

# STATEMENT OF HERITAGE IMPACT FOR ANZAC PARK EAST

prepared by

Eric Martin and Associates

For

APG



10/68 Jardine St  
KINGSTON ACT 2604  
Ph: 0262606395  
Fax: 02 62606413  
Email: [ema@ema.com.au](mailto:ema@ema.com.au)

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## ATTACHMENT 1 DRAWINGS



## 1. INTRODUCTION

The replacement of Anzac Park East (and West) has been accepted with planning and heritage controls so that the impact of the Portal Buildings at the end of Anzac Parade do not adversely affect the significance of Anzac Parade and the Vista from Parliament House to the Australian War Memorial.

This report discusses the impact of the proposed replacement of Anzac Park East.

The report has been prepared by Eric Martin AM of Eric Martin & Associates.

## 2. HERITAGE STATUS

The previous building is on the Commonwealth Heritage List<sup>1</sup> as the Parliament House Vista Extension – Portal Buildings and the site is included as part of the Parliament House Vista HMP<sup>2</sup> and the Anzac Parade Heritage Management Plan<sup>3</sup>.

The Parliament House Vista Heritage Management Plan has the following Statement of Significance<sup>4</sup>

*The Parliament House Vista area is a large and complex landscape with a range of values related to its history and historical associations, unique evolving design, aesthetic value, creative achievement and social value. Some of these are of outstanding value to the nation (potential National Heritage) while others are of significant heritage value (Commonwealth Heritage). The area contains many places of recognised and individual heritage significance, many of which contribute to the values of the broader area.*

*The Parliament House Vista is of outstanding heritage value to the nation because it is strongly associated with and a focus of the history of politics and government in Australia, the development of Australian cultural life and national identity, and the development of Canberra as Australia's national capital, including the initial design by Walter and Marion Griffin for the city (1911, later revised), and subsequent designs notably by William Holford and the National Capital Development Commission. The result is a layering of designs which have built upon or consciously departed from the Griffins. This complex, evolving design is an important part of the story of the national capital and the Parliament House Vista in particular.*

*Canberra was created following 1911 as the new Australian national capital. It was based on the Griffins' design for the city and the Parliament House Vista contains the core of this design as realised. The Parliament House Vista is the heart of the national capital and contains prominent national institutions such as Old Parliament House which was the home of the Commonwealth Parliament from 1927-88, the Australian War Memorial from 1941, as well as many other national institutions and government office buildings. It is also the location for a large range of other memorials and commemorative plantings dating back to the 1920s, and the area continues to be the focus of such activities. The area is also significantly associated with political protest, especially in the vicinity of Parkes Place.*

*The Parliament House Vista is of outstanding heritage value to the nation because of its landscape history which is:*

- unique within Australia as an ongoing realisation of the establishment of a national place in an attempt to give a strong identity to the core of the national capital;*
- a record of an evolution of different ideas in landscape design in Australia from the Federation Period to the present, related also to the development of Landscape Architecture as a profession in Australia; and*
- it is unparalleled in any other Australian city because the physical evolution has allowed a tradition of landscape architecture and horticulture to be developed.*

*(Criterion (a))*

<sup>1</sup> Parliament House Vista Extension – Portal Buildings, Place No 105470

<sup>2</sup> <https://www.nca.gov.au/planning-and-heritage/heritage/heritage-management-plans/parliament-house-vista-heritage-management>

<sup>3</sup> <https://www.nca.gov.au/planning-and-heritage/heritage/heritage-management-plans/anzac-parade-heritage-management-plan>

<sup>4</sup> PHVHMP p 174-177



*The landscape of the Parliament House Vista is arguably of outstanding heritage value as it is unique within Australia as a designed national place, or indeed as a series of component national places, evolving over time and contributing to this larger national landscape.*

*(Criterion (b))*

*The Parliament House Vista is of significant heritage value to the Canberra community for its aesthetic qualities. It evokes an emotional response from the community for whom it is a place of dramatic and powerful views, such as the large scale and sweeping views along the Land Axis to the terminal features, and also a place of reflection and contemplation. They value the juxtaposition of bush with the formality of the built environment. The aesthetic values specific to the design and setting of the Parliament House Vista are also recognised, along with the integration of the architectural elements into the overall Griffins' design.*

*The Canberra community and, in particular, the veterans/family of veterans among them, value the visual link between the Parliament House and the Australian War Memorial which represents the democratic values of the Australian nation and the sacrifices made to uphold them.*

*The Parliament House Vista is of outstanding value to the nation because of its aesthetic values to Australians. It is the most highly recognised part of Canberra for Australians – evoking Canberra and its important meanings and associations. Its aesthetic values as a symbolic and powerful landscape are clearly evidenced in the high recognition of the Parliament House Vista. The aesthetic characteristics of the Parliament House Vista are strongly connected to its symbolic meanings, and are highly recognised and valued by Australians.*

*(Criterion (e))*

*The Parliament House Vista is of outstanding heritage value because of its creative achievement as a complex of gardens, united by landscape design, intimately bound into the architectonic structure of the various precincts, and set within the context of the National Triangle parklands. The area has evolved through layers of natural history, planning concepts and human use – as the Griffins' core organising principle of the intersecting Land and Water Axes. The Parliament House Vista is significant as an example of City Beautiful urban planning with Garden City influences. It displays design excellence through the use of natural features to generate a strong planning geometry and broad symmetry which is reinforced by introduced features such as the lake, buildings, plantings, parklands, gardens and road system. There is a masterly synthesis and ordering of topography and functions creating a symbolic and visually dramatic landscape.*

*The study area is important for components and qualities reflecting modern or twentieth century planning and urban design, many of which relate to the landscape. The Griffins' design responded creatively to the landscape features of the site, and the form of the city being in the landscape and provision of extensive open spaces both reflect the development of modern town planning from the early twentieth century. Indeed, the design contained the most dramatic and compelling assemblage of modern town planning ideals. The Griffins' design provides the foundations for the current Parliament House Vista area. Some core elements or qualities of this design have been realised although later significant planning contributions have now produced the layered landscape experienced today.*

