



Australian Government
National Capital Authority

Consultation Report

Works Approval No 102646 & 102975

Works Associated with the Anzac Park East
Redevelopment
(Block 2 Section 4 Parkes)

Date: August 2023

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Introduction

Under the *Australian Capital Territory (Planning and Land Management) Act 1988*, the National Capital Authority (NCA) prepares and administers the National Capital Plan (the Plan) to ensure Canberra and the Territory are planned and developed in accordance with their national significance.

The Plan sets out the broad planning framework for the Australian Capital Territory (ACT). Areas designated as having special characteristics of the National Capital are subject to detailed planning policies and guidelines.

Any buildings or structures, demolition, landscaping or excavation works in Designated Areas require the approval of the NCA. The NCA considers such proposals in the context of the relevant provisions of the Plan.

On 13 December 2021 the NCA received a Works Approval application from Amalgamated Property Group for the construction of a commercial office building and mixed-use residential buildings located at Block 2 Section 4 Parkes, known as Anzac Park East, with further required information for the assessment of the application submitted by Amalgamated Property Group (APG) on 1 November 2022, 8 November 2022, 9 November 2022, 25 November 2022, 12 December 2022, 7 March 2023, 20 July 2023 and 8 August 2023.

This Consultation Report outlines the NCA's review of the key issues raised during the consultation period and consideration of the Works Approval application.

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Context

The proponent seeks to develop the site in two precincts: an office development and a residential/mixed use development with ground level commercial uses fronting Constitution Avenue.

The subject site comprises the ANZAC Park East site; land that was divested by the Commonwealth Government in 2017. The sale was subject to a number of conditions, including the following matters of relevance to this submission:

- Detailed Conditions of Planning, Design and Development specific to the subject site;
- EPBC Approval under the *Environmental Protection and Biodiversity Conservation Act 1999* that specified development conditions for ANZAC Park East site, including minimising the disruption of the symmetry values of the Parliament House Vista by retaining the stated trees until the ANZAC Park East redevelopment is completed;
- The preparation of a Master Plan Implementation Strategy and Master Plan for development of the site (previously prepared and endorsed by the National Capital Authority, from which this proposal has been designed); and
- Site servicing and other development conditions under the subject Crown Lease.

Detailed Conditions of Planning, Design and Development

The Crown Lease includes a requirement that works are to be consistent with the 'Detailed Conditions of Planning, Design and Development' (Detailed Conditions) as well as with the National Capital Plan.

The Detailed Conditions have been subject of extensive review. The Constitution Avenue and Anzac Parade Precinct Code of the Plan requires that detailed conditions of design and development to be developed for Anzac Park East and West. The Detailed Conditions were endorsed by the NCA on 6 April 2017, following consultation with the Department of Climate Change, Energy, the Environment and Water and the Department of Finance.

The Detailed Conditions describes the opportunity presented by the site's strategic location and proximity to surrounding land uses including a mix of commercial office, public administration, symbolic landscape and tourist-oriented development. These conditions reinforce the provisions of the National Capital Plan for the Anzac Parade and Constitution Avenue Precinct by requiring the delivery of high-quality landmark buildings on the sites which are integrated into the surrounding urban environment. The development conditions related to both sites in their entirety, however there is greater detail in the document guiding building form, building design, façade treatment, external materials and colours, architectural quality, lighting, and landscape treatment for buildings flanking Anzac Parade.

The document is intended to be complementary to, and to be read in conjunction with the National Capital Plan. Any development on the site is subject to works approval by the NCA, involving assessment against the National Capital Plan and the development conditions.

The proposal has been subject of extensive review. It was presented to the National Capital Design Review Panel (NCDRP) on 20 October 2021 and subsequently over two further occasions in 2022. The proponent also engaged BVN Architecture to separately review the proposal and provide independent advice on the design of May + Russell. James Grose of BVN met on numerous occasions with the proponent, the lead architect as well as with the NCA.

Heritage

The site is within a place on the Commonwealth Heritage List (CHL), the Parliament House Vista Extension – Portal Buildings (Place ID 105474). It is also adjacent to the Parliament House Vista (Place ID 105466) also included in the CHL and Anzac Parade (Place ID 105889) included in the National Heritage List.

