



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



# CONSULTATION REPORT

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## **Works Approval No 100008**

Mixed use Residential Development  
(Block 1 Section 133 Campbell)

*December 2016*



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# Introduction

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

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

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

On 19 September 2016 the NCA received a Works Approval application from Purdon Planning for the construction of a five to seven storey mixed use residential development on Block 1 Section 133 Campbell.

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

# Public Consultation Requirements

## 1.1 National Capital Plan

Under the Plan, requirements for public consultation apply to:

- » Major developments proposed for Section 9 Barton;
- » Landmark buildings within the Constitution Avenue and Anzac Parade Precinct;
- » Developments within the Australian Defence Force Academy (ADFA), Royal Military College (RMC) Duntroon and Campbell Park Precinct;
- » High-impact telecommunications facilities;
- » All residential proposals within the Deakin/Forrest Residential Area Precinct; and
- » All residential and commercial development proposed for Section 5 Campbell.

## 1.2 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, and the process by which WA applications that are released for public consultation will be assessed.

Part 2.7 Works Applications and Attachment C Protocol for Development Applications for Works Which Require Consultation of the NCA's 'Commitment to Community Engagement' describes the consultation process for WA applications. The NCA will make an assessment of

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

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

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

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

- » previous consultation has been undertaken on the proposal
- » minor amendments to previously approved works are required
- » the NCA determines no stakeholders will be affected
- » proposals are given exemption, as outlined in Part 2.3 of the 'Commitment to Community Engagement'

Public consultation was undertaken on the application as it is mandatory under the National Capital Plan, as the proposed work is located at Section 5 Campbell.

# Summary of Public Consultation

## 2.1 The public consultation process

Consultation was undertaken separately by the proponent in April 2016 with the local community to seek input on the concept design and further refine the development, prior to lodgement of the works approval application.

The community engagement approach undertaken was informed by previous consultation on the LDA's Campbell 5 Master Plan and the National Capital Plan Amendment 74. The proponent's consultation with the local community took the form of:

- » Placing a Public Notice in the Canberra Times and direct emailing 230 people on the Campbell 5 distribution list, advising of information sessions (held on 7 and 28 April 2016)
- » Letterbox distribution of an information leaflet inviting recipients to participate in the consultation (distributed to approximately 2200 residential and commercial premises in Campbell and Reid).

Key issues raised during the proponents consultation period were:

- » Design (building height, façade treatments)
- » Construction and traffic management
- » Car parking

The proponent's Campbell 5 Pre-Works Approval Consultation Summary Report – Sections 132 and 133 Campbell is provided at Attachment C.

Public consultation was undertaken by the NCA between 1 and 21 October 2016 in the following manner:

- » On Saturday 1 October 2016, publishing a public notice 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 1 and 21 October 2016, publishing details of the proposal on the NCA's website
- » Between 3 and 21 October 2016, placing four A1 size signs on site
- » The NCA writing to nearby lessees, neighbours and interested stakeholders advising of the consultation process and inviting comments.

## 2.2 Submissions Received, Comments and Response

The NCA received a total of six submissions on the proposal. All submissions raised concerns in relation to elements of the proposal.

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

Key issues raised in the submissions were:

- » Building height and views of building from Campbell residential area
- » Noise management
- » Car parking and traffic management
- » Construction and environmental management

A summary of each submission and the NCA response is provided at Attachment B.

# Conclusion


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

The NCA has assessed issues raised by submitters and these have been taken into account as part of the assessment process.

The NCA is satisfied that major concerns of the community have been addressed, through an amendment to some of the plans, and a future works approval application for the Construction Management Plan (which will also be subject to public consultation).

# Attachment A

The Canberra Times Public Notice



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


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## **WORKS APPROVAL**

Open for Public Consultation

### **Block 1 Section 133 Campbell 59 Constitution Avenue**



The National Capital Authority (NCA) has received a Works Approval application from Purdon Planning for the construction of a mixed use residential development on Block 1 Section 133 Campbell.



The NCA welcomes community feedback on this application **by close of business 21 October 2016**. The application can be viewed on the NCA's website and submissions can be made via email to [worksapproval@natcap.gov.au](mailto:worksapproval@natcap.gov.au) or sent to GPO Box 373, Canberra ACT 2601.

Please contact the NCA for further information on (02) 6271 2888.

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# Attachment B

## Summary of submissions and NCA Response

The National Capital Authority (NCA) undertakes an open and transparent works approval application process. As part of this process the NCA prepares a Consultation Report for publication on the NCA website, which includes 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.

Submission	Issue	NCA response
Name withheld		
1.1	Height of the building should be reduced (architectural report shows 8 storeys), and will block views of the mountains when driving down Creswell Street.	The proposed development comprises 7 storeys fronting Constitution Avenue transitioning to 4-5 storeys to the rear access roads. Refer to response below at 2.2.
1.2	No thought has gone into the design. Peace and amenity of the suburb is being destroyed.	<p>The Constitution Avenue and Anzac Parade Precinct Code outlines requirements for land use, public space, building form, site access, set-backs, building height, car parking, building facades, materials, lighting and landscape for the subject site. The proposal has been assessed against these requirements and is considered to be consistent with the relevant provisions.</p> <p>The proposed development is of a contemporary design which responds to the scale and pattern of development on Constitution Avenue. It includes a central courtyard, flanked by lower height perimeter buildings to address the Campbell residential neighbourhood. High quality and robust materials have been selected with minimal applied finishes. Landscape plans have been provided with the proposal which provide for streetscape public realm, central courtyard and rooftop garden.</p> <p>The design of the facades reflects a passive system to regulate temperature and minimise energy use by incorporating sustainable materials, use of natural lighting, sun shading, ventilation and planting.</p> <p>The proposed land use is consistent with the policy for Block 1 Section 133 Campbell. The permitted land uses as defined in the National Capital Plan (NCP) for "Land Use A" includes: "Administrative Use, Aquatic recreation facility, Bank and co-operative society, Cafe, Bar, Restaurant, Car park, Club, Cultural facility, Indoor recreation facility, Education establishment, Hotel, Motel, Office, Park, Personal service establishment, Place of assembly, Public utility, Residential, Road, Social/Community facility, Tourist facility". The NCP also notes that "Retail" is an ancillary land use permitted in 'Land Use A'.</p>

