



DEPARTMENT OF FINANCE

Proposed Amendment to the
National Capital Plan

Blocks 3 and 15 Section 22
Barton

JUNE 2017

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Prepared By:



Purdon Planning Pty Ltd
Unit 4, Cooyong Centre
1 Torrens Street BRADDON ACT 2612
Ph: 02 6257 1511
Email: purdons@purdon.com.au
Web: www.purdon.com.au
ABN 14 659 841 354

Prepared For:



Australian Government
Department of Finance

Department of Finance
1 Canberra Avenue
Forrest, ACT, 2603

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- Attachment A – Barton and Surrounds – Open Space Audit (Purdon Planning)
- Attachment B – Design Concept drawings (COX Architecture)
- Attachment C – Services, utilities and traffic report (Northrop)

1.0 Introduction and Purpose

This report has been prepared by Purdon Planning Pty Ltd on behalf of the Department of Finance (DoF) to support consideration for a site specific amendment to the National Capital Plan (NCP) by the National Capital Authority (NCA) through the Barton Precinct Code.

DoF holds Block 3 Section 22 Barton (approximately 11,560m²) and is currently discussing the acquisition of the neighbouring Block 15 Section 22 (approximately 954m²) with the ACT Government, with plans to divest the consolidated site during the 17/18 financial year. The proposed amendment of land uses on the site gives regard to both blocks. This will allow for preliminary site planning to assume development over both blocks.

The site is located within the Barton Precinct code of the NCP, and is subject to both general land use conditions and detailed design and siting requirements specified in the code. Land use for the subject site is currently identified as “National Capital Use” which allows a limited range of land uses predominantly geared towards Commonwealth offices and institutions.

The proposed NCP amendment will seek a broader range of uses for the site to include:

- Hotel/Commercial Accommodation
- Office
- Residential
- Ancillary uses such as café and restaurant

The uses proposed will provide flexibility in the future sale and development of the block, and will contribute positively to the Barton Precinct as a vibrant mixed use area in the heart of the National Capital.

The above proposed uses are considered appropriate with regard to the broad objectives specified in the Barton Precinct Code, and commensurate with the broader Barton area. The proposed additional uses will contribute positively to Barton as a thriving, mixed use precinct without compromising the precinct’s ability to cater for key Government agencies and private sector offices.

As well as land use requirements, the site is subject to the York Park Masterplan – Indicative development plan of the NCP. The masterplan identifies the site as an Environmental protection area subject to further study. This identification is due to the presence of Golden Sun Moth (GSM) and Natural Temperate Grassland (NTG) found on the eastern portion of the site. DoF will submit an Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) Referral through the Department of the Environment and Energy (DoEE) seeking approval for the divestment of the site to a private purchaser. To prepare the land for sale, DoF proposes to clear all vegetation present and maintain the site. This loss of habitat is to be offset to a site in Hall, ACT. This action is likely to be considered a ‘controlled’ action.

The proposed development of the site may also necessitate a minor amendment to the York Park Masterplan (YPMP) to remove the Environmental protection area status indicated by the NCP.

This report outlines the details of the site, its planning context, details of the proposed NCP Amendment and a rationale for the proposed changes. Assessments of various aspects of the potential development of the site was undertaken regarding civil infrastructure, traffic, architectural and visual impacts, as well as an audit of open space for the local area. A summary of key findings is included in this report, with all associated plans and reports included as attachments.

2.0 Rationale

A key reason for the site sitting undeveloped up to now is the presence of GSM, a Critically Endangered Species, and NTG, a Threatened Ecological Community under the EPBC Act, over part of the site. A consequence of the proposed divestment is the removal of all natural values on the site. DoF will conduct an EPBC Referral process through DoEE seeking approval for the divestment of the site.

A preliminary offset analysis report to assess the relative magnitude of impacts to matters of national environmental significance (MNES) has been prepared by Umwelt in accordance with the requirements of the EPBC, and the NCP. The preliminary assessment found that the long-term viability of the GSM and NTG community is low. The Umwelt report suggests that the proposed 'action' may be offset by the DoF rural land located at Hall, ACT.

The NCP sets out key objectives and principles to ensure the National Capital is developed in accordance with its national significance. The statement of planning principles is divided into key themes which contain key objectives and principles, these include:

- General matters – "...the planning and development of urban areas will encourage measures through which urban intensification may occur and will be sympathetic to the landscape setting of the National Capital".
- Sustainability – "Urban expansion should be contained so as to minimise impacts on valuable natural and rural areas"
"A substantial portion of new development must be located within existing urban areas such as town centres and along public transport routes or other strategic sites that allow for efficient use of infrastructure".
- Liveability – "The National Capital role requires that planning and development, in Canberra Central in particular, and generally throughout the Territory, should reflect contemporary thinking in urban design practice".
"Urban development will be planned in a manner which promotes community vitality and safety, applies the principles of crime prevention through environmental design and recognises the needs of people with disabilities".

Further to the above, the Barton Precinct Code outlines key objectives for the ongoing development of the area. Among these objectives is to encourage a mix of land uses which contribute to the vibrancy, amenity and convenience of the Barton Precinct as an attractive place in which to work and live.

The proposal to amend the NCP to allow a broader range of uses for the site aligns with these key themes of sustainability and liveability and is expected to contribute positively to increased vitality and activity for the precinct.

Providing a mixture of uses, including Residential and Commercial for the site aligns with the objectives set for the Barton Precinct, specifically in the form of objective 4 through the contribution to the mix of land uses. The remaining objectives deal directly with the quality of building, streetscape and open space design. These remaining objectives are believed to be sufficiently met by the current controls specified in the NCP for detailed design.

It is considered that these land uses will complement the existing character of the precinct and emphasise Barton as a major employment centre and an area of national significance.

The principles of the York Park Masterplan similarly highlight an area of prestige, encouraging excellence in architecture and urban structure but with a particular focus on landscape, encouraging geometry and safe, convenient public movement. Accommodating a broader range of uses is consistent with these principles and particularly reinforces principle 7 of the master plan:

- Individual buildings should contribute to the coherent definition of streets, blocks and public spaces, forming the public domain of the Master Plan area, and contribute to the public domain's active pedestrian qualities.

Providing for a broader range of uses on the site will not adversely impact the geometry and streetscape of the precinct that gives the area its pedestrian qualities; particularly in York Park (Windsor Walk). It is considered that the amendment would add more to the coherent definition of the streets and public spaces than the existing undeveloped block.

Also, it is considered that development of the site for any of the stated purposes would contribute to the security of York Park (Windsor Walk) and would align with principle 9 of the YPMP:

9. *Safe and convenient movement systems for pedestrians and cyclists should be provided within the precinct.*

Additional residents and workers adjacent to the York Park open space area would bring supplementary lighting and passive surveillance to the area.

The YPMP also applies policies for the land use setting for the Barton precinct. The primary land uses for the masterplan area, of which the site is a part, are National Capital Use, Offices and Open Space. The land use policies of the YPMP go further to allow limited ancillary retail service outlets, childcare facilities and parking structures.