The Department of Climate Change, Energy, the Environment and Water (DCCEEW) advised the NCA on 21 July 2023 that:

'The department is aware of the proposed mixed-use development on PARKES: Block 2, Section 4, also known as Anzac Park East.

It is the remit of a proponent to self-assess whether there are likely to be significant impacts to matters of national environmental significance, including Commonwealth heritage values, from a proposed development and decide whether there is a requirement to refer a proposal for consideration under the Environment Protection and Biodiversity Conservation Act 1999.'

The NCA has read the Statement of Heritage Impact (6 July 2023) provided with the application, which concludes that:

'The overall impacts of the Anzac Park East redevelopment are considered not significant but the broader issue of the two Portal Buildings being inconsistent with each other will have some impact while the difference remains.

A referral under the EPBC Act is considered not to be required due to the collective, minor impacts on the official heritage values by the new building on Anzac Parade and the associated buildings east of the main building.'

National Capital Authority

The NCA is established by the *Australian Capital Territory (Planning and Land Management) Act 1988* (PALM Act).

The NCA's role is to ensure that Canberra is planned and designed in accordance with its role as the national capital and is a place for all Australians.

National Capital Plan

The NCA prepares and administers the National Capital Plan (the Plan). The Plan sets out the broad planning framework for the Australian Capital Territory (ACT). Key objectives of the Plan are to:

1. Recognise the pre-eminence of the role of Canberra and the Territory as Australia's National Capital.
2. Further develop and enhance a Central National Area which includes the National Triangle and its setting, Lake Burley Griffin and its foreshores and the diplomatic sites and national institutions, as the heart of the National Capital.
3. Emphasise the national significance of the main approach avenues and routes.
4. Respect the geometry and intent of the Griffin's formally adopted plan for Canberra.
5. Maintain and enhance the landscape character of Canberra and the Territory as the setting for the National Capital.
6. Protect the undeveloped hill tops and the open spaces which divide and form Canberra's urban areas.
7. Provide a plan offering flexibility and choice to enable the Territory Government properly to fulfil its functions.
8. Support and promote environmentally responsible urban development practices.

The NCA assesses Works Approval applications and determines the consistency of the proposed works against the Plan.

All works applications in Designated Areas are assessed against the Plan pursuant to Section 12 of the PALM Act. The Works Approval application includes works that are located in Designated Areas and are therefore assessed against the relevant provisions of the Plan.

The Plan requires that any proposed activities defined as 'works' must be submitted to the NCA for works approval. Under the *PALM Act*, 'works' include:

- a) *the construction, alteration, extension or demolition of buildings or structures;*
- b) *landscaping;*
- c) *tree-felling; or*
- d) *excavations*

but excludes anything done inside buildings or structures.

Implementation of the Plan ensures that Canberra is a city worthy of its status as the national capital.

Public Consultation requirements

National Capital Plan

Under the Plan, requirements for public consultation apply to:

- Major developments proposed for Section 9 Barton;
- A landmark building to RL617 adjacent to Commonwealth Avenue (within the Constitution Avenue and Anzac Parade Precinct);
- Detailed plans for development at Academy Close, Campbell;
- High-impact telecommunications facilities;
- All residential proposals within the Deakin/Forrest Residential Area Precinct; and
- All residential and commercial development proposed for Section 5 Campbell.

None of these requirements are applicable to the Works Approval application. The NCA determined that the Works Approval application required public consultation due to the site's prominent location and the scale of development proposed on the site.

Commitment to Community Engagement

The NCA's *Commitment to Community Engagement* guides the way in which the agency engages with the community to keep people informed about decisions that have already been made and to offer opportunities for input to decision-making. The NCA considers how best to approach public participation processes having regard to the training curriculum delivered by the International Association for Public Participation.

The *Commitment to Community Engagement* sets out the following engagement principles:

Intentional

- Be clear about what we are trying to achieve.
- Be clear about the scope for people to influence outcomes and where other processes have made recommendations and decisions.
- Be clear about limitations and constraints for community comment and involvement.

Inclusive

- Use a variety of methods allowing as many Australians as possible to participate if they wish.
- Proactively seek appropriate participants where there are missing voices.

Timely

- Allow sufficient time for the community to participate in consultation processes.
- Begin engagement at the earliest appropriate stage in the life of a project.

Feedback

- Let people know how their input and feedback was used.
- Meet or exceed all statutory engagement requirements.

