



# Architectural Projects

1557 – Campbell Section 5, Canberra  
Block 1 Section 131  
Works Appraisal – Statement of  
Heritage Impact  
September 2017

## Document

Project: Campbell Section 5, Canberra, Block 1 Section 131

Project No: 1557

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### Document Control

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## **1. EXECUTIVE SUMMARY**

### **1.1. BACKGROUND**

The site of Campbell Section 5 Canberra, Block 1 Section 131, fronting Constitution Avenue and Anzac Parade, is currently the subject of a Statement of Heritage Impact as required under EPBC. Architectural Projects were commissioned by JWLAND Developments to prepare this document in August 2017.

This Statement of Heritage Impact provides an assessment of impacts on European cultural heritage relating to the proposed development of Section 5 for commercial and residential uses and public open space.

### **1.2. SITE LOCATION AND DESCRIPTION**

Campbell Section 5 is a 6.4ha area of informal grassland. It is located to the north-east of the intersection of Anzac Parade and Constitution Avenue on the northern edge of the National Triangle, a core component of Walter Burley Griffin's entry in the competition for the design of the Federal Capital in 1911. The site forms part of the Molonglo River valley and slopes from the north to the south.

### **1.3. HERITAGE LISTINGS AND CLASSIFICATIONS (INCLUDING NOMINATIONS)**

Section 5 is not included in the Commonwealth Heritage List or the National Heritage List, and is not a listed heritage place in the ACT Heritage Register. The site has likewise not been classified by the National Trust of Australia (ACT).

Campbell Section 5 is part of the setting (within the contextual boundary) of the Parliament House Vista (CHL ID 105466), a listed place on the Commonwealth Heritage List, and lies in the vicinity of Anzac Parade, which is a key component of the Vista.

Anzac Parade is also included in the National Heritage List, as a component of the listing for the Australian War Memorial and Memorial Parade (NHL ID 105889), where Anzac Parade is referred to as 'Memorial Parade'.

The East Portal Building, to the south of Campbell Section 5, is also included on the Commonwealth Heritage List (CHL ID 105474) Parliament House Vista Extension- Portal Buildings. The listing includes the West Portal Building.

Campbell Section 5 is in the vicinity of Lake Burley Griffin and Parklands which are nominated to National Heritage List, and in the vicinity of Rond Terraces which are nominated to the Commonwealth Heritage List.

1.4. STATUTORY PLANNING CONTEXT

Campbell Section 5, through its inclusion within the Central Capital Area, is a Designated Area under the National Capital Plan (NCP).

Development in the Central Campbell Section 5 National Area is required to have regard for the principles of the Griffin Legacy as set out in the NCP.

1.5. THE PROPOSAL

The proposal for Campbell Section 5 is part of a mixed development of commercial, residential, hotel and public uses. Built form is consolidated in five development parcels (blocks) located to the south and west of the site. This assessment relates to the development of one of the southern Blocks, Block 1 Section 131 fronting Constitution Avenue.

The scheme is for 103 residential apartments and 174 hotel rooms / serviced apartments with ground floor hotel lobby and commercial areas, B1 level gym, pool and health spa and 3 levels of basement parking.

It consists of predominately precast concrete with a formal vertical breakup, responding to the formal nature of the site, the proximity to Anzac Parade and having a similar façade breakup to the Anzac Park portal buildings. Vertical articulation and openings on the façade and balconies create filtered views outwards, mimicking the filtered views through the Eucalypts on the Anzac Park East through to Anzac Parade whilst angled breaks in the building orient views toward Hassett Park and the lake.

The required 8m setback to Anzac Park East is used as a landscape entry court to a luxury restaurant space, which has views through the Eucalypts to Anzac Parade.

The residential and hotel levels reach the upper height limit of 25m specified in the NCP for Constitution Avenue and parts of Anzac Park East. The proposed building also responds to the required 19 metre element along the Anzac Park East frontage.

#### Master Plan Campbell Section 5

The north-east of the site is open landscaped parkland, including the former dam close to the centre of the site. New roads and associated landscaping are proposed at the interface between built form and parkland, and between the development parcels. The east-west streets are aligned to the Rats of Tobruk memorial and the void space for a memorial to the east side of Anzac Parade adjacent to Campbell Section 5.

The height and configuration of the blocks vary. The south wings of Blocks 3, 4 and 5 extend across the south of the site with a consistent 6.5m setback, presenting a consolidated 25m-high urban form to Constitution Avenue. The rear wing of Block 3, at the south-west corner of the site, and the south wing of Block 2 (Block 1, Section 130) are also 25m-high (i.e. all 25m-high elements are contained within the existing Amendment 60 boundary for Land Use A). The rear wings of Blocks 4 and 5 and all other components of Blocks 1 (Block 8 Section 5) and 2 (Block 1, Section 130) are lower (19m, 13m and 10m), transitioning down to the proposed park and existing residential development to the north and east. The narrow 'promontory' at the north-west of the site is a landscaped open space. The westernmost elements of Blocks 1, (Block 8 Section 5) 2 (Block 1, Section 130) and 3, to the west boundary (Anzac Park East), are aligned with the setback of the East Portal Building to the south. The central components of Blocks 2 (Block 1 Section 130) and 3 are recessed to break down the building mass, and enable the creation of landscape courtyards.