Submission	Issue	NCA response
Mark Anderson		
2.01	Concerned with the NCA consultation process	<p>The NCA's consultation process was carried out in accordance with the Plan and the NCA's 'Commitment to Community Engagement'. In accordance with the NCA's Commitment to Community Engagement, public consultation was undertaken by the NCA between 1 and 21 October 2016 in the following manner:</p> <ul style="list-style-type: none"> <li>• On Saturday 1 September 2016, publishing a public notice in The Canberra Times detailing the proposed works and inviting submissions to be made to the NCA in relation to the proposal (Attachment A)</li> <li>• Between 1 and 21 October 2016, publishing details of the proposal on the NCA's website</li> <li>• Between 3 and 21 September 2016, placing four A1 size signs on site</li> <li>• On 5 October 2016 the NCA writing to nearby lessees, neighbours and interested stakeholders advising of the consultation process and inviting comments.</li> </ul>
2.02	<p>Concern with building height.</p> <p>Ongoing community concern regarding building height does not go unnoticed, and a detailed explanation of the NCA's rationale for approving/considering building height encroachments is requested.</p> <p>Main Building fronting Constitution Avenue</p> <p>The main building is shown to be 26.82m, which is 1.82m above the 25m limit specified in Amendment 74 to the National Capital Plan.</p> <p>Eastern wing parapet extends beyond 25m to screen rooftop plant – what is the height of this parapet? Why is there no consideration of how this plant will be viewed from existing residences?</p> <p>'Winged' Buildings fronting Kalma Way (west) and Creswell Street (East)</p> <p>The building wings have "FCL Popouts" that push sections of both wings above the 19m limit.</p>	<p>The building height policy outlined in the National Capital Plan (NCP) specific for Section 5 Campbell states:</p> <p>"Overall building heights are to comply with those shown in Figure 90. Minor departures from heights shown in Figure 90 [13, 19 and 25m] will only be considered where it can be demonstrated that the mass and bulk of buildings is not significantly increased, and where it enhances the architectural quality of the building, and fosters energy efficiency, indoor amenity, appropriate urban scale, and adds visual interest to the skyline."</p> <p>Part 4.8 Constitution Avenue and Anzac Parade Precinct Code of the NCP states:</p> <p>"building height is to be measured from and between the finish footpath level at each corner of a development block".</p> <p>This is demonstrated in the diagram below.</p>

Submission	Issue	NCA response
	<p>Central 'Bridging' Building fronting Pentland Street</p> <p>The "bridge" between the two wings is shown as being 4 storeys when this should be a maximum of 3 storeys in a 13m structure. What are the "minor protrusions" above the 13m height restriction?</p>	<p>The building measures 27.108m at its highest point at the south western frontage of Constitution Avenue, including parapet (24.488m from finished footpath level to top floor ceiling).</p> <p>The building measures 26.289m at the south eastern frontage of Constitution Avenue, including parapet (24.969m from finished footpath level to top floor ceiling).</p> <p>The building measures 19.31m at its highest point at the western wing (Kalma Way frontage), including parapet (18.45m from finished footpath level to top floor ceiling).</p> <p>The building measures 19.124m at its highest point at the eastern wing (Creswell Street frontage), including parapet (17.724 from finished footpath level to top floor ceiling).</p> <p>The building measures 12.51 at its highest point at the northern bridge (Pentland Street frontage), including parapet (10.96 from finished footpath level to top floor ceiling).</p> <p>There is a -1.11m average building height encroachment across the site for finished ceiling heights.</p> <p>The NCA considers the minor encroachment (of predominantly parapets) acceptable, as it does not constitute an additional storey, and does not significantly increase the overall mass and bulk of the building.</p> <p>The minor encroachments have been justified as follows:</p> <ul style="list-style-type: none"> <li>• The encroachments reflect the fall in topography across the site.</li> <li>• The design provides an improved outcome for the precinct by providing a gradual transition from a seven storey building fronting Consitution Avenue, to a four and five storey building with terrace style residences fronting Pentland Street.</li> <li>• The proposal ensures single floorplates from Level One and above for the entire building resulting in a more effective building to improve indoor amenity.</li> <li>• The apparent building line (i.e.; how high the building actually looks) from the perspective of a person standing at street level will not be significantly dissimilar from the stipulated height requirements and will not adversely impact on views nor will the difference create additional over shadowing impacts on roadways or open space public realm areas.</li> </ul> <p>The overall design and appearance of the building will not impact on the visual amenity of the locality. The building has been designed sympathetic to the grand Boulevarde of Constitution Avenue, and the character of surrounding land mark buildings. The building is also lower than the Anzac Park East portal Building (which is approximately 28 metres).</p> <p>The NCA supports the proposed heights of the building.</p>

