



Australian Government
National Capital Authority

CONSULTATION REPORT

CONSTRUCTION OF MULTI UNIT RESIDENTIAL, MIXED USE DEVELOPMENT (COMMERICAL/RETAIL) AND TEMPORARY SALES SUITE ON THE SITE FORMERLY IDENTIFIED AS 'SECTION 5' CAMPBELL

WA19655 - MULTI-UNIT RESIDENTIAL DEVELOPMENT

WA19656 - MIXED USE DEVELOPMENT (COMMERICAL/RETAIL)

WA19693- TEMPORARY SALES SUITE

DECEMBER 2014

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1 Introduction

Under the *Australian Capital Territory (Planning and Land Management) Act 1988*, the National Capital Authority (NCA) prepares and administers the National Capital Plan (the Plan) to ensure that 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 building or structure, 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 15 October 2014, the National Capital Authority (NCA) received three applications from CBRE P/L, on behalf of SHL Development, for Stage 1 of development on the site.

The applications propose:

- WA19655 – Construction of multi unit residential development on Block 8 Section 5 Campbell. The development will comprise 50 units, basement car parking and associated landscaping,
- WA19656 – Construction of mixed use development (residential and commercial/retail) on Block 1 Section 130 Campbell. The development will comprise 205 residential units plus commercial/retail ground floor space, basement car parking and associated landscaping
- WA19693 – Installation of temporary sales suite, clad in recycled timber and zinc, on Block 1 Section 133 Campbell. This block will be the final block developed as part of the Stage 2 development of the site.

2 Public consultation requirements

2.1 National Capital Plan

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

2.2 Commitment to Community Engagement

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

The Commitment to Community Engagement describes:

- the minimum requirements for consultation
- the timeframes for amendments to the Plan
- what is involved in preparing a new Development Control Plan
- the process for amending or issuing an instrument under the Plan
- the process which will assess Works Approval applications for possible release for public consultation.

Part 2 (Consultation Protocol) of the NCA's Commitment to Community Engagement (August 2011) describes the consultation process for Works Approval applications. The consultation protocol includes

criteria which an application will be assessed, in order to determine whether the application should be released for public notification or full public consultation.

For development applications, the NCA undertakes a risk assessment of each proposal against the assessment criteria set out in the Consultation Protocol. The public notification process will include information about the NCA's risk assessment of the proposal against the assessment criteria below.

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

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

What is the likelihood that the proposal is discordant with the general development and amenity of the locality in terms of materials, finishes, scale, massing, design and quality?

What is the likelihood that the proposal is inconsistent with an existing Heritage Management Plan (HMP)? (If there is no HMP, this question is not applicable).

The combination of the likelihood and consequence from the criteria 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 Works Approvals 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 Works Approval application is lodged and consultation is required, the applicant is required to consult with the community and stakeholders. The NCA may stipulate specific requirements for consultation and, for higher perceived risk proposals, may undertake the consultation process itself.

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

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

As the applications for the development of the site were assessed at a level of risk greater than 'low', the application was subject to full public consultation.

3 Summary of public consultation

3.1 The public consultation process

Between 24 October and 24 November 2014 public consultation on the application was undertaken.

The consultation took the form of:

- Between 24 October and 24 November 2014, publishing details of the proposals, including the applicant's plans and planning report, on the NCA's website,
- On 25 October 2014, publishing a public notice in *The Canberra Times* detailing the proposed works and inviting submissions to be made to the NCA in relation the proposal,

- On 3 November 2014, the proponent hand delivered letters, on behalf of the NCA, to residences on surrounding streets advising of the applications, seeking comment and advising of an information session,
- Between 27 October and 24 November 2014 five signs were installed at various locations on the site's perimeter,
- On 10 November 2014 an information session was held at St Johns Church hall at Reid. This was attended by NCA, SHL and CBRE representatives and approximately 35 members of the local community, and
- Emailing ACT Government agencies inviting comment including; ACT Heritage Council, Environment Protection Authority Liaison and ACT Conservator Liaison.

3.2 Submissions received

The NCA received 2 submissions from members of the public during the consultation period which provided positive feed back as well as raising some concerns relating to the proposed development. One of the submissions was a joint submission representing two separate individuals.

The application was also referred to ACT Heritage, ACT Environmental Protection Authority (EPA) and the ACT Conservator Liaison. At the time of writing, no response from these agencies had been received.

