



**Australian Government**  
**National Capital Authority**

*Consultation Report - Works Approval 19930*

*Demolition of part of Bowen Place (East of Kings Avenue)*

*June 2015*

Contents	
1 Introduction	3
2 Public consultation requirements	3
2.1 National Capital Plan	3
2.2 Commitment to community engagement	3
3 Summary of public consultation	4
3.1 The public consultation process	4
3.3 Submissions Received, Comments and Response	4
4 Comments and response	5
5 Conclusion	7
Attachment A – Location plan	8
Attachment B – Public Notice on site	8

# 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 11 May 2015, the National Capital Authority (NCA) received a Works Approval application from NCA Estate Development and Renewal for the demolition of part of Bowen Place, east of Kings Avenue. The purpose of the works is to improve traffic safety on a low-volume road and rationalise direct access into the Parliamentary Zone. This part of Bowen Place has been temporarily closed since 14 March 2014 to enable the construction of the Bowen Place pedestrian underpass.

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 (February 2015)' 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 (February 2015)' 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.

1. What is the likelihood that the proposal will adversely affect existing public space and/or community amenity?

2. What is the likelihood that the proposal will adversely affect existing environmental, heritage or landscape values?
3. 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?
4. 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.

## **3 Summary of public consultation**

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

The public consultation was undertaken between 18 May and 5 June 2015 and took the form of:

- Between 18 May and 5 June 2015 publishing details of the proposal, including the applicant's plans and planning report on the NCA's website
- Between 18 May and 5 June 2015 placing two A1 size sign on site on Bowen Place frontages

The NCA also referred the application to the Environment and Planning Directorate (Conservator Liaison). The Conservator has no issues with the proposal.

### **3.3 Submissions Received, Comments and Response**

One written submission was received by the NCA. An email of acknowledgment was sent to the submitter advising that their submission will be taken into consideration before a decision is made on the application.

The key issue raised in the submission was that the justifications provided for the proposed permanent closure are invalid.

## 4 Comments and response

The key issues and the NCA response is provided below.

### **4.1 The current 'temporary' road closure has been inconvenient and the justification for the proposed permanent closure is invalid.**

#### **NCA Comments**

See comments below.

### **4.2 No information has been presented that indicates this intersection presents a higher risk than any other intersection.**

#### **NCA Comments**

The NCA notes that information on safety issues at this intersection would have assisted the submitter in understanding the justification for the closure. The NCA has advice from consulting engineers confirming that the closure of the loop road will remove major conflicts whilst increasing the capacity of Bowen Drive to convey vehicles by providing two continuous lanes.

### **4.3 Cloverleaf style interchanges have been in place for many decades in Canberra (and) Australia and many thousands appear to be able to navigate the 'counter-intuitive' design without confusion. The alternative arrangements (turning from Kings Avenue into King George Terrace) may in fact be more confusing for tourists coming from north across the lake who have to 'back-track' in their attempts to get to the National Gallery & National Portrait Gallery.**

#### **NCA Comments**

The view that many thousands appear to be able to navigate the 'counter-intuitive' design is noted. To reduce confusion for tourists and other motorists, new signage will be installed as part of the works which will direct south bound traffic to use King George Terrace to enter the Parliamentary Zone. Within the Parliamentary Zone there is existing signage which further will assist tourists to find the National Gallery and National Portrait Gallery. It is recognised that this route is a little further in distance however it is eliminating an existing black spot for motorists who are not familiar with the merging lane at Bowen Drive.

**4.4 Stating that a proposal is consistent with ‘preliminary’ master planning would indicate that the planning process is incomplete. It seems rather odd to propose a significant change before finalising a plan. It would also be helpful to provide a link to those plans to assist in understanding the context.**

#### **NCA Comments**

The proposed works have been assessed against the provisions of the National Capital Plan including Appendix 6: Master Plan for the Parliamentary Zone. The proposed removal of Bowen Place loop road is not inconsistent with the master plan which anticipates the removal of the loop road. The preliminary master planning that has been undertaken for Kings and Commonwealth Avenues is further work that supports the removal of the loop road.

The comment is noted about providing a link to plans as part of the public consultation process. This will be taken into account for the notification of future applications.

**4.5 The master plan provides for a significant amount of development in the eastern areas of the Parliamentary Zone. It can be anticipated that, in the long term, traffic demand will increase over time and it would be prudent to assess access to this area after this development has taken place.**

#### **NCA Comments**

The Master Plan for the Parliamentary Zone does provide for expansion to the existing campuses. The plan also notes that changing King Edward Terrace from a thoroughfare to a main street would improve access to the zone, and this would eliminate the need for the loop road on Bowen Place. The NCA and Roads ACT are satisfied that the adjacent intersections and road connections within the surrounding area have not suffered in terms of their level of performance whilst the loop road has been closure.

The traffic impacts from any future developments will be assessed as part of the Works Approval process.

