

Consultation Report (Works Approval 19736) Block 16 Section 6 Forrest (3 Melbourne Avenue) Demolition of existing residence and construction of six town houses

February 2015

#### Contents

1.	I	ntroduction	
2. Public consultation requirements			
	2.1	. National Capital Plan	
	2.2	. Commitment to community engagement	
3.	S	Summary of public consultation5	
	3.1	. The public consultation process	
	3.2	. Submissions Received, Comments and Response	
4.	С	Comments and response	
	4.1 imr	. The scale of development is inconsistent with the existing character of the mediate area7	
	4.2 dev	. The proposed development if approved will set a precedent for larger velopments	
		. The plot ratio of 0.4 is excessive for any development in the akin/Forrest residential area and it is inconsistent with the plot ratio for land acent which is administered under the Territory Plan	
	4.4	. The lack of adequate provision of on site visitor car parking	
		The essential argument provided by the applicant for the advancement of proposal from 4 to 6 dwellings is economic viability. This is not a relevant nning consideration	
introduce Developn		roduce more specific development objectives and conditions in the form of a velopment Control Plan or Master Plan for the Deakin/Forrest residential	
	Chi	Failure of the NCA to consult with Melbourne Avenue residents in relation any future proposals consistent with an undertaken given by the previous lef Executive and would like to request a statement of reasons as to why this dertaking has not been honoured	
	4.8 and are	d appropriate controls are not in place to protect the heritage values of the	
5.	C	Conclusion10	
A	tac	hment A – Location plan11	
A	tac	hment B - Canberra Times – public notice11	
A	tac	hment C – Summary of submissions13	

#### 1. 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 2 December 2014, the National Capital Authority (NCA) received a Works Approval application from Tomi Milin architecture, on behalf of the existing lessee for the demolition of the existing dwelling and construction of six townhouses.

The following report details the public consultation process undertaken by the NCA relating to this application.

#### 2. Public consultation requirements

#### 2.1. National Capital Plan

Under the Plan, the requirements for public consultation apply, but are not limited to, certain residential developments, telecommunications facilities (that are not considered low impact) and amending or issuing an instrument under the Plan (including Development Control Plans).

#### 2.2. Commitment to community engagement

The NCA's 'Commitment to Community Engagement (August 2011)' details how the NCA conducts consultation. The purpose is to achieve a greater level of consistency and transparency in the NCA's decision making process.

- The Commitment to Community Engagement describes:
- the minimum requirements for consultation
- the timeframes for amendments to the Plan
- what is involved in preparing a new Development Control Plan
- the process for amending or issuing an instrument under the Plan
- the process by which WA applications, which are released for public consultation, will be assessed.

Part 2 - Consultation Protocol of the NCA's 'Commitment to Community Engagement (August 2011)' describes the consultation process for WA applications. The consultation protocol includes criteria for which an application will be assessed, in order to determine whether the application should be released for public notification or full public consultation.

For development applications, the NCA undertakes a risk assessment of each proposal against the assessment criteria set out in the Consultation Protocol. The

public notification process will include information about the NCA's risk assessment of the proposal against the assessment criteria below.

- What is the likelihood that the proposal will adversely affect existing public space and/or community amenity?
- What is the likelihood that the proposal will adversely affect existing environmental, heritage or landscape values?
- What is the likelihood that the proposal is discordant with the general development and amenity of the locality in terms of materials, finishes, scale, massing, design and quality?
- What is the likelihood that the proposal is inconsistent with an existing Heritage Management Plan (HMP)? (If there is no HMP, this question is not applicable).

The combination of the likelihood and consequence from the criteria listed will yield an overall perceived risk rating of 'negligible', 'low', 'significant', 'high' or 'extreme'. Works assessed as having an 'extreme' risk will be rejected.

Full public consultation for WAs will be required where the NCA's perceived risk rating is 'significant' or 'high', and also for any development where consultation is a mandatory requirement under the Plan.

When a WA application is lodged and consultation is required, the applicant is required to consult with the community and stakeholders. The NCA may stipulate specific requirements for consultation and, for higher perceived risk proposals, may undertake the consultation process itself.

The NCA may set aside the requirement to undertake full public consultation where:

- previous consultation has been undertaken.
- for minor amendments to previously approved works.
- proposals are exempt, as demonstrated in 2.3.
- the NCA determines it unnecessary and no stakeholders will be affected.
- The Plan has specific requirements in relation to consultation for telecommunications facility, in relation to any new towers, masts or monopoles.