#### Block 1 Section 131

The proposal for Block 1 Section 131 occupies the most eastern block of the Campbell Section 5 site located on the corner of Constitution Avenue, Anzac Park and East Anzac Parade.

The site is located adjacent to Anzac Parade. The site is rectangular. The buildings fronting Constitution Avenue define the street alignment and generally comply with the 25m height limit to Constitution Avenue. The site falls from west to east approximately 1.0 metre and falls from north to south approximately 3.0 metres.

The building form mediates between the 2 height limits, 19m to the north and 25m to the south, by articulating the buildings as groups of separate buildings on the site.

The proposal for Block 1 Section 131 is generally consistent with the Master Plan. There are minor variations due to the site fall however the intent of the height plane is achieved.

1.6. ASSESSMENT OF HERITAGE IMPACT MASTER PLAN

The following is an extract from Section 5 Assessment of Heritage Impact from Lovell Chen:

*“5.1 Introduction*

*The following assessment of heritage impacts has regard for the relevant provisions and policies of the National Capital Plan, as well as policies and recommendations included in:*

*The Parliament House Vista Area Heritage Management Plan (2010), prepared by Duncan Marshall et al for the National Capital Authority (NCA); and; The Griffin Legacy, Constitution Avenue Urban Design Study: Parliament House Vista 2007), prepared by Lester Firth Architects (ACT) Pty Ltd.*

*5.1.1 National Capital Plan*

*The purpose of the NCP is to ensure that Designated Areas of Canberra and the ACT are planned and developed with regard to their national significance. The NCP establishes broad principles and standards relating to the Central National Area in its entirety, including the requirement that planning and development in Designated Areas has regard for the principles of the Griffin Legacy, including the visual geometry of the Griffin plan, hierarchy of land uses and landscape spaces.*

*Griffin anticipated Constitution Avenue as a major commercial thoroughfare. This has yet to occur, due in part to a number of changes to the Griffin plan, including the construction of the AWM at the north end of Anzac Parade (completed 1941), the subsequent redevelopment of Anzac Parade as a formal boulevard with a solemn/ceremonial character (mid-1960s) and the construction of Parkes Way as the major east-west arterial route through central north Canberra (mid-1960s), which reduced the importance of Constitution Avenue. The construction of the Portal Buildings (1965 and 1968), addressing Parkes Way and Anzac Parade, further diminished the emphasis on Constitution Avenue.*

*The NCP also sets out detailed principles, policies and guidelines for specific zones and precincts within the Central National Area. Section 1.5 'Constitution Avenue' of the NCP (generally referred to as Amendment 60) provides a suite of policies for built form and landscape design on Constitution Avenue, and guidelines for building height and form. Amendment 60 seeks to deliver continuous medium-rise built form along Constitution Avenue, to form a mixed-use boulevard linking London Circuit to Russell.*

#### *5.1.2 Parliament House Vista Area Heritage Management Plan (2010)*

*This assessment has regard for recommendations and policies included in the Parliament House Vista Area Heritage Management Plan (2010) prepared by Duncan Marshall et al for the NCA. Campbell Section 5 forms part of the setting for the Parliament House Vista and is an associated heritage place to the Vista through: its location in the wider contextual setting for the Vista (the Molonglo River valley), alongside and within sight of the Vista; and its association with the Griffin Plan, being located at the intersection of Griffin's Municipal and Land axes.*



*The Heritage Management Plan (HMP) includes conservation policies and implementation strategies specific to the setting for the Parliament House Vista. These relate primarily to the importance of protecting the forested character of the surrounding hills and significant views to and from the Vista. The HMP includes recommends the conservation of the East and West Portal Buildings, given their contribution to framing the Vista. It is also recommended that the NCA has regard for existing and anticipated tree heights when considering the potential impact of Amendment 60 developments.*

*With regard to the AWM, an emphasis of the HMP is on the conservation of the sightline between Old Parliament House and the Memorial, including the scale of the views. Further policy recommendations are for the conservation of the Memorial's landmark qualities, the symmetry of the building as seen in views along the Vista and the conceptual, planning and landscape connection between the AWM and Anzac Parade.*

*Conservation provisions for Anzac Parade include the importance of respecting and conserving the Parade's associations as a place of commemoration, and the continued use of landscape 'rooms' for the location of memorials. The HMP also emphasises the importance of maintaining the form and character of Anzac Parade, specifically the tall flanking Eucalypts and the crushed red brick paving.*

#### *5.1.3 The Griffin Legacy, Constitution Avenue Urban Design Study: Parliament House Vista (2007)*

*In 2007, Lester Firth Architects Pty Ltd (LFA) prepared a report considering the implications of Amendment 60 (referred to as 'DA 60') on the 'visual landscape values of the Parliament House Vista'. The report includes a suite of recommendations for the retention of the integrity of the landscape composition, relating to both plantings and built form. The overarching objectives of the recommendations are for the development of Amendment 60 having regard to Griffin's concept of Canberra as a city subservient to the landscape, with new built form aligned to the Griffin plan. LFA notes that the intermittent visibility of facades and roof lines behind vegetation to the west and east of Anzac Parade is an existing characteristic of the Parliament House Vista north of Lake Burley Griffin.*