Whilst the YPMP is silent on residential for its area of interest, it is believed that the addition of this use for the site does not conflict with the provision of National Capital Use as the primary use for the area. The site makes up a small component of the area and will not conflict with or hinder National Capital Use, Offices and Open Space as primary uses given that these uses are already well represented by current and possible future development in the area.

Importantly, the YPMP also specifies the requirement for large spaces for recreation at both ends of Windsor Walk. This is reflected by the presence of York Park at the northern end, and the southern section between Sydney and Brisbane Avenues. Both of these park areas contribute positively to the area providing ample passive and active recreation opportunities for the current and future population. These areas combined with the provision of open space amenity throughout Barton and surrounds means that Barton boasts excellent access to some of the highest quality and iconic open space areas in Canberra and nationally.

A broader range of uses for the site is considered an appropriate amendment to the NCP given:

- The need for increased development stock to invigorate the area.
- An increase to the area's vibrancy is expected from the proposed additional uses.
- Demand for National Capital Use development stock is low in the current climate, and represents a missed opportunity to increase the areas appeal through addition of a high-quality development in this prestigious location providing a mixture of uses.
- Proximity of the site to nearby services and key transport routes
- The objective to improve the area's activity and vitality
- The proposed additional uses having limited impact on the Barton Precinct's primary purpose as serving National Capital Uses

The proposed additional uses are considered appropriate with regard to the broad objectives specified in the Barton Precinct Code, the YPMP and commensurate with the non-designated component of the Barton area. The proposed additional uses will contribute positively to Barton as a thriving, mixed use precinct without compromising the precinct's ability to cater for key Government agencies and private sector offices. Further, the indicative development scale and form will be in keeping with the precinct.

3.0 Site

3.1 Site description

Blocks 3 and 15, Section 22 Barton are located on the corner of Sydney Avenue and National Circuit with Block 3 backing on to Windsor Walk. Windsor Walk is a long linear open space that serves as the main pedestrian thoroughfare through Barton and provides opportunities for active and passive recreation. The locality of the site means they are subject to requirements set out in the Barton Precinct Code of the NCP and the York Park Master Plan. A site locality plan and context plan are detailed in Figure 1 and Figure 2.

Figure 1 - Site Locality



Source: ACTMapi

Figure 2 - Subject Site Context



Source: ACTMapi

3.2 Site characteristics

The existing site characteristics are summarised as follows:

Location	Blocks 3 and 15, Section 22 Barton are situated in the southwestern section of Barton. The site is bound by York Park in the east, Sydney Avenue to the south and National Circuit to the east (see Figure 1-2).
Site Area	According to ACTMapi records, block 3 has an area of 11,573m ² and Block 15 has an area of 954m ² ; accounting for a total area of 12,527m ² .
Existing Buildings	The site is currently vacant.
Land Use & Precinct Code	The site is identified as being located in 'Designated Areas' and are therefore subject to conditions set in the NCP and the Barton Precinct Code.
Adjacent Land Use	Areas to the north and west bound by National Circuit are all commonly 'Designated Areas' and are subject to similar restrictions under the NCP. While blocks across National Circuit to the east are subject to Territory Plan jurisdiction (zoned as CZ5 – Mixed Use and CZ6 – Leisure and Accommodation).
Heritage	The site is not a Registered Place and does not contain Registered Objects under the <i>ACT Heritage Act, 2004</i> . However, there are a range of heritage sites nearby including Wesley Uniting Church Complex to the south and the Barton Housing Precinct and Brassey Hotel to the east.
Flora and Fauna	<p>The subject site contains Golden Sun Moth a critically endangered species, and Natural Temperate Grasslands, a Threatened Ecological Community under the EPBC Act.</p> <p>The GSM and NTG communities will be the subject of an EPBC referral. GSM and associated habitat would be removed from the site as a result of the proposed development.</p>
Transport	<p>Public Transport routes run along National Circuit, with the nearest bus stop being located directly adjacent to the subject sites.</p> <p>A recent announcement by the ACT Government has raised the potential for a future City to Woden Light Rail connection running past the subject site.</p>

4.0 Barton and surrounds

4.1 The Barton Precinct

The suburb of Barton is bound by Kings Avenue and the Parliamentary Zone to the north and the edge of Lake Burley Griffin to the east. The southern perimeter runs along Sydney Avenue and around New South Wales Crescent to the eastern border of Telopea Park.

Barton is recognised as a prestigious office location that is characterised by its large buildings and its generous open space setting. There are a number of Government buildings located in the precinct including the Department of Foreign Affairs and Trade, the Australian Federal Police, Australian National Audit Office, Department of the Prime Minister and Cabinet and the Attorney-General's Department. Private sector offices are also scattered throughout the precinct.

Barton also includes a number of multi-storey, medium density, mixed use residential developments situated both within and outside of the Designated Areas identified for Barton in the NCP. A number of single dwelling residential buildings are situated within Barton outside of the Designated areas of the NCP.

Given its proximity to the Parliamentary Zone in the heart of Canberra, Barton boasts good access to employment, professional services, arts and entertainment facilities, the Parliamentary Zone and public transport services. The suburb's advantageous location means that residents and employees in the area have access to a large number of National Institutions, restaurants, shops and high quality open space within short walking distance.

This has been confirmed through a recent open space amenity audit prepared by Purdon Planning (Attachment A). Figure 3 shows a perimeter five minutes from identified high quality open space for the area immediately south of Lake Burley Griffin proximate to Barton.

Figure 3 – Five minutes’ walk - high quality open space amenity (South of LBG)



Source: Purdon Planning

The open space audit established that all sites within the Barton area are within five minutes walking distance of a minimum of three high quality parks and informal recreation areas including;

- York Park;
- Windsor Walk;
- Telopea Park;
- Lake Burley Griffin and foreshores;
- Old Parliament House Gardens;
- The National Gallery Sculpture Gardens;
- The National Rose Gardens; and
- Reconciliation Place.

Some sites are within five minutes walking distance to as many as 14 high quality parks. The high quality formalised parkland areas are augmented with an abundance of landscape and urban amenity open space contributing to the character and feel of the area.

Residents and employees in the Barton precinct have access to some of Australia's most iconic open space and institutional areas. The provision of additional mixed use development to the precinct will utilise these spaces and contribute to the precinct's vibrancy in line with the objectives of the NCP, without adversely impacting access to open space in the area.

4.2 Windsor Walk

A key feature of the Barton Precinct Code is its identification of York Park and the central linear park of Windsor Walk, which aims to provide spaces for active recreation through the centre of the predominantly business-oriented district. Windsor Walk forms the "main pedestrian spine" through the York Park precinct; the site is adjacent to the southernmost portion of this pedestrian area. It is important that any development on the site contributes positively to the areas objectives, incorporating Windsor Walk into its design.

While parts of Windsor Walk, including the northernmost part adjacent to York Park and that portion adjacent John McEwan Crescent, have been designed and developed to reflect the aims set out in the Barton Precinct Code, large portions of the linear park are yet to be developed. These portions of park are expected to be developed as envisaged at a later date, and will no doubt be affected by future development of land indicated in the YPMP, such as Section 1 Barton. Development of these sites is likely to bring with it development of a retail plaza and of further high quality green space.