Submission	Issue	NCA response
2.03	View of the rooftop plant and proposed development from the existing residential areas of Campbell. Planning guidelines should include requirements for a sympathetic transition to existing residences.	<p>All rooftop plant is concealed on all sides behind screens of varying heights and the parapet.</p> <p>The architectural roof plan, drawing DA108 shows 2.3m and 1.2m high acoustic louvred screens around all sides of both condenser zones. The elevation drawings (DA200 and DA201) show the line of the proposed condenser enclosures in relation to the building height.</p> <p>The largest condenser zone is located to the south western corner of the building (furthest from residential areas) to minimise visual impacts from elevated locations within Campbell.</p>
2.04	Allow the community time to review the Noise Management Plan for construction of the development.	The NCA will require a Construction Management Plan be prepared and submitted for works approval prior to works commencing on site. This will be subject to public consultation, and will address noise management. Construction noise is not regulated by the NCA. Any Noise Management Plan will be required to meet the requirements of the Environment Protection Authority.
2.05	Number of car parks is 30 spaces above the requirements of the National Capital Plan. How many additional car parks are allocated to each listed category.	The proposed development provides 138 car parking spaces (30 above the prescribed requirement under the NCP). The additional car spaces generated will be allocated to the residential component of the development to meet the market demands for amenity in apartment living in this area. Car space allocation will be defined through the unit titling process.
2.06	Has the correct, final traffic report been included in the works approval application.	The Sellicks civil component is complete and is the main document for review as part of this application with regard to traffic generation.
2.07	A change to the existing verge crossing and driveway on Creswell Street is proposed to increase in width and move slightly north. This relocation will place the driveway directly opposite that for The Creswell building and much closer to the Getting/Creswell/Pentland roundabout. Does this change represent good and safe practice for road access design?	<p>The design team explored a number of locations for the waste and basement entry driveways, and considered the following requirements:</p> <ul style="list-style-type: none"> <li>• Pedestrian safety and clear access.</li> <li>• National Capital Plan identified building form /envelopes.</li> <li>• Cross fall along Creswell Street.</li> <li>• Proximity to the round-a-bout and existing vegetation.</li> <li>• Relationship with neighbouring developments.</li> <li>• Truck entry and exit.</li> </ul> <p>The proposed layout as presented in the current works approval is a requirement of Transport Canberra and City Services, and is the most appropriate option and addresses all of the above items.</p>

Submission	Issue	NCA response
2.08	What does 'zero setbacks' mean?	<p>The applicant has advised that a zero setback means that there is no specified setback identified.</p> <p>This does not mean that the building will be built zero millimetres from the boundary as this is impossible given there is no tolerance included. All elements of the building will need to be within the boundary, including underground piles and capping beams, which generally protrude further out than the external walls. In this proposal, the furthestmost building faces along Creswell Street and Kalma Way are setback between 30 – 50mm from the boundary line.</p>
2.09	Why are landscape features permitted within "the 4.5m setback zone to the Pentland Street frontage"?	The 4.5m setback zone has been identified as a landscape zone in the National Capital Plan. The landscape zone is important to express the sense of depth, and carry the landscape character of the park through to the Constitution Avenue sites.
2.10	Lighting to building facades facing existing residences should reduce light spill to neighbouring properties	It is an NCA requirement that lighting is to be full cut off. A lighting plan will be subject to a separate works approval application.
2.11	There is no Consultation Report included in the WA package.	The applicant undertook their own consultation prior to the lodgement of the works approval application, separate to the consultation process undertaken by the NCA. The pre-consultation report was prepared by the proponent, and is provided at Attachment C below.
2.12	Temporary traffic management needs to be resolved and made available to the community.	Refer to response at 2.04. Temporary traffic management will be included in the CMP.
2.13	No traffic control device plan provided	Refer to response at 2.04. Traffic control devices will be included in the CMP.
2.14	Dust control needs to be prevented.	Refer to response at 2.04. Dust control and prevention will be included in the CMP.
2.15	It was understood commercial entries were from Constitution Avenue only, and impacts of lighting.	Figure 80 of the NCP shows indicative active frontages for the Anzac Parade and Constitution Avenue Precinct. The indicative layout shows the entire length of Section 131 Campbell development to Creswell Street (eastern elevation) as being an active frontage.
2.16	Heritage report - states that the site falls 716mm from west to east. Fall across the site from east to west is minor.	The finished footpath level at the north western corner of the site is 565.170 and 562.991 at the south eastern corner (approximately 2m fall across the site).

Submission	Issue	NCA response
2.17	Heritage report - Is half a metre of liveable building space, plus additional unspecified extension to hide roof plant a minor encroachment?	This note in the report is outdated and no longer applicable. Since the preparation of the heritage report, the floor levels, including the deletion of a second commercial floor to Constitution Avenue, has resulted in the building decreasing in height.  Drawing DA553 shows the building in relation to the design controls for the site.
2.18	Concerned about the reflectivity of building materials proposed to the northern and eastern facades.	The plans indicate that the northern façade will incorporate clear glass with black frames, timber blades and coloured concrete (mix of textured off white and grey) to the ground floor of the building, with lighter elements to the floors above such as glazing broken by coloured concrete (textured off white), with black metal parapet to the roof. Condenser enclosures will also be black.  Drawing DA551 shows the materials proposed. The applicant has advised that none of the materials are proposed to have a high reflectivity.
2.19	Do not allow Eucalyptus trees to be planted on Creswell Street.	The NCA granted works approval to the 'Campbell 5' Estate and Civil Infrastructure works on 21 May 2013 (WA18715). The application included street tree planting which indicated Eucalyptus mannifera trees to Creswell Street. Public consultation was undertaken on this application between 23 January and 15 February 2013.  The proposed works are consistent with the previous approval.
2.20	What does 'AA' refer to?	AA refers to Asset Acceptance. The key to this abbreviation is shown on the Cover Page of the Civil Documentation.
2.21	Site Access - Will there be a condition report on all verges and footpaths in the area completed by the NCA before work commences, and will SHL be required to repair any damage to a standard that matches the high quality and expensive treatments already installed by the LDA?	Verge treatments are the responsibility of Transport Canberra and City Services (TCCS). TCCS will not accept or provide final endorsement for any works until off site works are 'made good' to original condition.
2.22	Demolition Plan – Part of the footpath on Creswell Street is to be dug up to accommodate a change to the Section 133 building entry. Why were the footpaths constructed to such a high standard knowing that there would be future construction work that would impact on it (this also applies to the footpath on Pentland Street)? Why was it not delayed until after construction?	This matter is not relevant to NCA works approval and is a matter of coordination by the ACT Government.
2.23	Will electricity meters be installed as part of construction?	Yes. The completed development will include all elements installed and operational, ready for occupancy.