**4.6 The case for removing part of Bowen Place has not been made and as such the proposal should be rejected and the Kings Avenue off-ramp to Bowen Place should be reinstated.**

#### **NCA Comments**

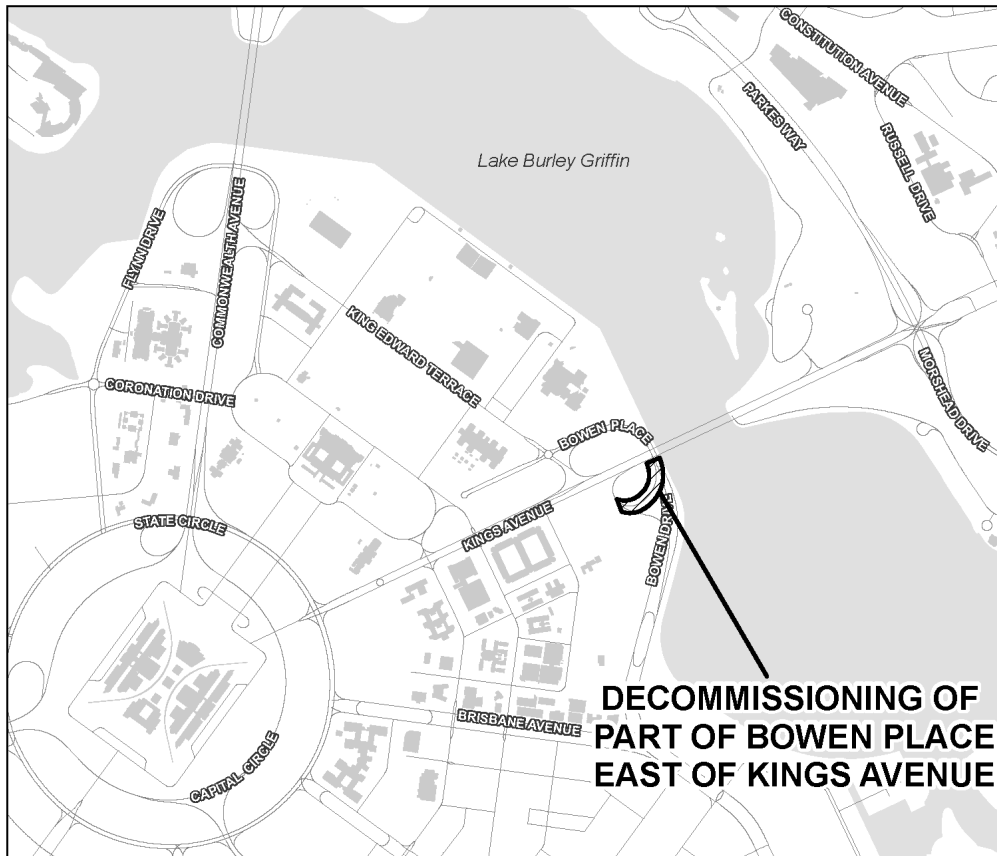
The NCA is satisfied that there is a case for the permanent closure of the Bowen Place loop road. The loop road supported very low levels of traffic when it was opened and did not play a significant role in the metropolitan traffic network. Consulting engineers have confirmed that the closure of the loop road will remove major conflicts whilst increasing the capacity of Bowen Drive to convey vehicles by providing two continuous lanes.

## **5 Conclusion**

The NCA's consultation process was carried out in accordance with the Plan and the NCA's 'Commitment to Community Engagement (February 2015)'.

One written submission was 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 – Public Notice on site



---

## WORKS APPROVAL

---

### Bowen Place, Barton

---

THE NATIONAL CAPITAL AUTHORITY (NCA) HAS RECEIVED A WORKS APPROVAL APPLICATION FROM NCA ESTATE DEVELOPMENT AND RENEWAL FOR WORKS ASSOCIATED WITH THE REMOVAL OF PART OF BOWEN PLACE (EAST OF KINGS AVENUE).

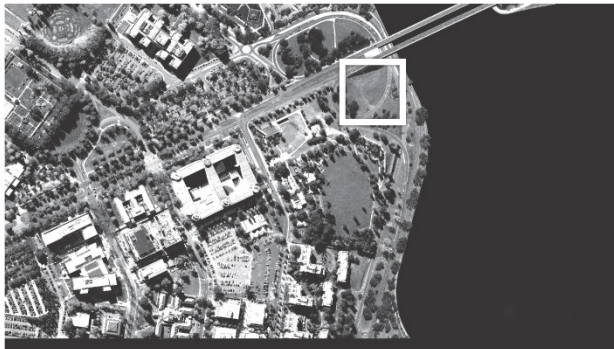
#### COMMUNITY CONSULTATION

PLANS ARE AVAILABLE ON THE NCA'S WEBSITE AT [WWW.NATIONALCAPITAL.GOV.AU](http://WWW.NATIONALCAPITAL.GOV.AU).

Comments can be made on the NCA's website or sent in hardcopy to NCA, GPO Box 373, Canberra 2601 ACT by close of business on 5 June 2015.

You may also comment on this submission by emailing [worksapproval@natcap.gov.au](mailto:worksapproval@natcap.gov.au) or on Twitter using [@nca\\_media](https://twitter.com/nca_media)

DISCLAIMER: All submissions, including names and addresses will be made publicly available at the NCA office and on the website, subject to approval in writing by the submitter, in accordance with the NCA's Commitment to Community Engagement.



For any questions please contact National Capital Authority on (02) 6271 2888.

---