*LFA's recommendations for the retention of the integrity of the landscape composition of the Parliament House Vista include: [the introduction of] strategically placed tree groupings to filter and/or screen views into DA 60 developments [ensuring] building mass and scale is in relation to adjacent tree heights, city hierarchy that respects visual dominance of the City and Russell complex, vista framing of the Portal buildings and emphasis of the valley landform [sic] [considering] colour and texture of building facades, eg muted tones of the Portal buildings that merge with the background colours of the landscape, when viewed in the context of the Vista [planting] Constitution Avenue in a formal avenue pattern with large trees [ensuring] that the architectural design, texture and colour of new buildings avoids high-key colours or highly reflective surfaces, taking into consideration the muted colours and textures of the landscape setting*

#### *5.1.4 Comment*

*From a heritage perspective the principal issues with regard to the proposed development of Campbell Section 5 for a mixed development of residential, commercial and public uses are considered to be: ensuring that new built form does not detract from the open and unimpeded views along the Parliament House Vista between the AWM and Parliament House, and the AWM itself; and the extent to which the proposed development conforms with the aims and objectives of the Griffin plan, with regard to land use, siting and scale.*

#### *Architectural character and materiality of new built form*

*It is policy at Section 1.5.3 of Amendment 60 that:*

*[The] architectural character [of new built form on Constitution Avenue] should develop a contemporary palette of styles and materials, reflecting the varied land uses and providing activity and interest, particularly at street level. Particular attention should be paid to building form and roof profiles in areas of high visibility.*

*Recommendations relating to materials included in Amendment 60 (Appendix T.8) are limited to a requirement for materials and finishes to respond to 'microclimate issues including solar access and wind'.*

*The Draft Master Plan Report, Hill Thalys and JILA (January 2012) does not include a description of the architectural character of new development at Campbell Section 5, and does not provide a materials palette for new built form.*

*In the absence of a detailed development proposal, it is considered that the palette of materials generally light in tone and with limited diversity would be an appropriately neutral response to the site, where a primary objective from a heritage perspective is to avoid visual impacts on the Parliament House Vista. There is greater potential for a diverse materials and colours palette to the east of the site.*

*These recommendations are consistent with Amendment 60, and with the LFA Urban Design Report (2007), which promotes that the use of, 'architectural design, texture and colour of new buildings [which] avoid high-key colours or highly reflective surfaces, taking into consideration the muted colours and textures of the landscape setting'.*

*The table has been notated to specifically refer to the Works Approval Submission requirements of Block 1 Section 131.*

The proposal for Block 1 Section 131 is generally consistent with the Master Plan envelope. New development is set parallel to Constitution Avenue to reinforce its primary role as a Municipal Axis and a grand boulevard. The development is set parallel to Anzac Parade East.

Issue	Lovell Chen comment	Comment
Land Use	Griffin's vision for the Land Axis (Constitution Avenue) was for a major commercial boulevard, with a mix of retail, entertainment, commercial and residential uses. The proposed development for commercial, residential and public uses is consistent with this objective. It is an approach that has the potential to enhance an appreciation	The proposed development of Campbell Section 5 provides residential and some commercial uses which will support the development and viability of Constitution Avenue a major commercial boulevard. Block 1 Section 131 is consistent with this use.

Issue	Lovell Chen comment	Comment
	<p>and understanding of the Griffin Legacy.</p> <p>A key policy objective of the HMP for the Parliament House Vista Area (2010) is for pre National Capital uses of the area to be respected, including nineteenth century pastoralism. Having regard to this objective, it would be appropriate for the design of the new park at the north-east of the site to respond to the archaeological remnants of the former dam (now filled), and for the introduction of interpretive devices describing the pastoral history of the site in proximity to the former dam.</p>	<p>The new Park responds to the archaeological remnants of the former dam.</p>
Visual impacts on the Parliament House Vista	<p>The axis that today connects Parliament House and the AWM was conceived by Griffin as the Land Axis. Aligned between Mount Ainslie and Mount Kurrajong, it formed Canberra's organisational and symbolic core, and tied the city to the landscape.</p> <p>The construction of the AWM changed the character of the axis north of Griffin's Water Axis</p>	<p>The visual impacts of the proposed development upon the Parliament House Vista Avenue are minimised by the following measures:</p> <p>The visual catchment of the Parliamentary Zone has been considered in the scale of proposed development, which supports the land axis and supports the hierarchy of the</p>