Submission	Issue	NCA response
2.24	<p>I express concern about every type of accommodation in Section 133 having only one car space – 1, 2 and 3 bedroom apartments and the 24 serviced apartments. The three bedroom apartments have ensuites with each bedroom which suggests that these apartments will attract multiple residents.</p> <p>Without adequate onsite parking, the community concern expressed during Amendment 74 to the National Capital Plan &amp; LDA consultation about parking overspill into surrounding streets will be realised.</p> <p>It is unacceptable for the NCA to respond that it is a parking enforcement issue (which has occurred when other parking issues have been raised in the past) when it is deficient upfront planning and design that causes the problem in the first place.</p>	<p>The 30 additional car parks will be allocated as part of the unit titling process.</p> <p>The amount of car parking proposed is consistent with (and above) the requirements of the National Capital Plan. Behavioural parking within the residential streets of Campbell is an enforcement issue.</p> <p>In addition, there are a number of unused designated paid car parking spaces off site, at Anzac Park East for example.</p>
2.25	<p>Visitor parking spaces are provided 'on street'. Surely if visitor parks are mandated, they must be provided within the confines of the site.</p> <p>Please confirm that the 21 visitor car parks do not include existing car parking spaces on Pentland Street, Kalma Way or the unmarked parking zone on Creswell Street.</p>	<p>Refer to response above at 2.24.</p> <p>The 2012 Cardno Traffic Report allocates a number of on-street car park spaces for each development site. Development Site 'E', which is Section 133, is allocated 10 car spaces as part of the development's generation of parking. These 10 spaces will be part of the provision of visitor parking. The remaining 11 spaces will be located in the basement.</p>
2.26	<p>There are a large number of "small car" spaces shown on the plans. Will the NCA please confirm the minimum car space size that is acceptable?</p>	<p>A small car space, and its specific dimensions are identified in the Australian Standards 2890 Off-Street Parking Facilities. These spaces are identified as being 2.3m wide by 5.0m long. The small car spaces located in the S133 basements meet these dimensional requirements and are acceptable to the NCA for inner city living.</p>
2.27	<p>What is the expected/allowed width of the main 25m building? From what I can ascertain, the building is approximately 23m wide at the 6th and 7th floors. Is this consistent with the requirements of Amendment 74 to the National Capital Plan?</p>	<p>Figure 88 of the NCP prescribes built form envelopes, and Figure 90 prescribes building height. The proposal is broadly consistent with the building envelopes prescribed. Refer to response at 2.02.</p>

Submission	Issue	NCA response
2.28	Signage – please confirm that building signage will not be permitted on the rooftop or high facades	<p>There is no signage proposed on the rooftop or high facades of the building. DA 550 indicates the locations of proposed signage to the building.</p> <p>The NCP stipulates requirements for signage in Part 4.20 Signs General Code. Part 4.20.3 General Conditions states:</p> <p>The National Capital Authority will refuse to approve any sign where it is of the opinion that the type, position, size, appearance, illumination, animation, content or other characteristics of the sign may adversely affect:</p> <ul style="list-style-type: none"> <li>• the amenity of the locality or neighbourhood with particular regard to nearby residential development</li> <li>• the architectural character or appearance of a building</li> <li>• traffic safety</li> <li>• a 'place' within the meaning of and subject to the provisions of the relevant Commonwealth heritage legislation.</li> </ul>
<b>Roger Neilson</b>		
3.1	Supportive of Submission 2.	Noted. Refer responses to Submission 2 above.
3.2	Concerns regarding repeated flouting by builders/developers and appeasement by the NCA of increases in height limits. Why cannot the 'add ons' at roof level be put underground? Why does the NCA 'tick and flick' these without explanation?	Refer to response at 2.02.
3.3	Concerned with the NCA consultation process	Refer to response at 2.01.
3.4	Large emphasis on how the development appears when viewed from Parliament House vista or Constitution Avenue. Does the NCA consider how the palette and reflectivity of building surfaces will present to nearby residents whose properties overlook east or north facing facades? Where are the northern elevations of the building.	Refer to response at 2.18.
3.5	No oversight by the NCA on hours of construction activity. What are the plans for monitoring construction activity?	The NCA does not administer or manage the construction management of the site, and is not applicable to works approval.



Submission	Issue	NCA response
3.6	NCA advised commercial entry to buildings would only be made from Constitution Avenue. The proposal for entry from Creswell Street close to the Pentland Street/Getting Crescent roundabout breaches that undertaking. It heightens the risk of accident at the corner of Constitution Ave and Creswell Street attracting relatively high volumes of vehicle, bicycle and pedestrian traffic.	Figure 80 of the NCP shows indicative active frontages for the Anzac Parade and Constitution Avenue Precinct. The indicative layout shows the entire length of the Section 131 Campbell development to Creswell Street (eastern elevation) as being an active frontage. The proposal is consistent with this principle.
3.7	Trees to be planted along the verges should be consistent with what Creswell Street currently has.	Refer to response at 2.19.
<b>Andrew Schuller</b>		
4.1	Supportive of Submission 2.	Noted. Refer responses to Submission 2 above.
4.2	The 25m building height limit is breached.	Refer to 2.02 above for building height response.
4.3	Consultation failures.	Refer to response at 2.01 and 2.13.
4.4	Concerned of how the building presents to nearby residents (northern elevation).	Refer to response at 2.20.
<b>Lynn Harden</b>		
5.1	Supportive of Submission 2.	Noted. Refer responses to Submission 2 above.
<b>Julie Doyle</b>		
6.1	Supportive of Submission 2.	Noted. Refer responses to Submission 2 above.

# Attachment C

Campbell 5 Pre-Works Approval Consultation  
Summary Report – Sections 132 and 133 Campbell



**CAMPBELL 5**  
**PRE-WORKS APPROVAL CONSULTATION SUMMARY REPORT**  
**SECTIONS 132 & 133 CAMPBELL**



Prepared for SHL Development



May 2016

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## Version Control

Version	Date	Author	Reviewer	Approval	Date	Notes
0.1	11 May 2016	RWS/TP	TP	MP		Draft 1 for SHL review
0.2	11 Oct 2016	TP	TP	RN	11.10.2016	Final for the NCA

## Disclaimer

This report has been prepared with due care by the consultants, who believe the contents to be fair and accurate. However, neither Tania Parkes Consulting nor individual authors of the Report accept any responsibility for any error or omission, nor for any application of its contents.