*The Parliament House Vista is important for its design pattern of large landscapes and waterscapes with treed avenues and bridges providing framing elements, the terminal vista features of the Australian War Memorial and Mount Ainslie at the northern end and Parliament House at the southern end, and with the Carillon and Captain Cook Memorial Water Jet creating balanced vertical features in the water plane. Avenues of trees and Lombardy Poplars as sentinels at key locations provide colour, character and contrast – all emphasising the symmetrical design – and the green/irrigated grass, especially of the Land Axis, makes a strong contribution to the composition. There are many important smaller component parklands and gardens which enhance the landscape with rich details of texture, colour, fragrance and in some cases, art works and water features.*





*The Parliament House Vista study area demonstrates different approaches to landscape design in an attempt to create a distinctive identity for the core of the national area, and integrate them into a harmonious composition as open space at the scale of the indigenous open forest/woodland structure of the region. In addition, these designs seek to provide an appropriate scale for the built elements in an integrated way, reflecting the tradition of the City Beautiful Movement.*

*A balance of formal and informal landscape treatment has been achieved through the integration of indigenous natural values and cultural values.*

*These many features provide a rich texture to the Parliament House Vista.*

*(Criterion (f))*

*The Parliament House Vista has significant social heritage value for both the Canberra and Australian communities.*

*The Parliament House Vista is of social significance to the Canberra community as a place which represents and embodies the ideals of Australian values and nationhood. The Canberra community values the Parliament House Vista as an icon and landmark and as the heart of the city.*

*The Parliament House Vista is a place which the Canberra community values as an important element in the continuum of both local and national history. This sense of history and of place engenders feelings of belonging and pride and the Canberra community feels it holds the layers of values and stories, as embodied in the area, in trust for the nation.*

*The Parliament House Vista is valued highly for its accessibility, as a gathering and meeting place, and as a beautiful place in which to be. The Canberra community has a deep attachment to the idea that the Parliament House Vista is a place for all Australians.*

*The Parliament House Vista is an iconic image of Canberra which represents the city to the nation and, potentially, internationally. For those Australians who have visited Canberra, the Parliament House Vista is the central iconic image representing a key element of the overall Griffins' design for Canberra, the nation's capital.*

*(Criterion (g))*

*The study area has outstanding heritage value for its special association with Walter Burley Griffin. Griffin was the lead designer of the original plan for Canberra as the national capital, and the Parliament House Vista is the core of the design and is probably the major part of the design which has actually been realised.*

*The Parliament House Vista also has significant heritage value for its special associations with:*

- Sylvia Crowe, an important landscape architect, especially in Britain but also in Australia – responsible for the masterplan for Commonwealth Park, apparently her only Australian design and a major component of the study area;*
- John Crust and Emil Sodersten, as important architects, especially for their design of the Australian War Memorial – this being a crucial and prominent building in the Parliament House Vista;*
- Marion Mahony Griffin, important as the contributing designer of the original plan for Canberra as the national capital, including especially the Parliament House Vista;*
- William Holford, a leading British architect and town planner who is important for his influence on the design of Canberra as the national capital, including in particular the Parliament House Vista;*
- John Smith Murdoch, an early and significant architect in the Commonwealth Government – designer of the Old Parliament House and East and West Blocks, being a crucial and prominent group of buildings in the development of the area;*



- *National Capital Development Commission staff, who played key role in planning, developing and constructing Canberra including a large number of major components within the study area, or which have otherwise had a major impact on the area;*
- *Harry Oakman, an important landscape designer and author, instrumental in the development of Commonwealth Park and other landscaping in the Parliament House Vista;*
- *John Overall, who led the NCDC during its foundation period which saw a dramatic acceleration in the development of Canberra after a long period of neglect, including in particular completion of Lake Burley Griffin;*
- *John Sulman, an important architect and town planner who played a major role in the development of Canberra – a key advocate for the Old Parliament House development, being a prominent building in the study area; and*
- *Thomas Charles George Weston, an important figure being responsible for the early detailed plantings which are a major feature of Canberra, including notably the Parliamentary Zone*

(Criterion (h))

Policy 42<sup>5</sup> Protection of the Setting makes specific reference to the portal buildings (Policy 42.3) identifying them as of high priority and timetable as ongoing.

The Anzac Parade HMP<sup>6</sup> has the following Statement of Significance

*Anzac Parade (the National Heritage section between Constitution Avenue and the Australian War Memorial) is of outstanding heritage value because of its importance in Australia's history, as a rare form of commemoration of the relationship between Australia and New Zealand, for its aesthetic qualities, its creative achievement, social values and special associations. Many of these values are shared with or related to the adjacent Australian War Memorial, and the Parade and Memorial are a single National Heritage place. Anzac Parade also makes a substantial contribution to the Commonwealth Heritage values of the Parliament House Vista area.*

*Anzac Parade has outstanding heritage value to the nation because of its important role in the development and national life of Canberra as Australia's national capital. Each and every local and capital city equivalent, whether a memorial, community facility or avenue of trees that is dedicated to the same commemorative purpose, is symbolically linked to the sentiments that find their national expression in Anzac Parade and the Australian War Memorial.*

*Anzac Parade is of outstanding heritage value given its role in national commemorative activities related to war since 1965, contributing to the development of Australian cultural life and national identity. Anzac Day is a particular focus of commemoration. The Australian War Memorial from 1941 is an important precursor to the development and later role of the Parade.*

*The Australian War Memorial and, to a lesser extent, the other memorials in the Parade have and continue to play a very important role in fostering aspects of national identity. The various wars in which Australia has participated have had a major impact on its people and their history. While there are many other memorials in Australia which commemorate wars and those who died, only the Australian War Memorial serves as a national shrine for all Australians, and the Memorial and Anzac Parade continue to serve as a focus for commemoration.*

*Collectively, the individual memorials are also the ongoing focus of substantial national commemorative activities.*

*The commemoration of war has been a major theme in Australia's national history, and Anzac Parade, while not an early expression of this theme, has become an important national focus.*

<sup>5</sup> PHVHMP p258

<sup>6</sup>[https://www.nca.gov.au/sites/default/files/consultation/Draft%20Heritage%20Management%20Plan\\_Anzac%20Parade%20-%20Canberra.PDF](https://www.nca.gov.au/sites/default/files/consultation/Draft%20Heritage%20Management%20Plan_Anzac%20Parade%20-%20Canberra.PDF) p121



