

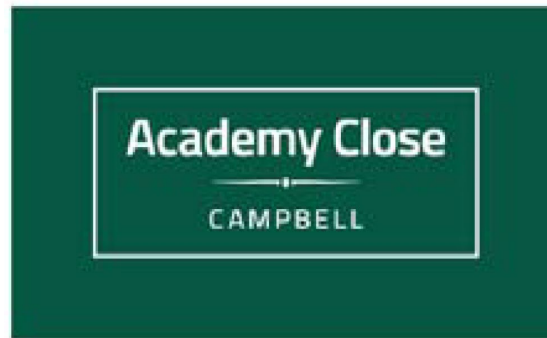


# **30 Residential Dwellings, Associated Parking and Landscaping**

## **Planning Report NCA Works Approval**

### **Block 3 Section 65 Academy Close Campbell**

**May 2020**



Prepared For:



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## **1.0 Introduction**

### **1.1 Purpose**

This Planning Report has been prepared by Purdon Planning for Defence Housing Australia (DHA) as supporting documentation to a Works Approval (WA) application for the redevelopment of Block 3 Section 65 Campbell, known as Academy Close.

The site of the proposed re-development is on land classified as Designated under the National Capital Plan; accordingly jurisdiction for planning consent rests with the National Capital Authority (NCA).

This Report should be read in conjunction with the plans and supporting documentation submitted with this application for Works Approval.

The full list of documents included in this application are:

- Suite of architectural drawings by AMC Architecture
- Suite of engineering design drawings by Northrop Consulting Engineers
- Suite of landscape design plans by DSB
- Tree Assessment report by Envirolinks Design
- Ecological Impact Assessment dated 18 April 2019 by Capital Ecology
- Bushfire report dated 4 March 2019 by Australian Bushfire Protection Planners
- Traffic and Parking Transport Impact Assessment by Northrop Consulting Engineers
- Acoustic Assessment dated 8 March 2019 by Paradigm 42
- Waste Management Plan by Northrop Consulting Engineers
- Contaminated Land Search by ACT Environment Protection Agency
- Flood Assessment dated 18 September 2018 by Northrop Consulting Engineers
- Water Sensitive Urban Design report by Northrop Consulting Engineers

### **1.2 History and Background**

The Defence residential precinct known as Academy Close was developed by the Department of Defence in 1985 for the housing of Defence members and their families in close proximity to the major Defence establishments ADFA & Royal Military College (RMC) Duntroon. In 1987 the Defence Housing Authority Act came into force and management of the land was vested to DHA by Ministerial direction (under the Defence Housing Authority Act 1987). Ownership of the site remained with the Department of Defence until 1999 when by further Ministerial direction made under the same Act the land was formally transferred to DHA for the purposes of creating titles over individual blocks and developing the site to meet the increasing needs for provisioning of Defence housing.

The properties remained in their existing condition and in 2012 the NCA approved a Development Control Plan (DCP) permitting the re-development of the site & construction of 41 new dwellings. Subsequent to this in 2016 Amendment 86 of the National Capital Plan incorporated the requirements of the DCP into the NCP (section 4.9.7) thereby rendering the DCP inoperative. Amendment 86 also classified the site as a Designated area, giving recognition to its national significance and importance to the Department of Defence.

In 2017 the ageing housing stock within the estate became non-compliant with modern Defence housing requirements. In anticipation of re-developing the site to accommodate current Defence housing specifications and the increased housing needs of Defence a Works Approval application to demolish the existing 22 houses was lodged with the NCA in 2017 (WA100347). Works Approval was given that same year and the demolition works were carried out soon after.

DHA has been embarking on the re-design of the Academy Close residential site in Campbell over the past few years. The proposal has been guided by a number of factors, including:

- the detailed requirements of the National Capital Plan
- physical constraints of the site (e.g. authority services, existing trees)
- desire to achieve roads and infrastructure in accordance with the Territory standards
- provision of housing in line with Defence housing needs.