Issue	Lovell Chen comment	Comment
	<p>(Lake Burley Griffin). The development of Anzac Parade as a sombre ceremonial way dates to the 1960s. The rows of formal Blue gums to each side, and the Portal Buildings that frame views of the Vista also date to this period. These introductions have reinforced the formal qualities of the vista. However, it remains an open linear space providing an unimpeded line of sight between the Central National Area and the broader landscape setting.</p> <p>As noted by LFA (2007), Parliament House and the lake's edge provide key viewpoints from the Vista, with Mount Ainslie providing a key view of the Vista. These viewpoints allow an appreciation of the vista as a long linear landscaped space. In localised views, built form and roof profiles are intermittently visible through mature plantings. However, these background elements are not considered to diminish an appreciation of the formal and dignified qualities of the space.</p> <p>The proposal is for development to a height of</p>	<p>Anzac War Memorial and Portal Buildings. In localised views, the horizontality of built form and roof profiles below the canopy, will be only intermittently visible through mature plantings. These background built forms are not considered to diminish an appreciation of the formal and dignified qualities of the space.</p> <p>The primacy of the Land Axis is reinforced through the hierarchy of development forms which step down the axis. The proposed action is for development to a height of 25 metres along Constitution Avenue to protect this vista. Built form respects the scale of the Portal Buildings as framing devices. Built form sits below the canopy and retains the landscape backdrop of the inner hills of Central Canberra.</p> <p>The visual impacts of the proposed development on the Parliament House Vista</p>

Issue	Lovell Chen comment	Comment
	<p>25m along Constitution Avenue, with lower elements (19m, 13 and 10m) along Anzac Park East. Retained trees to both frontages will be supplemented by new plantings to provide screening.</p> <p>In ground level north-south views along the Vista, the approach to new built form will not detract from a visual appreciation of the formal qualities of the Vista, with built form being screened by the East Portal Building and the Blue gums. The built form will be visible from elevated vantage points (Red Hill and Mount Ainslie). However, in these longer views, the linear qualities of the Vista are defined by the Blue Gums and the red gravel of Anzac Parade's broad central median strip. With regard to the elevated vantage points, it is noted that visibility of built form at the intersection of the Land and Municipal axes was anticipated by Griffin as part of the development of Constitution Avenue as a commercial thoroughfare.</p>	<p>will be limited to glimpses of fabric and roof form through the canopy in distant views. It is considered that the built form and proposed landscaping are appropriately responsive to the Parliament House Vista, and will not diminish its identified cultural heritage values.</p> <p>Formal rows of Blue Gum are reinforced. The proposed development is lower than the mature canopy of avenue planting that defines the land axis. Built form at 25m maximum height is lower than Portal Buildings at 28m maximum, and thereby maintains role of the Portal Building as framing devices.</p> <p>Landscaping provided at the perimeter of development blocks, along the new roadways separating development blocks and within the development blocks will reinforce the landscape setting of the vista. The mature height of proposed plantings exceeds the height of the proposed buildings to provide</p>

Issue	Lovell Chen comment	Comment
	<p>Visibility of the new built form from the Vista will be clearest in oblique views from the south-west (Rond Terrace and the west side of Anzac Parade). However, the setbacks from the west boundary (being aligned to the East Portal Building) are such that the buildings will read as part of Constitution Avenue, being removed and physically separate from the Vista. It is also noted that the proposed planting scheme to the south and west of Campbell Section 5 will further soften the visibility of new built form. The existing and future tree heights in the area are noted as relevant factors in consideration of the visual impacts of Amendment 60 developments in both the Marshall et al HMP (2010) and LFA Urban Design Report (2007).</p> <p>The visual impacts of the proposed development on the Parliament House Vista will be limited to glimpses of fabric and roof form in front-on and oblique views at ground level. It is considered that</p>	<p>screening of built form and roof profiles allowing only intermittent views through plantings.</p> <p>The dominant east/west orientation of blocks limits the frontage to Anzac Park east and minimised visual impacts on the Vista. The reduced scale and setback off north/south blocks assists in this.</p> <p>The primary east/west orientation visually dissociates the proposed development from Anzac Parade.</p> <p>The recessive colours and finishes proposed to the new development to Constitution Ave will minimize visual impacts on Constitution Ave and Anzac Parade and the Parliament House Vista.</p> <p>The built form and landscaping proposed are appropriately responsive to the Parliament</p>

Issue	Lovell Chen comment	Comment
	the built form and landscaping proposed are appropriately responsive to the Parliament House Vista, and will not diminish its identified cultural heritage values	House Vista, and will not diminish its identified cultural heritage values.
Impacts on the AWM	<p>The AWM is a site of national significance. In association with Anzac Parade, the AWM forms one of the largest ceremonial landscapes in Australia. In its own right, the AWM forms the major terminating element at the north end of Anzac Parade, and is a critical component of views along the Parliament House Vista from the south (at ground level and from elevated vantage points) and from Mount Ainslie to the north.</p> <p>The proposed development of Campbell Section 5 for new built form to a maximum height of 25m will result in a peripheral impact in views of the AWM. From the south, the impact will be greatest from the elevated vantage point of Red Hill, with glimpsed views of built form and roof profiles being visible at ground level. From the</p>	<p>The dominance of the existing ceremonial landscape of the AWM is supported by the control of building height (below canopy) by the provision of setbacks to the west, by the east/west orientation of primary building blocks, and by the additional landscape component which differentiates from the existing found plantings on the ceremonial way in species selection and planting layout.</p> <p>The proposed development of Campbell Section 5 will not affect the memorial's landmark qualities, an appreciation of its symmetrical composition and its conceptual, planning and landscape relationship with Anzac Parade because of the restriction of height of development below canopy. The</p>