Front cover diagram sourced from the LDA website

# 1.0 Introduction

## 1.1 Background

### The site

The Campbell 5 development is located on the northern edge of Constitution Avenue and to the east of Anzac Parade. Nearby developments include the St John the Baptist Anglican Church (consecrated in 1845), the Anzac Park East and ASIO buildings and recently completed Creswell and Jamieson apartments.

The site is within a designated area under the National Capital Plan.

Prior to the sale of the five block site through public auction to SHL Development in June 2014, the ACT Government's Land Development Agency (LDA) developed a Master Plan for the site informed by community consultation (see section 3.2 for more information) and design studies.

The original LDA Master Plan includes:

- A new park that contributes to both the National Capital Open Space System and to the local community of Campbell. This park was formally opened on 3 April 2016
- A sustainable design in the public domain and within future buildings
- A mix of building types with residential, retail and commercial uses
- A focus on pedestrian amenity and vibrant active streets.

The LDA's Master Plan incorporates key design elements identified as centrally important by the community:

- Preservation of large open spaces
- Activation of Constitution Avenue
- Location of built form to respond to surrounding housing
- Creating places for families to play.

### National Capital Plan Amendment 74

*Amendment 74* to the National Capital Plan was approved by the Commonwealth Government in November 2012, and is incorporated into the National Capital Plan. It will continue to be used by the National Capital Authority (NCA) as the regulatory framework to guide and assess all future development on the site.

*Amendment 74* includes detailed conditions to ensure that the planning, design and development of Campbell 5 integrates with the established residential suburb of Campbell and contributes to the character of Constitution Avenue. It includes specific information on building setbacks, height, facade treatment, landscape and lighting, all of which assist with ensuring that development of the site contributes to the character of Constitution Avenue. *Amendment 74* also addresses any



potential impact on cultural heritage by setting out a landscape strategy to reduce the visibility of buildings from Anzac Parade and its memorials.

The Campbell 5 site is at the junction of two major Griffin axes between Capital Hill and Mount Ainslie, and Civic and Russell. Key considerations in developing the site include:

- Development of Campbell 5 is to integrate with the suburb of Campbell and is to contribute to the character of Constitution Avenue
- Public spaces are to respond to the established streets, parks and public spaces and to site topography and through improvements to passive surveillance and visual permeability
- Building form is to respond to the scale and pattern of Constitution Avenue development and the proposed public space network and to achieve a transition that responds to the established urban form. Building articulation, material and colour must be sympathetic and respectful to the heritage values of the adjacent heritage places (e.g. the New Zealand Memorial), and in particular the corner of Constitution Avenue and Anzac Parade East. Outdoor lighting impact to Anzac Parade is to be minimised and the heritage listed places shall be considered
- Landscaping in the road reserve areas is to be consistent with the existing landscape character of Campbell. Landscaping within site blocks is to provide neighbour privacy and maintain winter sunlight, and is to include mature and large scale plantings
- Primary vehicle access is to be from Constitution Avenue other than basement car parking. Pedestrian access to buildings is to be at ground floor. A minimum of 150 on-street ground level visitor parking spaces are to be provided.

Amendment 74 is available at

<http://www.nationalcapital.gov.au/attachments/article/2682/Amendment-74-Section-5-Campbell.pdf>.

#### **Environment Protection and Biodiversity Conservation (EPBC) Act**

In February 2012, the Department of Sustainability, Environment, Water, Population and Communities (SEWPaC) concluded that the development of Campbell 5 was a Controlled Action under the Environment Protection and Biodiversity Conservation Act.

On 13 May 2013, the SEWPaC issued their final approval for the EPBC Referral allowing the LDA to undertake the development of the site. The ecological matters of National Environmental Significance have been offset and additional steps taken to mitigate any impact on the heritage values of Anzac Parade, its memorials and the Parliament House vista in the form of conditions to the approval.

#### **LDA Works Approval applications (pre SHL Development purchase)**

On 22 May 2013, the National Capital Authority approved the following LDA Works Approval applications:

- WA18715 for the infrastructure and landscape works required to deliver the Estate
- WA18766 for the remediation of contaminated land.



The Works Approvals enabled the LDA to commence site remediation and delivery of estate civil infrastructure and upgrade to Constitution Avenue.

### Contamination

A Site Environmental Assessment identified that the site contained areas of contamination. The remediation has been conducted by a licensed asbestos contractor and in accordance with the Code of Practices for the Safe Removal of Asbestos 2nd Edition [NOHSC: 2002 (2005)] and the Dangerous Substances General Regulation 2004. These codes aim to ensure members of the public are not exposed to asbestos dust or materials during remediation works.

#### 1.2 Purpose of this report

SHL has commenced development of the first two blocks on Campbell 5, that is, Block 8 Section 5 (furthest site along Anzac Parade from Constitution Avenue, known as the Saint Germain site) and Block 1 Section 130 (middle block along Anzac Parade, known as the Greenwich Park site). SHL is now preparing development concepts for the next two blocks to be developed, being Block 1 Section 132 and Block 1 Section 133.

In preparation to seek Works Approval (WA) from the NCA for the next proposed developments, SHL has engaged with the local community to seek their input to the concept design and use their feedback to refine further development.

This report summarises the community engagement process undertaken by SHL, the key themes that arose from it, and responses to the issues raised by the community during April 2016.



## 2.0 Consultation Methods

SHL Development is committed to engaging with the community over the anticipated 5 to 7 years that it will take to realise the development of all five blocks comprising Campbell 5. This long term engagement could include a range of methods such as website information, direct email distribution, frequently asked questions, meetings, on-site events, workshops, exhibitions, surveys and letterbox drops. SHL will listen to all community concerns that are raised and where possible and practical will address them.