*Anzac Parade is also a conspicuous and major part of the Land Axis, and its concept is strongly associated with the Griffins' vision and plan for Canberra, as a major structural planning element around which the city was conceived and developed. While the work of the National Capital Development Commission in the 1960s has dramatically reconceptualised Anzac Parade in response to the changed character of the northern Land Axis through the placement of the Australian War Memorial, the overall result is a layering of designs. In historical terms, this complex, evolving design is an important part of the story of the national capital, the Land Axis and Anzac Parade in particular.*

*Anzac Parade contributes to the iconic qualities of the National Heritage place which includes the Australian War Memorial. Together they reflect changing concepts of commemoration. The Parade is also unique as a ceremonial space of such grandeur in Australia. (Based on the National Heritage official values.)*

*(Criterion (a))*

*Anzac Parade is of outstanding heritage value by being rare within Australia in commemorating the Anzac spirit and the relationship between Australia and New Zealand through a formal symbolic landscape composition.*

*The Parade appears to have a comparatively stronger formal symbolic landscape composition than other such places, and it is also more overt in its symbolism of the Australian and New Zealand link.*

*The Parade is part of the one of the major cultural landscapes in Australia, and is unique for its grandeur as a ceremonial space. (Based on the National Heritage official values.)*

*(Criterion (b))*

*Anzac Parade is of outstanding heritage value because its aesthetic qualities are widely recognised across the Australian and Canberra communities, and in the armed services community. It is recognised as a powerful and iconic place, and its purpose and meanings are widely recognised, and add to its power to move people emotionally.*

*Anzac Parade, as major part of the Land Axis, is part of Canberra's signature.*

*Individual memorials offer powerful experiences of place and time, especially for those with a connection to that memorial, but also for visitors who choose to engage more closely.*

*The Parade is far more distinctive and dramatic compared to other major Australian war memorials. (Based on the National Heritage official values.)*

*(Criterion (e))*

*Anzac Parade is important as part of the Land Axis and Parliament House Vista, as part of the core of the planned city of Canberra, and as a landscape of outstanding heritage value. Its current specific form is also outstanding as a highly symbolic and formal landscape.*

*While the original function of what is now Anzac Parade changed, especially after World War 2, its role as a part of the Land Axis remains as one of the major and fundamental components of the planned city.*

*Anzac Parade is also outstanding as a highly symbolic and formal landscape. It demonstrates a formal approach to landscape design which reflects both the structure of the Land Axis and the nature of commemorative places. In a creative sense it integrates these two qualities in a symbolic manner. The Parade uses formality and a symbolic contrast through plant selection, and ultimately the character of the expression of that planting. The Australian and New Zealand plantings contribute to the Anzac symbolism. The formal design also works to integrate the Australian War Memorial landscape with the Land Axis generally.*

*The collection of memorials represent a substantial creative achievement, reflecting changing and differing artistic responses over time to a commemorative purpose. In addition, the New Zealand Memorial makes an important and distinctive contribution to the Parade as symbolic*



*and visual terminating features, providing a sense of the southern end of the memorial parade. These appear as the last of the memorials which, fittingly, commemorate the New Zealand connection. The form of the memorial is highly symbolic in this role – as two handles of the one basket, which also arc towards each other over the Parade – all to provide an end to the memorial section of the Parade.*

*The street lighting is also an important contributing element to the overall landscape of the Parade. It displays a high degree of care and quality in its design and materials, and the overall lighting composition has been carefully designed to enhance the visual quality of Anzac Parade.*  
(Criterion (f))

*Anzac Parade has outstanding heritage value because it symbolises key ideas about being Australian, and is a reference point in how Australians see themselves. For Canberrans, Anzac Parade is part of the highly valued Land Axis and vista, a formal landscape that is a source of pride.*

*Anzac Parade and specific memorials represent valued past and contemporary relationships between nations.*

*The memorials in Anzac Parade hold deep meanings for people associated with military service, their families and colleagues.*

*Anzac Parade symbolises service, sacrifice and armed services traditions, and for some demonstrates how democracy is maintained and at what price.*

*Anzac Parade symbolically tells the many stories of those who served in Australia's defence forces overseas – it contributes to their understanding of their own experience, and is a place where people go to remember and reconnect.*

*Anzac Parade and specific memorials are a focus for grief and grieving.*

*Individual memorials and the memorials as a whole are highly valued by the armed services community for the recognition they offer to those who served, especially for those whose service lacked recognition and respect at the time.*

*The space at each memorial and the space of Anzac Parade is highly valued by the armed services community as a place for ceremony, commemoration and ritual, both personal and shared.*

(Criterion (g))

*Anzac Parade has outstanding heritage value because of special associations with those who served in the armed forces, those who died, and for their families. These associations can relate to particular memorials as well as the whole Parade, as places of national as well as personal commemoration. This group of people is highly important in Australia's history because wars and military service have been key defining themes in Australia's history.*

*The Parade also has a special association with Walter Burley Griffin and Marion Mahony Griffin, as part of the Land Axis and broader city design. The Canberra design is the Griffins' most important work. The study area is a major part of the core of the design for Canberra, and is a key part of the design which has actually been realised, albeit in a modified form. The Griffins are important figures in Australia's history for their role in designing the national capital.*

*The Parade has a special association with the Returned & Services League of Australia. (Based on the National Heritage official values.)*

(Criterion (h))

Policies of particular relevance to the Portal Buildings are:

- *protecting the setting of Anzac Parade, including the forested character of Mount Ainslie (Policy 32);*



- *management of the remnant sections of plantations in front of the former Anzac Park East Building site and remaining Anzac Park West Building (the Portal Buildings), consistent with the management of the other plantations in Anzac Parade (Strategy 32.3);*
- *ensuring preservation of the symmetrical portal effect of the former Anzac Park East and current Anzac Park West buildings (Strategy 32.5);*
- *protection of views and vistas to and from the Parade (Policy 33)*

The following specific comment is made concerning new developments<sup>7</sup>

*Another issue is the future replacement of the Anzac Park East and West buildings, and the need to preserve the portal effect.*

### **3. PARLIAMENT HOUSE VISTA EXTENSION AREA HERITAGE MANAGEMENT PLAN 2010**

This HMP includes an extension of the vista to include the Portal Buildings (Anzac Park East and West).

