bush garden within the northeastern corner of the grounds represents a highly significant component of The Lodge: firstly because of the direct association with its founder and, secondly, because it is one of the first official commissions for such a landscape design in Australia. Both the garden and its current name—in posthumous honour of its instigator—should be retained and conserved.

While the garden is deservedly well regarded it is now in need of conservation action involving a review of current plantings and possible additional plantings that would enrich and enhance its botanical standing; a review of the non-Australian vegetation around its margins; a review of the aquatic species within and around the pond; the functioning of the water feature that was originally designed for the garden; and the access arrangement and its relationship to adjoining areas.

Heavy shade from some adjoining mature non-native trees to the west are impinging on the viability of some of the plants within the garden while better screening of the boundary walls could be achieved with the careful addition of further plantings.

As part of the enrichment of species diversity and interest, additional plants could be introduced that interpret Aboriginal use of Indigenous flora and generally broaden the types of plants. Examples of the latter would include the use of groundcovers, climbing plants, more diverse (and native) macrophytes, epiphytes, lithophytes and, possibly, even terrestrial orchids.

6.4.13 National Circuit Streetscape

Policy 62: *When invited to comment on proposals affecting the National Circuit streetscape, PM&C should liaise with the NCA to improve the presentation of the National Circuit entry precinct for The Lodge, including the pedestrian access and unsightly service covers.*

Commentary: The main entry for most visitors to The Lodge is from the National Circuit gate and, for many visitors, involves leaving a private vehicle outside the grounds in which case the existing pedestrian infrastructure is used. The current footpath is too narrow and inadequate, the general appearance of this entry is bland, and the approach has often been marred by a series of large service covers. Given the importance of the site and its Commonwealth status' the presentation of



this entry precinct should be upgraded.

6.4.14 Adjacent Parkland

Policy 63: *When given an opportunity to comment on any future management of the adjacent park PM&C should liaise with the NCA to ensure the adjacent public reserve remains as parkland and, where possible, encourage the use of the reserve for the regeneration of local Indigenous woodland species.*

Commentary: Archival evidence shows that the surrounding landscape for The Lodge was an important part of its local setting and, although the remnant parkland no longer retains the character of either the past woodland or its traditional grazing land, the adjoining public reserve should be conserved as parkland.

There is also an opportunity to use this space to regenerate local Indigenous woodland species to compliment the few surviving trees within The Lodge grounds.

6.4.15 Memorials within the Grounds

Policy 64: *Discourage the introduction of memorials within The Lodge grounds unless they can demonstrate a direct and compelling relationship to the site or past incumbents, and is of Commonwealth interest. Where the memorial qualifies in these terms, ensure that the resultant memorial is of a discrete and fitting nature for the setting of the grounds.*

Commentary: Within many public places there is a strong proclivity to install memorials of one sort or another in honour of an individual, group or event. Even official establishments may not be exempt from this practice. Currently the most famous memorial within The Lodge grounds is the Australian bush garden in memory of Bettina Gorton, and where there is a discrete plate indicating the naming of the space in her honour. The Bettina Gorton garden illustrates a perfectly justifiable and fitting memorial.

Generally, the inclusion of memorials within the site should be discouraged unless there is an obvious appropriateness governed by either a direct and compelling relationship to the site, or is of Commonwealth interest with respect to the site or its function.

6.4.16 Horticultural Maintenance

Policy 65: *Ensure The Lodge grounds continue to be maintained to a very high standard by trade professionals with substantial experience in all relevant areas of horticultural and landscape maintenance.*

Commentary: A legacy of The Lodge grounds is the demanding combination of maintenance requirements. They include greenkeeping (lawns), annual plant displays, roses, hedging, arboriculture and general horticulture. Added to this are the other demands of irrigation and drainage, paved surfaces and the swimming pool along with grounds remedial work following large functions. The horticultural maintenance, alone, requires a high level of professional and technical knowledge and competency. To date, this has been largely achieved.





Figure 17: Hedging

Source: Geoffrey Britton, 2020

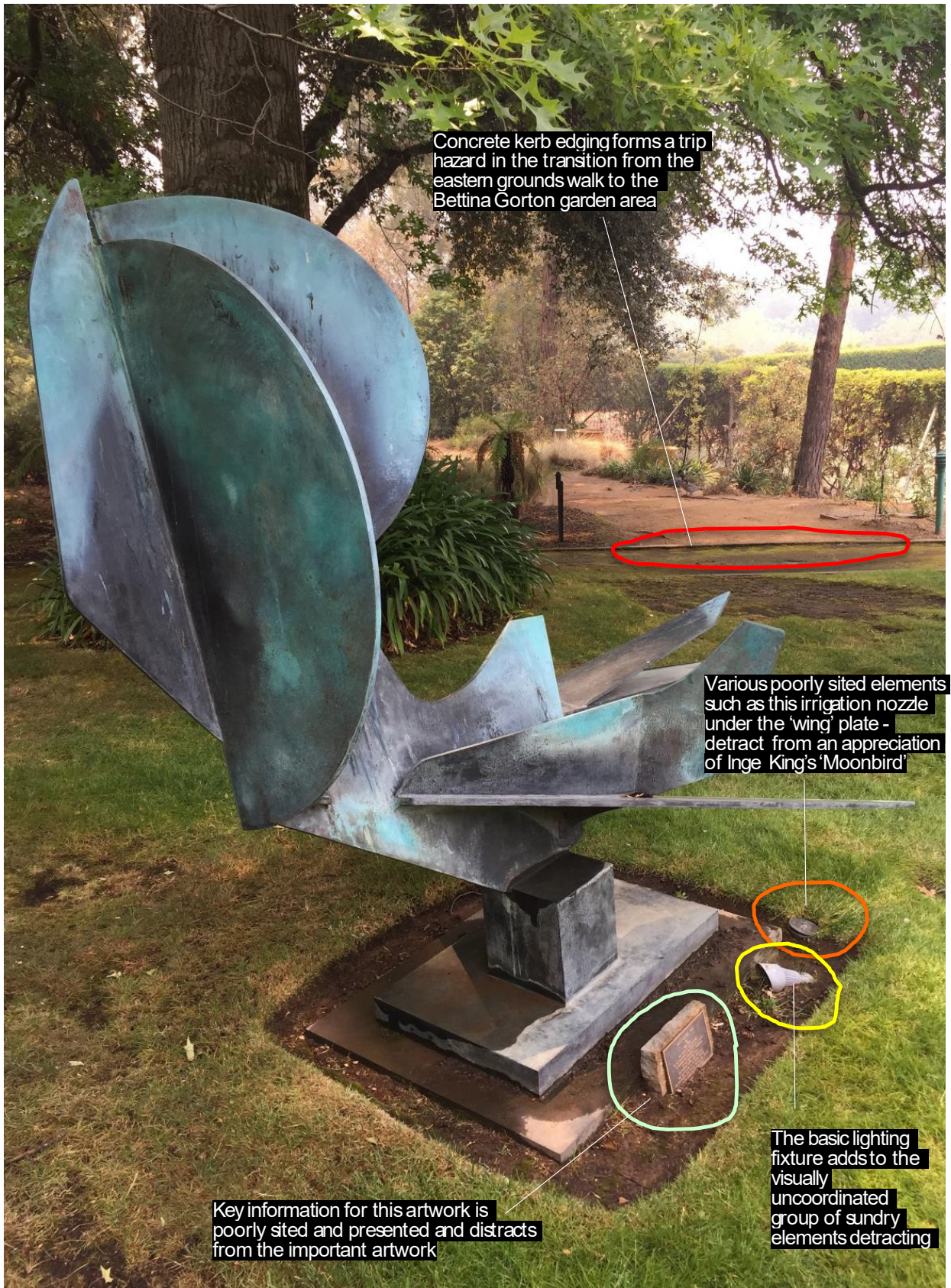


Figure 18: Intrusive or dangerous elements

Source: Geoffrey Britton, 2020



Figure 19: Examples of Potentially Hazardous Paving (most of which was remediated in March 2023)

Source: Geoffrey Britton 2020



6.5 Changes to Use

Policy 66: Changes to the Role of the Property

A large aspect of The Lodge's heritage value derives from its role as Australia's first, purpose built residence for the Prime Minister. This value shall be conserved into the future of the building and site. In addition, The Lodge is a workplace and venue, and changes are expected during its lifetime. This policy is to emphasise that change is sensitive to its Commonwealth Heritage values

Commentary: The Lodge was the first (and remains the only) purpose built Prime Minister's residence in Australia, and its role as an Official Establishment is part of its heritage value. Its continued official function is an important aspect of retaining the place's Commonwealth Heritage values. It is preferable that The Lodge continues an official function in the future.

In addition, The Lodge is a workplace for a variety of staff, including the incumbent, security staff, gardening staff, household staff and contractors. The ability to fulfill this function in a safe and efficient manner may at times require changes to the use and design of spaces; such as the current requirement for refurbishing the back-of-house areas. The operational functionality of the place is vital for it to be continued to be used as an Official Establishment. Changes which improve this functionality should be supported. These changes will continue to contribute to the physical evolution of The Lodge.

Management Strategies:

- It is preferable that The Lodge continues its official role as the Prime Minister's Official Residence in Canberra;
- The Lodge's role should be flexible to allow it to be used as either the primary or secondary Official Residence, depending on the requirements of the individual incumbent;
- Although it is preferable that The Lodge remain an Official Residence, if this is not possible, it should retain an official function to retain this aspect of its heritage value. Other appropriate uses would include as a residence for visiting politicians, as a venue for official functions and events, or as a house museum;
- Changes to the use and design of spaces within The Lodge which facilitate its functionality as a workplace are a high priority and should be supported;
- Where possible, changes should be restricted to areas with a moderate to high tolerance for change;
- The Lodge should balance the retention of Commonwealth Heritage values with the need for the place to conform with modern workplace safety requirements;
- The safety of staff is of utmost importance and changes which do not adversely affect the heritage value but support safety standards should be allowed;
- Any changes that are required should be considered in a holistic manner, to reduce the cumulative impact of incidental change. If there is conflict, a balance between functionality and conservation should be sought; and
- All changes should be well designed, respect the Commonwealth Heritage values and seek to minimise impact wherever possible.

6.6 Changes to the Use/Function of Spaces

Policy 67: The Lodge is not a static house museum and it should continue to evolve with each incumbent and as the requirements for its use change. However, changes to the historical use of spaces should be carefully considered and only implemented once all other options have been investigated and discounted.