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

The key issues raised in the submissions and during the information session are summarised below:

1. Positive as well as negative comments on consultation process to date,
2. Need for community consultation regarding the construction process for the development,
3. Concerns relating to the building heights generally and protrusion of mechanical plant into the permissible roof height,
4. Concerns relating to proposed external materials palette,
5. Positive comments on the amount of proposed onsite car parking, and
6. General comments and queries relating to the planning report.

4 Response to key issues

A summary of the key issues raised in the submissions and the NCA response is provided below.

- 1. Positive as well as negative comments relating to the consultation process. One submission raised concerns that the process was tokenistic and community input will not alter the proposed development. The other submission commended the engagement of the proponent with the local community.**

NCA comment

The proponent has held a number of consultation meetings with the local community and has attempted to answer and address concerns raised by the community. The NCA community consultation is a separate process and issues raised in submissions were referred to the proponent to address as well as responded to by the NCA. The NCA will consider all issues raised in the submissions.

- 2. Need for community consultation regarding the construction management process for the development, with concern relating to the construction phase of development**

including truck movements into and out of the site, contractor parking, location of site compound and worker amenities blocks and fencing.

NCA Comment

The proponent has committed to also consulting with residents regarding the construction process, proposed hours and days of operation, delivery of materials and location of site compounds and amenities. 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.

- 3. Concern relating to the building heights generally and protrusion of mechanical plant into the permissible roof height envelope, issues raised relating to the visibility and protrusion of lifts/stairwells, air conditioning condensers above the permissible height (19 - 25m) of the buildings. Given the elevated position of some parts of Campbell, roof top mechanical plant and elevator overruns on the buildings may be visible from these positions. This infrastructure should be camouflaged or screened from view.**

NCA comment

The NCA permits minor encroachments beyond the permissible maximum height of the buildings. This is assessed on a case by case basis. Due to the fall in topography across the site, down toward the site's eastern boundary, both buildings encroach above the permissible height limits (Section 130 by 1.95m and Section 5 by 1.4m). The height encroachments are not sufficient to constitute an additional building level and are considered acceptable in the context of the locality.

The building proposed on Block 8 Section 5 proposes to screen the air conditioning condensers with anodised aluminium louvered panels. The lift over runs on each building are integrated into the design and articulation of each building and form a feature of the buildings.

The building on Block 1 Section 130 proposes a roof top garden and will be an accessible landscaped with small scale planting and stone pavers. No mechanical plant will be visible from this building as it is proposed to be accessed from within the building.

- 4. Concerns relating to the proposed materials palette, concern the proposed white off-form concrete will be too stark and make the buildings highly visible.**

NCA Comment

The materials palette for both buildings propose a range of concrete finishes including; acid etched precast concrete (white and charcoal), off form concrete (natural), bush hammered concrete or granite as well as a range of granites and stone paving. The off form concrete, although referred to as 'white' is in fact a pale grey colour. The 'white' reference relates to the composition of the gravel used – with white gravel being the highest ratio however the overall effect is a pale grey.

The utilisation of a variety of materials on both buildings as well as the buildings' articulation will also ensure that any paler elements are broken up.

- 5. Positive comments on the proposed amount of on-site and on-street car parking**

NCA comment

Noted. The buildings will provide generally 2 spaces per unit which is above that required by the National Capital Plan. On-street car parking has been provided as part of the civil works for the site.

6. General comments and queries relating to the planning report, clarification on service entries and service functions

NCA Comment

Comments on the planning report are noted and do not change the outcome of the works.

Service functions refer to electrical switch boards, air conditioning condensers and other facilities enabling the operation of the buildings. These functions are generally accessed from within each building having a 'services' room on each floor.