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	<p>north, the impact will be from Mount Ainslie. However, the core elements contributing to the significance of the AWM as identified in the Marshall et al HMP (2010) will not be affected, namely the memorial's landmark qualities, an appreciation of its symmetrical composition and its conceptual, planning and landscape relationship with Anzac Parade</p>	<p>conceptual planning and symmetrical composition will be enhanced by the increased landscape component which will result in a subversion of new built form to landscape.</p> <p>Being located adjacent to Anzac Parade and fronting Constitution Avenue the scale of the proposal for Block 1 Section 131 and its compliance with the master plan achieve an appropriate outcome.</p>
<p>Impacts on the war memorials along Anzac Parade</p>	<p>The Anzac Parade military memorials are critical components of the Parade, making a significant contribution to an understanding of the space as a site of national remembrance. The discrete siting of the memorials in landscaped 'rooms' with the mature Blue gums as a consistent backdrop lends dignity to the memorials.</p> <p>The two east-west roads within the proposed development are aligned to the Rats of Tobruk</p>	<p>The proposed location and landscaping of the east west roads will provide an appropriate landscape backdrop to the memorials.</p>

Issue	Lovell Chen comment	Comment
	<p>memorial and a location for a future memorial; no new built form will be visible within their immediate backdrops. This is an appropriate response to the significance and solemnity of the memorials.</p>	
<p>Impacts on the Griffin Legacy</p>	<p>Amendment 60 was prepared to deliver Griffin's vision for Constitution Avenue as a major commercial boulevard. As noted, this vision has been delayed, in part, by a number of changes to Griffin's plan, specifically the construction of the War Memorial and the subsequent remodelling of Anzac Parade, and the introduction of Parkes Way. Notwithstanding, there remains a strong conceptual and planning relationship between Constitution Avenue and other surviving elements of Griffin's plan for Canberra, including the Parliament House Vista.</p> <p>The delivery of medium-rise built form along Constitution Avenue will enhance an understanding of Griffin's original plan, and</p>	<p>The density of the proposed residential and commercial development will support the viability of commercial development of Constitution Avenue.</p> <p>The extent of built form addressing Anzac Park East is limited by the orientation of blocks and setbacks screened by landscape treatments.</p>

Issue	Lovell Chen comment	Comment
	<p>reinforce the connection between Constitution Avenue and other surviving elements of the plan in their present form.</p> <p>At the heights proposed the extension of the built form to the north of the site, addressing Anzac Park East, is a subtle variation to the Griffin Plan and will have no adverse impact.</p>	
Impacts on the Portal Building	<p>The East and West Portal Buildings (1965 and 1968 respectively) were core components of William Holford's vision to reinforce the formality of the Parliament House Vista. They are significant as framing elements along the Vista, for their association with the development of Canberra under the NCDC and as monumental-scale examples of the stripped classical- style architecture predominant in Canberra during the early years of the NCDC. In their symmetry, they are consistent with an aspect of Griffin's original vision for the Vista. Both buildings are included in the Commonwealth Heritage List (as a combined</p>	<p>Campbell Section 5 is located immediately to the north of the East Portal Building. The significance of the Portal Buildings on Constitution Avenue as primary framing elements of the Land Axis is protected by the scale, horizontality and restrained articulation of the proposed development. The height and setback of the proposed development has been conceived with regard to the East Portal Building. The tallest elements of the development (25 m) is lower than the parapet of the East Portal Building (approximately 28 m) and, as such, would be generally screened</p>

Issue	Lovell Chen comment	Comment
	<p>entry, ID 105474).</p> <p>As noted above, Duncan et al (2010) recommends the conservation of the Portal Buildings, given their contribution to framing the Vista.</p> <p>The height and setback of the proposed development has been conceived with regard to the East Portal Building. The tallest elements of the development (25m) is lower than the parapet of the East Portal Building (28m), and as such will be largely screened in views from the south, with the exception of elevated vantage points. Views from the north will be unaffected, being screened by plantings to Anzac Parade. As anticipated by Amendment 60, the new development will reinforce the formality of the intersection of Constitution Avenue and Anzac Parade in east-west views.</p> <p>In these views, the significant aspects of the East Portal Building and its relationship with the West</p>	<p>in views from the south, with the exception of elevated vantage points (Red Hill).</p> <p>The proposed development is appropriately respectful of the scale and siting of the East Portal Building, and would not detract from an appreciation of the Portal Buildings as framing elements at the south end of Anzac Parade.</p> <p>The height of the proposed development (25m/19m) is lower than the parapet of the East Portal Building (28m).</p> <p>The setback of the proposed development also responds to the alignment of the east Portal Building.</p> <p>This will ensure the continuing fronting of the Parliament House Vista by the Portal Buildings.</p>

Issue	Lovell Chen comment	Comment
	<p>Portal Building will be unaffected, and Griffin's vision for the Municipal Axis as a major boulevard flanked by built form will be delivered. The setbacks of the proposed development from Anzac Park East are aligned with the west elevation of the East Portal Building.</p> <p>Having regard to the above it is considered that the proposed development is appropriately respectful of the scale and siting of the East Portal Building, and will not detract from an appreciation of the Portal Building as framing elements at the south end of Anzac Parade.</p>	<p>The landscape screening of the proposed built forms along the east west roads will protect the dominance of the Portal Buildings as framing elements.</p>
Height of new built form	<p>The guidelines at Amendment 60 relating to height respond to the existing character and built form of the area, and the delivery of Constitution Avenue as a grand boulevard consistent with the objectives of the Griffin Legacy. The guidelines provide for development to a maximum height of 25m at the interface with Constitution Avenue (the parapets of the six-storey wings of the Portal</p>	<p>The maximum height of the proposed development was set by the Master Plan at 25m, which is 3m below the Portal Building parapet. This height is below the canopy of Anzac Parade Avenue planting. The proposed height steps down towards north away from Constitution Avenue, this reinforces the physical expression of the Municipal Axis.</p>