In relation to this application the requirement for consultation is triggered by the requirement in the Plan - Chapter 1 and Figure 7 – The Central National Area (Deakin, Forrest and Red Hill) that:

"all residential development proposed are subject to public notification and consultation with lessees and residents in the Deakin/Forrest Residential Area".

The application, therefore, went to full public consultation.

#### 3. Summary of public consultation

#### **3.1.** The public consultation process

The public consultation was undertaken between 13 December 2014 and 30 January 2015 and took the form of:

- On Saturday 13 December 2014 a public notice was placed in *The Canberra Times*, detailing the proposed works and inviting submissions to be made to the NCA in relation to the proposal (Attachment A)
- Between 13 December 2014 and 30 January 2015 publishing details of the proposal, including the applicant's plans and planning report on the NCA's website
- Between 13 December 2014 and 30 January 2015 placing two A1 size sign on site, one on the Melbourne Avenue frontage and one on the Somers Crescent frontage
- The NCA writing to the adjacent neighbours advising of the consultation process and inviting comments.

#### 3.2. Submissions Received, Comments and Response

Six written submissions were received. Emails of acknowledgment were sent to all the submitters advising them that their submissions will be taken into consideration before a decision is made on the application. One of the submissions was from the National Trust of Australia (ACT) and did not directly relate to the application but has been included for comprehensiveness.

The key issues raised in the submissions included:

- 1. The scale of development is inconsistent with the existing character of the immediate area.
- 2. The proposed development, if approved will set a precedent for larger developments.
- 3. The plot ratio of 0.4 is excessive for any development in the Deakin/Forrest residential area and it is inconsistent with the plot ratio for land adjacent and which is administered under the Territory Plan.
- 4. The lack of adequate provision of on site visitor car parking is an issue.
- 5. The essential argument provided by the applicant for the advancement of the proposal from 4 to 6 dwellings is economic viability. This is not a relevant planning consideration.
- 6. The NCA should prepare an amendment to the NCP to introduce more specific development objectives and conditions in the form of a Development Control Plan or Master Plan for the Deakin/Forrest residential area.
- 7. Failure of the NCA to consult with Melbourne Avenue residents in relation to any future proposals consistent with an undertaken given by the previous Chief Executive and would like to request a statement of reasons as to why this undertaking has not been honoured.

8. The heritage values of Forrest and Deakin have not been fully assessed and appropriate controls are not in place to protect the heritage values of the area.

#### 4. Comments and response

The key issues and the NCA response is provided below.

### 4.1. The scale of development is inconsistent with the existing character of the immediate area

#### Submitter's issues

A number of the submissions reflected the theme of the inconsistency of multi unit development with the predominantly single dwelling setting of the street and Deakin/Forrest residential area.

#### NCA comment

The National Capital Plan provides for multi unit development within the Deakin/Forrest Residential Area subject to consistency with the relevant design and siting provisions. These provisions were incorporated into the Plan in 2005 following full public consultation and have been approved by both Houses of Parliament.

The street and immediate locality contains a diversity of building scale and development types. The subject site shares a common block boundary with a multi unit development located at 14-23 State Circle (corner of Melbourne Avenue and State Circle. On the northern side of Somers Street, the character of the street comprises a number of large detached dwellings (single and double storey) and to the immediate south of Somers Street, large blocks house the Embassies of Switzerland and Austria. The proposed development will not be inconsistent in the context of the locality.

### 4.2. The proposed development if approved will set a precedent for larger developments

#### Submitter's issues

The approval of this increase in residential density in this area will set a precedent that the NCA will not be able not turn back from.

#### NCA comment

The National Capital Plan permits redevelopment of all blocks in Deakin/Forrest residential areas if consistent with the Plan's requirements.

The National Capital Plan provides both prescriptive and merit based standards, which control residential development within Designated Areas. All potential development sites are assessed on a case by case basis including consideration of site constraints, streetscape, landscape setting, neighbour amenity and road networks. The presence of previously approved multi unit development will not influence the decision making process if development proposals are submitted at a later date.

# 4.3. The plot ratio of 0.4 is excessive for any development in the Deakin/Forrest residential area and it is inconsistent with the plot ratio for land adjacent which is administered under the Territory Plan

#### Submitter's issues

The 0.3 plot ratio as provided for in the Territory Plan is directed at residential amenity and supports the garden city design and character of Canberra. If consistently applied it will lead to an improved landscape outcomes, and support attractive urban streetscape.

#### NCA Comments

The plot ratio of 0.4 is the current requirement of the National Capital Plan. These provisions were incorporated into the Plan in 2005 following full public consultation and have been approved by both Houses of Parliament.