The NCA assesses whether a proposal is consistent with the National Capital Plan and if it requires public consultation. An assessment is made in relation to impacts on:

- public space and community amenity;
- environment, heritage, or landscape values;
- amenity of the locality in terms of materials, finishes, scale, massing, design, and quality; and
- consistency with an existing Heritage Management Plan.

When an application for works approval is lodged and consultation is required, consultation with the community and stakeholders may be undertaken by the applicant, the NCA, or both. Where consultation is undertaken by the applicant, the NCA may choose to stipulate specific requirements that the applicant is required to implement.

Matters the NCA is not considering in this consultation

Loss of views and property values

The NCA received submissions that expressed opposition to the proposed development on the basis that the scale of the development will result in a loss of views from properties on the northern side of Constitution Avenue and subsequently a loss in property values.

A number of these submissions requested that the building heights be reduced in order to maintain views and property values.

Issues around the loss of views and decreases in property values are not matters that are addressed in the National Capital Plan and do not form part of the NCA's assessment.

The NCA has assessed the proposed development against the National Capital Plan and the Detailed Conditions that apply to the ANZAC Park East site.

Summary of Public Consultation

The public consultation process

Public consultation was undertaken by the NCA between 30 November 2022 and 23 December 2022 and with an agreed extension of time until 16 January 2023, in the following manner:

- On Saturday 30 November 2022, the NCA published a public notice in The Canberra Times and The Australian newspapers detailing the proposed works and inviting submissions to be made to the NCA in relation to the proposal (Attachment A).
- Between 30 November and 23 December 2022, the NCA published the proposal and plans on the NCA's website.

On 26 November 2022 an article was published in the Canberra Times in relation to the proposal. The article outlined that the application was currently under consideration by the NCA and that submissions were due by COB on 23 December 2022.

Submissions Received, Comments and Response

The NCA received a total of 35 submissions on the proposal. 33 submissions raised issues or objections in relation to elements of the proposal or the whole proposal. 2 submission noted general support for the proposal.

Emails of acknowledgment were sent to all submitters advising them that their submissions will be taken into consideration before a decision is made on the application.

Key themes

Review of the community commentary in submissions regarding the application revealed several common themes which can be broadly categorised as:

- Building heights
- Building designs
- Scale of development
- Lack of public and visitor car parking
- Traffic congestion
- Impacts on the Parliament House and War Memorial vista and Anzac Parade.

Matters for consideration

Building Heights

A large number of the submission raised concerns with the proposed building heights across the development. Some of the comments received noted:

“We note the building heights for the portal and neighbouring buildings in Figure 81 of the Constitution Avenue and Anzac Parade Precinct Code in the National Capital Plan (NCP) (25 metres for residential buildings, RL600 for the portal building). If, however, the developer/builder proposes to increase the heights of the building above these levels, this must be made public and there must be a public consultation process. This was the process for 71 Constitution Avenue. The CCA position is that there should be no increase in building heights above those in the current precinct plan and the NCP.”

“Height restrictions should be imposed so that there are no more than 5-6 floors, to ensure consistency with surrounding buildings. If Canberra is to remain the 'Bush Capital', building height must be restricted.”

“When the ANZAC Park East building was sold to the developers it had very clear and concise conditions:

- *A building height of 35m on the ANZAC Parade side and any additional building to a max height of 25M or 6 Stories of apartment. This is where you have sold out the Canberra residents. The new proposed apartments are 8 stories rather than 6. The height of the buildings to conform to the height of existing mature tree line to form a balance that will be viewed for the Southern side. These buildings will now stand out and detract from the original Griffin plan for the city.*
- *We will no longer be drawn to see the promenade feature of the AWM but hideous tall apartments towering over the mature tree line along Parkes Way from across Lake Griffin and Parliament House.”*

NCA Considerations

The planning and development policies applicable to this proposal have been in place since 2016 and are built upon the NCA’s Griffin Legacy Policy framework which was concluded in 2006.

The building heights comply with the National Capital Plan and the ‘Detailed Conditions of Planning, Design and Development’ that apply to the Anzac Park East Site.

The datum ground level along Constitution Avenue has been agreed with the NCA and this level has set the development's building heights from RL565.20.

The Portal building has been designed with consideration to the human scale experience and comfort and amenity at street level as determined through the wind assessment prepared for the development.