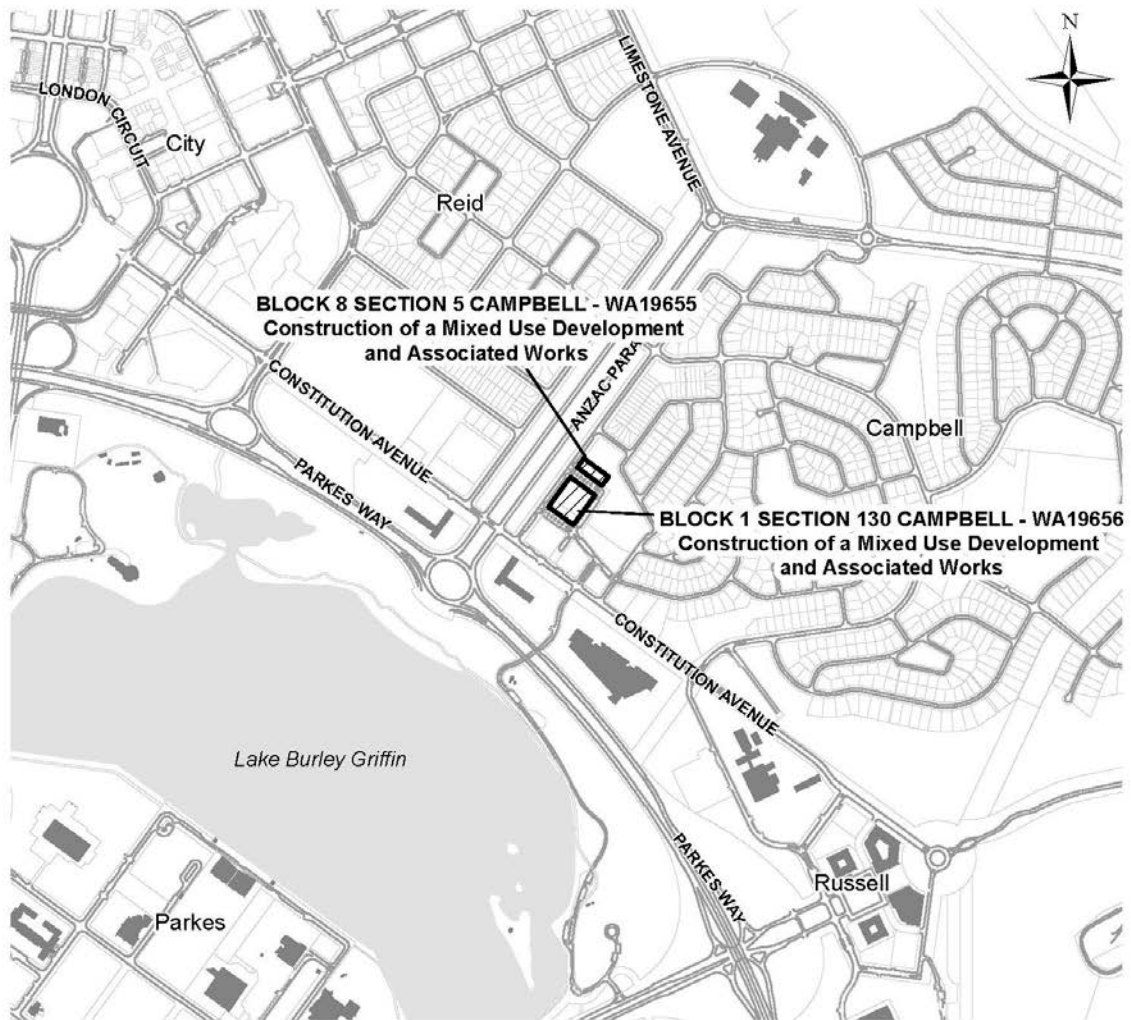
Service entries refer to vehicular access and waste management access to the site. Service entries for both buildings do not face Anzac Parade.

5 Conclusion

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

Two written submissions were received during the consultation period. The NCA has sought further clarification from the applicant on a number of the matters raised during the consultation process. The NCA is satisfied that the major concerns of the community have been addressed. The proposal is consistent with the provisions of the National Capital Plan.

Attachment A – Location plan



Attachment B - Canberra Times – public notice



Australian Government
National Capital Authority

WORKS APPROVAL

Block 1 Section 130 and Block 8 Section 5 Campbell



**BLOCK 8
SECTION 5
CAMPBELL**

**BLOCK 1
SECTION 130
CAMPBELL**

The National Capital Authority (NCA) has received a works approval application from CBRE, on behalf of SHL Development, for the construction of a multi unit residential development on Block 8 Section 5 and a mixed use development (residential and commercial) on Block 1 Section 130 Campbell.

An information session on the Campbell developments will be held at 6.00 – 7.00pm on Monday 10 November at the St John's Church Hall. RSVP is essential to worksapproval@natcap.gov.au or phone (02) 6271 2888 to register your interest.

Cotter Road Duplication – Stage 2 (Tuggeranong Parkway to McCulloch Street)



**COTTER ROAD
DUPLICATION**

The NCA has received a works approval application from SMEC Australia, on behalf of Roads ACT, for the duplication of Cotter Road - Stage 2 (Tuggeranong Parkway to McCulloch Street).

For comments and more information on the applications, visit the NCA's website or contact Works Approvals on (02) 6271 2888. Write to us at GPO Box 373 Canberra ACT 2601.