Commentary: Historically, various rooms and spaces at The Lodge have changed use and function depending on the specific needs of the incumbent and, to a lesser extent, the functional needs of the property. This flexibility should be encouraged, provided that any new use does not adversely or permanently affect the Commonwealth Heritage values of The Lodge.

Management Strategies:

- Changes of use to spaces is permissible;
- The higher the tolerance for change that the space has, the higher the flexibility for possible changes;
- Areas with a high tolerance for change can easily accommodate changing uses and functions (including any physical changes that may be required to facilitate the new use). For example, the first floor private rooms and ground floor service areas, which are private areas of the residence, have a tolerance for change in their uses, i.e. using bedrooms as offices or gyms or to be reconfigured to allow for changing need; and
- It is preferable that areas with a low tolerance for change continue their historical function, i.e. the dining room continuing this function.

6.7 Managing Public Access and Events

Policy 68: Safety

The Lodge is required to meet current safety standards, as both a workplace (WH&S standards) and as a building (NCC and applicable Australian Standards). Measures should be taken to balance the Commonwealth Heritage values of the place with these safety obligations.

Commentary: All buildings and workplaces are required to meet various safety codes, including The Lodge. As a workplace, PM&C with staff at the property are required to ensure a safe work environment at all times and they must ensure that all incumbents and their families, as well as staff and visitors to the property are aware of any safety risks at the property. PM&C, with staff at the property, are obligated to implement mitigation measures to reduce the risk wherever possible (refer also Policy 1).

Management Strategies:

NCC (Volumes 1 and 2 of the BCA) compliance:

The BCA provisions regarding fire safety, access and egress, and services and equipment are the most critical issues for The Lodge:

- PM&C should aim to comply with the performance requirements of the BCA when they apply (i.e. all new works must comply, and if the new works cover more than 50% of the building, then the entire building must comply);
- Any strategies or solutions to make The Lodge comply with the BCA requirements should balance the cultural significance of the place with the objectives of the BCA. If conflict occurs, external heritage and architectural advice may be required; and
- Where necessary, performance solutions and performance requirements should be pursued so that the intent of the BCA is met without adversely affecting culturally significant fabric or values.

There are several elements at The Lodge which have been identified as not meeting current BCA standards, including:

- Pool fence (options currently being considered); and
- Exterior pathways (most of which were remediated in March 2023).



WH&S compliance:

- Works that improve the health and safety of the property are necessary, however they should be planned and designed in a sympathetic manner, so they do not negatively impact the Commonwealth Heritage values of the place;
- Should there be a conflict between the provision of safety measures and the protection of heritage fabric, safety should be the overriding factor which determines the measures necessary; and
- In the case of conflict, alternative solutions and compromises should be pursued wherever possible so that a solution is designed which meets both safety and heritage considerations.
- It should be noted however, that whilst the BCA does not affect these items retrospectively, WH&S compliance is a current legislative obligation.
- Amendment to the pool fence can be easily achieved and is recommended as a safety priority;
- Any new pool fence should not impede the views from the house into the grounds, and from the grounds to the house;
- Any new pool fence should be constructed in unobtrusive materials in similar colours to the exterior of the house; and
- An asbestos management plan should be implemented for any remaining asbestos.

Policy 69: Security

The provision and maintenance of The Lodge's security infrastructure and security procedures are a vital necessity to the safe functioning of the house as the Prime Minister's residence and also as a workplace.

Commentary: There are multiple security requirements at The Lodge and the capability of the property's security requirements must be balanced with the sensitivity of information and heritage requirements. Consequently, any conservation policies developed for the property should provide a level of flexibility to allow for emergency security measures to be implemented and to ensure that security capability can at all times be maintained.

Generally, the security requirements for the place are known well in advance and the AFP and the Department of Home Affairs (Home Affairs) are able to work closely with PM&C to design security infrastructure that is sympathetic to the Commonwealth Heritage values of the place. However, at times of rapid heightened security, there may not be the opportunity for sensitive planning – at these times, the security of the property and the people within it will always outweigh any other requirements.

Management Strategies:

- Security requirements at The Lodge are fundamentally important for the safety and functionality of the house and those who work/live there;
- The perimeter fence should be maintained and reinforced as required, as it provides privacy and security for The Lodge. The main gate to Adelaide avenue should be less transparent and reinforced where required to address emerging security considerations;
- Vegetation near the perimeter fence should be regularly pruned to ensure that viewlines down the buffer (between the fence and vegetation) are maintained at all times;
- The perimeter fence should be regularly maintained and repainted in sympathetic tones, as it is a highly visible external aspect of the place; and



- Interior security measures, such as distress buttons, are a high security priority. For security reasons they need to be placed in prominent, easily reached locations within the rooms, however whenever possible they should not be inserted into significant fabric.

6.8 Interpretation

Policy 70: Display and Interpretation of Moveable Heritage

Interpretation is a tool for engaging occupants and audiences through a variety of techniques. Interpretation should enhance people's understanding and appreciation of values and significance of movable heritage associated with The Lodge and its history.

Commentary: Each incoming occupant to The Lodge requires exposure to information which increases their awareness and informs their understanding of the Commonwealth Heritage values of the movable heritage. Opportunities to interpret this significance and to expand staff knowledge and understanding will enhance the ways in which the items are used and retained in situ. Done properly, the outcomes will engender pride, respect, appreciation and a sense of tradition for the items and their contribution to The Lodge.

The Lodge is primarily a private residence for the Prime Minister and family. With restricted public access to the movable heritage, other avenues which present the movable heritage values in the public domain require strategies and techniques which do not compromise the security of The Lodge, its contents or the occupants.

The interpretation of the moveable heritage should form part of the broader library presentation, display and interpretation function. Appropriate methods of security and interpretation of the collection might include:

- Detailed inventory and where items are located;
- Leaflet/booklet explaining the significance of movable heritage in The Lodge, available to visitors, stakeholders, contractors and staff;
- Temporary interpretative panels for use in key rooms on open days, information accompanying specific items on public display and the use of trained guides; and
- Limited web-based information.

Management Strategies:

- Provide in-house opportunities to increase occupant and staff awareness of the historical and cultural significance of the movable heritage, its objectives and policies;
- Encourage occupants to consider the use of heritage furniture, where its use and setting are appropriate, as an alternative to modern furniture;
- Provide opportunities to enhance public access through interpretation; and
- Encourage research and further study about the movable heritage items.

Policy 71: Interpretation Strategy

The Commonwealth Heritage values of The Lodge should be interpreted to the interested public, the range of visitors and users of the place, and for staff responsible for the place in any way. Interpretation should occur in a thought out, holistic approach.

Commentary: The Lodge is one of Australia's important heritage assets. However, The Lodge has limited availability for public visits and there is a need to restrict access to some information about the place. However, there are opportunities to interpret the Commonwealth Heritage values of the place, including special associations, which should be explored.



Management Strategies:

- A simple interpretation strategy for The Lodge should be developed as a moderate priority;
- The interpretation strategy should consider a “whole of place” approach to interpretation which links The Lodge to any interpretative trails in the Parliamentary Zone, links to exhibitions or displays related to Prime Ministers - such as those at the Museum of Australian Democracy (MoAD) at Old Parliament House;
- The interpretation strategy should consider on site interpretation, off site interpretation and virtual interpretation measures;
- Development of an interpretation strategy should also include the safety issues related to off site visitors gathering at the Adelaide Avenue entry to the property; and
- Any interpretation plan should be regularly reviewed as part of the HMP review process.

Implementation: A Landscape Management Plan and Interpretation Strategy for The Lodge was developed by Redbox Design Group, in association with ConradGargett, in October 2023. This should be reviewed and refined as necessary, and particularly following any updates to this HMP.

Policy 72: On Site Interpretation

Interpretative measures on site should be carefully planned so that any permanent displays or signs are subject to sympathetic design and placement.

Commentary: On site interpretation can enhance the visitor experience and help to promote the Commonwealth Heritage values of The Lodge. However, a balance needs to be found between providing adequate detail with subtle and discreet interpretation, so that the incumbents have the feeling of living in a ‘home’ rather than a ‘house museum.’

Management Strategies:

- Interpretation panels should be subject to careful design and location selection, both within the grounds as well as outside the perimeter (i.e. on the perimeter walls or within Lodge Park);
- The interpretation plan should ideally develop a set of design standards for any signage at The Lodge (including interpretative signage, security signage, directional signage etc) so that there is a consistent appearance across the place;
- Interpretative materials should be in sympathy with the colour and materials of the overall place; and
- Interpretative panels should be kept to a minimum, so as not to create the feeling of a house museum.

Implementation: A Landscape Management Plan and Interpretation Strategy for The Lodge was developed by Redbox Design Group, in association with ConradGargett, in October 2023. This should be reviewed and refined as necessary.

Policy 73: Off-site Interpretation

Interpretative measures off site should be encouraged, as they have no physical impact on the place and can be easily updated in a cost effective manner.

Commentary: Off-site interpretation can enhance the visitor experience and also encourage the dissemination of information about the place to a much larger audience, thus helping to promote the Commonwealth Heritage values of The Lodge. A balance needs to be found between providing adequate detail and maintaining the security of information.



Management Strategies:

- Off-site interpretation should be explored and its costs considered in a “whole of life” approach;
- Off-site interpretation can include:
 - Booklets; and
 - Pamphlets.

Implementation: A Landscape Management Plan and Interpretation Strategy for The Lodge was developed by Redbox Design Group, in association with ConradGargett, in October 2023.

This should be reported on annually and the strategy refined as necessary.

Policy 74: Public Events

Public open days are supported from a heritage perspective as they allow access to an otherwise publicly inaccessible place. Although it is not a house museum, annual public open days should be encouraged to allow people to experience this important part of Australia’s history.

Commentary: The Lodge fills a vital function as the official Canberra residence of Australia’s Prime Minister and it is first and foremost a private home as well as a workplace. Nonetheless, it is a very important aspect of Australia’s political history and demonstrates Canberra’s development. Annual public open days (which are organised by PM&C) allow the general public to view the public spaces of the place and, provided there are opportunities for this to occur, public open days should occur annually.