However the portal buildings are not identified as individually significant in Section 6.1.

Policy 42 Protection of the Setting states:

*The NCA will protect the setting of the Parliament House Vista to the extent possible within its powers. Beyond this, the NCA will encourage such protection for those areas which fall outside its responsibilities.*

*The NCA will protect the forested character of the surrounding hills, and will protect or encourage protection of views to the hills from within the Parliament House Vista.*

*Commentary: The NCA has planning control over the surrounding hills and a large part of the river valley. However, much of the valley is under the planning control of the ACT Government.*

*It is noted the study into the impact on the Vista of future developments along Constitution Avenue recommended a range of additional plantings (Lester Firth & Associates 2007).*

*Depending on the final proposal for the intersections of King Edward Terrace and Commonwealth and Kings Avenues, there may be an impact on the mature trees in median strips of the avenues. The Department of Parliamentary Services is interested in any impact on these trees, as this may affect the relationship of Parliament House to its vista and approach.*

*The changes to the Kings Avenue/Parkes Way intersection are within the setting, and should be considered in the light of this policy.*

#### *Implementation Strategies*

*42.1 The NCA will liaise with the ACT Planning and Land Authority to encourage protection of that part of the setting within the control of ACTPLA.*

*42.2 The NCA will take particular care to ensure the protection of the forested character of Mount Ainslie, especially in views along the Land Axis.*

*Any new development on Mount Ainslie should have, at most, minimal visual impact from within the Vista, and be subject to an impact study.*

*42.3 The NCA will at least consider the conservation of the Anzac Park East and West Buildings (the Portal Buildings), given their important contribution to framing the Land Axis vista.*

*42.4 In addition, the NCA will further consider the potential impact of developments in accordance with the National Capital Plan proposals for Constitution Avenue taking into account:*

<sup>7</sup> Ibid p 4

Another issue is the future replacement of the Anzac Park East and West buildings, and the need to preserve the portal effect.





- the existing tree heights in the area; and
- if there is any discrepancy between potential development height and existing canopy height, what is the timeframe for the existing or proposed trees to match the development, especially if the current drought continues.

#### 4. PARLIAMENT HOUSE VISTA EXTENSION - PORTAL BUILDINGS

The citation from the Commonwealth Heritage List for the Parliament House Vista Extension – Portal Buildings<sup>8</sup> includes the following statement of significance:

*The Portal Buildings are important for their association with the push to transfer public servants from Melbourne to Canberra in the 1960s under the Liberal Government of Sir Robert Menzies. They are also important for their association with the consultancy of Sir William Holford and the views of the Senate Select Committee, which saw Canberra as a unified city in which background buildings in a monumental style functioned both as symbols of government and Australian unity. In this respect the Portal buildings are an expression of the National Capital Development Commission (NCDC) which adopted the views of Holford and the Senate, and interpreted them in terms of the formal composition of Walter Burley Griffin's plan for Canberra, with its cumulative massing, axiality and avenues. (Criterion A.4 and criterion H.1)*

*(Themes: 4.2 Supplying urban services, 5.4 Working in offices, 7.5 Developing administrative structures and authorities)*

*As symbols of government, the monumental Portal Buildings are located on Walter Burley Griffin's land axis, Anzac Parade, and the municipal axis, Constitution Avenue, which defines the northern side of the Parliamentary Triangle area in the heart of Canberra, and frame the Parliamentary vista at its transition from land to lake. The Portal Buildings exhibit a monumental character through strongly modelled structural bays, emphasised by the vertical emphasis of the columns and the use of sandstone cladding to the structural elements of the elevations, and are important elements of Civic Design in the urban setting of Canberra. (Criterion E.1)*

*Designed by NCDC architect Gareth Roberts in conjunction with the Commonwealth Department of Works Chief Design Architect Richard Ure, the buildings clearly illustrate NCDC policy in the form and scale of the building envelopes which were determined by the NCDC architect, with the architectural expression developed by the consultant architect. The two buildings are important examples of this design process and the prevailing use in Canberra during the 1960s of the stripped classical interpretation of the International Style of architecture. (Criterion D.2)*

And lists the official values as:

##### **Criterion A Processes**

*The Portal Buildings are important for their association with the push to transfer public servants from Melbourne to Canberra in the 1960s under the Liberal Government of Sir Robert Menzies. They are also important for their association with the consultancy of Sir William Holford and the views of the Senate Select Committee, which saw Canberra as a unified city in which background buildings in a monumental style functioned both as symbols of government and Australian unity. In this respect the Portal buildings are an expression of the National Capital Development Commission (NCDC), which adopted the views of Holford and the Senate, and interpreted them in terms of the formal composition of Walter Burley Griffin's plan for Canberra, with its cumulative massing, axiality and avenues*

##### **Attributes**

*The building's use as public service offices, their monumental character and their relationship to ANZAC Parade and the Land Axis.*

##### **Criterion D Characteristic values**

<sup>8</sup>[https://www.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=105474](https://www.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=105474)



*Designed by NCDC architect Gareth Roberts in conjunction with the Commonwealth Department of Works Chief Design Architect Richard Ure, the buildings clearly illustrate NCDC policy in the form and scale of the building envelopes which were determined by the NCDC architect, with the architectural expression developed by the consultant architect. The two buildings are important examples of this design process and the prevailing use in Canberra during the 1960s of the stripped classical interpretation of the International Style of architecture.*

*Attributes*

*The buildings' stripped classical interpretation of the International Style of architecture, plus their form and scale.*

**Criterion E Aesthetic characteristics**

*As symbols of government, the monumental Portal Buildings are located on Walter Burley Griffin's land axis, Anzac Parade, and the municipal axis, Constitution Avenue, which defines the northern side of the Parliamentary Triangle area in the heart of Canberra, and frame the Parliamentary vista at its transition from land to lake. The Portal Buildings exhibit a monumental character through strongly modelled structural bays, emphasised by the vertical emphasis of the columns and the use of sandstone cladding to the structural elements of the elevations, and are important elements of Civic Design in the urban setting of Canberra.*

*Attributes*

*The aesthetic values of the individual buildings evident in strongly modelled structural bays, the vertical emphasis of the columns and the use of sandstone cladding, plus their paired relationship and framing of the Parliamentary Vista evident in their monumental character either side of the land axis.*

**Criterion H Significant people**

*The Portal Buildings are important for their association with the push to transfer public servants from Melbourne to Canberra in the 1960s under the Liberal Government of Sir Robert Menzies. They are also important for their association with the consultancy of Sir William Holford and the views of the Senate Select Committee, which saw Canberra as a unified city in which background buildings in a monumental style functioned both as symbols of government and Australian unity. In this respect the Portal buildings are an expression of the National Capital Development Commission (NCDC) which adopted the views of Holford and the Senate, and interpreted them in terms of the formal composition of Walter Burley Griffin's plan for Canberra, with its cumulative massing, axiality and avenues.*

*Attributes*

*Their role as public service offices, their monumental character, their massing and their axial location within the Parliamentary Vista's formal landscape composition.*

## 5. NCA CONTROLS FOR DEVELOPMENT

These are set out in a separate document *Anzac Park East and West Detailed Conditions of Planning Design and Development*.