The addition of Hotel/Commercial Accommodation, Office and Residential does not conflict with the desired outcomes for the York Park and Windsor Walk area. It is expected that these uses will positively contribute to the area's vitality during the day and at night.

5.0 Planning context

The planning guidelines and statutory controls relevant to the site are summarised below.

5.1 National Capital Plan

The National Capital Authority (NCA) is established under the *Australian Capital Territory (Planning and Land Management) Act 1988* (the Act). The National Capital Plan (NCP) came into effect on 21 January 1990. In accordance with the Act, the NCA is required to keep the NCP under constant review and to propose Amendments to it where necessary.

The site is located within ‘Designated Areas’ of the NCP and is therefore subject to the requirements of the NCP. The object of the NCP is ‘to ensure that Canberra and the Territory are planned and developed in accordance with their national significance. The NCP provides a statement of planning principles giving effect to the object of the NCP as required by the Act. These principles are organised under the key themes of:

- General Matters
- Productivity
- Sustainability
- Liveability
- Accessibility.

Within these themes, key objectives and principles include:

- *General matters* – “...the planning and development of urban areas will encourage measures through which urban intensification may occur and will be sympathetic to the landscape setting of the National Capital”.
- *Sustainability* – “Urban expansion should be contained so as to minimise impacts on valuable natural and rural areas”
“A substantial portion of new development must be located within existing urban areas such as town centres and along public transport routes or other strategic sites that allow for efficient use of infrastructure”.
- *Liveability* – “The National Capital Plan requires that planning and development, in Canberra Central in particular, and generally throughout the Territory, should reflect contemporary thinking in urban design practice”.
“Urban development will be planned in a manner which promotes community vitality and safety, applies the principles of crime prevention through environmental design and recognises the needs of people with disabilities”.

Further to the above, the Barton Precinct code outlines key objectives for the ongoing development of the area. Among these objectives is to encourage a mix of land uses which contribute to the vibrancy, amenity and convenience of the Barton Precinct as an attractive place in which to work and live.

5.1.1 Barton Precinct Code

The site is situated in the Barton Precinct of the NCP. The Barton Precinct code provides detailed design and siting, as well as land use requirements for the area. Additional requirements are set out in the York Park Master Plan within the Barton Precinct Code (see Figure 4).

The Barton Precinct is bound by Kings Avenue to the north, the western shore of Lake Burley Griffin, Brisbane Avenue and National Circuit to the east and State Circle to the west.

Figure 4 - Figure 15 of the NCP - Barton Precinct location



Source: National Capital Plan

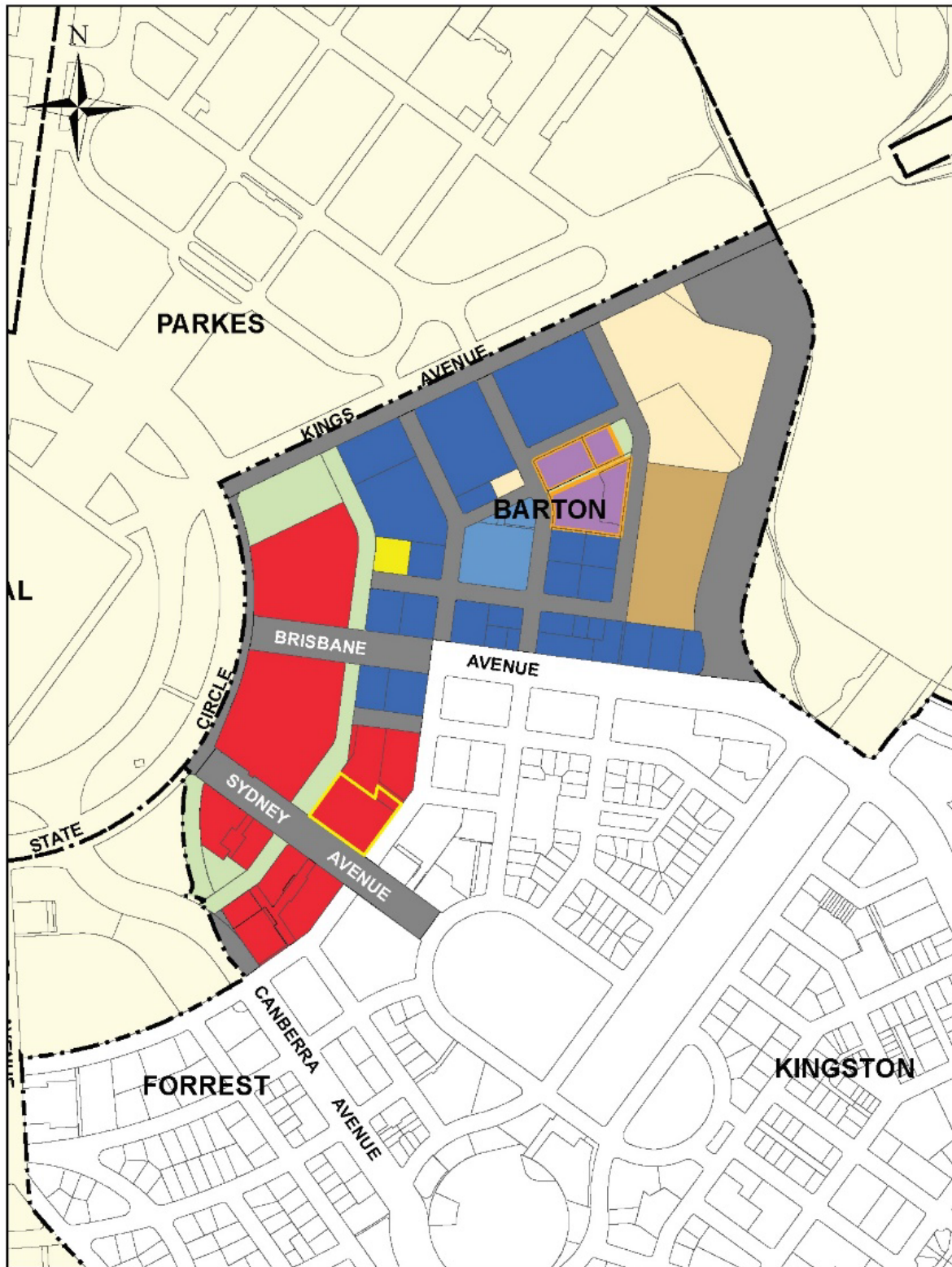
The objectives for the Barton precinct are as follows:

1. Ensure the highest standards of architecture for all buildings in the precinct.
2. Ensure that individual buildings contribute to the coherent definition of streets, blocks and public spaces intended for the Precinct.
3. Create a legible network of paths and streets and enhance connectivity and accessibility to the Lake.
4. Encourage a mix of land uses which contribute to the vibrancy, amenity and convenience of the Barton Precinct as an attractive place in which to work and live.
5. Ensure new development meets leading practice for environmental sustainability including energy efficiency and water sensitive urban design measures.
6. Ensure development recognises and complements the precinct character; as a major employment centre and area of national importance.
7. Recognise and reinforce the different streetscapes associated with Kings, Brisbane, and Sydney Avenues, and State Circle.