Figure 1: Locality Plan



Source: Google Maps (2018)

Figure 2: Local Context



Source: ACTMAP/I (2018)

Boundaries approximate only



## 2.0 The Site

The site has frontage to Fairburn Avenue and Truscott Street and has historically been developed for residential use by the Department of Defence. Other site characteristics include:

Cadastral Description	Block 3 Section 65 Campbell
Current Land Use	Vacant
Adjacent Uses	Adjacent land uses west of the site are primarily single residential dwellings with some dual occupancy developments. North and south of the site is characterised predominantly by native bushland. To the east is open grassland area with high voltage power lines. Approximately 200m south-east of the site is the Australian Defence Force Academy (ADFA).
Area	Block 3 has an area of 25,354m <sup>2</sup> (approx. 2.5ha).
Dimensions	The site is broadly rectangular with a frontage to Fairbairn Avenue of approximately 97m and a north-south depth of approximately 210m.
National Capital Plan	The subject site is within a Designated Area and is therefore subject to the provisions of the NCP.
Zoning	The site is within the defined Urban Area of the NCP and subject to a Residential Land Use Policy. The site is not zoned under the Territory Plan.
Heritage	The site is identified on ACTMAPi as being on the ACT Heritage Register. ACT Heritage have confirmed that this is due to a buffer area around a heritage item located on the northern side of Fairbairn Avenue. This buffer encroaches into Block 3 by approximately 1m, as such the property is noted as being subject to the provisions of the Heritage Act. ACT Heritage have confirmed that development of Block 3 will not be affected by the buffer area around a heritage item on land across Fairbairn Avenue.
Easements	There are no registered easements on the subject site (ACTMapi, 2017). There are existing services (water electricity) that affect development of the site.
Topography	ACTMAPi shows that the site has a slope from RL601 up to RL615 at the south. This fall of approximately 14m over 240m represents an average slope of just over 5%.
Drainage	The site will drain to the surrounding street network. Stormwater and drainage infrastructure works are the subject of this WA.
Access	The site has vehicle entry off Truscott Street. Individual residence entries will be off Academy Close.
Parking	Each dwelling will have a minimum of two car parking spaces. In addition, it is proposed to provide 13 off-street car parking spaces for visitors, within the Academy Close precinct.

Vegetation	The site contains a number of mature trees. A tree assessment has been undertaken by EnviroLinks Design and a number of trees will be removed from the site to accommodate development.
Bushfire	The site is within a Bushfire Prone Area under ACTMAPi. Refer Section 5.11 below.

Figure 3: Subject site



Source: Nearmaps (2018)



## **3.0 Proposed Development**

*This section describes the proposed development works and should be read in conjunction with plans and reports submitted with this WA.*

### **3.1 Proposed Works**

This application seeks to create 30 residential dwellings, 2 public use open space blocks and a publicly accessible access road. The residential blocks will be developed for Defence housing, proposals include 1-storey and 2-storey detached dwellings, providing a variety of 3 and 4 bed dwellings with associated garages. At least two long stay parking spaces are provided per dwelling as well as 12 on-street parallel parking spaces for visitors.

The proposed works involve civil and landscape works to facilitate development of the site as a residential estate. The works involve:

- Construction of internal roads and driveway crossings
- Civil infrastructure (sewer, stormwater, telecommunications, electrical, gas and water)
- Removal of trees
- Associated landscaping, including dedicated areas of open space and the preservation of a number of existing trees, some of which form part of new park areas.

### **3.2 Rationale**

The proposal seeks to achieve the redevelopment of this block for Defence Housing.

The road network is compliant with Roads ACT Standards and all utility services are to be provided to individual blocks as per normal residential estate development infrastructure (i.e. individual blocks to receive separate utility provider meters, each block serviced with its own electricity, sewer, water, gas & telecommunications and municipal waste collection to individual dwellings will be possible).