Comments on both applications close COB Friday 21 November 2014.

ALL SUBMISSIONS, INCLUDING NAMES AND ADDRESSES WILL BE MADE PUBLICLY AVAILABLE AT THE NCA OFFICE AND ON THE WEBSITE, SUBJECT TO APPROVAL IN WRITING BY THE SUBMITTER, IN ACCORDANCE WITH THE NCA'S COMMITMENT TO COMMUNITY ENGAGEMENT.

TEMPORARY ROAD CLOSURE

NATIONAL LAND ORDINANCE 1989

Applied provisions of the Roads and Public Places Ordinance 1937 as applied to National Land. Notice is hereby given pursuant to Section 4 of the Roads and Public Places Ordinance 1937, of the intention to close the following roads in the ACT.

25TH TOUR DE FEMME 2014

8.15am to 12noon Sunday 09 November 2014

- Parkes Way westbound lanes from Kings Avenue to Glenloch Interchange

Traffic in the area will be directed by detour signs and traffic marshals. Inquiries regarding this closure may be made to MaryAnn Simpson on 0408 447164.

REMEMBRANCE DAY NATIONAL CEREMONY

8.00am to 1.00pm Tuesday 11 November 2014

- Anzac Parade (both carriage ways) from Limestone and Fairbairn Avenues to Currong Street and Blamey Crescent.
- Limestone and Fairbairn Avenues between the junctions of Treloar Crescent west and Creswell Street.

Traffic in the area will be directed by detour signs and traffic marshals. Inquiries regarding this closure may be made to the Australian War Memorial on 6243 4211.

Dated this first day of November 2014

Ruth Morschel
Delegate of the Assistant Minister for Infrastructure and Regional Development

WWW.NATIONALCAPITAL.GOV.AU

14/NOV/2014

Attachment C – Letter to residents



Australian Government
National Capital Authority

File No: 14/777 Job No: WA19655/ WA19656 Trim: 198816

The Property Owner

Dear Sir/Madam,

Block 1 Section 130 and Block 8 Section 5 Campbell

I am writing to inform you that the National Capital Authority (NCA) has received a works approval application from CBRE, on behalf of SHL Development, for the construction of a multi unit residential development on Block 8 Section 5 Campbell and a mixed use development (residential and commercial/retail) on Block 1 Section 130 Campbell.

The plans and supporting documentation on the proposal can be viewed on the NCA's website at <http://www.nationalcapital.gov.au/haveyoursay/index.php/community-consultation/works-approval>

Hard copies of the application are available for viewing between 8.30am and 5pm Monday to Friday at the National Capital Authority, Ground Floor, Treasury Building, King Edward Terrace, Parkes.

An information session on the Campbell developments will be held at 6.00 – 7.00pm on Monday 10 November 2014 at the St John's Church Hall, Reid. RSVP is essential to worksapproval@natcap.gov.au or phone (02) 6271 2888.

The NCA welcomes written comments on the proposal from interested parties as part of the consultation process. Comments can be made by registering on the Have Your Say website or, if you are an existing user, by logging in. Comments can also be sent to worksapproval@natcap.gov.au or GPO Box 373 Canberra ACT 2601 by **5pm Friday, 21 November 2014**. All responses received will be considered before a decision is made on the proposal.

Please do not hesitate to contact Edwina Nelson on (02) 6271 2871 if you have any questions on this matter.

Yours sincerely

Natalie Broughton
Director
Development Assessment and Heritage

21 October 2014

Building the National Capital in the hearts of all Australians

T 02 6271 2888 | F 02 6273 4427 | www.nationalcapital.gov.au | email natcap@natcap.gov.au

Couriers & deliveries: Treasury Building, King Edward Terrace, Parkes ACT 2600 | Mailing: GPO Box 373 Canberra ACT 2601

ABN 75 149 374 427

Attachment D – Copy of submissions

Submission #1 (Via 'Have your say' website)

Name: Withheld

Subject: Community Engagement

Comments: The commitments [sic] sound very reasonable on paper. However, having gone to a number of 'community consultations' in relation to Section 5 in Canberra, the Saab building development etc. The consultations have been more NCA telling the community what they are going to do and to suck it up because it could be a lot worse. Offering unpalatable options then claiming community support for the least unpalatable. Attendance and submissions are futile - and very depressing.

Submission #2 (Written submission)

Name: Mark Anderson

Comments on works Approval for Campbell section 5 Blocks 1 and 8

I give permission for my name and submission to be published, but not for my address and contact details.