The community engagement approach taken by SHL Development, prior to seeking Works Approval for Sections 132 and 133 has been informed by previous consultations including those undertaken by the LDA in preparing the Campbell 5 Master Plan and by the NCA seeking approval for National Capital Plan *Draft Amendment 74*. The design development was also informed by the community consultations undertaken by the ACT Government for the City Plan, City to the Lake, Constitution Avenue and Parkes Section 3 projects.

This feedback included:

- Design of appropriate building density, scale and typology
- The cumulative impact of development and population increase in the area on traffic and car parking
- Traffic management during construction
- Commuter short cuts or 'rat running' through nearby suburbs and unlawful car parking
- Respecting the heritage context and environmental requirements
- Innovation in design and sustainability.

The SHL community engagement focussed on seeking community input to the proposed concept design for the proposed Section 132 and 133 developments. At the community consultation sessions the project architects provided an overview of the proposals for each of the sites and the influences that informed the designs. This report will be submitted with the Works Approval application.

### 2.1 NCA public consultation requirements

#### 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).



### 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.

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 above categorises an overall perceived risk into five ratings being '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:

- a) previous consultation has been undertaken
- b) for minor amendments to previously approved works
- c) proposals are exempt, as demonstrated in the 'Commitment to Community Engagement (August 2011)'
- d) 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.

## 2.2 LDA and NCA consultations

There has already been considerable community and authority consultation undertaken by the ACT Government in preparing the LDA's Campbell 5 Master Plan and also for the civil infrastructure Works Approval.

The consultation activities were:

- A three stage community consultation undertaken from September to December 2011
- A Campbell 5 Project Reference Group that met several times in 2011
- Consultation with authorities during 2012.

### Summary of LDA September to December 2011 community consultations

Prior to the sale of Campbell 5 the LDA conducted a number of community engagement exercises for the project and adjacent future park area. The purpose of the community engagement was to facilitate dialogue with key stakeholder groups including local residents, business owners, those who work in the area, and interested parties in the wider community to assist the LDA in understanding community expectations, to gain local knowledge and to share ideas.

The first stage of consultation focused on:

- Conducting preliminary meetings with key stakeholders
- Holding a community information and feedback session
- Forming a Project Reference Group
- Conducting a door knock survey of residents living adjacent to the site.

The second stage of consultation focused on:

- Presenting three Master Plan design options to the community
- Showing how feedback gathered in the first stage had been incorporated into each of the design options
- Collecting feedback on each proposed design to contribute to selection of the preferred Master Plan option.

The third stage of consultation focused on:

- Presenting the preferred Master Plan option to the community, providing information on the preferred option, a forum for discussion, and opportunities for giving feedback



- Showing how feedback gathered in the second stage of consultation has been incorporated into the preferred Master Plan option
- Collecting and collating community feedback on the preferred Master Plan option.

Key matters reported in the LDA consultations included:

- Incorporation of open space, parkland and park frontages received strong support
- Inclusion of sustainability measures in open space and built form design received support
- Inclusion of cycle paths and pedestrian friendly streets and provision for vehicle, bicycle and pedestrian access to and movement around the site received support
- Orientation and design quality of built form including support for L-shaped positioning and inclusion of 'stepping' for buildings fronting open space was supported
- Acknowledgement that building heights had been reduced and redistributed
- Streetscape and character elements of the design that activate Constitution Avenue, incorporating trees and greenery was supported
- Areas where respondents suggested improvement to the then Master Plan included
  - Concentration and orientation of built form particularly to the north of the site
  - Concern at concentration of building height away from Constitution Avenue
  - Traffic distribution through the site
  - Park integration and design.

The full report of the LDA consultations can be viewed at

[http://www.lda.act.gov.au/uploads/ckfinder/files/pdf/2\\_Residential/Campbell5/Campbell%20Section%205%20Stage%203%20Consultation%20Outcomes%20Report.pdf](http://www.lda.act.gov.au/uploads/ckfinder/files/pdf/2_Residential/Campbell5/Campbell%20Section%205%20Stage%203%20Consultation%20Outcomes%20Report.pdf) .

In addition to the ACT Government consultations, the NCA undertook public consultation regarding National Capital Plan Draft *Amendment 74*. This consultation closed in April 2012. The LDA's community and authority consultations undertaken to date were referred to and formed part of the NCA's consideration of the LDA's proposed Master Plan and the civil infrastructure Works Approval.

The NCA received two WA applications for the development of Section 5, Campbell. One application was for the provision of site services infrastructure and the second application was for site remediation and decontamination. The NCA report detailed the process undertaken by them relating to these applications.

### 2.3 SHL consultations undertaken in 2014

SHL Development as purchaser of the five sites undertook significant community consultations during 2014 for works approval for Block 8 Section 5 and Block 1 Section 130.

The SHL community engagement undertaken in 2014 was built on the consultation activity that had been previously undertaken and was designed to collect qualitative information from local Campbell and Reid residents and businesses, and from representative organisations with an interest in the development of Campbell 5. The methods used focussed on seeking community input to the Block 1 Section 132 and Block 1 Section 133 design development and refinement.



The SHL consultations occurred during September and October 2014 and involved a range of activities and communication methods including an extensive letterbox drop of a Campbell 5 Postcard invitation to participate, a key stakeholder roundtable, two public workshops, regularly updated Frequently Asked Questions, telephone contacts, direct email distribution and written communications. Two public workshops were held at the St John the Baptist Anglican Church (Robertson Room), Reid on Wednesday 22 September 2014 and Thursday 2 October 2014. An additional community event was held 24 November 2014 where local author, Mr Alan Foskett presented on the history of the suburb of Campbell.

The *Pre-Works Commencement Consultation Summary Report* of the October 2014 consultation undertaken by SHL was provided to the NCA in December 2014 relating to the proposed mixed use development proposals for Block 8 Section 5, Block 1 Section 130 and for the installation of the temporary sales suite on Block 1 Section 133, Campbell.

#### 2.4 SHL consultations undertaken in 2016

In preparing development concepts for the next two blocks to be developed at Campbell 5, Block 1 Section 132 and Block 1 Section 133, SHL engaged with the local community in April 2016 to seek their input to the design and use their feedback to refine further development prior to seeking Works Approval (WA) from the NCA for the proposed developments.