The scheme proposes a second access from Truscott Street. The Precinct Code prescribes a single entry. This is proposed based primarily on access and safety for residents. Continuity of vehicle access is provided as part of the proposed scheme meaning residents can access the area at all times and would not be encumbered by fire, road maintenance, intersection works, or a road accident. Access for emergency vehicles (fire, police and ambulance) into the estate is also assured by this arrangement. In particular the internal loop road has been designed to accommodate two-way traffic for fire applications with Asset Protection Zone/firefighting interface along the eastern perimeter.

Given the developments location amongst the Mount Pleasant Nature Reserve, the road design provides for a layout that accommodates internal fire emergency movements, access/egress in and out of the development, as well as good access to the large expanse of bushland surrounding the development. Dwellings will also be compliant with bushfire resistance levels of Bal 19 and Bal 12.5 in the National Capital Plan. Accordingly, DHA seek support for the proposed road arrangement as a minor departure from the National Capital Plan.



Figure 4: Site Master Plan



Source: AMC Architects

## 4.0 Statutory Planning

*This section describes the planning context for the subject site and proposed development.*

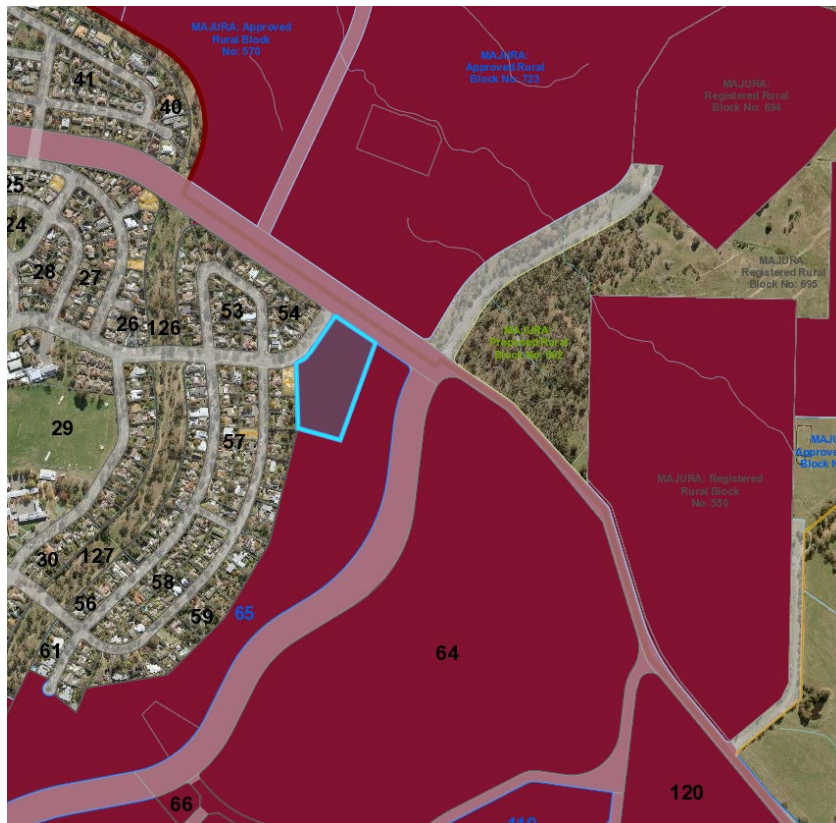
### 4.1 National Capital Plan

The site is within a Designated Area under the National Capital Plan (NCP) and is within a 'Residential Area' land use policy. The site is also subject to a Main Avenue and Approach Route (MAAR) overlay due to its proximity to Fairbairn Avenue. As such, the site was subject to a 'Development Control Plan' (DCP12/01) adopted by NCA in 2012. The provisions of DCP 12/01 have subsequently been incorporated into the National Capital Plan as the **Australian Defence Force Academy, Royal Military College Duntroon, and Campbell Park Precinct Code**. The Precinct Code includes ADFA and Duntroon as well as the subject site.