Issue	Lovell Chen comment	Comment
	<p>Buildings are approximately 28m above ground level). To the east of the site, in proximity to the residential areas, the guidelines state that development should not exceed 12m. It is also policy at Amendment 60 for new development to provide a transition in scale to protect the amenity of adjoining residential areas. The Amendment provides no guidance for development to the north of 'Land Use A,' with the area being zoned for 'Open Space'.</p> <p>The height of the proposed built form to Constitution Avenue is 25m high. The south wing of Block 2 is also 25m high. Lower elements (variously 19m, 13m and 10m) are proposed for the north-west of the site and to the rear of Blocks 2, 3, 4 and 5.</p> <p>The 25m-high components are located within the present Land Use A zone, and are consistent with the guidelines at Amendment 60. This approach is considered to be acceptable from a heritage</p>	<p>The 25m-high components of Block 1, Section 131 is consistent with the guidelines at Amendment 60.</p>

Issue	Lovell Chen comment	Comment
	<p>perspective. Block 1 and the central and north wings of Block 2 were not anticipated by Amendment 60. These elements variously rise to 19m 13m and 10m. As such, they will be screened in views along the Parliament House Vista, by the Anzac Parade Blue gums and the East Portal Building. In the broader context, the graduated heights respond to the valley land form, and emphasise the subservience of the city to its setting.</p>	
Siting and setbacks of new built form	<p>Campbell Section 5 is a prominent corner site on Griffin's Land Axis. Griffin's plan for the Axis was symmetrical. In some areas, this vision for symmetry has been delivered (such as the Portal Buildings, see above), in others it has not. In the vicinity of the subject site the potential for a balance of built- form was constrained by the pre-existing St John's Church complex. It is probable that Sir William Holford's unrealised recommendation (1957) for a church at the south-west corner of Campbell Section 5 was a</p>	<p>While symmetry about the land axis is not possible in this location, the strength of the proposed landscape component, and particularly the extent of canopy trees, and their informal plantings, responds appropriately to the densely vegetated site of St Johns Church opposite.</p> <p>The scale and orientation of Block 1 Section 131 reduces the impact of built form on Anzac Parade which is defined by landscape. The variation setback differentiates this form</p>

Issue	Lovell Chen comment	Comment
	<p>response to this issue.</p> <p>Accepting that development at Campbell Section 5 has limited potential to reinforce the formal symmetry of the Land Axis it is considered that the campus-style land parcels proposed are an appropriate approach from a heritage perspective. Blocks 1-3 to the west have the potential to balance residential development on the west side of Anzac Parade as seen from elevated vantage points (Mount Ainslie and Red Hill). Blocks 3-5 to the south will reinforce Constitution Avenue as a major boulevard.</p> <p>These localised siting objectives are also reflected in the setbacks: the staggered setbacks to the west, with the westernmost elements being aligned with the East Portal Building, will break down the building mass and enable the introduction of courtyard gardens; the consistent setbacks (6.5m) from Constitution Avenue will establish the Avenue as a grand boulevard.</p>	<p>of development from the Avenue development along the Municipal Axis, which is defined by built form.</p> <p>Being located adjacent to Anzac Parade and fronting Constitution Avenue the scale of the proposal for Block 1 Section 131 and its compliance with the master plan achieve an appropriate outcome.</p>



Issue	Lovell Chen comment	Comment
Landscaping / Tree removal	<p>The LFA Urban Design Report (2007) identifies both sides of Constitution Avenue as 'critical edges' where planting masses can minimise the visual impact of Amendment 60 development. The Avenue itself is outside the study area (Campbell Section 5). However, the NCA is understood to be considering new plantings along Constitution Avenue in line with this recommendation. As noted, the Marshall et al HMP (2010) also identifies existing and future tree heights as relevant factors in consideration of Amendment 60 developments. Amendment 60 itself provides an indicative streetscape design, and promotes a landscaping approach that reinforces the urban structure of Constitution Avenue and its integration with the setting of the Central National Area.</p> <p>Perimeter landscaping at Campbell Section 5 was introduced incrementally from the early 1960s until the 1970s. This was consistent with the</p>	<p>The existing Avenue plantings which define Anzac Parade are reinforced with additional planting on Anzac Park east. These plantings assist in screening of new buildings and enhance the landscape character of the site. Careful selection of species will ensure the mature trees adequately screen buildings new plantings that do not lessen the visual impact of the Anzac Parade avenue plantings.</p> <p>Formal planting is restricted to the perimeter of the site and internal roads. The balance of planting provides an informality in selection and placement which will visually link the site with St Johns opposite, and with surrounding residential area.</p> <p>New plantings to the south and west perimeter of the site will screen proposed development in key views along PHV</p>