The objectives<sup>9</sup> are:

- *Ensure the visual integrity of the Parliament House Vista by contributing to the framing of the land axis.*
- *Establish the site as a prestigious address for a landmark built form.*
- *Define a distinctive and geometrically engaging built character consistent with the national importance of the locality.*
- *Ensure the new Portal Buildings, as landmark elements of the sites, are of the highest architectural standard and appropriate to the location.*

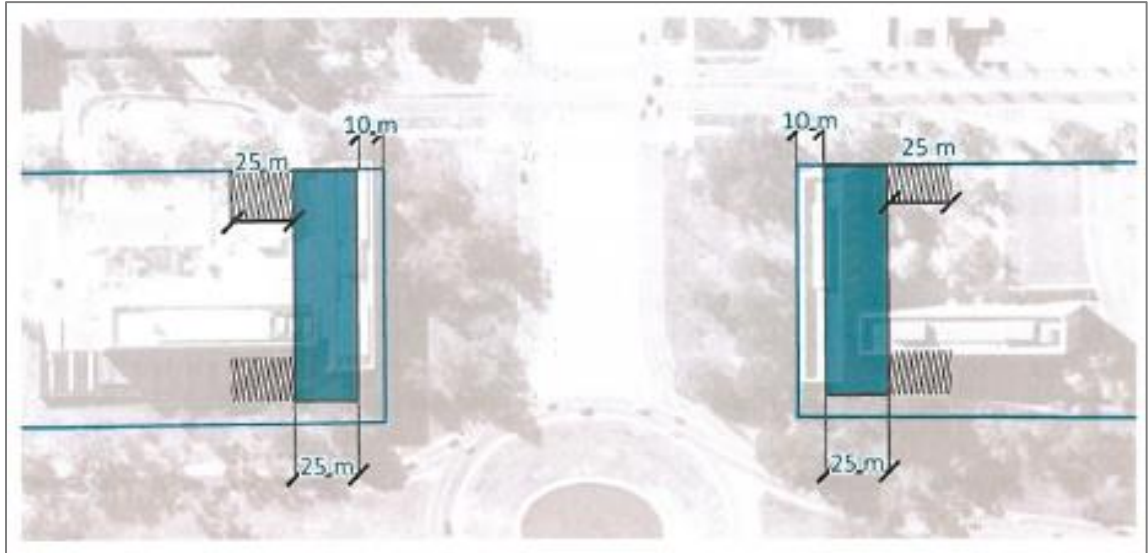
<sup>9</sup> *Anzac Park East and West Detailed Conditions of Planning Design and Development. 6 April 2017, p17*





The Development Conditions<sup>10</sup> are:

- *The area of the site where RL600 is permissible must be as close to 25 wide metres as is practicable, on its Constitution Avenue and Parkes Way frontages as depicted in Figure 11. No elements of the buildings shall exceed RL600.*



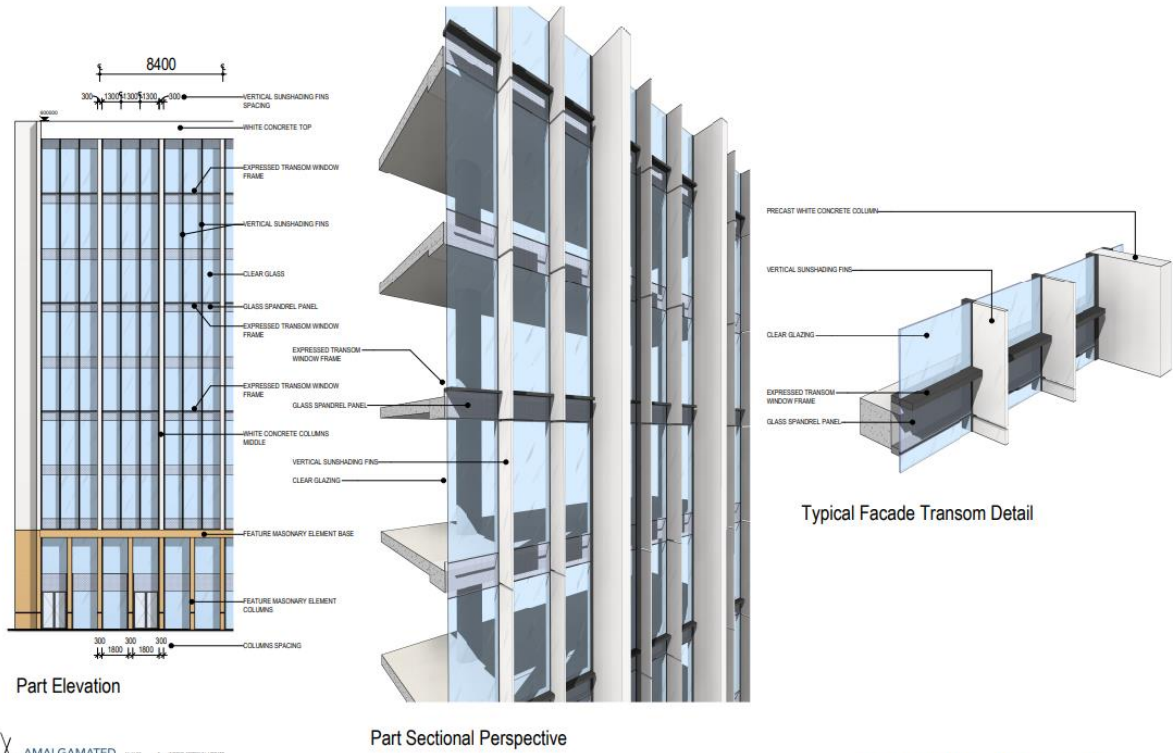
**Figure 1: Required Portal Building Development Layout and Setout**