Management Strategies:

- Public open days should ideally occur every year however the level at which the property is open to the public should be decided in conjunction with the incumbents, as The Lodge is first and foremost their home;
- The ground floor public rooms should be open to inspection during the open days (foyer, dining room, sitting room and drawing room);
- The grounds should be open for inspection during the open days;
- Care should be taken to protect art works and furniture during the open days;
- Interpretative materials should be available on the day, preferably in forms that do not have to be attached to fabric, i.e. leaflets, removable signs, podcasts or iPhone apps; and
- Protective measures (including adequate supervising staff) should be a fundamental consideration during the open days.

6.9 Archaeology**Policy 75: Managing Unidentified Archaeological Values**

There is a low likelihood for unexpected archaeological finds at The Lodge, however, should they be encountered the ‘stop work’ procedure should be implemented immediately.

Commentary: The archaeological assessment undertaken for The Lodge found that there is very low potential for the site to contain Aboriginal archaeological resources. Nonetheless, should any suspected archaeological deposits or isolated finds be revealed during ground disturbance, it is important to manage these resources in an appropriate manner.



The stop work procedure involves the steps outlined in the following table.

ACTION	STEPS
STOP WORK	Immediately cease all ground disturbing works upon locating or disturbing suspected archaeological resources.
MAKE CONTACT	Immediately inform the House Manager and/or HOST of the find. PM&C should contact a qualified and experienced archaeologist as soon as possible to inspect and assess the find. PM&C should comply with legal procedures advised by the archaeologist.
ISOLATE	The archaeologist may be able to establish a buffer zone to isolate the resources so that work can continue in other areas.
NOTIFY GROUPS	If the archaeologist determines that it is a likely archaeological resource, the registered local Indigenous groups should be notified.
CONSULT	The local Indigenous groups should be consulted to determine their wishes for the management and care of any items of Indigenous
PERMITS	Determine, in conjunction with the archaeologist, if a permit or approval is required to disturb the archaeological resources.

Management Strategies:

- All on-site staff and contractors involved in ground disturbing works (such as gardeners, electricians, landscapers, plumbers etc) should be trained in the Stop Work procedure;
- The stop work procedures should be implemented immediately on suspecting that an archaeological item may have been located; and
- All care should be taken to consult with the local Indigenous groups and respect their wishes on the management of their cultural material.

Policy 76: Consultation with Indigenous Groups and Other Interested Parties

Following consultation with local Indigenous groups in 2010, the groups expressed a wish that the pre-European history of area and the land on which The Lodge stands is interpreted in a permanent on-site plaque. It is recommended that this wish is acknowledged and implemented.

Other interested parties should be consulted on works and other developments at The Lodge on a case by case basis.

Commentary: Given the nature of the property, it is appropriate to consider the installation of a plaque acknowledging that this residence stands on traditional Aboriginal land, and acknowledging the Traditional Owners of this place.

Management Strategies:

Indigenous Groups:

- Indigenous groups should continue to be consulted on works and other developments at The Lodge on a case by case basis, as appropriate.
- Consultation with Indigenous stakeholders, in all instances, should be undertaken in a manner



consistent with that detailed in the *Engaging with First Nations Peoples and Communities interim guidance*; and with any guidance provided by the ACT Government in relation to engagement with First Nations Peoples in the ACT.

- Should Indigenous heritage artefacts, sites or values be identified in the future, the procedures set out in Policy 75 above should be followed.
- A permanent on-site plaque acknowledging the pre-European history of the site, as recommended by the Indigenous groups consulted in 2010, should be designed and installed on site:
 - The design of the sign should be consistent with a standardised design for signs across the property;
 - It would be desirable to consult with the groups on the wording of the sign before it is finalised; and
 - It would be desirable, should the groups agree, to have an unveiling ceremony with their involvement.
- Future updates to this HMP should involve re-engagement with local Indigenous groups, and a re-assessment of the site for any potential Indigenous heritage values that may not previously have been identified.

Other Interested Parties:

- Due to the nature of the site and sensitivities involved, other interested parties should be consulted on works and other developments at The Lodge on a case by case basis as appropriate.

6.10 Managing Information

Policy 77: Managing Sensitive Information

All sensitive information is to be managed by PM&C to ensure security is not compromised, but stakeholders are kept informed.

For sensitive cultural information: If in future, sensitive cultural information is identified, PM&C will engage cultural heritage experts who are able to sensitively and appropriately engage with the cultural knowledge holders, to advise on protocols for appropriate handling and storage (where required) of such information.

Commentary: this needs to be a carefully managed process and will include consultation with DCCEEW.

Management Strategies:

- Determine the sensitivity and security requirements of the information, noting Section 6.9;
- Determine which stakeholders need to be informed;
- Consult with DCCEEW in regard to the issue, proposal and action being considered;
- Inform stakeholders as resolved and considered necessary.

Policy 78: Record Keeping

Detailed records are to be kept of maintenance work and issues as and when they occur and of all changes to the buildings and grounds:

- Details of capital works will be held by PM&C on its ShareHub system.



- Details of day to day property maintenance will be kept by JLL from 1 March 2023, with regular reports provided to PM&C, then filed on its ShareHub system. Records prior to this date are kept by PM&C on its ShareHub system.
- A heritage places register will be made available on the Department's website, in line with the timeframes set out in its Draft Heritage Strategy 2023-2026 (pending advice from the Australian Heritage Council).

Commentary: This is valuable information to assist ongoing conservation of The Lodge and any updates of HMP and review of policies and details.



7 HERITAGE MANAGEMENT REQUIREMENTS

7.1 Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)

The EPBC Act and subordinate legislation aims to protect listed places to the fullest extent under the Constitution.

The Act also establishes the National Heritage List and the Commonwealth Heritage List (CHL); and sets out obligations for Commonwealth agencies to identify, protect and manage heritage places under their control.

All Commonwealth Government agencies that own or control heritage places are required to assist the Minister and the Australian Heritage Council to identify and assess the heritage values of these places. They are required to:

- Develop heritage strategies which sets out the timeframes in which the agency intends to:
 - Undertake a program to assess and identify heritage values of all places owned or controlled by a Commonwealth agency.
 - Produce a register of the places under their ownership or control that have Commonwealth Heritage value; and
 - Develop plans to manage the Commonwealth Heritage values of places on the CHL, consistent with the Commonwealth Heritage Management Principles prescribed in regulations to the EPBC Act;
- Ensure the ongoing protection of the Commonwealth Heritage values of the place when selling or leasing a Commonwealth Heritage place; and
- Ask the Minister for the Environment for advice about taking an action, if the action has, will have, or is likely to have, a significant impact on a Commonwealth Heritage place.

The Lodge buildings and grounds are significant elements of our cultural heritage and retain a high degree of integrity from their original construction. The objective of the conservation policies is that the heritage significance of the place should be managed in a manner appropriate to conserve the original elements of the buildings and site and thereby its significance. At the same time the building and site need to continue to be used as a residence for the Prime Minister.

7.2 Commonwealth Heritage List (CHL)

The CHL, established under the EPBC Act, places obligations on Commonwealth agencies that own or control places with Commonwealth Heritage values. In June 2004 The Lodge was entered into the CHL from the RNE.

The CHL is a list of natural and cultural heritage places owned or controlled by the Australian Government. These include places connected to defence, communications, customs and other government activities that also reflect Australia's development as a nation. The CHL is comprised of places, or groups of places, in Commonwealth lands and waters, that are identified as having Commonwealth Heritage values.

Anyone can nominate a place for inclusion on the CHL. The Australian Heritage Council assesses nominated places against set criteria and makes recommendations to the Minister for the Environment about listing. The final decision on listing is made by the Minister for the Environment.

Australian Government agencies that own or control places included on the CHL are legally required to develop a plan to protect those places. Where agencies do not have their plans endorsed, they must ask the Minister for the Environment for advice if they propose taking any action that may have a significant impact on the Commonwealth Heritage place they own or control.



The following sections outline the responsibilities of PM&C under the EPBC Act to protect The Lodge.

7.3 Commonwealth Heritage Management Principles

Heritage management principles provide a guiding framework for excellence in managing heritage properties. They set the standard and the scope of the way places should be managed in order to best protect heritage values for the generations ahead.

The principles should be used when preparing and implementing management plans and programs. The Commonwealth Heritage Management Principles as set out in Schedule 7A of the EPBC Act are:

1. The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.
2. The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on Commonwealth Heritage values.
3. The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, state and territory and local government responsibilities for those places.
4. The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.
5. The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - (a) have a particular interest in, or associations with, the place, and
 - (b) may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.
7. The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.

The Commonwealth Heritage Management Principles are embodied in the Conservation Policies in Section 6.0 of this HMP and should be adopted by PM&C in applying the Policy.

7.4 Heritage Management Plan

Under the EPBC Act, PM&C are required to amend the HMP to meet the requirements of a Commonwealth Heritage Management Plan (HMP) as specified in the EPBC Act (Schedules 7A and 7B Regulations 10.03B & 10.03D, S341S and S341Y) to ensure that the place will be managed in accordance with the Commonwealth Heritage Management Principles set out in Schedule 7B¹⁰. PM&C must also seek, and consider, comments from anyone about the matters to be addressed by the HMP. Details of the matters addressed in this HMP, and on the call for public comment, are set out in Section 9.

¹⁰ <https://www.legislation.gov.au/Details/F2014C00950>



7.5 Heritage Strategy

The principal objective of a heritage strategy is to outline a strategic approach for the agency to effectively manage places which it owns or controls for the long-term protection and conservation of their Commonwealth heritage values. Before making a heritage strategy, the agency must consult the Australian Heritage Council and consider its advice.

The 2023-2026 PM&C Heritage Strategy was finalised on 1 June 2023, in line with the requirements of the EPBC Act.



8 POLICY IMPLEMENTATION

The 78 policies outlined in this HMP are being progressed through a variety of mechanisms, including through:

- a detailed Landscape Management Plan and Interpretation Strategy for The Lodge, prepared by Redbox Design Group in association with ConradGargett (October 2023);
- the development of a capital works program; and
- the establishment of a network of key stakeholders.

The Landscape Management Plan and Interpretation Strategy sits under this HMP, and provides further guidance to both the HOST Section and the grounds maintenance staff, on how to best implement the policies in the HMP relating to the grounds and gardens; as well as make suggestions for interpretation of the site's Commonwealth Heritage values.