Providing a mixture of uses, including residential and commercial for the site aligns with the objectives set for the Barton Precinct, specifically in the form of objective 4 through the contribution to the mix of land uses. The remaining objectives deal directly with the quality of building, streetscape and open space design. These remaining objectives are believed to be sufficiently met by the current controls specified in the NCP for detailed design. An analysis of the architectural quality for the area is provided at section 7.

The Barton Precinct Code identifies areas set aside for National Capital Use, office use and commercial use. The subject site is identified as being for National Capital Use (see Figure 5).

Figure 5 – Figure 16 of the NCP – Land use for the Barton Precinct



Source: National Capital Plan

5.1.2 York Park Master Plan

The site is located within the York Park area and subject to additional requirements of the York Park Master Plan (YPMP - see Figure 6). The YPMP identifies the strategic direction of the landscape and future development to ensure growth occurs in a way that is sensitive to the area – given its proximity to Parliament House.

The YPMP sets broad principles and policies for the area with regard to land use, urban design, landscape, architecture, transport and parking, pedestrian movement, environment and heritage and off site works. Among the policies of the YPMP are specific land use setting the primary land uses as National Capital Use, Offices and Open Space. The land use policies of the YPMP also permit limited ancillary retail service outlets, childcare facilities and parking structures. Whilst the YPMP is silent on residential development for its area of interest, it is considered that the addition of this use for the site does not conflict with the desired primary uses. Section 22 Barton makes up a small component of the total Barton area and will not conflict with or hinder National Capital Use, Offices and Open Space as primary uses given that these uses are well represented by current and possible future development.

Importantly, the YPMP also specifies the requirement for large spaces for recreation at both ends of Windsor Walk. This is reflected by the presence of York Park at the northern end, and the section between Sydney and Brisbane Avenues. Both park areas contribute positively to the area providing ample passive and active recreation opportunities for the current and future population. These areas combined with the provision of open space amenity throughout Barton and surrounds means that Barton boasts excellent access to some of the highest quality and iconic open space areas in Canberra and nationally.

Figure 6 - York Park Master Plan



YORK PARK MASTERPLAN
Indicative Development Plan

Figure 1

- LEGEND**
- EXISTING BUILDING
 - FUTURE BUILDING
 - TALL BUILDING ZONE (max 602m)
 - ENTRY COURT
 - RETAIL PLAZA



Source: National Capital Plan

April 2005

6.0 Proposed National Capital Plan amendment

To permit a broader range of uses for the subject site an amendment to the NCP is required. The proposed amendment is designed to allow additional uses on the site and removal of controls pertaining to the natural heritage values of the site which are no longer relevant.

The proposed changes are consistent with the objectives of the NCP and the Barton Precinct Code.

The following section outlines an indicative pathway for amendment to the NCP.

6.1 Land use

A change to the land use zoning for the subject site is proposed to facilitate a broader range of uses.

6.1.1 Existing land use

The NCP currently identifies the site as National Capital Use which allows a limited range of land uses including Office (including Commonwealth Office), Ancillary Uses and Open Space.

Figure 7 - Extract of the NCP - Existing land use



Source: National Capital Plan

6.1.2 Proposed land use

An amendment to the NCP is proposed to allow a broader range of uses for Blocks 3 and 15 Section 22 Barton with the addition of:

- Hotel/Commercial Accommodation
- Office
- Residential

The proposed NCP amendment will not adversely impact Barton’s prestigious office character and open space network.

Figure 8 - Proposed NCP land use change



Source: Purdon Planning

The change to land use will also require an amendment to the Land use statement for the York Park area which does not currently permit Hotel/Commercial Accommodation or Residential uses within the masterplan area.

6.2 Built form

The land use change is unlikely to necessitate additions to the location specific controls for the York Park area of the Barton Precinct code of which this site is part. The existing provisions specify height, scale and landscaping controls and requires the development of prestigious buildings reflecting the national significance of Barton that contribute to the vibrancy and liveability of the precinct.

Scale of development and heights are also an important component of the character of Barton. To protect the integrity of views to and from Parliament House, development is limited to a height of RL591 with some minor building elements extending above this height.

Building setbacks of the indicative massing align with those set for Sydney Avenue (6m) and National Circuit (10m). A zero setback from Windsor Walk aligns with the adjacent development. Landscaping

along verges can be strengthened by landscaping in the setback zones to reinforce the theme of York Park as prestigious buildings in a landscape setting.

Initial scenario analysis prepared by COX architecture is based on design development of three options which are commensurate with the existing built form and character of the Barton precinct and York Park masterplan area. The analysis has also considered development of the site to provide an address frontage integrating with Windsor Walk providing entries which will contribute to pedestrian activity and passive surveillance. The COX preliminary studies are summarised at section 7 of this report and contained in Attachment B.

6.3 York Park Masterplan area

Along with proposed changes to the land use for the site and the permissible uses indicated in the York Park area land use statement, a minor change to the York Park masterplan – indicative development plan (Figure 17 of the NCP) may also be required.

The current plan indicates part of the site as an ‘environmental protection area – subject to further study’. DoF will submit an EPBC referral to seek approval for the divestment of the site. Should the EPBC referral be approved, and the site cleared, Blocks 3 and 15 Section 22 Barton will no longer constitute an environmental protection area, and should therefore have this status removed from Figure 17 of the NCP.

The site could be nominated as note 8 of the indicative development plan, “Opportunities to extend existing developments to provide (secondary) addresses, activity and passive surveillance to Windsor Walk”.

6.4 Site specific controls

The site is also assigned site specific considerations in the other sites section of the Barton Precinct code. These controls pertain to the sites natural heritage values. The detailed conditions of planning, design and development state:

“Any new development will require an independent assessment to be undertaken to determine the impact (if any) of any development on the Natural and Cultural Heritage values of the site in accordance with relevant legislation”.

These environmental controls are due to the approximately 0.3 hectares of the site containing GSM and NTG. A consequence of the proposed divestment is the removal of all natural values on the site.

The report prepared by Umwelt, forming part of the EPBC referral, constitutes an independent assessment in accordance with the NCP requirements. The preliminary assessment found that the proposed loss of NTG and GSM habitat may be offset to the DoF managed rural land located at Hall, ACT.

Should the site be developed, the natural heritage values of the site will no longer apply. As such, it is recommended that site specific controls pertaining to natural heritage on the site be removed.

7.0 Indicative development options and impact

The following section outlines key considerations for the planning change, and possible development of the site.

7.1 Potential development of the site

COX Architecture has been engaged to provide architectural services in support of the proposed amendment. A set of preliminary concepts for the site have been prepared which outline a series of development options, each of which incorporate the proposed changes to land use and demonstrate potential floor plate, potential GFA and landscaping considerations (Attachment B).

Three options have been created to ascertain potential layouts for the site, as well as calculation of potential yields in each of the scenarios. These scenarios have also been used to ascertain the potential impact on traffic and infrastructure to the area.

Each option is consistent with the site controls set for the Barton Precinct in the NCP with regard to height and setbacks. Each design also incorporates a modest floor plate to allow for landscaping, permeability and to activate the area in keeping with the desired outcome for the area.