The Deakin Precinct Code is not applicable to this area. Each site is assessed on its merits, constraints and specific setting. The flexibility afforded by the National Capital Plan ensures the best design outcome can be achieved for any potential development site.

#### 4.4. The lack of adequate provision of on site visitor car parking

#### Submitter's issues

The traffic report does not adequately address visitor carparking. As a consequent of the introduction of pay parking and parking restrictions on Somer Street and Melbourne Avenue, the provision of adequate visitor car parking is more essential. The traffic report claims that 'Somer Street would be suitable for on-street visitor parking....which will generally occur outside of business hours'.

#### **NCA Comment**

The National Capital Plan (Appendix H – Section 4.3 - Parking) states that offstreet parking spaces, open or enclosed shall be provided for all new residential buildings in accordance with the minimum parking space requirements stated. These requirements are 2 spaces per dwelling unit if such unit is designed for family accommodation and 1 space per dwelling unit plus adequate space for visitor parking if such unit is designed for single accommodation.

The townhouses include a mix of 3 and 4 bedrooms and as such are considered to be designed for family accommodation and 2 spaces per dwelling are required (total 12 spaces). A total of 15 car parking spaces have been provided in the basement, and meet the requirements of the National Capital Plan. Three of these parking spaces will be allocated and signed appropriately as visitor spaces.

The existing street and local road network is considered to have sufficient capacity to accommodate any increase in traffic or car parking introduced by the proposed development.

## 4.5. The essential argument provided by the applicant for the advancement of the proposal from 4 to 6 dwellings is economic viability. This is not a relevant planning consideration

**NCA Comment** 

Agree. The economic viability of a proposal is not a planning consideration and is not relevant to the assessment of the application. The proposed development has been assessed against the relevant provisions of the National Capital Plan.

#### 4.6. The NCA should prepare an amendment to the National Capital Plan to introduce more specific development objectives and conditions in the form of a Development Control Plan or Master Plan for the Deakin/Forrest residential area

#### Submitter's comments

The NCA is currently consulting on Development Control Plan 15/02 (DCP) for a Canberra Avenue site development. The National Capital Plan does not formally specify the development objectives and conditions in the Deakin/Forrest residential area as has been done in the DCP. Developments should at least meet the level of objectives and standards set out in the draft DCP.

#### NCA Comment

The National Capital Plan contains detailed planning requirements for the subject area specifically, Chapter 1 '*Deakin/Forrest Residential Area: The land between State Circle and National Circuit*' and Appendix H '*Design and Siting Conditions*'.

4.7. Failure of the NCA to consult with Melbourne Avenue residents in relation to any future proposals consistent with an undertaken given by the previous Chief Executive and would like to request a statement of reasons as to why this undertaking has not been honoured

#### NCA Comment

In August 2011, the NCA prepared and released its consultation protocol 'Commitment to Community Engagement' in August 2011 in response to community concerns about the NCA consultation process. The public notification process for this proposal has been undertaken in accordance with the protocol as described in the document as well as the requirements of the National Capital Plan. This included a notice in the Canberra Times, signs on site, information on the NCA website and letters to nearby lessees.

## 4.8. The heritage values of Forrest and Deakin have not been fully assessed and appropriate controls are not in place to protect the heritage values of the area

#### Submitter's comments

The assessment is critical as the area joins a conservation area to the south (Blandfordia) and two main avenues (Melbourne and Hobart). It is understood the no detailed Development Control Plan exists and suggest that one similar to the Territory guide for Blandfordia should be prepared. The National Trust offered its assistance with this process.

#### NCA Comments

The assessment of the heritage values of the whole area is a separate process to the consideration of the proposed development subject to current Works Approval consideration. The NCA notes the National Trust's offer of assistance.

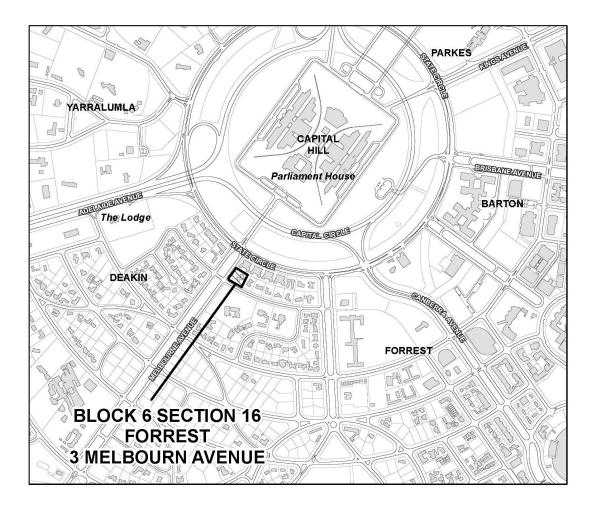
Neither the subject block or the Deakin/Forrest Residential Area of the National Capital Plan are listed on the ACT Heritage Register.