The building design responds to the landscape structure and Central National Area, as demonstrated on the Site Context and Concept Masterplan included in this submission. The proposed works are in the area of the site where RL600 is permitted.

The proposed mixed-use residential buildings are not in excess of the permitted building height of 25m on that part of the site, with building heights being sympathetic to the height of the proposed Portal Building.

Those parts of the buildings that exceed 25m in height are where plant equipment is located on the roof. The plant equipment is recessed on the roof and will not be visible from the street. This is considered consistent with the requirements of the Detailed Conditions and the National Capital Plan, for this site.

The development has been designed with consideration to the human scale experience and comfort and amenity at street level as determined through the wind assessment prepared for the development. The façade design and application of façade elements of buildings including proposed awnings have been designed to mitigate adverse amenity impacts of wind through the development.

The building design responds to the landscape structure and Central National Area, as demonstrated on the Site Context and Concept Masterplan included in this submission.

The Portal Building in its separation from the adjoining residential uses in the mixed-use development retains solar access for these residents and for adjoining public realm spaces.

The proposed development has been designed to achieve the ceiling heights specified for the relevant uses and areas of buildings. Commercial use levels and building entries fronting Constitution Avenue and roads where 'Indicative Active Frontages' are located are a minimum of 6.5 metres in height.

Residential floor to floor heights are generally 3.050m in height to meet the floor-to-ceiling heights of 2.7 metres at upper levels and 3.3 metres at ground level for residential, as specified in the NCP. Mezzanines are proposed above the commercial tenancies in Building D and E fronting Constitution Avenue.

The NCA considers the proposed works are not inconsistent with the Objectives, Plan Requirements and Development Conditions of the Anzac Park East and West Detailed Conditions of Planning, Design and Development Park East.

Building Designs

A large number of the submission raised concerns with the proposed building designs. Some of the comments received noted:

“The overall architectural design, particularly the facade fronting Anzac Parade is completely devoid of vision and imagination - it is basically a slightly modernised version of the old East Building. If the design is approved in its current form, then any future works on the West Building site would presumably have to reflect the same design philosophy to fit within the Portal Building framework. It is a golden opportunity to construct something different and striking that adds value and enhances the architectural integrity of the city.”

“Agree that the Anzac Park East buildings and in particular the portal building need to be high quality, high specification and have high quality finishes that are environmentally efficient and sympathetic to the location’s character and heritage values. The brutalist concrete finishes on many new developments in Campbell has been a concern to residents. Visually, the look is not great, and we think, not appropriate for Anzac Park East. The plans we saw in consultations on these other buildings did not indicate that raw concrete would be the final, external finish. Apartment buyers were also caught off-guard to find their building was not the lovely colour in the brochure. With time, the concrete has darkened, and some buildings have stains. Owners’ corporations in some buildings are now increasing or raising special levies to undertake trials on sections of their buildings to see if they can be cleaned or if owners will need eventually to pay for a new architectural finish. It’s like a kind of cost-shifting from developers to owners though we hope that is not the case.”

“As the application notes, the intended structures must principally address the key role of this complex in one of the most important architectural sites in the National Capital. It is the site of one of the Gateway (Portal) buildings, the pair of buildings that flank the most significant ceremonial axis in Canberra, ANZAC Parade, which was planned to frame the view from Parliament House (Old and New) to the War Memorial. In an act of vandalism the original building was destroyed. The complex that replaces it must match and pay respect to the Gateway, the remaining Gateway building (including its height and overall character) and the Gateway concept.

The intended plan for the replacement Portal building flanking Anzac Parade provides for a building that is higher, longer and wider than the remaining Portal building. As it is the eventual intention of matching this structure on the West side, this design in effect is closely setting the parameters for that future building and the future vista. Why the replacement building should vary these dimensions is unclear. At the very least, the design should be re-cast to match those dimensions. While the limited use of masonry (‘masonry’ in the architectural notes) cladding rather than concrete is a positive feature, the balance of glass and pre-cast concrete is quite different from that seen in the existing Portal building.

The suggestion that the remainder of the development has no bearing on the heritage values associated with the Portal buildings is untenable. Here we have in the proposal an adjacent set of non-descript, off-white pre-cast boxes, at best of average merit. No doubt straightforward to design and build, and maximisers of floor area, they state no ambition for the site. The design of the whole area must be integrated.”