Source: NCA, Anzac Park Est and West Detailed Conditions of Planning Design and Development, 6 April 2017

- *Buildings shall be orientated and shaped as to reinforce the portal and framing effect on the Parliament House Vista. This requires a rectilinear design parallel to Anzac Parade.*
- *A buffer between the Portal Buildings (a no-build zone) and any other built form on the site is shown hatched in Figure 11. These areas are to be 25 metres wide.*
- *Protruding balconies or articulation elements are not permitted on building facades within the portal area (ie. where the permissible building height is RL600). These elements should be recessed into the built form.*
- *Glazed or open balconies are not permitted.*
- *Fan coil units, heat pumps or similar mechanical plant and equipment must be fully screened and are not permitted on balconies.*
- *Where clothes drying or storage units are proposed, they must be screened and integrated into the building design.*
- *Built form, massing and height will have significant influence on the character of Anzac Parade, Constitution Avenue as well as the wider CNA. Built form should be carefully developed with appropriate consideration of pedestrian comfort and amenity at street level, amenity to users of buildings, and visual impact on the surrounding and broader landscape structure of the CNA.*
- *Buildings are to have a predominantly vertical expression of articulation elements and not include transparent elements. Curtain wall glazing and predominantly glass facades will not be accepted.*
- *Plant and lift overruns must be incorporated as an integral part of building design of buildings such that they are not visible from Anzac Parade, the Parliamentary Zone or Parliament House.*
- *Building facades and materials used shall exhibit richness in texture and design quality.*

<sup>10</sup> Ibid, p 17-18





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Part Sectional Perspective

FACADE DETAIL - ANZAC PARADE

ANZAC PARK EAST - PORTAL BUILDING Block 2 Section 4 Parkes 18.27 WA-06-02 (3) 1: 100@A1 11.11.22

Figure 3: Façade Detail – Anzac Parade Base



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EXTERNAL FINISHES PALETTE

ANZAC PARK EAST - PORTAL BUILDING Block 2 Section 4 Parkes 18.27 WA-10-02 (11) @A1 20.09.22

Figure 4: External Finishes Palette







Figure 6: Ground Floor Plan



Figure 7: Anzac Parade Perspective

## 6.2 Landscape

The landscape proposal retains the avenue of trees along Anzac Parade which are outside the site.

The detailed landscape closest to the main Portal building includes some smaller scale break out spaces with paving, integrated seating and small formal deciduous trees with low understorey planting.

This is illustrated in the landscape concept plan below.

LANDSCAPE  
CONCEPT PLAN



Figure 8: Landscape Concept Plan

### 6.3 Overall Development

East of the Portal building are five blocks of residential units (A, B, C, D and E) with open space and landscape around them. These are outside the area of heritage interest on the site. The renders of Blocks A and B in Attachment 1 have removed some trees along Parkes Way to show the built form but the blocks will sit among the Eucalypt trees along Parkes Way. There is a large public space behind the portal building as illustrated in page 3 of Attachment 1 and Figure 9.

## 7. COMMENT

### 7.1 Heritage Values

#### 7.1.1 Parliament House Vista

The landscape in front of the building on Anzac Parade is replaced but does not affect the overall heritage values (Criterion b).

The aesthetic values of the vista overall are not affected (Criterion e).

The balance of formal and informal landscape treatment is not affected by the proposal (Criterion f).

Social values (Criterion g) and associational values (Criterion h) are not affected.

The statement of significance considers the overall vista with no concentration on an individual building so it is not affected by the proposal.

Comment on the relevant policies is:





- 32 The overall setting of Anzac Parade is modified with a new building but the impact overall is minor as the building location, height and design is controlled.
- 32.3 The management of the plantations are outside the site and not affected.
- 32.5 Symmetry will not exist until Anzac Park West is replaced to match the new Anzac Park East. This is understood and accepted.
- 33 The views to and from the parade are not affected as there are planning and height controls placed on the new building.

### 7.1.2 Parliament House Vista Extension Area

Although this includes a number of buildings within the Parliamentary Triangle the Portal Buildings are not identified for individual consideration.

However Policy 42.3 requires a pair of portal buildings to remain, which they will, even though they will be different until Anzac Park West is also replaced.

There will be some impact while the difference exists but this has always been the understanding and has been accepted.

### 7.1.3 Parliament House Vista Extension Portal Buildings

The replacement buildings will lose the associational values with NCDC, Gareth Roberts and Richard Ure.

The symbolic function will remain although with a new building.

The use as offices remains.

#### *CRITERION A PROCESSES*

These attributes will remain although replaced with a new building.

#### *CRITERION D CHARACTERISTIC*

Although the building will be replaced the attributes of symmetry, international style and the elegance are also manifested in the new building.

#### *CRITERION E AESTHETIC*

There is a strong modelling of the structural bays and a vertical emphasis will remain and in the long term the paired relationship will be reinstated.

The use of stone on the lower level is strongly supported. The upper levels of polished pre-cast concrete are not the same as natural stone but the design has a monumental character.

The aesthetic values are affected to a minor degree.

#### *CRITERION H SIGNIFICANT PEOPLE*

These values are affected as the building is being replaced.

The other values created by the new design as discussed above remain.

## 7.2 NCA Planning Controls

### Objectives

These are generally met but the geometrical form is elegant and simple but not distinctively engaging. The use of stone on the lower levels is consistent with the material suggested. The white pre-cast concrete is not the quality of natural sandstone but as this only occurs above the lowest 2 floors it is considered acceptable. We understand that samples of the precast concrete and stone will be confirmed by NCA.

It is a landmark building of high architecture standard and appropriate to the location.

### Development Conditions

These are met with the following comments.





The width of the building is 26.450m which is close to 25m required.

The facade is quite well defined by vertical elements, the stone, white concrete, glazed spandrels and vertical sun shading fins.

The building façade does have a variety of textures and an elegant design quality.