It is contended that development of the site which achieves a prestigious outcome befitting of Barton's status within the National Capital is possible with largely unchanged planning controls to deal with site specific matters for Blocks 3 and 15 Section 22 Barton.

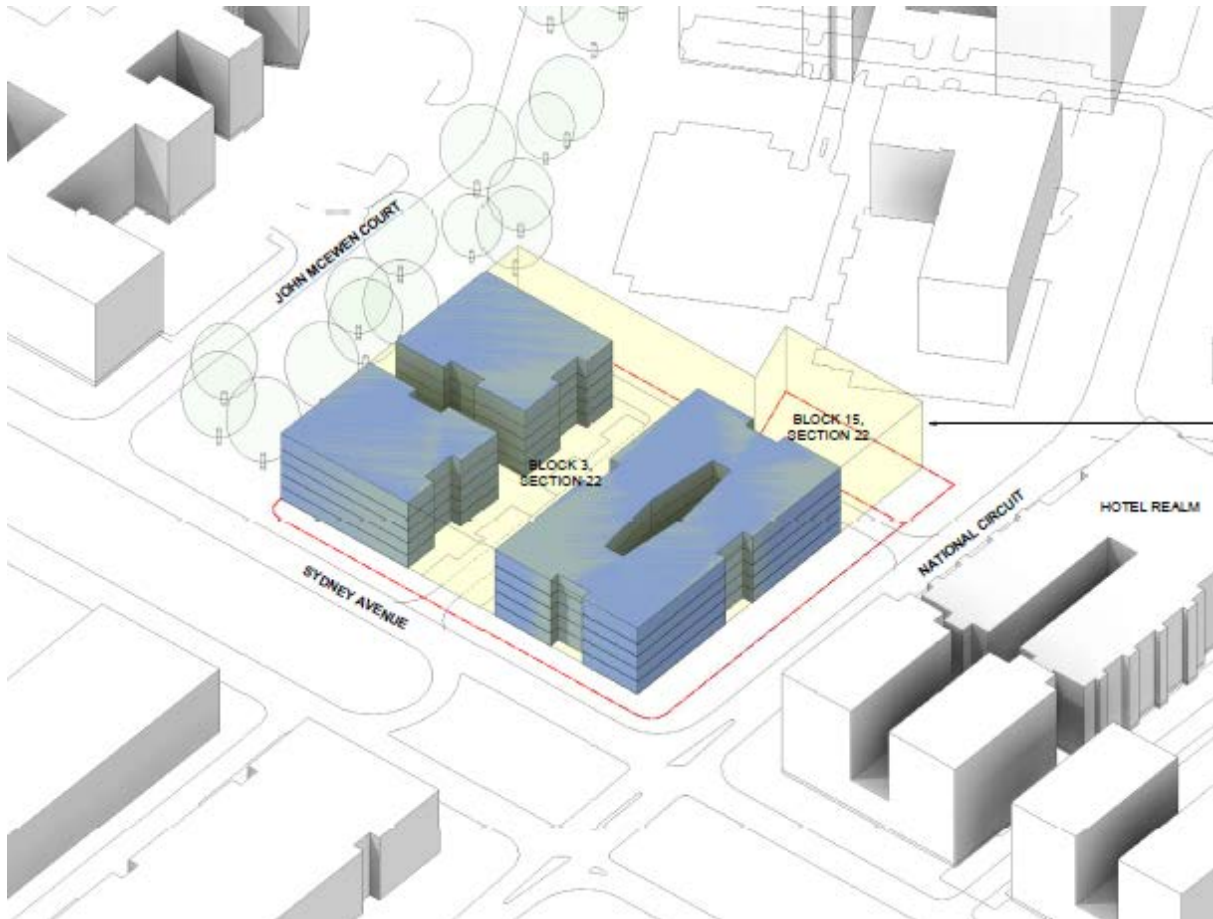
The design concepts have applied the detailed conditions of planning design and development included in the Barton Precinct Code including building height limits (RL591), setbacks, landscaping and pedestrian movement requirements. The preliminary concepts also include consideration of the surrounding precinct and aim to integrate with the various business activities and residential properties located in the area.

Importantly, each option addresses the desire to provide pedestrian access through to Windsor Walk. It is expected that this will improve the activity and vibrancy of the area through the promotion of pedestrian activity.

7.1.1 Option One

Option One caters for a five storey commercial office development on the site. This typology is categorised by large, open floor plates across three buildings. The concept indicates variation in the façade along Sydney Avenue creating symmetry to the development opposite.

Figure 9 - Design concept one - Office



Source: COX Architecture

The concept provides for parking on site with capacity for landscape treatments both along the Sydney Avenue and National Circuit frontages as well as along Windsor Walk and internal to the site. Parking and traffic matters are discussed in further detail in the Northrop civil report at Attachment D.

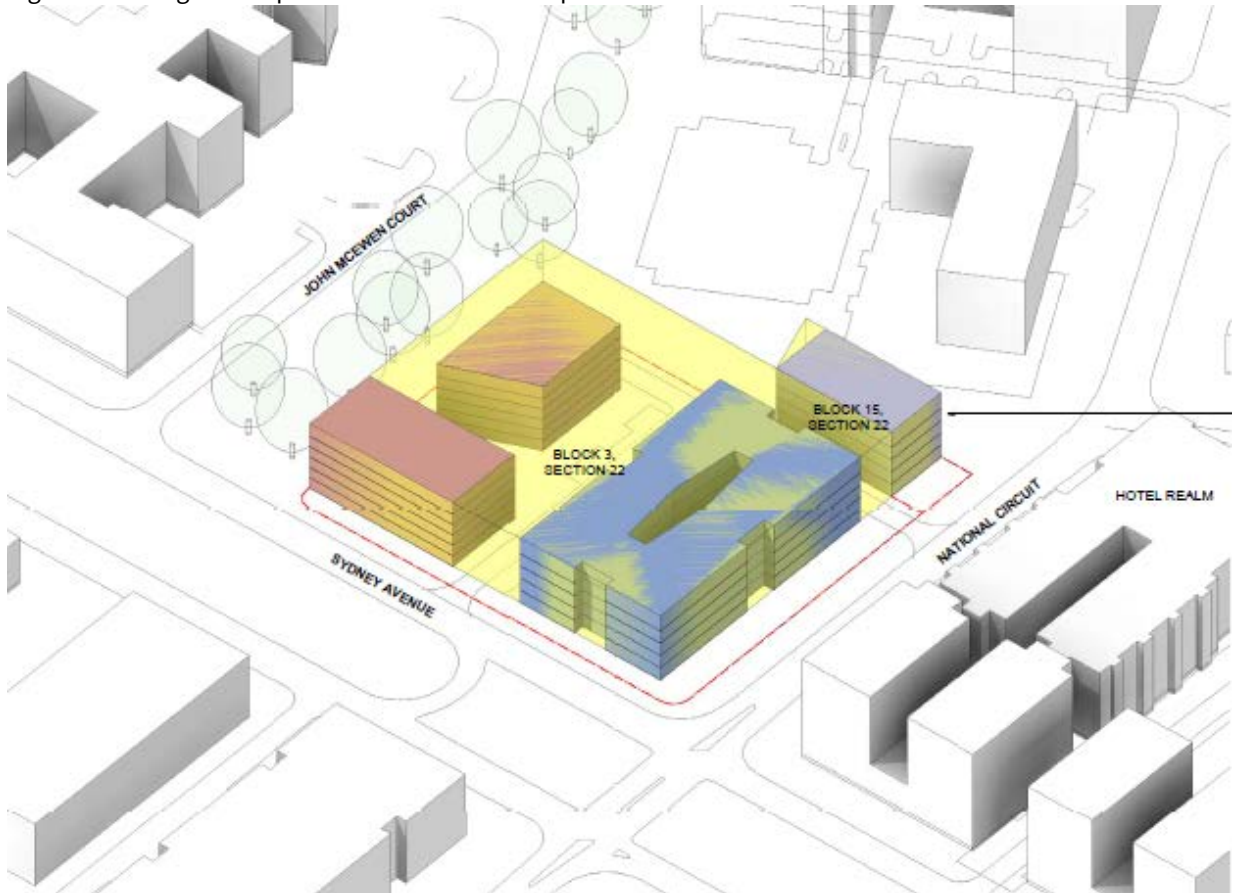
Preliminary yield analysis of design concept one estimates a gross building area of 30,000m² for the three buildings.