PM&C has developed a capital works program for The Lodge, which is informed by this HMP, as well as condition assessments, sustainability audits, and accessibility audits; as represented below:

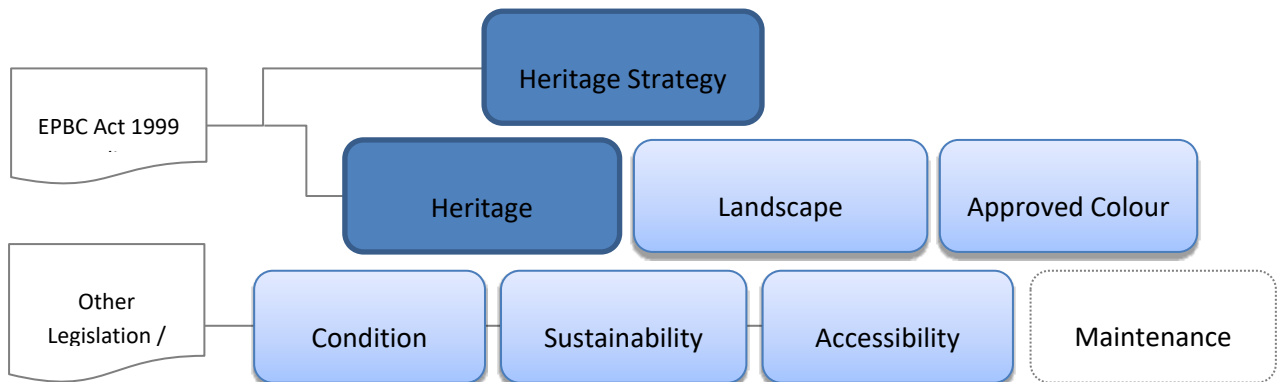


Figure 20: Planning Framework

The capital works program is reviewed on a regular basis, as priorities change or emerge. The policies set out in this HMP which are not already captured under the Landscape Management Plan and Interpretation Strategy are prioritised through this capital works program.

PM&C has also established a network of other Commonwealth agencies and key stakeholders including DCCEEW, to share information and experiential knowledge in relation to the management of Commonwealth Heritage Listed properties.

Prior to commencing any significant projects that may impact on the heritage fabric of the residence or on the grounds or gardens, the HOST team will either: undertake a self-assessment process; and/or engage relevant heritage specialists to undertake a Heritage Impact Assessment process; to inform these works.

Depending on the outcome of the self-assessment and/or the Heritage Impact Assessment processes, the HOST team may engage with DCCEEW to identify whether further consideration under the EPBC Act may be required. This process is set out at Figure 21 below.

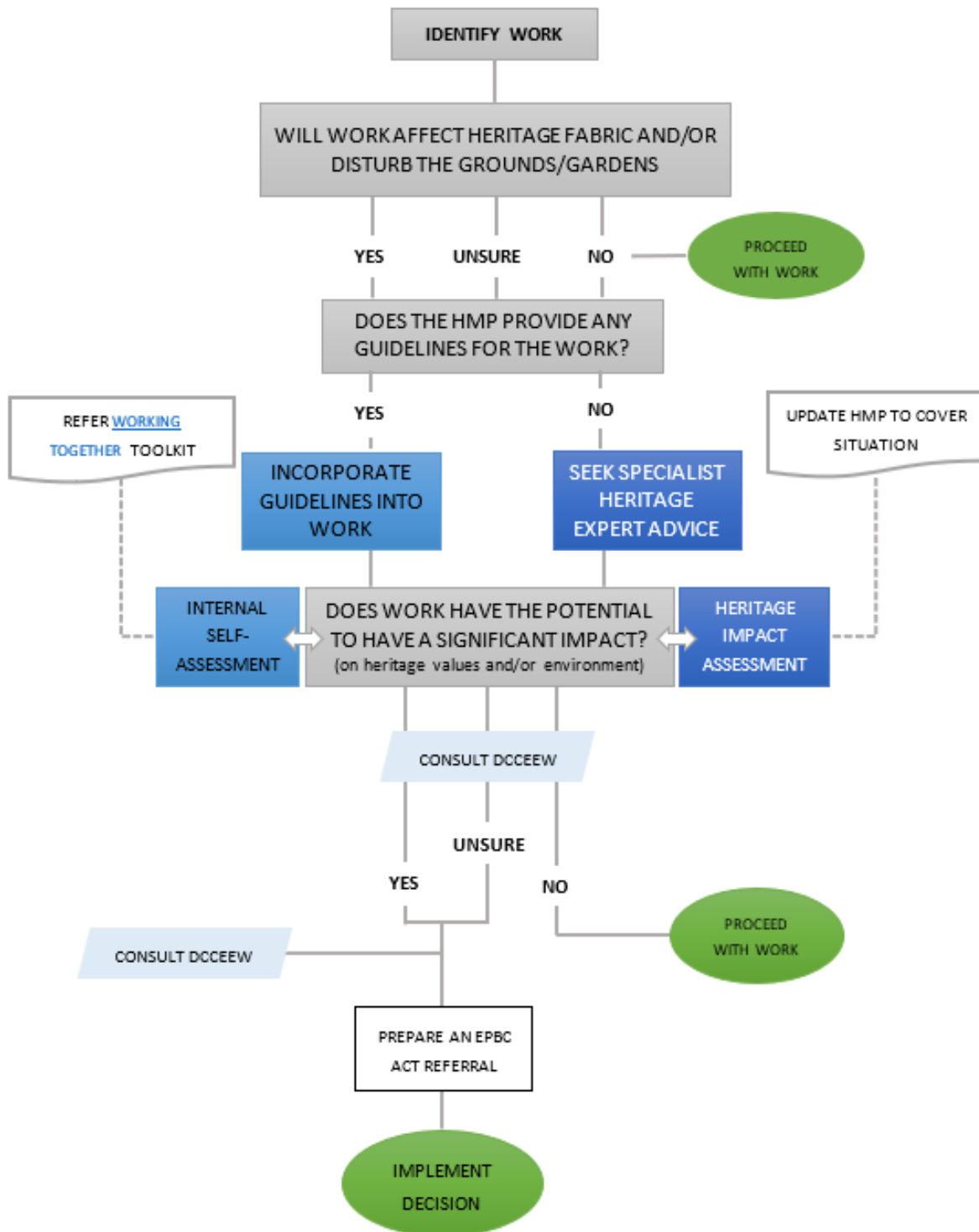


Figure 21: Process for Implementation

8.1 Management

PM&C faces a number of challenges involved in maintaining The Lodge and extending its physical life for the benefit of future generations. These challenges include:

- Protecting the property’s Commonwealth Heritage values, including tangible values (such as heritage fabric within the building) and intangible values (such as the place’s historic values and associations);
- Complying with modern standards and building codes so that modern amenities can be integrated into



this historic building;

- Managing The Lodge as an official residence and balancing the needs of its private and public spaces; and
- Ensuring transparency of public funding.

This chapter discusses these challenges in more detail so that management arrangements can be developed and implemented which address the realistic environment in which PM&C operates and which take heritage, functionality and security needs into consideration.

8.2 Interested Parties

The EPBC Act requires that Commonwealth agencies undertake consultation when preparing management plans for places listed on the CHL, and when planning and undertaking related major works. Whilst PM&C operates on a 'good corporate citizen' model, there are unique sensitivities involved with the management of The Lodge which are vital to the safe operation of the place as the Prime Minister's house; and which must be taken into consideration when developing consultation policies with interested parties.

PM&C acknowledges that there are many interested parties in the management and curation of The Lodge, including (but not limited to):

- Other Commonwealth agencies, such as Home Affairs and the AFP;
- Consent authorities such as DCCEEW and the NCA; and
- The Australian general public.

However, due to these sensitivities and the need to maintain security of information related to the property, PM&C may need to decide on a case-by-case basis the extent to which any external consultation with interested parties would occur.

The security of information extends to other activities at The Lodge, including public access to the property and heritage interpretation measures. Although public access and interpretation are important elements to enhance and communicate the Commonwealth Heritage values of the place, due to the sensitivities of the property and the need for security of documents, images, plans and information, standard approaches to interpretation are likely to be unfeasible within the management framework of the property. Other options for interpretation and public access should be considered and some are suggested in Section 6 Policies 70-74, and will be informed by the Interpretation Strategy developed for The Lodge.

8.3 Security Requirements

The provision and maintenance of The Lodge's security infrastructure and security procedures are a vital necessity to the safe functioning of the house as the Prime Minister's residence and also as a workplace.

There are multiple security requirements at The Lodge and the capability of the property's security requirements must be balanced with the sensitivity of information and heritage requirements. Generally, the security requirements for the place are known well in advance, and the AFP and Home Affairs are able to work closely with PM&C to design security infrastructure that is sympathetic to the Commonwealth Heritage values of the place. However, at times of rapid heightened security, there may not be the opportunity for sensitive planning – at these times, the security of the property and the people within it will always outweigh any other requirements.

Whilst reversibility is usually a desirable approach to works affecting significant fabric, it may at times be necessary for work to be carried out immediately despite its un-reversibility (refer also Policies 16 and 69).

8.4 Managing the House as a Home

The dilemma faced by the original architects, interior designers and landscape designers of The Lodge was how to cater for the private needs of each Prime Minister and his/her family, while providing an appropriate setting and facilities for their official and semi-official duties. This is an issue which remains prevalent today.



Of utmost importance is the consideration of the property as a home. This has always been The Lodge's primary purpose and it is reflected in its design and configuration. Later alterations and additions have responded to the different or changing needs of each incumbent but the primary use has remained the same. The Lodge has balanced, sometimes with difficulty, these often conflicting needs, but the rooms and external covered spaces remain essentially domestic, both in scale and decoration, and are not large compared with most of its Australian contemporaries. The Lodge has been the private residence for most Prime Ministers and their family during the term of their elected office. Each period of residence is by nature temporary. Some incumbents will have little opportunity to establish a sense of 'home' here, while others may look to make extensive changes.

Although The Lodge is the official residence of the Prime Minister, unlike Number 10 Downing Street or the White House, it does not house the official state functions or executive offices of the leader. These are catered for in the nearby Parliament House complex. As a venue for large functions hosted by the Prime Minister, Parliament House inevitably lacks the sense of a special, more personal atmosphere often expected of such a function. How The Lodge is used as a venue for meetings, receptions and other functions is entirely dependent on the individual style and domestic circumstances of each Prime Minister. It is, however, limited by The Lodge's available spaces and facilities.