The heritage values are discussed above under the various heritage listings and management plans. The colour of polished concrete and glass is different to the natural sandstone and windows that existed. However the building provides a suitable portal to Anzac Parade although different to its predecessor.

### **7.3 Development East of Portal Building**

These are outside the area of heritage interest on the site and the buildings and landscape have no impact on the heritage values.

### **7.4 EPBC Approval Notice**

Two conditions of the EPBC Approval Notice are discussed below.

#### **Condition 7**

High value trees within the Parkes Way verge are being retained.

#### **Condition 10**

The current proposal is to add interpretation material in Anzac Park East Portal Building foyer which will explain the history and significance of the site. This will engage all those who work in or visit the building. Another opportunity for interpretation is in the extended public spaces between the entry of the new Portal Building and Building E.

## **8. CONCLUSION**

The proposed new Anzac Park East Portal Building provides an elegant replacement to the existing building and a suitable landmark at the end of Anzac Parade.

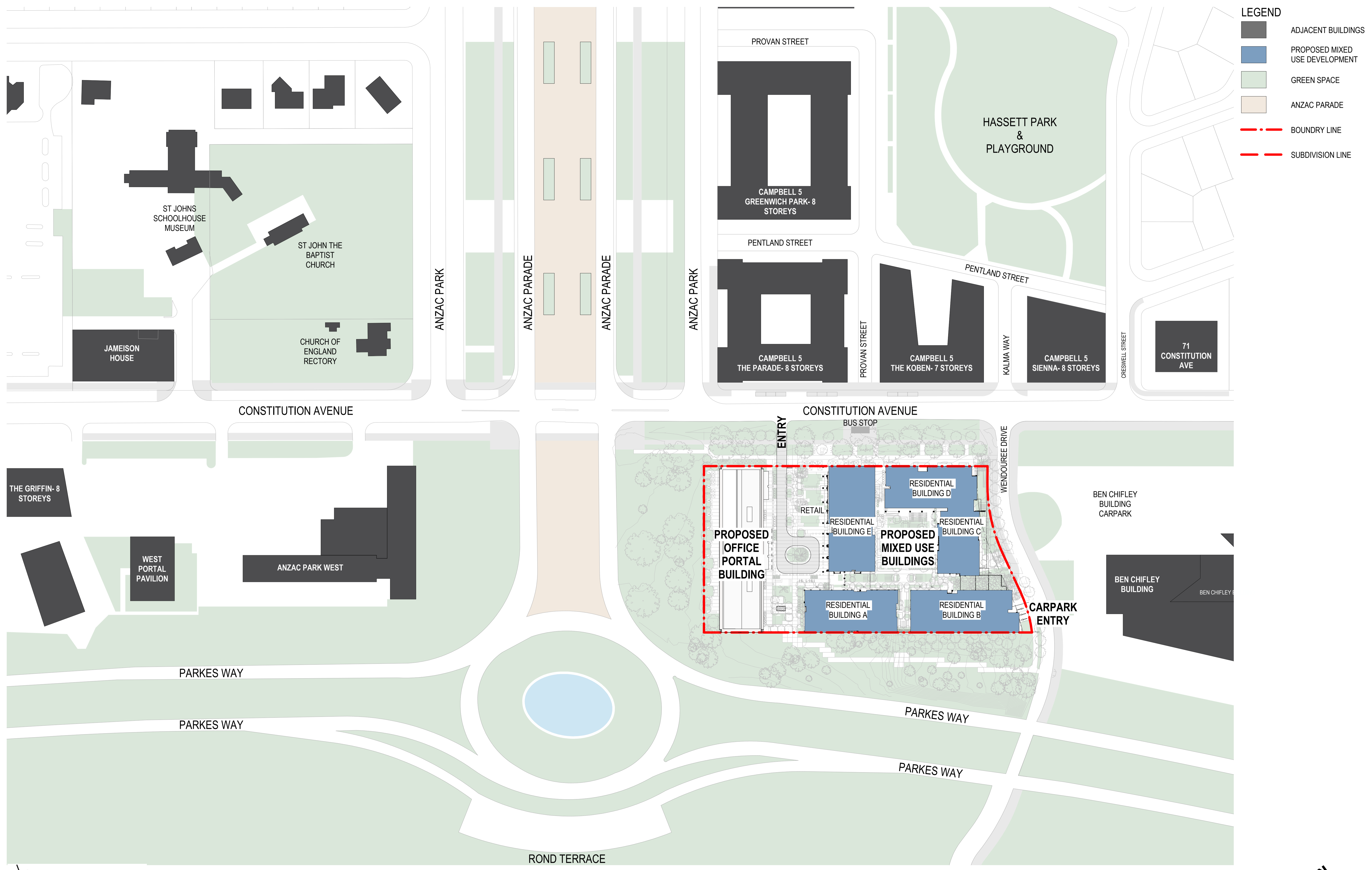
It will have an impact on some heritage values (social and associational) which has always been understood and accepted.

The current design has stone to the lower levels with pre-cast white concrete columns above and glazed spandrels which is considered to be suitable in articulation, use of natural stone and richness in texture intended by the NCA Development Conditions and will present a landmark building of high architectural standard.



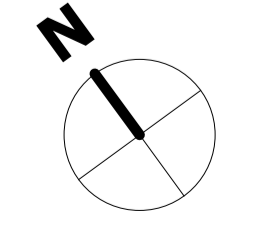
## ATTACHMENT 1 DRAWINGS





- LEGEND**
- ADJACENT BUILDINGS
  - PROPOSED MIXED USE DEVELOPMENT
  - GREEN SPACE
  - ANZAC PARADE
  - BOUNDARY LINE
  - SUBDIVISION LINE

	20.09.22	6	WORKS APPROVAL
	02.09.22	5	WORKS APPROVAL
	01.09.22	4	NCA PRESENTATION
	24.05.22	3	Landscape Update
	Date	Rev.	Status or Amendment