NCA Considerations

The proposed Portal Office building retains a predominantly vertical expression of articulation elements and avoids curtain wall glazing. The materiality and articulation of the building is sympathetic to the heritage value of adjacent National and Commonwealth Heritage listed places through its employment of

institutional design style that is commensurate with contemporary commercial buildings located in the Central National Area.

The shape and orientation of the Portal Office building is rectilinear and is orientated in a north-south manner fronting on onto the western boundary of the site facing Anzac Parade.

A minimum 25 metre setback is maintained between the Portal Office building and the mixed-use buildings proposed in WA102646.

No protruding balconies are proposed within the portal area, nor are glazed or open balconies proposed.

There is a minor encroachment of articulation elements beyond the western and eastern boundary of the 25m width zone. The vertical framing elements (feature stone columns) that encroach are integral to the character of the development, echoing the 'stripped classical' style of the former APE Portal building. The NCA considers the articulation elements contribute to a high quality and unique architectural outcome.

The proposed Portal Office building retains a predominantly vertical expression of articulation elements and avoids curtain wall glazing.

The materials palette for the western elevation of the building fronting Anzac Parade reflects a more formal character, whilst the eastern elevation fronting the mixed-use precinct provides a transition in building character that responds to the more contemporary character established for the mixed-use precinct.

The proposed materials are of a high quality and appropriate for this important commercial development, commensurate with the materials palette expected for development in the Central National Area.

The modulation of the structure of the building is apparent in the vertical expression of masonry elements that strongly define the geometry of the building. Human scale is achieved at the ground level through an articulated base of vertical column elements at regular spacings between the structural grid.

The development has been designed with consideration to the human scale experience and comfort and amenity at street level, as determined through the wind assessment prepared for the development. The façade design and application of façade elements of buildings including proposed awnings have been designed to mitigate adverse amenity impacts of wind through the development.

The building design responds to the landscape structure and Central National Area, as demonstrated on the Site Context and Concept Masterplan submitted with the Works Approval applications.

The Portal Building in its separation from the adjoining residential uses in the mixed-use residential development retains solar access for residents and for adjoining public realm spaces.

The proposed Portal Building employs both design elements and materiality to manage microclimate effects, including thermal comfort throughout the year.

North facing ground floor commercial spaces in the mixed-use residential buildings are provided with some sun shading infrastructure and weather protection over entrance areas.

Similar to the Portal Building, the design intent for the mixed-use residential development is to incorporate a selection of high-quality materials that will resonate with the precinct's landmark buildings and promote consistency with, and emphasise, the relationship between all built forms across the site.

The mixed-use residential development provides built form fronting Constitution Avenue that reinforces the base of the National Triangle through delineating the edges of the site to frame Main Avenues and maintain the geometry of the Central National Area.

The proposed buildings are sited with building facades fronting Constitution Avenue, Parkes Way and Wendouree Drive. The positioning, aspect, and scale of the proposed buildings reinforces the geometry of this Main Avenue.

The proposed development reflects a cohesive design character throughout the mixed-use residential precinct and will integrate with the Portal Office building precinct across the proposed ceremonial driveway. The development caters for a diversity of uses through incorporating a range of adaptable tenancy spaces.

The scale and form of the overall development will complement the surrounding buildings and streetscapes.

The NCA considers the proposed works are not inconsistent with the National Capital Plan and the Objectives, Plan Requirements and Development Conditions of the Anzac Park East and West Detailed Conditions of Planning, Design and Development Park East.

Scale of development

Submission received raised concerns regarding the scale of the development and overdevelopment of the site. Some of the comments received noted:

"I live in C5 and have been here 3 years. I have examined the proposed development of Anzac Park East. It without doubt represents overdevelopment of the site. When people bought into C5 we were assured the footprint of the existing Anzac East site would be maintained as part of the Burley Griffin Plan. Just as the last C5 units were placed on the market the rule's apparently changed to suit large scale development. To imagine 5 buildings on the site from 6-9 storeys high is of great concern to us all. It shall change the character of the area completely. Another 347 units is not acceptable. At present parking is a nightmare and that will become much worse. I have found the whole process unconscionable. It is design to meet the expectations of large property developers and not those of residents who have bought into the area in good faith -C5 and Campbell. The development must be reduced in size and impact. The proposed buildings are ugly and lack character."