#### 5. Conclusion

The NCA's consultation process was carried out in accordance with the Plan and the NCA's 'Commitment to Community Engagement (August 2011)'.

Six written submissions were received. The NCA has provided responses to the issues and the proposal is consistent with the provisions of the National Capital Plan.

#### **Attachment A – Location plan**



#### Attachment B - Canberra Times – public notice

SATURDAY, DECEMBER 13, 2014 THE CANBERRA TIMES 5



#### **Attachment C – Summary of submissions**

Note: The National Capital Authority (NCA) undertakes an open and transparent works application process. Works Approval documentation advised that the NCA would prepare a Consultation Report for publication on the NCA website, and that this Consultation Report would include a summary of each submission, along with the name of each person making the submission. Names of submitters have been omitted where a submitter requested confidentiality.

Issue	NCA response	
Submission 1 - Name withheld by		
request		
<ol> <li>The proposed development is an overdevelopment of the site and far exceeds previous approvals issued by the NCA.</li> </ol>	The National Capital Plan provides for multi unit development within the Deakin/Forrest Residential Area subject to consistency with the relevant design and siting provisions. These provisions were incorporated into the Plan in 2005 following full public consultation and have been approved by both Houses of Parliament.	
	The street and immediate locality contain a diversity of building scale and development types. The subject site shares a common block boundary with a multi unit development located at 14-23 State Circle (corner of Melbourne Avenue and State Circle. On the northern side of Somers Street the street is comprised of a number of large detached dwellings (single and double storey) and to the immediate south of Somers Street, large blocks house the Embassies of Switzerland and Austria.	
	Substantial landscaping will be provided between the front boundaries and the town houses and will ensure that the garden character which is a major environmental feature of suburban Canberra can be preserved and maintained. The proposed development is consistent with the plot ratio requirements for the site	
2 The accontial argument provided	the plot ratio requirements for the site. Agree. The economic viability of a proposal is	
2. The essential argument provided by the applicant for the advancement of the proposal from 4 to 6 dwellings is economic	not a planning consideration and is not relevant to the assessment of the application. The proposed development has been assessed	

Iss	ue	NCA response
	viability. This is not a relevant planning consideration.	against the relevant provisions of the National Capital Plan, and is considered to be consistent.
3.	A large six unit town house development in this Parliamentary Precinct is clearly inconsistent.	The proposal is not within the Parliamentary Zone as described by the National Capital Plan. The subject site is within the Deakin/Forrest Residential Area which provides for multi unit developments subject to consistency with the relevant design and siting provisions. These provisions were incorporated into the Plan in 2005 following full public consultation and have been approved by both Houses of Parliament.
		The street and immediate locality contain a diversity of building scale and development types. On the northern side of Somers Street, the character of the street comprises a number of large detached dwellings (single and double storey) and to the immediate south of Somers Street, large blocks house the Embassies of Switzerland and Austria. The proposed development will not be inconsistent in the context of the locality.
		The location of the block on a corner block lends itself to a multi unit development as has allowed each town house to be design to have its own street frontage which is consistent with the pattern established on the neighbouring blocks.
		Vehicular access to the site remains from Melbourne Avenue.
4.	The applicant's traffic report ignores the close proximity to the major cross section of State Circle/Melbourne Avenue, and the entry to the State Circle apartments.	The location of the driveway has been supported by the ACT Territory and Municipal Services Directorate.
5.	The excessive six unit development opens the realms of potential multi dwelling developments changing the historic single/dual nature of this residential area.	The National Capital Plan permits redevelopment of all blocks in Deakin/Forrest residential areas if consistent with the Plan's requirements.