On the whole, I compliment SHL Developments on their overall engagement with the Campbell community which has resulted in the plans and Works Approval applications presented for the first two buildings for Campbell Section 5.

This consultation has been a comparatively pleasant experience when considering the total lack of consultation on the development of the ASIO building, the constrained consultation by the ACT Government for Section 5 itself (imposition of options to the exclusion of community preferred options) and community consultation that has been undertaken for other commercial developments on Constitution Avenue.

If there are significant or material changes to the plans as a result of broader feedback, then the NCA MIJST advise the community and consult again. There are some lessons learnt from these other consultations and developments which have been advised to SHL and for the main part, many of these issues appear to have been taken on board.

IDENTIFICATION OF ITEMS THAT ARE NOT SUPPORTED AS CURRENTLY PROPOSED

Major Omission from Works Approval Submissions

There is one major omission from these Works Approval applications - the construction regime including truck movements into/out of the site, worker parking, supporting site works (construction offices/ablutions and the like) and related ACT Government approvals for work to proceed are some issues that have not been included in the documentation.

This is required because of poor community experience with the replacement of the SAAB Building on corner of Constitution Avenue and Creswell Street. A works approval application was submitted, which was subsequently approved by NCA. When construction started, a demountable cabin site was constructed on the footpath of Getting Crescent, which included a two storey amenities block, and massive security/marketing fencing surrounding the perimeter. There was also a Temporary Traffic Management Plan approved. None of these issues were advised to the community, but were approved by ACT Government agencies to the surprise and dismay of the community. Truck movements through Campbell, site workers parking on nearby streets and frequent closures of Creswell Street have occurred without consultation.

Whilst SHL has demonstrated considerable community consideration and goodwill in its overall approach, the community requires assurance that ALL aspects of approval will be TRANSPARENT. To this end, I questioned the Chief Planner of the National Capital Authority, Mr Andrew Smith, about this omission at the public meeting of Monday 10 November 2014, and with the agreement of SHL, there was a firm commitment to advise the community of the detail and allow comment before submission to the ACT authorities.

Building Height and Rooftop Services

There are statements in both applications regarding lifts and stairwells presenting 'minor encroachments' on building envelopes. This has been a hot button for Campbell residents when the ASIO building had what appears to be half a storey added to accommodate air-conditioning and other services. My reading of the plans suggests that this could be 2 metres added to these new buildings for the lifts/stairwells and .5 m for air-conditioning condensers.

There was some discussion with SHL at its community meetings about the fact that many Campbell residents view these buildings from elevated positions. While at the street level, these services will not be apparent, many local residents will have an excellent view of this infrastructure. As part of the discussion, I asked about whether these services could be camouflaged through some clever architectural design (which is apparent in many other aspects of the proposals).

I ask that SHL consult further with Campbell residents to achieve an agreeable outcome for this design feature.

Building Palettes

Campbell residents were at pains to emphasise the impact of the stark palette of the ASIO building, north-face, and asked that the facade of these new buildings facing east and north be toned down. I note that these facades are white pre-cast concrete – this is very ASIO like.

Please consider the wishes of the community and tone down these palettes – to something like the Anzac Park East building, but not white. We have to live with these buildings in our midst for many years to come. Despite the eventual tree cover, they will still be visible.

IDENTIFICATION OF ITEMS THAT ARE SUPPORTED

Parking- Despite comments from people and organisations outside Campbell to reduce parking on site, there is strong support in Campbell for the amount of parking the SHL plans to provide on-site. The amount of proposed parking must not be reduced – SHL is prepared to build these spots, the LOCAL community supports it and it MUST be constructed.

In-Building Parking -The provision of parking spaces above the NCA specification is strongly supported and must not be reduced by the NCA or ACT Government. The parking and storage provisions for Block 8 are excellent and shine out in comparison to other developments around Canberra.

On-Site Parking - The provision of 175 on-street parking spaces is strongly supported.

Construction Schedule- The plan to construct Blocks 1 and 8 first to provide some respite to the residents of lower Creswell Street and Getting Crescent is supported.

Verbal Commitments Regarding Construction -The expression of a willingness by SHL to specify that truck deliveries should not transit Campbell streets (as far as they can enforce), sensitive location of site construction offices and facilities, construction work not starting before 0900 Saturday mornings, and provision of worker parking on site are welcomed. The inclusion of such items in the construction plans and schedules that will be consulted with the community (as earlier) is necessary to consolidate community confidence in SHL.