"The proposed development on this site is excessive in scale. The addition of 5 (FIVE!!!) residential blocks on the site is far in excess of what could be deemed reasonable... The overall height of the development should be restricted to no more than 6 stories so as to lessen the visual impact from the lakeside."

NCA Considerations

Figure 83 of the National Capital Plan illustrates potential extent and height of development on this site. These were in place in 2016.

The development is consistent with the urban context of the site and contributes to reinforcing the geometry of the city by providing a built form that strengthens and increases the density of development in this central urban location in a form compatible with surrounding development.

The design of the buildings considers the interface between the buildings on site and the surrounding area and are sympathetic to the amenity of the site and surrounding area through scale, massing, spatial separation, setbacks, materials and the landscaped setting to reflect the prestigious character of the area.

The proposed development reflects a cohesive design character throughout the precinct and caters for a diversity of uses throughout the site.

Building form, orientation and setback distances between the Portal Building and mixed-use residential buildings optimise solar access for residents, and maximises the opportunity for daylight access to streets, pedestrian pathways and public realm spaces located on site. The setbacks between the proposed and adjacent developments will not impact on solar access to adjacent developments.

The scale and form of the proposed development will complement the surrounding buildings and streetscapes.

The proposed development will accommodate growth in Canberra and contribute to a compact, sustainable city that fosters a healthy community, and offers increased employment in the Central National Area.

The NCA considers the proposed works are not inconsistent with the National Capital Plan and the Objectives, Plan Requirements and Development Conditions of the Anzac Park East and West Detailed Conditions of Planning, Design and Development Park East.

Lack of Public and Visitor Car Parking

A large number of the submission raised concerns with the lack of public and visitor car parking spaces being available within the Campbell area. Some of the comments received noted:

“The current availability of car parking in the streets adjacent to the site were not reviewed. There is a high demand for parking on the adjoining streets with multiple instances of illegal parking (both in no-stopping areas and on the Anzac Park East verge). There will also be future parking loss in the area with the development of the CIT gravel car park site. If the number of on-site parking spaces is less than required, a parking survey of the area should be undertaken to prove there is sufficient capacity to accommodate the additional demand including allowance for UNSW to be on the CIT site.”

“The height and capacity of the commercial building will create greater congestion in Constitution Avenue along with constant light and heavy traffic due to ongoing deliveries etc. The area for the development does not have the infrastructure to deal with such an increase of vehicles cars/trucks and people. There is already a significant lack of public parking in the area, and this development will only compound the issue and detract from the community environment that currently exists in the area.”

“As a local resident I am concerned about the impact on parking in the immediate area during and after construction. Parking in and around the C5 precinct is already under pressure. It has been somewhat relieved with the completion of The Parade and 71 Constitution Avenue buildings as parking occupied by trade and construction workers has freed up. However, illegal parking which blocks access is not uncommon and it is often difficult for visitors to residents and businesses to find parking. If adequate visitor parking is not provided on-site during and after construction of the new commercial building this will only put further pressure on parking in the C5 precinct and surrounding area. It could also be expected that trade and construction workers will park in the recently

completed carpark adjacent to Blundell's Cottage which would limit access by the broader community to Lake Burleigh Griffin."

NCA Considerations

The development proposals include provisions for two levels of basement carparking for both the office and residential components of the development. A total parking provision of 870 car parking spaces is proposed. The design of the carpark access, queuing and security control for the carpark meets the requirements of the suite of Australian Standards AS2890

The proposed on-site parking facilities will support the proposed office and mixed-use residential uses, as well as visitors. The mixed-use parking may be available for visitor parking in the evenings and on weekends when the mixed uses are not operating. Residential visitor parking is off-site within 800 metres of the site.

The single access driveway located on Wendouree Drive is considered to be designed in accordance with the relevant Australian Standards and to a standard that is suitable for the scale of the proposed uses on site.

Public transport (buses) is readily available in this location and will provide a vital role in facilitating travel movements to and from the development.

In addition, the development includes provision for a significant end of trip facility within the basement. The proposal includes 390m² of end of trip facilities (EOT) for the office tenants. The EOT facilities will include:

- 109 bicycle spaces
- Changing rooms with 17 showers
- 214 lockers.