**LEGEND**

 PORTAL BUILDING - OFFICE SPACE

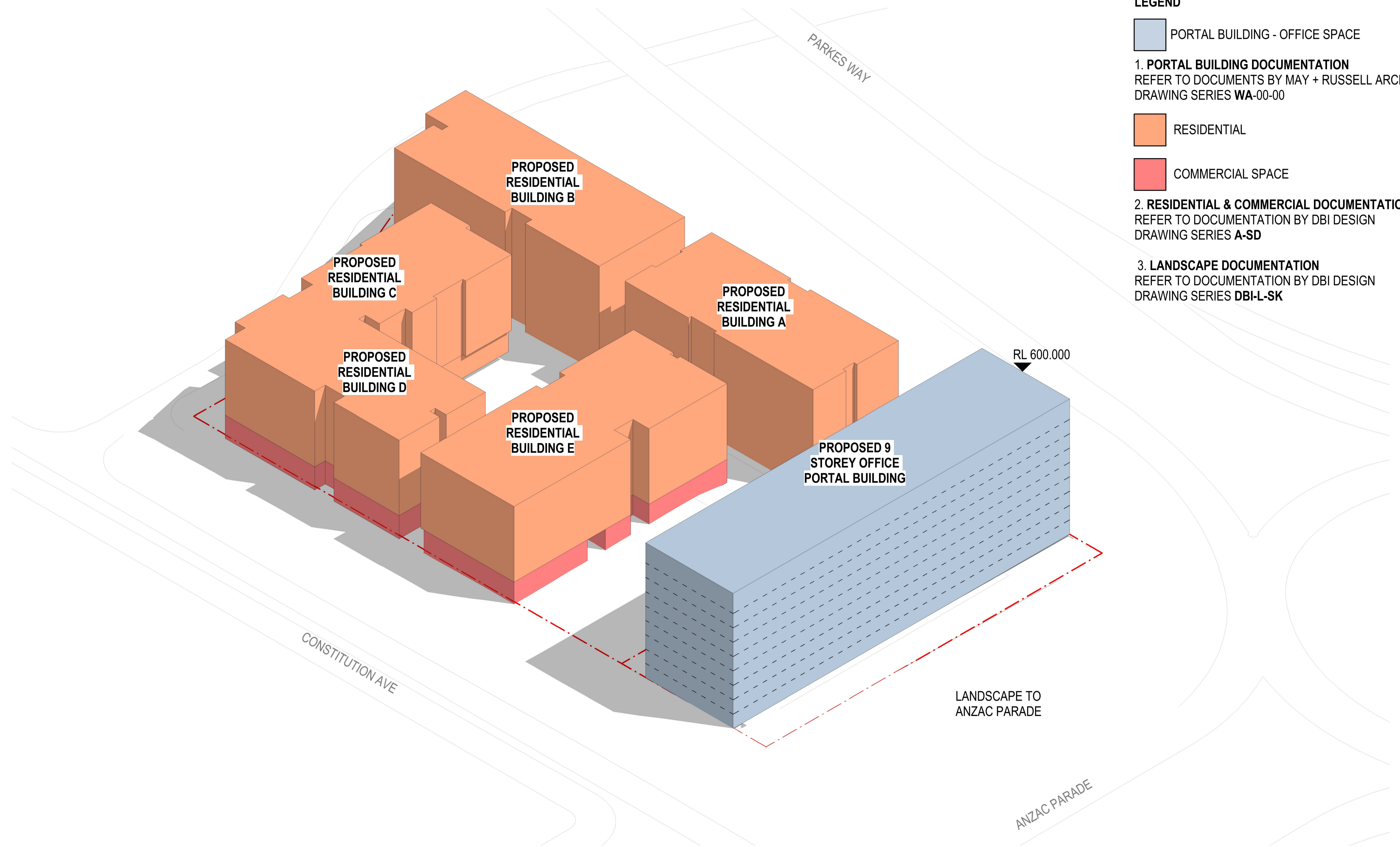
**1. PORTAL BUILDING DOCUMENTATION**  
REFER TO DOCUMENTS BY MAY + RUSSELL ARCHITECTS  
DRAWING SERIES **WA-00-00**

 RESIDENTIAL

 COMMERCIAL SPACE

**2. RESIDENTIAL & COMMERCIAL DOCUMENTATION**  
REFER TO DOCUMENTATION BY DBI DESIGN  
DRAWING SERIES **A-SD**

**3. LANDSCAPE DOCUMENTATION**  
REFER TO DOCUMENTATION BY DBI DESIGN  
DRAWING SERIES **DBI-L-SK**





# LANDSCAPE CONCEPT PLAN



## LEGEND

1. UPGRADE WORKS TO CONSTITUION AVENUE
2. UPGRADE WORKS TO WEDOUREE AVENUE
3. DRIVEWAY CROSSOVER
4. INTERNAL ROADWAY / SHARED ZONE WITH SHORT TERM PARKING SETDOWN ZONES
5. CENTRAL PLAZA
6. VILLAGE GREEN
7. LAWN AREA
8. OUTDOOR DINING & SEATING AREAS
9. RESIDENT'S COMMUNAL RECREATION SPACES & LANDSCAPING
10. OFFICE OUTDOOR TERRACES & LANDSCAPING
11. PROPOSED NEW 3M SHARED PATH WITH INTEGRATED INDIGENOUS CULTURAL INSTALLATION (TBC)
12. PROPOSED LANDSCAPED EMBANKMENT
13. FEATURE SCULPTURE/ ARTWORK ELEMENT
14. ACTIVATED PEDESTRIAN LANEWAYS
15. MID BLOCK PRIVATE PEDESTRIAN CONNECTION



0 5 10 15 20 25 50M







Perspective - Corner of Anzac Parade & Constitution Ave



Date	Rev.	Status or Amendment
11.11.22	12	WORKS APPROVAL UPDATE
07.11.22	11	WA - FACADE UPDATE
02.09.22	10	WORKS APPROVAL
01.09.22	9	NCA PRESENTATION

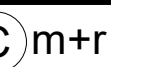
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CORNER PERSPECTIVE

ANZAC PARK EAST - PORTAL BUILDING

Block 2 Section 4 Parkes 18.27 WA-07-01 (12) @A1


11.11.22







Perspective - Constitution Ave

 <b>AMALGAMATED</b> PROPERTY GROUP	02.09.22	10	WORKS APPROVAL
	01.09.22	9	NCA PRESENTATION
	31.08.22	8	FACADE PRESENTATION NCA
	10.05.22	7	UPDATED RENDERS
	Date	Rev.	Status or Amendment

CONSTITUTION AVE PERSPECTIVE