Issue	Lovell Chen comment	Comment
	<p>NCDC's practice of planting sites for subsequent development. The later plantings were contemporary with the intensification of residential development to the north and east of Campbell Section 5, and are presumed to have been an attempt to beautify the open area. There are a number of trees (generally <i>Quercus robur</i>) in proximity to the former dam. No individual specimens or row plantings at the site have been identified as being of cultural heritage value.</p> <p>Tree removal is proposed to the west and south of the site, specifically the stands of senescent <i>Radiata</i> pines and densely- planted Arizona cypress to the west of the site, and Stone pines to the south.</p> <p>Smaller stands of <i>Fraxinus velutina</i> (Velvet Ash) and <i>Robinias</i> to the south boundary are also proposed for removal. The existing stands of <i>Arbutus unedo</i> (Strawberry Tree) to the west and <i>Zelkova serrata</i> (Keyaki or Japanese Zelkova) and</p>	

Issue	Lovell Chen comment	Comment
	<p>Fraxinus velutina (Velvet Ash) to north are proposed for retention, and will partially screen the new built form. It is anticipated that decontamination of the former dam (filled in the 1950s) will require the removal of a number of trees (including some oaks) in proximity to the former dam. New plantings are proposed to the west and south of the site, and along the new roads within the site. A description of the new park design is included in the Draft Master Plan Report.</p> <p>From a heritage perspective, the relevant landscape considerations relate to the approach to planting along the south and west perimeters, and along Constitution Avenue itself. In these areas, the proposed approach is considered to be highly responsive to the setting of Campbell Section 5, and Canberra as a city intimately tied to its landscape. The proposal will screen the new built form in views from the south and west, and assist in reinforcing the urban structure of</p>	

Issue	Lovell Chen comment	Comment
	Constitution Avenue.	

The Griffin Legacy, published in 2004, provides a blueprint for the development of strategic areas in Canberra that reflects their national significance. The Constitution Avenue Master Plan, a component of Amendment 60 to the NCP is one of three Griffin Legacy initiatives. Constitution Avenue is considered to be of particular importance as a main avenue and approach route to Canberra City, and forms part of the National Triangle, connecting City Hill to Russell. The vision for Constitution Avenue is to create an elegant and vibrant mixed-use boulevard, lined with shops, cafes and a mix of commercial, entertainment and residential uses. Amendment 60 to the NCP provides the statutory framework to ensure the development of Campbell Section 5 is in accordance with the national significance of the site. Amendment 60 governs the urban structure, land use and building heights along Constitution Avenue.

Under Amendment 60, the southern area fronting Constitution Avenue has been identified as a potential site for Land Use A developments (residential, commercial, etc).

#### NCP amendment 74

The object of the National Capital Plan (the Plan) which is prepared and administered by the National Capital Authority (NCA) is 'to ensure that Canberra and the territory are planned and developed in accordance with their national significance'. The NCA is charged 'to keep the Plan under constant review and to propose amendments to it where necessary'.

The Plan, sets out the broad planning framework for all of the Australian Capital Territory, and provides detailed planning policies and guidelines for areas designated as having the special characteristics of the national capital. Such areas are identified in the Plan and are referred to as 'designated areas'. Campbell Section 5 is a 'designated area'.

Any buildings or structures, demolition, landscaping or excavations works in 'designated areas' require the prior written approval of the NCA. The NCA's consideration of any application is based on the relevant provisions of the National Capital Plan.

Amendment 74 Campbell Section 5 adjusted the land use boundaries within Section 5, and prescribed detailed conditions of planning, design and

development on the subject land which outlined requirements for public space, building form, site access and set-back, building height, building facades, materials and landscape.

Earlier sections in the Works Approval identified proposed works on Campbell Section 5. The proposed works have been designed generally in accordance with the Plan.

It is noted from the consultation process undertaken by the NCA, regarding Amendment 74, comments have been received regarding:

- Building set back and height associated with the adjacent New Zealand Memorial;
- Building façade is sympathetic to both National and Commonwealth Heritage;
- Building form is sympathetic to East Portal Building, New Zealand Memorial and the Parliament House vista;
- Landscape along the southwestern side of the site.

The following is an extract from Revised National Capital Plan Section 4.8 Constitution Avenue and Anzac Parade Building Height p 163 and amended to identify the proposed impact:

Provide climate protection to areas where retailing and service based developments form the predominant ground level use at the street.	Not applicable to heritage Assessment
Buildings above 25 metres in height are to be the subject of wind testing, including down draught conditions and turbulence, to ensure the development does not have adverse impacts on building entrances in the public domain.	Not applicable to heritage Assessment
Buildings heights will generally be medium rise up to 25 metres above adjacent kerb levels to retain the landscape backdrop of the inner hills of Central Canberra.	The 25 metre Buildings height is determined from Anzac Parade. The compliance with the 25 metres height does not detract from the dominance of the Portal Buildings which are located a considerable distance from the buildings and at a relative level of RL 28m.