The development will incorporate pedestrian/cycle paths through the site, connecting the site to Constitution Avenue, Wendouree Drive and Parkes Way.

A Traffic Impact Assessment, based on the development proposal, has been prepared by John Randall Consulting for the proposed development (07 April 2023). The report was assessed by the NCA and Transport Canberra and City Services (TCCSS).

The NCA considers the proposed works are not inconsistent with the Objectives, Plan Requirements and Development Conditions of the Anzac Park East and West Detailed Conditions of Planning, Design and Development Park East.

Traffic Congestion

A large number of the submission raised concerns regarding traffic congestion being increased as a result of the development. Some of the comments received noted:

"The size of the street (Constitution Ave) is way too narrow/small to accommodate the size of the development, especially when the light rail will pass through the same street. The surrounding neighbourhood will be affected considerably by the flow of traffic and will inconvenience thousands of residents in the area."

“The application already identifies serious issues associated with the Constitution Avenue and Kalma Way/Wendouree Drive intersection. An increased flow of traffic into Wendouree Drive from Constitution Avenue, particularly West to East, is likely to exacerbate these difficulties and cause a substantial backup of traffic along Constitution Avenue and impact through-traffic and traffic entering and leaving the C5 complex. This congestion could be reduced by allowing a right turn from both lanes of traffic into a widened Wendouree Avenue.”

“There has been so much recent development along Constitution Avenue that adding several hundred more apartments and a large commercial building will inevitably add to congestion on Constitution Avenue and the side roads, especially during peak hours. If an East-West light rail route ever proceeds, a likely consequence may be the loss of two lanes from Constitution Avenue, further exacerbating traffic problems.”

NCA Considerations

Infrastructure design seeks to improve vehicle, cyclist and pedestrian safety in the area and ensures the works accommodate the needs of people with disabilities in accordance with infrastructure standards.

The proposed redevelopment facilitates end of trip facilities for cyclists. Pedestrian paths around the development provide continuous path of travel and importantly are defined across the driveways to promote community safety and highlight pedestrians have right of way across driveways.

Connectivity exists along the Constitution Avenue corridor with two bus stops serviced by a Rapid bus route and local bus services within easy walking distance of the development.

The proposed development will increase the traffic on the surrounding roads and have an impact on the associated intersections. Drivers using the surrounding road network will experience marginal increases in delays and queuing to that currently experienced or experienced in 2024 through natural increase in traffic volumes without this development. Given the inner-city location of the site, and surrounding areas, it is not unreasonable to anticipate an increase in traffic generation and congestion with the construction of future high-density developments in the area.

John Randall Consulting Pty Ltd (JRC) was engaged by Amalgamated Property Group (APG) to prepare a Traffic Impact Assessment (TIA) for proposed development (07 April 2023). This was assessed by the NCA and Transport Canberra and City Services in relation to traffic generation, modelling, access, car parking, connectivity, circulation, and waste management.

The NCA considers the proposed works are not inconsistent with the Objectives, Plan Requirements and Development Conditions of the Anzac Park East and West Detailed Conditions of Planning, Design and Development Park East.

Impacts on the Parliament House and War Memorial vista and Anzac Parade

Submissions received raised concerns regarding the impacts of the development on the Parliament House and War Memorial vista and on Anzac Parade. Some of the comments received noted:

“The commercial building is far too big for the streetscape, particularly in an important landmark street as Anzac Parade. It lacks respect for the area. . The view across the War Memorial is a very important landmark for Canberra and Australia and must be preserved.”

“The size of the proposed portal buildings is disproportionate to Anzac Park West and disrupt Canberra's most important axis - between Parliament House and the War Memorial. Parking is

already a serious problem in the area. It should not be a site for a vibrant commercial precinct. The commercial building also obstruct the view from across the lake to the War Memorial, which is a national asset, and will mostly be viewed during Anzac Day and Australian Day during live events along Anzac Parade.”

NCA Considerations

The Portal Building design responds to the site context and incorporates design features of surrounding development, such as the War Memorial. The symbolic character of ANZAC Parade is captured in the building design and expression through the formal geometry and materials palette adopted for the building.

The Portal Building provides a strong, identifiable edge to the corner of ANZAC Parade and Constitution Avenue that is appropriate to its context and the heritage values of the Parliament House Vista. The geometry of the building and its architectural character retain the symbolic importance of this location in the Central National Area.