This report summarises the community engagement undertaken by SHL, the key themes that arose from it, and the response to the issues raised by the community.

The following methods were used to engage with the community during the April 2016 community consultation.

##### Public Notice in the Canberra Times

Advertisements were placed in the Public Notices section of the Canberra Times advising the public of the information sessions held on 7 and 28 April 2016 were included in the 6, 23 and 27 April editions. The advertisements advised the purpose, date, location and registration details of the public workshops.

##### Letterbox distribution

A leaflet inviting recipients to participate in the consultation and contact information to register for activities was distributed to approximately 2,200 residential and commercial premises in Campbell and the majority of Reid on 22, 23, 24 and 25 April 2016.

The leaflet invited the community to register for an information session on 28 April 2016.

##### Information sessions

Two information sessions were undertaken. In addition to Canberra Times advertising, the first session was promoted through direct emailing to the 230 people on the Campbell 5 distribution list and through referral by these Campbell and Reid residents to their broader contacts letterbox distribution, Canberra Times advertising. The second session was promoted through advertising, direct emailing and letterboxing 2,200 Campbell and Reid residential and business premises.



The two information sessions were held at the St John the Baptist Anglican Church (Main Hall) on Thursday 7 April 2016 and Thursday 28 April 2016, 5.30 to 7.30pm.

The information sessions contained presentations from the SHL design team including architects, landscape designers, builders and project managers.

One hundred and eight (108) people registered to attend the information sessions. The issues raised are in Section 3.0 of this report

#### **Written communication**

Email communications were received from 35 individuals and organisations, of which most were general inquiries and 5 were substantial communications. The issues raised are in Section 3.0 of this report.

Email communications from community members were responded to in a timely manner and Frequently Asked Question (see Appendix 2) were regularly updated and distributed to the email distribution list of 230 stakeholders.

#### **Telephone contact**

A telephone number direct to the project's consultation consultant was available for those who preferred to speak directly to the SHL team.

There were 45 telephone contacts ranging from simple information requests to detailed discussions about the proposal. The issues raised are in Section 3.0 of this report.



## 3.0 Key Themes – April 2016

### 3.1 Summary of consultation activity

Approximately 2,200 Campbell and Reid residential and commercial premises were letterboxed Campbell 5 leaflets with contact details to register to participate in the engagement activities for the next stage of the development at Campbell 5, Block 1 Section 132 and Block 1 Section 133.

One hundred and eighty eight (188) interactions occurred with members of the local community who sought further information and participated in the consultation process through a range of activities.

Consultation activity	Number
Letterboxed residential and commercial premises	2200
Information sessions	108
Written communications	35
Telephone inquiries	45

The Campbell and Reid residents and representative organisations who participated in the SHL consultations were generous with their time and considered in their contributions. The spirit and energy with which the local community participated was very much appreciated by the SHL team, who listened to all the issues raised and comments made, and where possible and practical, have sought to address them.

The key matters raised have been categorised into the following themes:

- Design
- Construction traffic management
- Car parking

An issue raised by a number of participants was management of the current construction sites in relation to traffic and routes to and from the Saint Germain and Greenwich Park sites (i.e. for Block 8 Section 5, Block 1 Section 130 respectively) and how additional construction traffic for the proposed Sections 132 and 133 sites would be managed.

### 3.2 Responses to key themes

#### Design

- Ensuring that building design and height will be developed in conformity with the National Capital Plan and in particular Amendment 74.

**Response:** SHL will comply with all development conditions for Campbell 5 including those under the National Capital Plan. SHL aims to make Campbell 5 the premier address in



*Canberra and as such it is in their interests to pay attention to these important factors and to ensure that they create a precinct that the community wants to enjoy.*

- Ensuring that the proposed plaza in Block 132 will be publically accessible and complimentary to the recently opened park.

**Response:** *SHL is ensuring that the design of the plaza connects with the adjacent areas and is available for use by the wider community. The community will have access to Section 132 from the park, the new building and also by a laneway created through the building itself leading from Constitution Avenue. The landscaping is being carefully designed to provide a year round seasonal transition experience with activation through proposals including a lawn, an open catenary, carefully selected plants and adjacent active commercial uses such as restaurants and cafes designed as a set of interacting zones.*

- Local residents want to ensure that the design of the new buildings and in particular the facades are in conformity with local Campbell architecture design values and the National Capital Plan.

**Response:** *SHL has deliberately sought diversity in design by employing a different design team for Section 132 and 133 from those that designed Saint Germain and Greenwich Park. SHL has retained expert local architects that are keen to ensure that the approaches and designs take account of local design values (such as the use of face brick, respecting the limestone base, the unique location and heritage, and the overall character of the area) noting that the design must be in conformity with the National Capital Plan. Seeking and responding to the communities views on proposed design solutions and plans is an important part of SHL's design philosophy. Matters such as facade treatments and the reflection from glazing are understood as important considerations to the local community. SHL will be guided by the NCA requirements and pay attention to the view from existing Campbell residences as they do to the views from Constitution Avenue and Anzac Parade. SHL advises that the design is generally within the NCP building envelope which means that there are allowable exceptions.*

- The proposed construction period for Sections 132 and 133.

**Response:** *SHL Development advised that the proposed completion dates for the current Saint Germain and Greenwich Park developments are estimated to be approximately early 2017 and mid 2017 respectively. The aim is to submit Works Approval applications for Sections 132 and 133 is approximately August 2016. The commencement and completion of construction is market driven based on the take up of units, and SHL Development is endeavouring to commence construction as soon as possible, anticipating that construction could commence in late 2016 to early 2017 with the project duration for both developments estimated to be between 15 to 18 months.*



**Construction traffic management**

- Local residents are fatigued by the unlawful access of construction vehicles to and from the current Saint Germain and Greenwich Park building sites.