7.1.2 Option Two

Design concept two depicts the potential for a mixed use residential/commercial/hotel development for the site (Figure 10). The axonometric shown in figure 10 depicts the residential component in pink, hotel in grey and the commercial in blue.

This concept again caters for symmetry with the development adjacent on Sydney Avenue, and a modest footprint which caters for some on-site above ground parking and landscaped elements. Pedestrian access through to Windsor Walk is also included to improve the vitality of the area through pedestrian activity.

Figure 10 - Design concept two - Mixed Use development



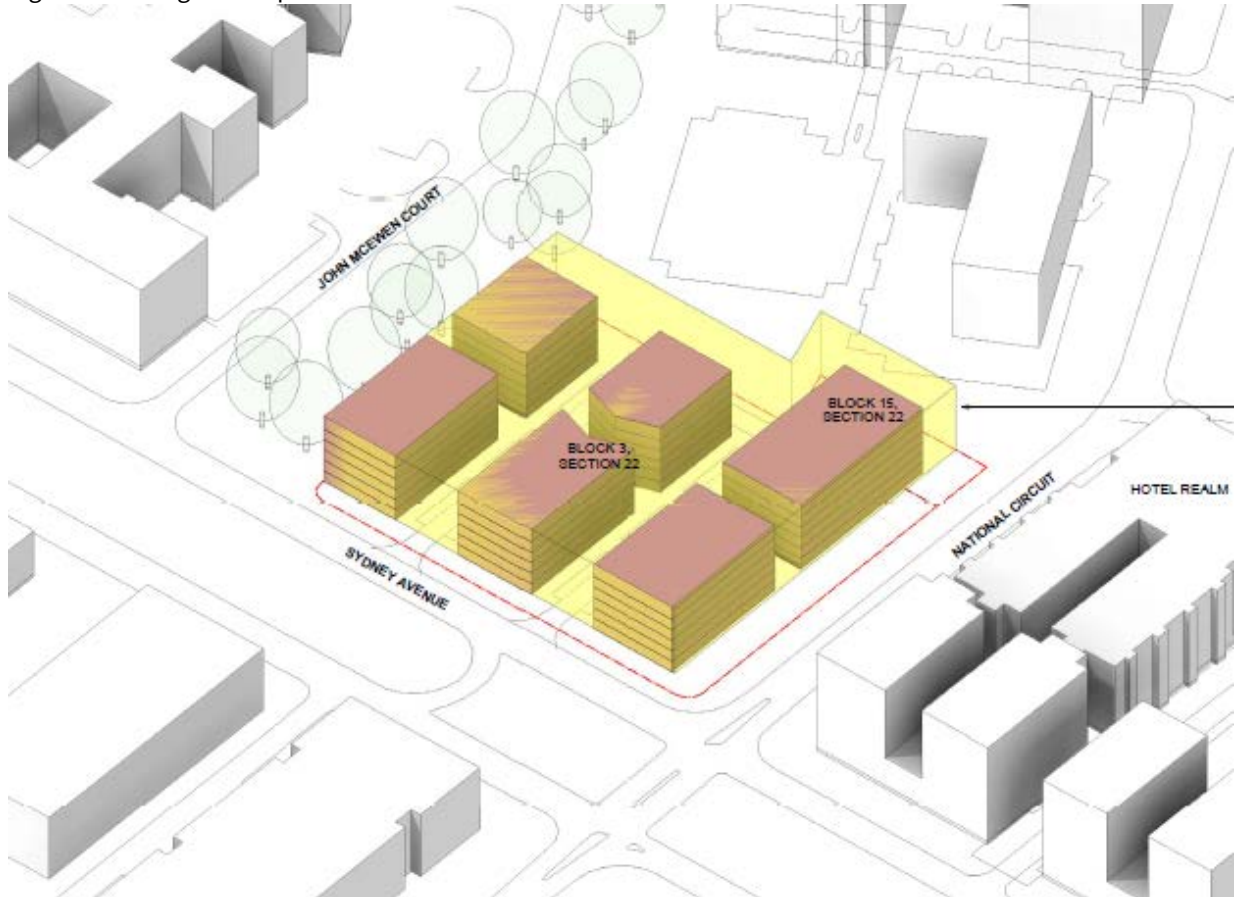
Source: COX Architecture

This development concept provides a five storey office building, five storey hotel and two six storey residential apartments. The calculated yield for this design concept is approximately 17,000m² of office and 100 residential and hotel units.

7.1.3 Option Three

Design concept three accommodates six residential buildings, each at six storeys. This concept shows that approximately 425 units could be accommodated on the site whilst still allowing for generous landscaped areas and on-site parking. This design also incorporates a high level of permeability through the site for a positive pedestrian outcome.

Figure 11 - Design concept three - Residential Use



Source: COX Architecture

Each of the preliminary concepts responds to the broad objectives outlined by the Barton Precinct Code and the YPMP. Each concept assumes that the detailed design of buildings will be of high architectural quality set in a generous landscape setting complementing Barton's prestigious landscape character.

7.2 Urban design and visual impact

As part of their high-level, preliminary design work, COX Architecture has performed a visual audit of built form within Barton. This section briefly discusses design considerations for the building in accordance with the prominent architecture of the area.

7.2.1 Sydney Avenue

Sydney Avenue is a wide boulevard style street with vehicular lanes separated by a wide central verge.

Building forms reinforce the Avenue with mostly consistent setbacks. Corner sites typically hold the boundary. Buildings use high quality materials and articulated facades. Parking is off street.

Formal mixed species planting is consistent along the Avenue, dominated by native species on outer edges with European species within the central verge.

Building heights range from 1 to 8 storeys and development is of a variety of uses including Office, National Capital Use, Residential and community use.