Consequently, there is a need to maintain a suite of spaces where these visitors can be received and entertained appropriately, requiring service areas with domestic and other staff on hand to cater for their needs. Also significant are the many informal meetings and dinners that the Prime Minister may have with parliamentary and other colleagues, but nevertheless still requiring a dignified presentation of the place. Additionally, there are a number of annual cultural events or celebrations at The Lodge, generally focused on the garden in order to accommodate large attendances.

The ability of PM&C to balance these two functions – primarily the property as a home, but yet still able to support official functions when and if necessary - should be taken into account when all policies, work plans and changes to the place are considered (refer also Policies 15, 66 and 67).

8.5 Change in Use or Ownership and Future Development

This HMP has been developed to assist PM&C with their care of The Lodge over the next five years. Presently, there are no plans to make any notable changes to the current use or function of The Lodge (such as selling or leasing the property, building a new official residence etc). However the HMP does need flexibility to cater for the changing needs of the incumbents.

Accordingly, this HMP needs to consider the realistic and likely future aspirations of PM&C for The Lodge. These include, but may not be limited to, both projects that are currently being undertaken as well as future projects that are being considered. This includes:

- Upgrading all garden and security lighting.
- Repairing the network of paths throughout the gardens (mostly completed early 2023).
- Future maintenance of grounds and water conservation measures.
- Perimeter fence and gate upgrade.
- Access for people with disabilities.
- Repair to northeast and southeast balconies.

Possible future works should be carefully planned and sympathetically designed, with elements of the HMP developed to support their design and implementation. Further details of the above possible project are provided in Sections 8.11-8.16.

However, it is the changing aspirations of possible future incumbents which are harder to predict with any certainty. Whilst it is unlikely that large scale changes would be proposed, the HMP again needs to provide enough flexibility to be able to accommodate the needs and tastes of future incumbents so that they are able to adequately personalise the space in an effort to make it their home. Possible changes could include:



- Changes to internal or external colour schemes (noting that appropriate colour palettes for The Lodge have been developed);
- Changes to the functions of various rooms;
- Changes to the type of furniture used within the rooms;
- Changes to the colour schemes of soft furnishings;
- Changes to the use of garden space eg. creating kitchen gardens;
- Changes to facilitate access if elderly family were to visit; or
- Changes to facilitate young children should that be necessary.

Should the situation change, and a decision be taken by the Commonwealth Government to divest the property, then the agency must follow Section 341ZE of the EPBC Act relating to the requirements Commonwealth Agencies must follow when divesting a property on the CHL¹¹

8.6 Managing Change at The Lodge

The ability for the HMP to manage change at The Lodge is fundamental to the development of adequate conservation policies. Incremental change, if not carried out in a thoughtful and sympathetic manner, can have a cumulative adverse impact on the Commonwealth Heritage Values of the place. As such, retaining the property's integrity whilst maintaining its condition and updating its facilities when necessary all require a cautious and careful approach.

8.7 Compliance

The Lodge is required to be managed under various Acts of legislation and Codes, including the EPBC Act, the DDA, the WH&S Act and the NCC/BCA. In addition, many best practice guidelines' philosophy and approach form useful frameworks for heritage management, such as the Burra Charter (refer also Section 5).

However, complying with these Acts and Codes does at times present a conflict with best practice heritage management approaches. Ensuring legislative compliance whilst minimising impact on the Commonwealth Heritage values of The Lodge may at times require external heritage advice.

Refer also to Policies in Section 6.

8.8 Dos and Don'ts User Guide

This chapter sets out the overall "dos and don'ts" for various types of work that occur at The Lodge. It includes dos and don'ts for the following types of work:

- Emergency works;
- General maintenance work;
- Ground disturbing works;
- Electrical works;
- Plumbing and water services;
- Heating and cooling;
- Landscape works;

¹¹ http://classic.austlii.edu.au/au/legis/cth/consol_act/epabca1999588/s341ze.html



- Horticultural works;
- Roof works;
- Plaster and stucco;
- Painting
- Masonry and stonework;
- Joinery;
- Signage; and
- Contents and furnishings.

8.8.1 Emergency Works

Emergency works are unplanned, reactive works that have to be carried out with very little warning for safety and/or security reasons. For example, they may include fixing storm damage, dealing with plumbing leaks etc.

DO	DON'T
<ul style="list-style-type: none"> ✓ DO get approval / permission. ✓ DO make sure all changes are reversible. ✓ DO ensure that emergency works are done quickly. ✓ DO take photos of the problem that needs fixing. ✓ DO record what works were done, when and by who. ✓ DO refer to other sections of this User Guide—i.e.: if it is a water leak, check the Plumbing Sheet in this User Guide. ✓ DO use “like for like” if you need to replace broken fixtures or items. 	<ul style="list-style-type: none"> ✗ DON'T do the work without permission. ✗ DON'T make permanent changes that can't be reversed later. ✗ DON'T ignore the works — emergency works need to be done quickly and rectified.



8.8.2 General Maintenance Works

General maintenance works include all the works that are carried out at The Lodge to ensure that its condition is maintained on a daily, weekly and yearly basis.

DO	DON'T
<ul style="list-style-type: none"> ✓ DO get approval / permission. ✓ DO make sure all changes are reversible. ✓ DO ensure that works outlined in the maintenance schedule are carried out regularly. ✓ DO record what works were done, when and by who. ✓ DO use “like for like” if you need to replace broken fixtures or items. ✓ DO ensure the maintenance schedules are reviewed each year. ✓ DO refer to other sections of this User Guide—i.e.: if it is a water leak, check the Plumbing Sheet in this User Guide. ✓ Do ensure that the maintenance plan is updated each year as necessary. 	<ul style="list-style-type: none"> ✗ DON'T do the work without permission. ✗ DON'T make permanent changes that can't be reversed later. ✗ Don't do works that aren't part of the maintenance schedule without approval. ✗ DON'T ignore the maintenance plan – it sets out all the works that need to be undertaken on a cyclical basis.

8.8.3 Ground Disturbing Works

This includes all works that 'disturb' the ground, such as digging holes/trenches and moving trees etc.

DO	DON'T
<ul style="list-style-type: none"> ✓ DO get approval / permission. ✓ DO ensure that any ground disturbing works are in areas of low archaeological potential. ✓ DO implement the stop work procedure if unexpected, potential archaeological resources are encountered. ✓ DO consult an archaeologist if you're unsure. ✓ DO minimise ground disturbance wherever possible. ✓ DO ensure that works outlined in the maintenance schedule are carried out regularly. ✓ DO record what works were done, when and by who (include photos of your work). 	<ul style="list-style-type: none"> ✗ DON'T undertake ground disturbing work without approval. ✗ DON'T dig through a landscape feature (such as site terracing) without approval. ✗ DON'T undertake ground disturbing works if an unexpected archaeological find is made. STOP WORK! Then liaise with PM&C personnel. Refer to Section 6.9 of the HMP for further guidance. ✗ DON'T continue to disturb archaeological resources without an archaeologist on site. ✗ DON'T leave large areas of the landscape exposed when digging – minimise the visual impact of your work. ✗ DON'T simply backfill in your work. Make sure to reinstate the landscape as it was.



8.8.4 Electrical Works

Electrical works include all lights (internal and external), light switches, cables and electrical boxes etc. associated with the provision of electricity at The Lodge.

DO	DON'T
<ul style="list-style-type: none"> ✓ DO ensure that safety standards are always followed when carrying out electrical work. ✓ DO replace light fittings, light switches or electrical points with pre-approved replacement options whenever possible. ✓ DO ensure locations for any new lights, light switches, power points, or electrical boxes etc. are unobtrusive. ✓ DO refer to electrical plans for the building before chasing wires through walls. ✓ DO maintain the electrical system and understand that electrical systems can be a major fire hazard. 	<ul style="list-style-type: none"> ✗ DON'T undertake electrical works without approval. ✗ DON'T leave broken or malfunctioning power points or light fittings – fix them as soon as possible. ✗ DON'T create new power points or light switch locations without explicit approval. ✗ DON'T locate external power boxes on significant external elevations or in highly visible locations. ✗ DON'T install new external lighting without approval. ✗ DON'T cut through wallpaper for electrical works. ✗ DON'T use historical re-creations for light fittings unless you have evidence for such designs being used in the original building.

8.8.5 Plumbing and Water Services

DO	DON'T
<ul style="list-style-type: none"> ✓ Do ensure that drains are regularly cleaned ✓ DO ensure that if any new plumbing works are required, they use existing trenches whenever possible. ✓ DO locate any gas bottles, gas meters, air handling equipment in unobtrusive locations which are not visible from important vistas. ✓ DO ensure that external paths and hard surfaces drain water away from the building. ✓ DO use subfloor areas and roof spaces to locate services and conduits whenever possible. 	<ul style="list-style-type: none"> ✗ DON'T leave plumbing leaks un-investigated. ✗ DON'T allow debris to collect in gutters and drains. ✗ DON'T place the external condenser unit next to sandstone blocks or soft (porous) brickwork, as the fan blowing warm air against the wall will increase evaporation from the wall surface which may accelerate salt damage from rising damp. ✗ DON'T undertake any excavation in the subfloor areas without gaining archaeological advice first. ✗ DON'T dig new trenches for pipes unless absolutely necessary. ✗ DON'T excessively water garden beds that are against the house walls.



8.8.6 Heating and Cooling

DO	DON'T
<ul style="list-style-type: none"> ✓ DO ensure all windows have thick curtains to assist heat retention. ✓ DO place any new air conditioning wall units and exterior units in unobtrusive locations. ✓ DO heat and cool rooms slowly, not quickly. 	<ul style="list-style-type: none"> ✗ DON'T place small space heaters near walls, furnishings or underneath artworks. ✗ DON'T put air conditioning units in prominent external locations. ✗ DON'T replace mantelpieces, or remove hearths or chimneys. ✗ DON'T convert open fireplaces to other fuel sources without first preparing an Impact Assessment.