The proposed development will achieve the overall objectives of the Precinct Code which are:

- *To encourage shared use facilities, located centrally to both ADFA and RMC*
- *To achieve greater efficiency and increased flexibility in buildings and infrastructure to reflect changing uses*
- *To consolidate housing within existing residential areas*
- *To maintain and enhance sporting and recreational facilities to meet ADFA and RMC needs*
- *To conserve and manage significant natural, cultural and Indigenous heritage values*

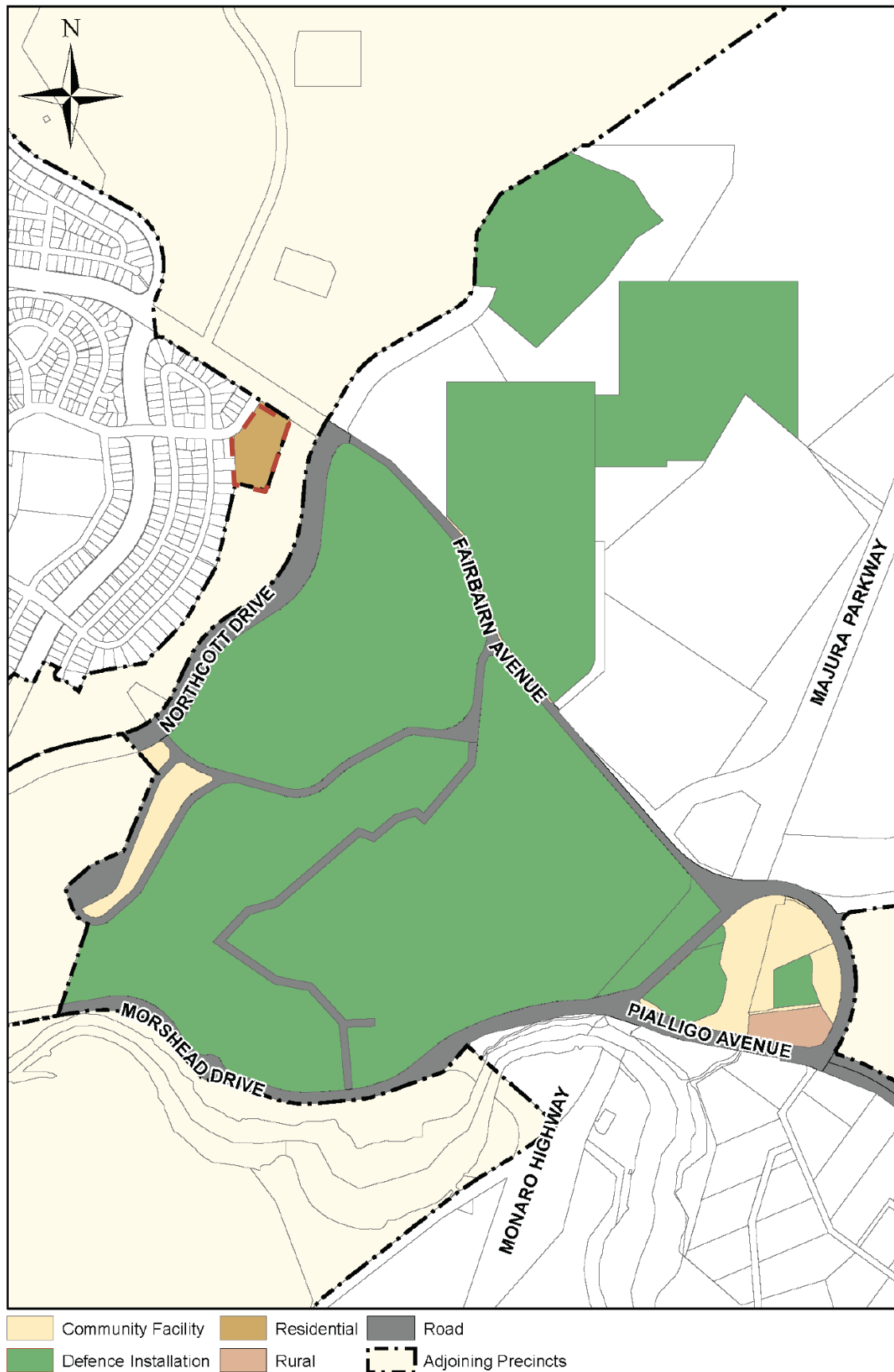
Figure 5: Designated Areas under the NCP