Figure 12 - Sydney Avenue frontage



6 Sydney Avenue



36 Sydney Avenue



8 Sydney Avenue



41 Sydney Avenue



28 Sydney Avenue



25 Sydney Avenue



44 Sydney Avenue

Source: COX Architecture

7.2.2 National Circuit

National Circuit is a dual land road typically characterised by wide verges with an established mature tree canopy.

Buildings vary in height from 1 to 6 storeys, with 6 storeys being the predominant height along the street's length.

Building setbacks and vehicular access vary along its length. Buildings include articulated facades and high quality materials which contribute to the areas prestige. Parking is off street.

Figure 13 - National Circuit frontage



19 National Circuit



18 National Circuit



14 National Circuit



20 National Circuit

Source: COX Architecture



16 National Circuit

7.2.3 Windsor Walk

Between Sydney and Brisbane Ave buildings to the east of John McEwen Crescent buildings are heavily screened by landscaping associated with Windsor Walk, the pedestrian pathway connecting to York Park.

Vehicular access to sites flanking Windsor Walk maintain pedestrian priority. On street parking is permitted. Vehicular access may be permitted from John McEwen Crescent to the subject site which prioritises pedestrians. This approach will curtail the need for vehicular access into the site from Sydney Avenue or National Circuit.

Formal tree planning flanks the road. The tree species vary along the crescent reflective of differing adjacent uses.

Figure 14 - Windsor Walk frontage



R.G. Casey Building, John McEwen Crescent



York Park



John Mc Ewen Crescent

Source: COX Architecture

7.2.4 Summary

As can be seen from the brief visual analysis, the controls set by the NCP for the immediate area have generally been successful in achieving high quality built form outcomes for the Barton Precinct. The character of a built environment in a landscaped setting is also achieved. As no changes are proposed to diminish the planning controls pertaining to height, built form and landscaping, it is believed that a development on the site is likely to achieve a similar high quality outcome, further strengthening the character of both Barton and the York Park and Windsor Walk areas.

7.3 Sustainable design

Sustainable development will be a component of the development in accordance with the NCP and objective 5 of the Barton Precinct code.

“Ensure new development meets leading practice for environmental sustainability including energy efficiency and water sensitive urban design measures”.

Details of sustainability measures will form part of detailed design for the site after the completion of the NCP amendment and divestment process.

7.4 Environmental considerations

Approximately 0.3 hectares of the site contains *Synemon plana* Golden Sun Moth (GSM) a Critically Endangered Species and ‘Natural Temperate Grasslands of the South-Eastern Highlands’ (Natural Temperate Grassland (NTG)) a Threatened Ecological Community under the *Environment Protection and Biodiversity Conservation Act 1999*. No other MNES have been recorded within the subject site.

The proposed divestment, which will be subject to an EPBC Referral, will involve clearing and maintenance of the site prior to sale resulting in the loss of all 0.3 hectares of NTG and GSM habitat present. In addition, a further 0.4 hectares of GSM habitat is known to occur along the median strips of Sydney Avenue to the south and south-east of the subject site. Given the size and location of these habitat patches, it is considered likely that they rely on the population of GSM that occurs within the subject site for ongoing viability. As such, it is considered likely that the proposed action will also impact these adjacent habitat areas. The proposed action will therefore result in the loss of 0.32 hectares of NTG and 0.72 hectares of GSM habitat.

Other indirect impacts likely to occur as a result of the clearing activity (assuming no mitigation measures are undertaken) include erosion, sedimentation, changes to water surface run off and hence water flow and quality, and air pollution (i.e. dust). Maintenance is required after the clearing of the site to ensure these indirect impacts are mitigated. These controls will be conditioned in the contract of sale.

The proposed clearing of GSM and NTG habitat is to be offset as at a rural property located in Hall, NSW.

It is expected that the proposed action as per the above will be considered a controlled action and will involve community consultation and an assessment process through DoEE.

Figure 15 - Indicative Natural Temperate Grassland and Golden Sun Moth area



Source: Purdon Planning

An independent analysis of natural heritage matters has been conducted by Umwelt in the form of a preliminary offset analysis report assessing the relative magnitude of impacts to matters of national environmental significance (MNES). The preliminary assessment found that the long-term viability of the communities is poor, and considers that the proposed offset is suitable.

It is understood that the proposed NCP Amendment is contingent on the result of the EPBC referral process.

7.5 Open space

At the request of the NCA Board an audit of open space amenity for the Barton area has been conducted by Purdon Planning considering the potential loss of natural heritage on Block 3 Section 22 Barton. The brief was to assess the proximity, quality, type and accessibility of open space both in Barton and the surrounding area. The summary report is at Attachment A.

The audit categorises open space in Barton and surrounding areas as:

- Formal recreation: relating to organised sporting grounds
- Informal recreation: open space areas for people to walk or sit
- Biodiversity: identified as containing natural heritage values
- Landscape and visual amenity: open space areas which add to the landscape of the area
- Operational: Open space areas such as church yards used for events and parking

The study also calculated areas of each of the above categories within five minutes walking distance of the Barton area. Five minutes' walk is estimated at around 500m for a person walking at a moderate pace.

Key to this assessment was the informal recreation spaces as these are the most readily accessible for daily use by residents and workers in Barton. The audit found that there are approximately 64 hectares of informal open space available within 5 minutes walking distance from Barton.

Part of this area is made up of Telopea Park, York Park, Windsor Walk, Old Parliament House Gardens, the National Gallery Sculpture Gardens and the National Rose Gardens.

While its foreshores were included in the calculation, Lake Burley Griffin was not included in the informal recreation category. While the lake could be considered an informal or formal recreation space, it was categorised for its predominant use to most users of the lake, that of its landscape and visual amenity status.

Of particular interest for the assessment was the identification of high quality informal recreation areas. These areas are identified as being iconic or attractive spaces, of sufficient size and quality and accessible to accommodate informal recreation for all residents and workers of the area. The study identified 17 such areas either in Barton or within close walking distance.

Given that Barton and the surrounding area provide some of the best open space amenity available in Australia, it is not surprising that the audit found approximately 60 ha of high quality informal open space both within or in close proximity to the Barton Precinct.

The open space audit established that all sites within the Barton area are within five minutes walking distance of a minimum of three high quality parks and informal recreation areas including;

- York Park
- Windsor Walk
- Telopea Park
- Lake Burley Griffin and foreshores
- Old Parliament House Gardens
- The National Gallery Sculpture Gardens
- The National Rose Gardens
- Reconciliation Place

The assessment established that some sites are within five minutes walking distance to as many as 14 high quality parks. The high quality formalised parkland areas are augmented with an abundance of landscape and urban amenity open space contributing to the character and feel of the area.