8.8.7 Landscape Works

DO	DON'T
<ul style="list-style-type: none"> ✓ DO refer to the Landscape Management Plan for The Lodge (Redbox Design Group, in association with ConradGargett, October 2023). ✓ DO use 'like-for-like' replacement when introducing materials such as stone, pavers, bricks etc. ✓ DO make sure any emergency landscape works are reversible ✓ DO ensure all garden paths are well lit. ✓ DO use appropriate mortar and/or concrete mixes for stone walls and paths ✓ DO ensure that all garden paths are level. ✓ DO ensure site drainage is functional at all times ✓ DO ensure that garden sheds and carports are placed in unobtrusive locations. 	<ul style="list-style-type: none"> ✗ DON'T undertake works not included in the HMP's landscape details without prior approval. ✗ DON'T introduce new materials without an impact assessment. ✗ DON'T use unqualified or inexperienced landscape tradespeople or designers. ✗ DON'T put permanent signage in place without approval (see also Signage). ✗ DON'T create new paths or walls without an impact assessment. ✗ DON'T use abrasive or chemically based cleaning products on stone paths. ✗ DON'T remove, cut through or obscure with plantings the original terracing in the grounds. ✗ DON'T create new landscape works that impede or detract from important viewlines. ✗ DON'T excavate garden areas without considering archaeological or visual impacts (see also Ground Disturbing Works).



8.8.8 Horticultural Works

DO	DON'T
<ul style="list-style-type: none"> ✓ DO maintain existing garden beds. ✓ DO rectify storm damage quickly. ✓ DO plant new ceremonial trees only in appropriate areas, i.e.: areas where ceremonial plantings are already a theme. ✓ DO regularly maintain the historic plantings such as those in the Bettina Gorton garden. ✓ DO gradually replace environmental and/or noxious species with more appropriate native species. 	<ul style="list-style-type: none"> ✗ DON'T allow garden beds to become overgrown. ✗ DON'T remove trees or plants without approval (unless they have fallen over or are defunct). ✗ DON'T plant new trees or shrubs in locations that could impede important viewlines. ✗ DON'T remove garden features such as paths, signage, sculpture etc without approval. ✗ DON'T replace noxious or environmental weed species with the same species. Seek a more appropriate replacement. ✗ DON'T introduce exotic plant species without approval.

8.8.9 Roof Works

DO	DON'T
<ul style="list-style-type: none"> ✓ DO keep a stockpile of replacement roof slates. ✓ DO use the best slates on the most visible roof profiles. ✓ DO use the 'centre nail' system when replacing slates. ✓ DO always use experienced and qualified slate roofers (trained in traditional methods) for roof works. ✓ DO carry out roof repairs as urgent priorities. ✓ DO clean out gutters and downpipes regularly. ✓ DO ensure flashings are always functioning. ✓ DO consider 'whole of life' costs if planning for future re-roofing. 	<ul style="list-style-type: none"> ✗ DON'T use a different type of slate, or other materials (i.e. synthetic slate) as replacement slates. ✗ DON'T use replacement slates of a poorer quality than the new Welsh slate (West Mooreland Green) which has been installed. ✗ DON'T use modern interlock slate systems. ✗ DON'T use epoxies or fillers for repairs to broken slates. ✗ DON'T forget to inspect the roof for damage after major storms. ✗ DON'T forget to regularly remove leaves and debris from valleys, gutters, gullies, rainwater pipes and drains.



8.8.10 Plaster and Stucco

DO	DON'T
<ul style="list-style-type: none"> ✓ DO, when repairing stucco, always establish the mix of the original stucco and match it. ✓ DO get advice from a conservationist experienced in stucco repairs, as repairs to this finish can be complex ✓ DO repair cosmetic damages from minor areas without undertaking wholesale demolition of the wall. ✓ DO investigate the cause of cracks—when cracks are larger they may be due to structural movement, and repairs need to be made to the structural system before repairing the plaster. 	<ul style="list-style-type: none"> ✗ DON'T use incompatible materials for repairs to stucco - use of the wrong materials can exacerbate the rate of decay rather than slowing it down or preventing decay. ✗ DON'T use modern synthetic paints over the stucco, as these will trap moisture behind the walls. ✗ DON'T make repairs to plastered walls if they have suffered from damp and have not been dried out, as repairs made to a wet base will fail again. ✗ DON'T use modern "skim coat" products on plastered walls. ✗ DON'T undertake extensive plaster repairs without gaining expert advice on the correct plaster mix to use. ✗ DON'T forget to record all the repairs that are undertaken, and include photographs.

8.8.11 Painting Works

DO	DON'T
<ul style="list-style-type: none"> ✓ DO ensure that any re-painting is undertaken with approval and after an impact assessment. ✓ DO use the approved scheme of options for appropriate paint colours, which can be implemented by incumbents. 	<ul style="list-style-type: none"> ✗ DON'T paint previously unpainted surfaces without approval. ✗ DON'T allow incumbents to paint walls in any colour they choose – do encourage them to use a selected palette of colours. ✗ DON'T use modern high sheen paints. ✗ DON'T use strong detail colour for intrusive elements (as this will draw the eye to their existence), rather, use neutral colours so that the intrusive elements recede into the background. ✗ DON'T remove the earlier layers of paint, as these form an historic record of the building. ✗ DON'T ignore earlier paint scrapes that establish the original paint schemes. ✗ DON'T sandblast paint off any painted surfaces as you can damage the underlying material.



8.8.12 Masonry and Stonework

DO	DON'T
<ul style="list-style-type: none"> ✓ DO use matching mortar for repointing, and ensure that it matches the colour and depth of the existing pointing. ✓ DO always use the gentlest method cleaning, and always undertake a test patch first. ✓ DO retain existing wall vents. ✓ DO maintain existing painted finishes. 	<ul style="list-style-type: none"> ✗ DON'T use cement mortar ✗ DON'T use electric grinders to pick out the old mortar. ✗ DON'T ever sandblast as a method to clean bricks. ✗ DON'T render or bag existing non-rendered / bagged surfaces. ✗ DON'T use replacement bricks in a different size, colour or profile. ✗ DON'T paint existing non-painted brick surfaces. ✗ DON'T replace bricks with other materials. ✗ DON'T undertake repairs without approval. ✗ DON'T use waterproof or water repellent paints, as they can accelerate deterioration by trapping water in the substrate.

8.8.13 Joinery

DO	DON'T
<ul style="list-style-type: none"> ✓ DO patch or splice joinery rather than just enough timber to allow an effective repair. ✓ DO use traditional joinery techniques (such as splicing replacement pieces into the existing joinery). ✓ DO keep the joinery dry – repair any leaks in nearby areas immediately. ✓ DO always date stamp new timber? ✓ DO maintain existing surfaces and repaint/re-stain regularly to avoid splitting in the surfaces. 	<ul style="list-style-type: none"> ✗ DON'T replace large sections of window or wall joinery if smaller parts can be replaced or fixed. ✗ DON'T repair joinery off site—on site repairs are preferable whenever possible. ✗ DON'T use different materials—all attempts should be made to match the existing timber type, colour, grain and profile type. ✗ DON'T paint existing stained surfaces or stain existing painted surfaces without approval.



8.8.14 Signage

DO	DON'T
<ul style="list-style-type: none"> ✓ DO consult the Interpretation Plan developed by Redbox Design Group, in association with ConradGargett (in October 2023) for guidance on where signage should go, and the Department's Implementation Plan on what information it should contain. ✓ DO use consistent types of signage whenever possible—including similar materials, font types and styles. ✓ DO Ensure that signage is not attached to heritage fabric. ✓ DO use fixings that do not damage building fabric, and that ensure signs may be easily attached and removed ✓ DO ensure that any interpretative signs contain historically accurate information. ✓ DO keep the number of signs within each area to a minimum. ✓ DO ensure that the architectural characteristics which make The Lodge significant remain visually dominant and aren't obscured by signs. 	<ul style="list-style-type: none"> ✗ DON'T place signs in visually dominant locations. ✗ DON'T attach signage in a permanent manner without approval. ✗ DON'T use signs that are illuminated internally, flashing, pulsing or moving. ✗ DON'T use visually jarring fluorescent signs or colours.

8.8.15 Contents/Furnishings

DO	DON'T
<ul style="list-style-type: none"> ✓ DO ensure that all heating and cooling devices are located away from important furnishings and art. ✓ DO consult with PM&C if you are planning any substantial cleaning, or refurbishment, of any of the furnishings. ✓ DO consult the household manual for day-to-day maintenance of items. 	<ul style="list-style-type: none"> ✗ DON'T remove any items from The Lodge without approval from PM&C. ✗ DON'T change the location of furnishings within the house without approval from PM&C. ✗ DON'T use any modern abrasive cleaning products without specialist advice.



8.9 Overview of Future Works

The process for future works should consider:

- The type of work or change;
- A description and rationale for the work;
- The likely permit/approvals process for each type of work/change;
- The potential impact of the work/change;
- Recommended mitigation measures and development controls to guide the planning and implementation of the work/change; and
- Heritage self-assessments or engaging a heritage specialist to undertake a Heritage Impact Assessment, as required (see also considerations set out in Figure 21).

If deemed necessary (based on the self-assessment and/or heritage impact assessment), a referral under the EPBC Act would be prepared.

8.10 Current and Future Works

The works that PM&C have identified as being likely to take place, or are currently occurring, for The Lodge include:

- Upgrading the garden lighting;
- Remediating the garden paths and driveway to ensure they are safe and accessible (most of which was completed in early 2023);
- Replacing gutters and installing a more efficient means of catching loose slate from the heritage roof.
- Future grounds maintenance and water conservation measures;
- Upgrading the perimeter fence;
- Possible upgrade of access for people with disabilities is being considered; and
- Repair to northeast and southeast balconies.

These are discussed in more detail in the following sections 8.11-8.16.

8.11 Upgrading the Garden Lighting

8.11.1 Description and Rationale

The existing lighting within the grounds and gardens of The Lodge inadequately lights both major and minor pathways. This presents both a safety and security risk for staff, visitors and residents. An upgrade would focus on providing adequate light to all garden paths, entrances, driveways, carparks and external built elements (such as the tennis court, garden sheds etc).

Presently, a design or scope has not been prepared for the upgrading of garden lighting; therefore this section can only provide general parameters and recommendations to guide the development of a scope of works.

8.11.2 Potential Impact of Works

It is not possible to undertake a full impact assessment for the upgrading of garden lighting as the full scope is not known. An impact assessment would need to be prepared following the design of a scope of works.



However, should the parameters set out below be followed, it is unlikely that the works would have adverse impact on the listed Commonwealth Heritage values of The Lodge.

Likely Approvals Required for the Works

PM&Cs internal process for approving works would need to be followed.

Following the preparation of an Impact Assessment and its findings, the approval process under the EPBC Act should be enacted by PM&C. That is, should the works be considered as having “significant impact” then a referral will be required; however, if the works are assessed as not constituting “significant impact” then only PM&C’s internal approvals process should be undertaken.