**Response:** SHL Development has entered into a Construction Management Plan and Traffic Management Plan with the builder and its subcontractors. It is noted that there has been access issues by a small percentage of construction vehicles, particularly using Creswell Street rather than the nominated access. SHL will reinforce the commitments in the construction and traffic plans and identify management options with the builder to better manage construction traffic being experienced currently and in future developments. SHL will also advise the ACT Government (via TAMS) that it appears that some private and other traffic is disobeying no right hand turn signs from Constitution Avenue into the precinct and that off-street car parking limits may not be regularly monitored. It is also noted that the current Traffic Management Plan for the construction of Saint Germain and Greenwich Park had to be varied by limiting construction vehicle access to and from Anzac Parade East due primarily to safety concerns. SHL will continue to pay attention to the amenity of local residents and comply with all development and legislative conditions.

**Car parking**

- Car parking to be provided in the buildings will not be sufficient.

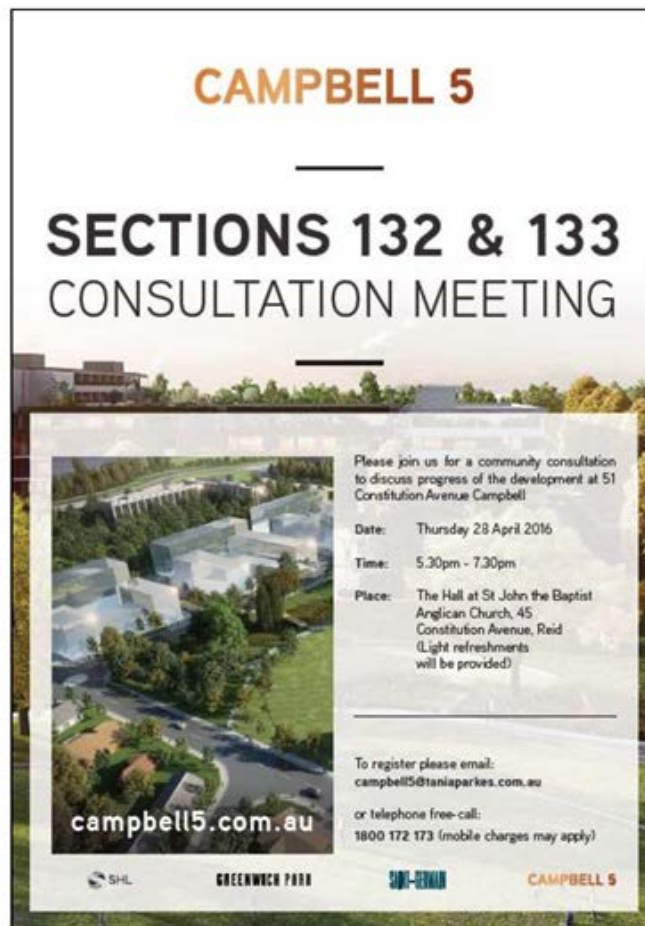
**Response:** SHL Development intends to provide a higher level of car parking in its buildings than is required under the Amendment 74 car parking code which is one space per unit.

- There are few options for different car parking and service access points to the new buildings on Sections 132 and 133.

**Response:** SHL Development purchased all five development sites with development controls in place according to Amendment 74 of the National Capital Plan. The NCP nominates the only access points for each development sites and these cannot be altered.

## 4.0 Appendices

### Appendix 1: Leaflet





**Appendix 2: Frequently Asked Questions****CAMPBELL 5 – FREQUENTLY ASKED QUESTIONS (AS AT 1 MAY 2016)****1. What is the current stage of construction at Campbell 5?**

*Construction of Block 8 Section 5 (St Germain) and Block 1 Section 130 (Greenwich) are well underway. Both basements have been fully excavated and the structure for the two buildings will be coming out of the ground shortly.*

*Construction of St Germain is on schedule to be completed in early 2017, and Greenwich is on schedule to be completed in mid-2017.*

**2. How many residential apartments will be built on Sections 132 and 133?**

*Section 133 has a total residential yield of 60 apartments and Section 132 has a total residential yield of 110 apartments. Both sites are required to have activated commercial ground levels.*

**3. When will work commence on Sections 132 and 133?**

*Timing of construction is market driven and dependant on sales volume and rate. Based on the success of Saint Germain and Greenwich we anticipate construction commencement late 2016 to early 2017 with the project duration for both developments estimated to be between 15 to 18 months.*

*The total project duration of all five sites is possibly 4 to 5 years, subject to market influences.*

**4. What disruptions will there be to traffic in and around Constitution Avenue?**

*SHL Development is very fortunate to have secured the five blocks that make up the precinct. Consequently SHL can use the whole site during the construction phase to reduce construction impacts on the community, including providing a fenced area for workers' car parking.*

**5. What is next in the precinct?**

*SHL have commenced the design of the next two buildings, being Block 1 Sections 132 and 133. Both have frontages to Constitution Avenue. Block 1 Section 133 is bounded by Creswell Street, Pentland Street and Kalma Way and is adjacent the recently completed Creswell development. Section 132 is bounded by Kalma Way, Pentland Street and Provan Street.*

**6. Will there be any public car parking?**

*There are approximately 175 on-street public car parking spaces in the precinct. The National Capital Plan Amendment 74 applies to the precinct, which allows for one car space per dwelling and one visitor space per four dwellings. Amendment 74 was approved by the Commonwealth Government in November 2012, and is incorporated into the National Capital Plan. More information is available at Amendment 74 Section 5 Campbell.*



*SHL Development is providing a higher level of car parking in some parts of the precinct than prescribed. Shared cars have also been proposed for the larger developments.*

**7. Will there be any community space?**

*Yes. Block 1 Section 132 will have a large ground level plaza that opens up in a northerly direction and faces the new park. It is envisaged that the plaza will be activated by restaurants and cafés and available for use by the community as well as precinct residents.*

**8. Are there plans for public art in the precinct?**

*Yes. Public art is integral to the Campbell 5 precinct. Once the public plaza on Block 1 Section 132 has been designed, the landscape architect in collaboration with an artist will develop an arts strategy. Art installations will also be incorporated into the design of Section 133.*