Issue		NCA response
		The National Capital Plan provides both prescriptive and merit based standards, which control residential development within Designated Areas. All potential development sites are assessed on a case by case basis including consideration of site constraints, streetscape, landscape setting, neighbour amenity, road networks. The presence of previously approved multi unit development will not influence the decision making process if development proposals are submitted at a later date.
		Substantial landscaping will be provided between the front boundaries and the town houses and this will ensure that the garden character which is a major environmental feature of suburban Canberra can be preserved and maintained.
	Submission 2 – Deakin Residents Association	
6.	Concern at the gradual escalation, over time to higher levels of intensification in designated areas.	See response to Issue 5 above.
7.	The large scale of development is inconsistent with the existing character in the immediate area.	See response to Issue 1 above
8.	The plot ratio of 0.4 is excessive for any development in the Deakin/Forrest residential area and it is inconsistent with the plot ratio for land adjacent which is administered under the Territory Plan, and should not be allowed to occur.	The plot ratio of 0.4 is the current requirement of the National Capital Plan. These provisions were incorporated into the Plan in 2005 following full public consultation and have been approved by both Houses of Parliament.
9.	Lack of visitor car parking is of concerned, and the traffic report does not adequately address visitor carparking.	The National Capital Plan (Appendix H – Section 4.3 - Parking) states that off-street parking spaces, open or enclosed shall be provided for all new residential buildings in accordance with the minimum parking space requirements stated. These requirements are 2 spaces per dwelling unit if such unit is designed for family accommodation and 1 space per dwelling unit plus adequate space for visitor parking if such

Issue	NCA response
	unit is designed for single accommodation.
	The townhouses include a mix of 3 and 4 bedrooms and as such are considered to be designed for family accommodation and 2 spaces per dwelling are required (total 12 spaces).
	A total of 14 car parking spaces have been provided in the basement, and this is excessive to the requirements of the National Capital Plan.
	The additional two car parking spaces that have been provided within the basement will be designated as visitor car parking spaces.
	The existing street and local road network is considered to have sufficient capacity to accommodate any increase in traffic or car parking introduced by the proposed development.
Submission 3 - Name	
withheld by request	
10. Scale of development is inconsistent with the longstanding predominantly residential urban character in this Designated Area.	See response to Issue 1 above
11. The NCA is currently consulting on Development Control Plan 15/02 (DCP) for a Canberra Avenue site development. The National Capital Plan does not formally specify the development objectives and conditions in the Deakin/Forrest residential area as has been done in the DCP. Developments should at least meet the level of objectives and standards set out in the draft DCP, and either a Development Control Plan.	The National Capital Plan contains detailed planning requirements for the subject area specifically, Chapter 1 'Deakin/Forrest Residential Area: The land between State Circle and National Circuit' and Appendix H 'Design and Siting Conditions'.
Submission 4 – National Trust of Australia (ACT)	
12. The heritage values of Forrest and Deakin have not been fully	This letter does not specifically mention the subject application but has been included in the

Issue	NCA response
assessed and appropriate controls are not in place to protect the heritage values of the area. The assessment is critical as the area joins a conservation area to the south (Blandfordia) and two main avenues (Melbourne and Hobart). It is understood the no detailed Development Control Plan exists and suggest that one similar to the Territory guide for Blandfordia should be prepared. The National Trust offered its assistance with this process.	report for comprehensiveness. The assessment of the heritage values of the whole area is a separate process to the consideration of the proposed development the subject of a Works Approval application. The NCA notes the National Trust's offer of assistance. Neither the subject block or the Deakin/Forrest Residential Area in the National Capital Plan are listed on the ACT Heritage Register.
Submission 5 – Inner South Community Council	
13. The NCA should prepare an amendment to the NCP to introduce more specific development objectives and conditions in the form of a Development Control Plan for the Deakin/Forrest residential area.	An amendment to the National Capital Plan is a separate process to the consideration of an application for Works Approval. The suggestion has been noted and further consideration will be given as part of the future Plan Review.
Submission 6 – Ernst Willheim	
14. Failure of the NCA to consult with Melbourne Avenue residents in relation to any future proposals consistent with an undertaken given by the previous Chief Executive and would like to request a statement of reasons as to why this undertaking has not been honoured.	In August 2011, the NCA prepared and released its consultation protocol 'Commitment to Community Engagement' in response to community comments about the way the NCA consulted. The community was also given the opportunity to comment on this document. The public notification process for this proposal has been undertaken in accordance with the protocol as described in the document as well as the requirements of the National Capital Plan.
	This included a notice in the Canberra Times, signs on site, information on the NCA website and letters to nearby lessees.

Issue	NCA response
15. The scale of development is inconsistent with the existing character of the immediate area. The size and scale of the building works are grossly excessive and inconsistent with the garden city concept and detrimental to the amenity of the area.	See response to Issue 1 above.
16. On site car visitor car parking is seriously inadequate, and with the introduction of parking restrictions as a result of pay parking it is more essential than ever that any redevelopment proposal in this area provide adequate visitor parking.	See response to Issues 9 and 10 above.