8.11.3 Proposed Development Controls

- The exterior lighting should be designed with input from Home Affairs and the AFP, so that the lighting provides adequate illumination from both a functional and security perspective;
- Highly visible new exterior lighting should match the style of the existing exterior lighting where possible to ensure consistency of design;
- If a new design is proposed for light posts/fixtures, then the current exterior lights should also be replaced to match the new lights, again to ensure consistency;

The opportunity should be taken when designing new exterior lighting to highlight significant heritage features, such as lighting of significant trees, illumination of garden sculptures and highlighting of important architectural features on the exterior of The Lodge. Cross lighting, back lighting and up lighting can all increase the appreciation of the heritage and distinctive architecture;

- The lighting should be designed to create an atmosphere that fosters historical interpretation and nighttime entertainment;
- Lighting should be designed to balance aesthetics with whole of life costs – which means using simple, functional and easily maintainable systems;
- Care should be taken to ensure that multiple lighting hardware and signs do not result in “visual clutter” by minimising the amount of large light fittings/poles and disguising lights where possible;
- Care should be taken not to use excessive up lighting or excessive external lighting in general, as this can cause light pollution for neighbours;
- Avoid fixing lights to the exterior fabric of The Lodge as much as possible; and
- Ensure lighting does not highlight elements so much that they are clearly visible from an external viewpoint, as this could attract unwanted attention.

8.12 Safety Remediation of the Garden Paths

8.12.1 Description and Rationale

There is a small network of paths throughout the grounds of The Lodge. Until March 2023 this consisted of a variety of pavement types, including using semi-glazed red brick commons and a loose aggregate gravel at the front and along the main entry drive; bitumen from the 1960s for the lower pathway, and a recycled concrete path was used for a crazy-paved path through the ‘fairy garden’.

Over time, the paved paths and areas throughout the grounds had lifted and dropped in sections, creating an uneven surface which is a safety risk and also hinders disabled access. In March 2023 a



project was undertaken to replace these segments of the paths with resin stabilised gravel, to improve accessibility and safety, and to create greater consistency in materials.

Extending into the Bettina Gorton garden and kitchen garden/orchard precinct, a compacted earth or fine gravel surface is used. The pathways in the Bettina Gorton Garden did not form part of the pathway remediation project undertaken in March 2023.

8.12.2 Approvals Required for the Works

The project to remediate the pathways commenced in March 2023. PM&C sought external advice in the form of a heritage impact assessment, which identified that the paths could be remediated using resin stabilized aggregate, so long as appropriate colours were used, and a referral under the EPBC Act was not required.

8.12.3 Proposed Development Controls

- No new paths or hard surfaced areas should be created without an impact assessment;
- The existing paths should not be widened or narrowed;
- A consistency of materials throughout the grounds should be sought, this may require replacing some existing materials to achieve this aim;
- If replacement brick pavers or concrete is required, the colour, shade and consistency of the existing material should be matched as closely as possible;
- The mortar mix should not include large amounts of cement. The ideal mix for the mortar is to be determined selectively as various conditions apply.
- Existing mortars should be removed using hand tools, not electric grinders (as the latter can damage the surrounding concrete or bricks);
- Replacement bricks and concrete is likely to be much cleaner and consequently lighter in appearance than the existing materials. Resist the temptation to clean the existing bricks and concrete as the weathering adds to their patina and the new pieces will weather over time;

If cleaning is required for safety reasons (i.e. if the surfaces have become slippery), avoid the use of modern chemical cleaners and use a water pressure cleaner (with a maximum of a moderate pressure).

8.13 The Lodge Grounds

8.13.1 Overview

The implementation of a number of policies for The Lodge grounds is grouped under three basic areas of need:

- Conservation of those elements of the place that contribute to its Commonwealth Heritage significance, together with the removal of intrusive accretions and upgrading of poor or hazardous details.
- Measures to conserve water or reduce water use within the grounds.
- Reviewing the grounds for potential opportunities to redesign areas to assist in the ongoing and future use of the site for functions of various scale.

Actions are numbered under some specific sections below.

8.13.2 Conservation Actions and Improving/Upgrading the Grounds



Conservation actions are aimed at ensuring that the assessed cultural significance of the place is maintained for present and future generations. Many conservation actions simply involve the retention of important elements through routine maintenance; while others involve putting back important missing elements or removing intrusive accretions that have been added to elements of high significance. Some of the following actions are from the latter categories.

Over recent decades, parts of the grounds show evidence of a 'make-do' approach to design and construction with resulting poor material choices and lack of design resolution. The cumulative effect of these details is to lower the quality and character of the place. There are various simple improvements that would rectify and upgrade these shortcomings in terms of effectiveness, performance and safety, as well as aesthetics.

Conservation Actions

1. Ideally, restore the original gravelled terrace and turning loop to the front house bench and remove the 1980s garden bedding from the terrace and front lawn and re-establish the bank as lawn (as was originally intended by Charles Weston and his successor, Alexander Bruce). This action would remove a major intrusive element to the most important space of the site as well as recover important views of the principal elevation of the house.
2. Remove/relocate the southern-most birches (relocate elsewhere in the grounds) that obstruct views of the house, should the opportunity present (the northern-most birches should remain until evergreen trees are established to screen views of the house from the Adelaide Avenue gates.)
3. Restore the Banksia Rose (*Rosa banksiae*) hedge to the western side of the tennis court.
4. Replace the missing conifer (*Chamaecyparis lawsoniana* 'lutea') to the northeast front of the house (near the front lawn area) with another tall conifer to help frame views of the house and establish more privacy from views from Adelaide Avenue. Possible conifer options would include:
 - Known signature Weston species such as Incense Cedar (*Calocedrus decurrens*) and Gowen's Cypress (*Cupressus goveniana*) - both used by Weston for The Lodge originally.
 - Atlantic Cedar (*Cedrus atlantica*) - used by Weston for the front drive loop of the Commandant's residence at the Royal Military College, Duntroon.
 - Bunya Pine (*Araucaria bidwillii*) - a mature tree remains at the corner of State Circle and Kings Avenue opposite York Park.

As more and more large trees are lost from the grounds through natural attrition, it is important to replace them with similar large trees in order to maintain the originally intended character of the place.

5. Replant the line of English Elms (*Ulmus procera*) to define the southern space as part of a major tree succession plan, while continuing to monitor the viability and safety of the remaining two original elms at the eastern end.
6. Reinstate a locally Indigenous woodland tree at the southeast front of the house by planting either a Blakely's Red Gum (*Eucalyptus blakelyi*), as was originally the case, or a Yellow Box (*E. melliodora*). The original estate design by Charles Weston deliberately retained as many of the original woodland trees as possible within the grounds of The Lodge and the former tree retained near the southeast of the house fulfilled an important aesthetic role in framing views of the house, enhancing the setting of the house and in defining the front space addressing the principal house elevation. It is highly desirable to establish a large tree again in this location as part of the restoration of the grounds.

When possible, remove / relocate the intrusively prominent security system from the important front lawn space.



Grounds Improvements/Safety Upgrades

7. Remove 1950s/1960s? concrete kerb edging to garden paths within the eastern and southern grounds and replace with flush Corten steel edging. The concrete kerb edging forms a safety issue into the Bettina Gorton garden area and otherwise maintains a common, tired and undesirable character for the grounds that is inconsistent with the standard expected of The Lodge. (Completed, March 2023)
8. Replace bitumen paving within the lower grounds with a consolidated, stabilised fine gravel finish to remove tripping hazards. The gravel path should be crowned to shed water to grass or planted edges either side. (Completed, March 2023)
9. Remove the hazardous crazy-paved concrete paving to southern grounds and replace with a timber- edged consolidated gravel path. The gravel path should be crowned to shed water to grass or planted edges either side. (Completed, March 2023)
10. To improve grounds safety and security, remove and replace ineffective, outdated and mismatched lighting bollards with ones of a new visually discrete (black), slender design ensuring they are discretely located and not near important sightlines.
11. Replace the defunct drinking fountain at the northern end of the tennis court with one that is consistent with a new lighting bollard design, in order to have a consistent, unifying 'design language' throughout the grounds
12. Where concrete paving has been used to link the gardener's building to the southeast corner of the car park, an appropriate colour tint should be applied to reduce the present harsh, albedo effect.
13. Replace the cumbersome pipe balustrade/handrail at the southern flight of steps with a visually less obtrusive (finer), quality design.
14. Strictly based on this HMP as a guide, commission a landscape master plan (integrated design and works plan) by an experienced heritage landscape specialist with proven design understanding to set direction for the next 20-50 years while ensuring the conservation of the significant elements of The Lodge grounds. (Completed, September 2023)

8.13.3 Water Conservation Measures

Recent years have highlighted the need to use water wisely and the effective maintenance of a place as large and complex as The Lodge grounds requires a considerable amount of water. Ideally, a total water recycling scheme should be implemented but this would require a large budget. In the meantime, various relatively simple measures could be implemented that would reduce the water needed to maintain the grounds or even enable water recycling from runoff and drainage capture.

Of additional benefit, all of these water-saving measures would also serve to reduce overall maintenance costs.

15. Reduce the extent (size) of the rose garden to a more modest area, as it was originally. Ideally, remove all roses from the eastern bank area of the former croquet space and reinstate the original croquet banks as grass. Also remove areas of rose garden from under shade between the tennis court hedge and the adjacent pathway.

Replace roses from under shady canopies to the north with shade- tolerant species (including Australian species) especially with textural interest and variation.

Removing the intrusive garden bedding from across the front upper bank and lawn from the front house terrace (See Action 1) will reduce both water demand and maintenance costs.

16. Consider removing the irrigated grass altogether from the southern part of the south lawn from the former line of hedging (shown on the 1950 site plan) and converting to local Indigenous grasses. If required for temporary marquee use, a section of fine lawn could be retained at the



western end. The conversion of heavily irrigated lawn to dryland native grasses would cut costs to about 600 to 1000 square metres of grounds. In Charles Weston's original design, there was a hedge south of the line of elm trees that screened the service areas (including fowl yards) of the grounds from the house. A converted grassland section would also interpret the former land uses of the site. The junction (separation) of irrigated lawn and native grassland could be affected by a strip of brick paving in a soldier course with a root barrier detail.