DETAILED COMMENTS ON SOME DOCUMENTS

Block 1 Section 5 Pre-Works Approval Consultation Report

- Page 15 Car Parking -Strongly support 175 on-street car parks
- Page 17 - Lifts and stairwells-architectural camouflaging of these structures needs to be pursued to reduce the visual impact on what neighbouring residents see when looking at the Building from Campbell residences to the north and east of the development

Block 1 Section 5 - Planning Report

- Page 56 Point 15 -speaks of service functions being separated to reduce conflicts on-site. Where are such services presented in the plans? I question the location as early morning rubbish collection of large commercial bins can impact on Section 5 as well as neighbouring Campbell residences.
- Page 57 First Para - references a document but an 'Error! Reference Source Not Found' is embedded in the final document. Which document is referenced?
- Page 67 Car Parking- increased parking provisions is strongly supported
- Page 71 - Site Access and Setbacks-The guideline refers to 'Access to Service Rooms' but the Preliminary response is not totally clear. Does 'not facing public space' mean not facing Anzac Parade AND the new parkland on Section 5? If so, this is supported if not, please explain.

Page 73 - how big is the 'minor encroachment' in building height? How much do the lift overruns and stairwells encroach on the 25 metre height for this building?

Page 75 Materials - Requirement states that materials are not to be highly reflective. The response does not mention this at all which is a concern. Campbell residents do not want facades that reflect light like the ASIO building. WHL had acknowledged this during consultation - need the plans changed to align with community expectations.

Block 1 Section 5 Perspective

Although a document focused on Block 1, this document highlighted the palette of Block 8 Section 5 as being very bright (later determined to be white concrete). This goes against the feedback provided by the community regarding visual impact on surrounding residences (and the requirement at page 75 re Materials in the previous comment). The NCA is asked to require a change of this colour to something more subtle and less stark/reflective. As it stands, these sections of the facade resemble the ASIO building and are not acceptable to the community.

Block 1 Section 5 Elevation and Sections

- The lift overruns appear to be 2 metres higher above the 25 metre height limit on this building. This is not the 'minor encroachment' that is mentioned elsewhere in the works Approval documentation.
- Please avoid the unsightly ladder and condenser structures that are evident on the western side roof of the apartments being constructed at St Johns Church Constitution Avenue.

Block 8 Section 5 Consultation Report

- Extra car parking and storage for residences in this building are very strongly supported
- Page 63/64 - Building Height and Form - a minor encroachment is mentioned but is not specified for lifts and stairwells. Again, please specify by how much.
- Page 65 car parking- For 50 apartments, there are 91 apartments. Was expecting 100 car parks at 2 parks plus equivalent storage per apartment. Please clarify.
- Page 75 - facades are to be subtle, not bright like ASIO. However, the document states that the palette is not yet finalised - although other documents in the pack suggest that it has

been. Of particular concern is the white concrete proposed for the facades that are visible from the north and the east.

- Please consult the Campbell Community on the final palette of these facades

Block 8 Section 5 Architectural Drawings

- These drawings contradict some of the verbal information that has been provided
- Air-conditioning condensers are on the roof when I recall that the verbal advice was that these would be placed on each balcony.
- How high above the 19 metre height limit are the lifts/stairwells/air conditioning condensers?
- How are the lifts/stairwells/air-conditioning condensers accessed? Please avoid the unsightly ladder and condenser structures that are evident on the western side roof of the apartments being constructed at St Johns Church Constitution Avenue.
- Assuming that NCA approves this height encroachment, despite community protestations in the past, it is essential that an acceptable form of hiding these structures from the current residents of Campbell

Block 8 Section 5 Elevations

- From this document, it appears that the lifts/stairwells/air-conditioning condensers are 2 metres above the 19 metre height limit for the 6 storey component of this building
- These structures may not be visible from street level but will be highly visible to current Campbell residents. As stated above, action must be taken to tone these down so that they don't look like another storey {as per ASIO}. Please consult with existing residents on how a mutually acceptable outcome can be achieved.
 - **This statement also applies to Block 1 Section 5**
- The North Elevation drawing on Streetscape Elevations in Drawing 2 particularly highlight this issue

Block 8 Elevations and Materials Drawing 1.

- North and east facing facades of the 6 storey structure shows '1. White Precast concrete'
- Contrary to advice provided by local residents and perceived responses by SHL'
- Looks too much like ASIO
- Please tone down - something like grey/sandstone would be better, but please consult on this

Attachment E – Sign photographed on site (5 signs in total on site perimeter)