Upper levels of buildings adopt an appropriate level of glazing for a commercial office use while preserving the visual integrity of buildings viewed from Parliament House and the Parliamentary Zone.

The proposed mixed-use residential buildings have been designed to complement the Portal Office building through scale, massing, spatial separation, setbacks, materials and the landscaped setting to reflect the prestigious character of the area. The Portal Office building will use a framing element to contain the building’s edges/corners and frame each façade. The interaction with ANZAC Parade will be formalised with the Portal Building, with the Portal building limiting the visibility of the mixed-use residential development when viewed from Anzac Parade.

Vistas to major landscape features, including City Hill to Parliament House, are maintained and enhanced by the proposed development.

The NCA considers the proposed works are not inconsistent with the Objectives, Plan Requirements and Development Conditions of the Anzac Park East and West Detailed Conditions of Planning, Design and Development Park East.

Conclusion

The NCA’s consultation process was carried out in accordance with the National Capital Plan and the NCA’s *Commitment to Community Engagement*.

As noted above, there were a number of objections in the public submissions that raised matters beyond the legislative reach of the NCA, such as the obstruction of views and impacts on property values. These matters do not form part of the NCA’s consideration of the proposal.

The NCA considered all issues raised and concluded the proposal is not inconsistent with the National Capital Plan.

On 29 August 2023, the NCA approved the Works Approval application.

Attachment A

NCA Consultation Webpage

Block 2 Section 4 Parkes - Anzac Park East Redevelopment

[Home](#) / [Planning](#) / [Consultations](#) / Block 2 Section 4 Parkes - Anzac Park East Redevelopment



Consultation type

Works Approval

Closing date

23 December 2022

Public consultation has now closed.

The NCA has received two separate Works Approval applications for works at the corner of Anzac Parade and Constitution Avenue and facing Parkes Way - a nationally significant site in the planning of Canberra.

The site is within the 'Parliament House Vista Extension - Portal Buildings', a place entered in the Commonwealth Heritage List (CHL). The 'Portal Buildings', located on the Griffins' Land Axis, frame the Parliamentary vista at its transition from land to lake. The listing refers to the monumental character of the buildings through strongly modelled structural bays, emphasised by vertical columns and the use of sandstone cladding. The site is adjacent to the 'Parliament House Vista', also included on the CHL, and significant as the central designed landscape of Canberra that embraces the Land Axis, with its extensive open sweeping vista that can be experienced in two directions. The site also flanks Anzac Parade, a place that is entered in the National Heritage List, that is one of the major cultural landscapes of Australia and is nationally important for its public and commemorative functions.

The applications are for the construction of a new commercial office ('portal') building and mixed-use residential development with basement car parking and associated landscaping at Block 2 Section 4 Parkes (Anzac Park East), as permitted under the National Capital Plan and the Crown Lease for the site.

- WA102975 - Construction of a new commercial office building and associated works.
- WA102646 - Construction of a mixed-use residential development, including commercial uses on the ground level, and associated works.

Planning

[Planning in the National Capital](#)

[Works Approval](#)

[Works Approval under consult](#)

[Block 2 Section 4 Parkes - / Redevelopment](#)

[Works Approval previous consi](#)

[Approved Works Approval app](#)

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Planning

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Australian Government
National Capital Authority

WORKS APPROVAL

Open for Public Consultation

Block 2 Section 4 Parkes – Anzac Park East

The NCA has received two separate Works Approval applications for the construction of a new office building and mixed-use residential development with basement car parking and associated landscaping on Block 2 Section 4 Parkes.



•WA102975 - Construction of a new commercial office ('portal') building and associated works.

•WA102646 – Construction of a mixed-use residential development, including commercial uses on the ground level, and associated works.

The plans and supporting documentation can be viewed, and submissions can be lodged online from Saturday 19 November at: [nca.gov.au/planning/public-consultations/block-2-section-4-parkes-anzac-park-east-redevelopment](https://www.nca.gov.au/planning/public-consultations/block-2-section-4-parkes-anzac-park-east-redevelopment) .

The NCA welcomes feedback on this application by **5.00pm, Friday 16 December 2022**.

For further information, please contact the NCA on (02) 6271 2888.

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National Capital Authority

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