A landmark building to RL 617 adjacent to Commonwealth Avenue is subject to consultation in accordance with Appendix M.	Not applicable to heritage Assessment
Minor building elements that extend building heights above 25 metres will be considered where this enhances the architectural quality of the building, and fosters energy efficiency, indoor amenity and appropriate urban scale.	The 25 metre Buildings height is determined from Anzac Parade. The compliance with the 25 metres height does not detract from the dominance of the Portal Buildings which are located a considerable distance from the buildings and at a relative level of RL 28m.
Development should generally be constructed to the street boundary to define and enclose streets and create continuous street frontage while allowing variations in individual buildings and uses. Development on the northern side of Constitution Avenue shall be set back a minimum of 6.5 metres from the block boundary.	Development which complies with the approved Master Plan is constructed to the street boundary of Anzac Parade in limited locations and alternated with buildings of lower scale 19m which are set back between the higher 25m built form. This treatment of built form subverts the proposed development to the landscape edge of Anzac Parade.
Where buildings are required to be set back to achieve security stand-off distances, continuity of the building line should be reflected in the design of passive security measures (e.g building plinth walls on the street boundary).	Not applicable to heritage Assessment
Where fronting residential streets in Campbell and Reid, building setbacks should generally complement existing building setbacks.	The proposed building envelope complies with the approved Master Plan
Building forms, materials and finishes should be responsive to microclimate issues including solar access and wind. Use of sunscreen devices as articulation elements should be employed to achieve climate responsive facades.	Not applicable to heritage Assessment
Buildings should generally be modulated to clearly express the grid of the building. Tactility, silhouette and human scale in relation to built	The development is modulated to clearly express the grid of the building and articulate the corners, breaking down the form into multiple buildings.

form should be achieved with the design of buildings.	
New buildings are encouraged to be delivered through design competitions in order to encourage innovation and design excellence.	Not applicable to heritage Assessment
Building height is to be measured from and between the finish footpath level at each corner of a development block.	Building height is to be measured from the finished footpath level

#### 1.7. CONCLUSION

Campbell Section 5 is located in proximity to Anzac Parade and the Australian War Memorial and within the Central National Area and within the setting of the Parliament House Vista. There is a need to minimise visual impacts on the Vista, the Portal Buildings and the Australian War Memorial and to ensure that new development is consistent with the aims and objectives of the Griffin Legacy.

The principal issues with regards to the potential impacts on heritage values of the proposed action are considered to be ensuring that new built form does not detract from:

- the open and unimpeded views along the Parliament House Vista between the Australian War memorial and Parliament House; and
- the aesthetic or landscape characteristics of Anzac Parade and the memorials located on the eastern side of Anzac Parade.
- the significance of the Portal Buildings on Constitution Avenue as primary framing elements of the Land Axis is protected
- the potential for Constitution Avenue to become Griffin's grand Commercial Boulevard
- the extent to which the proposed development conforms with the aims and objectives of the Griffin plan, with regard to land use, siting and scale.

With the exception of development to the west of the site (north of the Land Use A zone), the proposal generally satisfies the policies, principles and guidelines included in Amendment 60, which was prepared as an outcome of the NCA's strategic vision to implement the Griffin Legacy through the National Capital Plan.

This is consistent with the objectives of Amendment 60. It is also noted that glimpsed views of built form to the rear of screening trees is an existing condition of the Vista north of Lake Burley Griffin.

Of critical importance, reflecting the national significance of the AWM and the strength of its relationship with Anzac Parade, is that the proposed development will not diminish an appreciation of the Memorial as the key terminating element at the north end of Anzac Parade. The conceptual, planning and landscaping association between the AWM and the Parade will likewise be unaffected.

The approach to built form, in terms of height, siting and mass, and landscaping will result in minimal visual impacts on the associated heritage place (Parliament House Vista) and the AWM, and will not diminish an appreciation of the Portal Buildings as framing elements at the south end of Anzac Parade. The limited visibility that will result from the proposed development is an acceptable balance of the requirement to respect the existing character of the Parliament House Vista, maintain the landmark qualities of the AWM and deliver Griffin's vision for Constitution Avenue as the base of the National Triangle. In this regard, the development will promote a fuller understanding of Walter Burley Griffin's objective for the Municipal Axis as Canberra's 'high street'.

The proposal satisfies the policies, principles and guidelines included in Amendment 60,70 and 86 which was prepared to implement the Griffin Legacy.

The approach to built form, across the site in terms of height, siting and mass, and landscaping will result in minimal visual impacts on the associated heritage place (Parliament House Vista) and the Australian War Memorial, and will not diminish an appreciation of the Portal Buildings as framing elements at the south end of Anzac Parade.



The limited visibility that will result from the proposed development which sits below the canopy is an acceptable balance of the requirement to respect the existing character of the Parliament House Vista and maintain the landmark qualities of the Australian War Memorial and deliver Griffin's vision for Constitution Avenue as the base of the National Triangle. In this regard, the development will promote a fuller understanding of Walter Burley Griffin's objective for the Municipal Axis as Canberra's 'high street'.

The development also strengthens Griffin's vision for Constitution Avenue as the base of the National Triangle and as Canberra's 'high street' by the increasing scale of development which will support the monumentality and massing of the street wall.

*(The Draft Masterplan Report, Hill Talis and JLA (January 2012))*