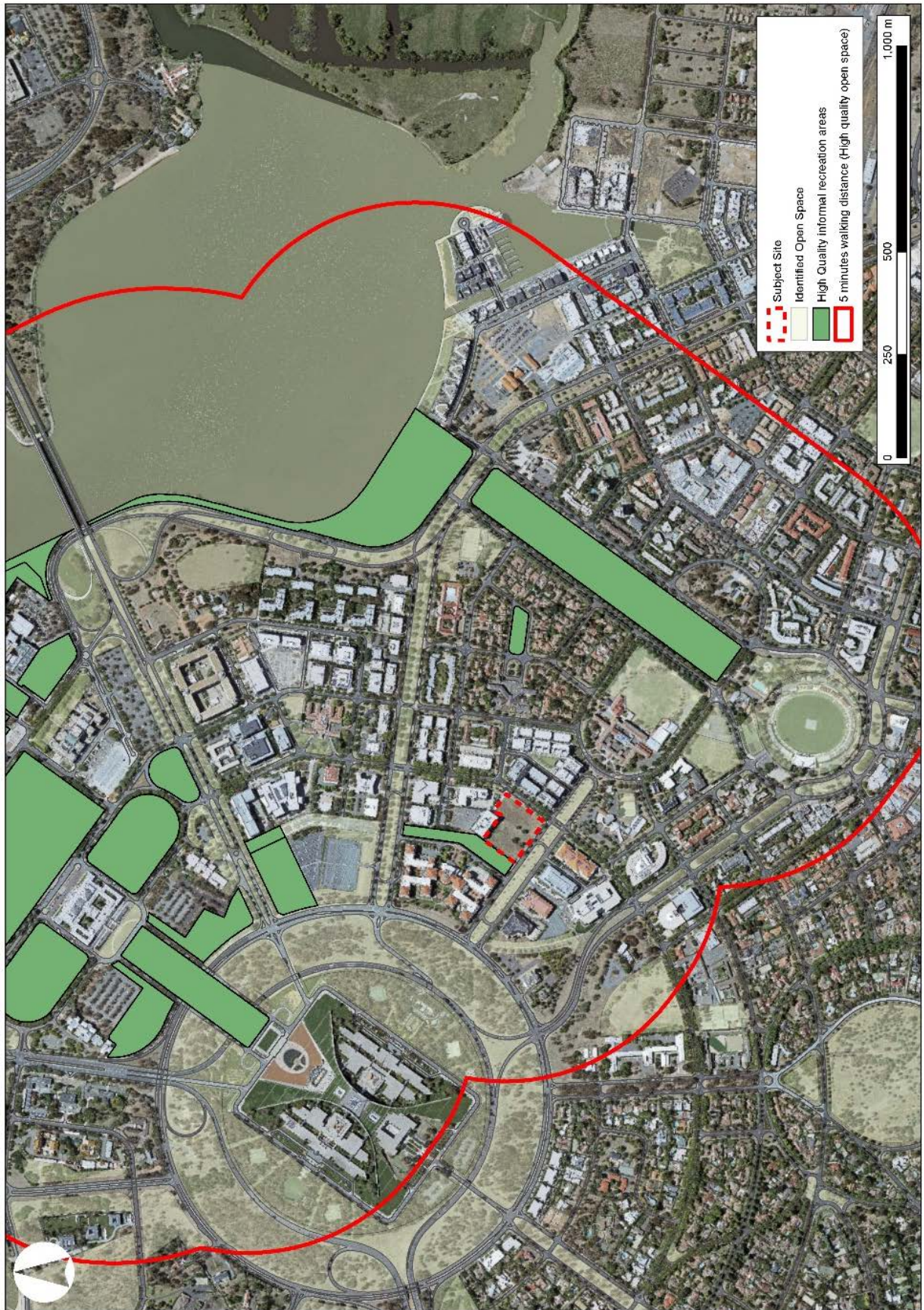
Residents and employees in the Barton precinct have access to some of Australia's most iconic open space and institutional areas. The provision of additional mixed use development to the precinct will be of great benefit to the area and contribute to the precincts vibrancy in line with the objectives of the NCP.

Figure 16 - Barton and Surrounds available open space



Source: Purdon Planning

Figure 17 - Walking distance to high quality, informal recreation



Source: Purdon Planning

7.6 Traffic impacts and Parking

Northrop consulting have provided advice on traffic impacts based on the three concept designs provided by COX architecture. The summary report is at Attachment D.

Northrop established key considerations based on the highest traffic generator, residential. The study established that there is sufficient capacity within the existing street network to cater for the proposed uses. Some minor modification to the road network may be required pending detailed design.

Parking for the site is expected to be accommodated on-site both with surface and basement parking. Preliminary assessment by Northrop has established that this is possible.

7.7 Site servicing

Northrop Consulting also provided advice regarding the capacity of stormwater, sewer and water infrastructure to service proposed development based on the four concept designs provided by COX Architecture.

It is deemed likely that the site will be required to comply with ACT Water Sensitive Urban Design standards and provide water detention, retention and quality measures. Northrop have advised that significant level changes may be required to accommodate stormwater.

Site servicing by sewer and gas is not currently provided, however there is sufficient capacity available in close proximity to serve the potential development of the site. The size of the existing water tie is likely to meet capacity but fall short on pressure. It is expected that some infrastructure works will be required to bring the pressure to meet capacity for the proposed development.

Electricity supply is possible through a minor augmentation by ACTEW to service the site with electricity. There are a number of options to provide electricity supply, it is likely that either pad mount substations or chamber substations will be required somewhere on the site to meet the demand of the design concept configurations.

7.8 Suitability of the land for mixed use development

The site is considered suitable for a broader range of uses for the following reasons:

- The site remains undeveloped due to the presence of GSM an NTG on the site. It has been assessed that the communities' long term viability in this location is poor due to lack of connectivity to other populations, and due to the habitat being essentially landlocked. It is considered that development of the site is an appropriate use for the site and that there is an appropriate off-set available
- The site is in a central location in Barton, with good access to employment, professional services, arts and entertainment facilities, the Parliamentary Zone, open space areas and recreation facilities and transport services
- A broader range of uses will contribute positively to the character of Barton as a vibrant, convenient mixed use precinct
- High quality development with a focus on pedestrian movement to and through the site will integrate well with the Windsor Walk open space area, promoting activity and passive surveillance
- The proposal will be a more efficient use of a currently underutilised space in a prime location in the heart of the National Capital.

8.0 Conclusion

The proposed amendment of the Barton Precinct Code of the National Capital Plan, in conjunction with a Referral under the Environmental Protection and Biodiversity Conservation Act 1999 to remove and offset Golden Sun Moth and Natural Temperate Grassland found on site, will facilitate development of Blocks 3 and 15, Section 22 Barton.

The proposed amendment is to permit the primary uses of Hotel/Commercial Accommodation, Office and Residential and ancillary uses such as café and restaurant. Upon review of the relevant requirements as identified in the Barton Precinct Code and the York Park Master Plan, it is considered the development of the subject sites for one or more of the stated purposes will not adversely impact, and will in fact strengthen in some cases the objectives set out in the NCP.

This amendment of the NCP would reinforce Barton as a high-quality, attractive, mixed-use, vibrant and convenient centre consistent with the objectives of the NCP. The amendment will contribute to the safety of the area, while sustaining the existing character, the coherent streetscape and landscape pathways including the adjacent York Park (Windsor Walk) open space network.

The proposed change is considered to be not inconsistent with the NCP.

Purdon Planning

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Unit 4 Cooyong Centre
1 Torrens Street
Braddon ACT 2612

T 61-2 6257 1511

www.purdon.com.au