Install water tanks to collect surface water run-off as well as roof water for storage and reuse in irrigating the remaining lawn and bedding areas.

8.13.4 Potential Use Opportunities

Some parts of the grounds of The Lodge provide opportunities to adapt substantial spaces for a variety of temporary uses such as public and private functions. Two major spaces used for such functions – the northern lawn (beyond the original pergola terrace) and the western part of the southern lawn – could be better defined to allow much more flexible and less constrained use of these parts of the grounds (Actions 19 and 20). Other opportunities (Actions 21 and 22) are readily available to enhance privacy within the grounds by reinforcing visual screening at various places.

17. To assist in locating marquees within the northern grounds for temporary functions, consider removing the projecting central bed (not original or early) and re-establishing a lawn to the original line shown on the 1950 site plan. A gravelled walk could also be re-established at the periphery of the lawn to define the layout. This would enable an area extending from the west of the main entry drive to the large Algerian Oak to be used for temporary functions and provide more choice to locate structures as well as scope for post-function restoration of the grounds. (Existing plantings within the present projecting bed to be removed could be readily relocated elsewhere within the grounds.)
18. Similarly, where the western section of the southern lawn area is used for temporary functions, the existing projecting bed from the south could be reduced or removed to make more space (and more flexibility) for the location of large structures.
19. There are opportunities to re-introduce large coniferous trees within the grounds to reinforce screening for privacy as well as enhance an important aspect of the Interwar character of the site landscape. Spaces that have opened up along the northern boundary have also resulted in a loss of privacy to this important area of the grounds. Similarly, gaps have appeared along the southern boundary. Appropriate large coniferous tree species are listed at Volume 2 Appendix H in a Yarralumla nursery catalogue from 1925, when the nursery was near the end of Charles Weston's directorship.

8.14 Upgrading the Perimeter Fence and Gate

8.14.1 Description and Rationale

The fence needs maintenance, but the exact scope of works is yet to be defined. There is also some concern of visibility to The Lodge from Adelaide Avenue through the main gate. This can be assisted with plantings as mentioned in Section 8.14 Policy 49 and Clause 22 above re replacing the gate and further information below.

8.14.2 Potential Impact of Works

It is not possible to undertake a full impact assessment for upgrades as the full scope of work is not known but it is likely to include strengthening and a little or no change externally.



The gate to Adelaide Avenue may have a metal screen added which will have minimal impact if carefully designed and does not exceed the height of the adjacent fence.

Likely approval for the works

NCA will need to be advised and if there is any change externally then a works approval is likely. Minor internal changes are not likely to require works approval.

8.14.3 Proposed Development Controls

- The existing fence alignment to remain.
- All works to be to the interior of the wall.
- Repainting retain the same finishes and colours as the existing.
- As a front gate the design needs to suit a main entry and be a good quality design.

8.15 Access for People with Disabilities

The scope is undefined but a process is outlined in the HMP Policy 3 and should include:

- a designated parking space (can be in parking area where currently located),
- complying access to and through the main entry of the house from the site entry and from the designated parking space (this will need to overcome the front entry step and provide a better surface than gravel),
- access to all public rooms (which exists); and
- an accessible toilet (current one in the house is not conveniently located for guests). This would require careful design and probably some changes to existing toilet arrangements;

This will require more detailed investigation and assessment of impact and can be undertaken in stages and when opportunities exist.

Repair to northeast and southeast balconies and possibly northwest balcony

The scope is undefined but will involve lifting the existing tiles, repair to the membrane, relaying tiles to match existing to appropriate falls and ensure floor wastes operate. This is standard maintenance work and can proceed without other approvals.

Finishes and details should match existing.

8.16 Maintenance Work

8.16.1 Introduction

This section details the recommended works for The Lodge and its grounds. They are segmented into:

- Routine maintenance;
- Cyclical works; and
- Conservation works.

8.16.2 Routine Maintenance

These works include 'one-off' works to bring the place up to an acceptable standard of maintenance and repair, and to ensure that no further damage or deterioration is caused. These works are



required to bring the place and its fabric to a functional state regardless of its future use.

The key items are repair to balconies, particularly the northeast and southeast, to prevent leaking and damage to balcony below (refer also Section 8.16), and the perimeter fence and gate (refer also Section 8.14).

There are no other major items known and only cyclical works are required.

8.16.3 Cyclical Works

Cyclical maintenance is a system of providing regular inspections and repairs to a place. Cyclical maintenance is critical to the conservation of the place as it ensures any maintenance issues are dealt with before they become large issues or before they cause further damage to related elements. Cyclical maintenance should occur at least annually with every 6 months preferred. This is in addition to maintenance of equipment and fire protection.

If any of the inspections reveal potential issues, they should be investigated and repaired as a priority.

Exterior works

- Inspect entire exterior of the building for any evidence of damp;
- Clean out all gutters;
- Clean out all downpipes and drains;
- Inspect all external render for cracks;
- Inspect all external paintwork for cracks;
- Inspect the roof for any cracked or loose slates and stormwater goods;
- Inspect the flat area of the roof to ensure drainage is working correctly; and
- Ensure all window treatments are in good working order.

Interior works

- Inspect all rooms for evidence of damp, focusing on ceilings, walls and floors;
- Inspect all paintwork to ensure there are no damaged, cracked or bubbling areas;
- Inspect the finish of all joinery to ensure that it is in good condition;
- Inspect all windows to ensure they are in good working condition;
- Inspect all plumbing services to ensure there are no potential leaks;
- Inspect all floor coverings to ensure they are in good condition; and
- Inspect all light fittings to ensure they are in good condition

Gardens and Grounds

Essential work is detailed in Policies 17 - 65.

Policy 65 reinforces the need for ongoing ground maintenance and a detailed maintenance plan should be prepared.

8.16.4 Conservation Works

Conservation and restoration works have not been highlighted as a priority over the next five years



but there are several items listed in section 8.10 and detailed in sections 8.11 – 8.16 that need attention. These should be considered and could form the basis of future works programs.



9 CONSULTATION AND COMPLIANCE

Under the EPBC Act and EPBC Regulations, this HMP is required to be released for public comment and to meet specific content requirements,

In line with this requirement PM&C must seek, and consider, comments from anyone about the matters to be addressed by the HMP.

The Department released a call for public comment on this Draft HMP on 12 October 2022, with the public comment period closing on 9 November 2022. The call for public comment was published in *The Australian*, as well as on the Department's website.

While nil comments were received from the general public, substantive comments were received from DCCEEW. These comments related to compliance with the requirements of Section 341S of the EPBC Act and Schedules 7A and 7B of the EPBC Regulations. The comments from DCCEEW have been addressed in this version of the HMP. Tables outlining how this HMP addresses each of these requirements are set out below.

The following table lists the requirements for an HMP under Schedule 7A of the EPBC Act and how this HMP addresses each.

N	Requirements (Schedule 7A)	Compliance Comments
(a)	Establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	Complies: Executive Summary and Section 6.
(b)	Provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Complies: Executive Summary, Sections 5, 6, 7 and 8.
(c)	Provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Complies: Sections 2 and 3, and Tables 1-3. Further details are contained in Volume 2.
(d)	Provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Complies: Section 4.
(e)	Describe the condition of the Commonwealth Heritage values of the place; and	Complies: Section 4.5 and Tables 1-3.
(f)	Describe the method used to assess the Commonwealth Heritage values of the place; and	Complies: Section 4 and Appendix I, Volume 2.
(g)	Describe the current management's requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Complies: Sections 4 and 8.
(h)	Have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	Complies: Sections 4 and 6 (specific policies set out below)
(h)	(i) The management and conservation processes to be used.	Complies: Policies 1, 2, 4 and 5. Section 8 and Figure 21.
(h)	(ii) The access and security arrangements, including access to the area for Indigenous people to maintain cultural traditions;	Complies: Policies 3, 68, 69, 74 and 76. Section 8.
(h)	(iii) The stakeholder and community consultation and liaison arrangements;	Complies: Policies 5, 69 and 76. Section 5.6.3 Section 8.2.



N	Requirements (Schedule 7A)	Compliance Comments
(h)	(iv) The policies and protocols to ensure that Indigenous people participate in the management process;	Complies: Policy 76.
(h)	(v) The protocols for the management of sensitive information.	Complies: Policies 9, 76 and 77. Section 8.3.
(h)	(vi) The planning and management of works, development, adaptive reuse and property divestment proposals;	Complies: Policies 1, 2, 3, 5, and 10-65. Sections 4 and 8.
(h)	(vii) How unforeseen discoveries or disturbance of heritage are to be managed;	Complies: Policies 6 and 75.
(h)	(viii) How, and under what circumstances, heritage advice is to be obtained;	Complies: Policy 6 and Figure 21.
(h)	(ix) How the condition of Commonwealth Heritage values is to be monitored and reported;	Complies: Policies 7, 9 and 78. Section 6.2.7.
(h)	(x) How records of intervention and maintenance of a heritage places register are kept;	Complies: Policies 7 and 78.
(h)	(xi) The research, training and resources needed to improve management;	Complies: Policies 5 and 8.
(h)	(xii) How heritage values are to be interpreted and promoted; and	Complies: Policies 70-74.
(i)	Include an implementation plan; and	Complies: Section 8.
(j)	Show how the implementation of policies will be monitored; and	Complies. Policy 78. Section 8.
(k)	Show how the management plan will be reviewed.	Complies: Policy 7.

The following table lists the requirements for an HMP under Schedule 7B of the EPBC Act and how this HMP addresses each.

Regulation reference	Schedule 7B – A management plan must address the following:	Report Sections
Schedule 7(B) 1	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage Values.	Values in Sections 4 and 6.
Schedule 7(B) 2	The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Policies 2, 6 and 76. Figure 21.
Schedule 7(B) 3	The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	Sections 4.4, 5 and 6.



Regulation reference	Schedule 7B – A management plan must address the following:	Report Sections
Schedule 7(B) 4	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Section 4, Table 1, Policies 66 and 67.
Schedule 7(B) 5	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: <ul style="list-style-type: none"> a) a) Have a particular interest in, or associations with, the place; and b) b) May be affected by the management of the place. 	Policies 70–74 and 76.
Schedule 7(B) 6	Indigenous people are the primary source of information on the value of their heritage and that the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values	Section 5.6.2, Policies 75 and 76.
Schedule 7(B) 7	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Policies 4, 5, 7 and 78.