Source: ACTMapi (2018)

 Designated Area

Figure 6: NCP Land Uses



Source: NCP (2018)



#### **4.1.1 NCP – Detailed conditions of planning design and development**

The NCP Precinct Code includes a number of detailed conditions of planning design and development of the Academy Close site. The specific objectives for the site are:

- *Make provision for Australian Defence Force personnel accommodation;*
- *Respect the natural features, character and scale of the landscape in the locality;*
- *Enhance the landscape character of Fairbairn Avenue as one of Walter Burley Griffin's approach routes and as one of the main approaches to the Australian War Memorial;*
- *Be carefully sited within a landscaped setting and screened from view of Fairbairn Avenue;*
- *Allow for flexibility in design to ensure integration with the surrounding urban context;*
- *Allow for buildings with an appropriate urban scale relationship to Fairbairn Avenue and adjacent suburban Campbell;*
- *Ensure a high level of amenity is provided in site layout and urban design and that noise impacts are mitigated through appropriate building design, materials and construction; and*
- *Maintain and reinforce, where possible, the existing landscape character of the site to achieve a high quality redevelopment within a natural setting.*

The proposed development is considered to respond to these objectives in the following ways:

- Accommodation is provided for Australian Defence Force personnel
- The site character is maintained and reinforced through retention of significant trees and the creation of open space areas
- Residential dwellings will be designed to integrate with the surrounding urban context
- All buildings will be of an appropriate scale

The NCP includes an indicative concept plan for the re-development of Block 3 Section 65 Campbell.

The proposed Site Master Plan shown at Figure 4 has been developed in accordance with the requirements of the NCP and also to meet ACT specifications for design of roads & infrastructure, and as a consequence the proposed design is varied from the NCP indicative concept plan.

A statement of compliance against the NCP Precinct Code provisions is provided at Attachment A.

#### **4.1.2 NCP Concept Plan**

There are a few variances between the NCP concept plan and the proposed Master Plan design.

The reasons for these variances are:

- the electrical easement for the high voltage power lines along the Eastern site boundary has not be accounted for in the NCP indicative concept plan - the Master Plan addresses this;
- the water main easement along the southern portion of the Western site boundary is also not accounted for - the proposed Master Plan addresses this; and
- the road network design prevents services (such as waste bin collection) to internal blocks and is not compliant with the ACT public road standards - the proposed Master Plan addresses this.

Upon early discussions with ActewAGL (now Evoenergy) it became apparent that the power authority would require a significant easement along the eastern site boundary to ensure any structures built

on the site were kept clear of the power poles. The width of the easement required from the base of the pole is 22m; this prevents creating any blocks along the Eastern boundary and would result in a loss of 7 dwellings were the NCP concept plan to be adopted.

Additionally, the road network in the NCP concept plan provides for turning circles with radius' that do not allow for ACT standard waste bin collection trucks to navigate through the site. As a result, the NCP concept plan imposes the need for private waste collection contractors to service the site for bin collection (as in the case of typical community title estates); this inherently requires the design of the estate to include several communal waste bin storage rooms throughout the site. The Academy Close site would likely require at least two or three bin storage rooms to house large skip bins, resulting in a further loss of two to three residential blocks. This is not a desirable outcome for the estate.

The NCP indicative concept plan provides for individual blocks having a depth of 22-25m and block areas mostly around 260m<sup>2</sup>; this does not provide for the diversity of housing intended for the estate proposed by DHA, and will likely lead to housing designs not meeting Defence specifications and general housing requirements of Defence members. The proposed Master Plan has block sizes ranging from 345-894m<sup>2</sup>, with no blocks in the smaller 260m<sup>2</sup> range (excluding open space area blocks). The much larger block areas in the proposed Master Plan will facilitate higher quality and more varied dwelling designs to better complement and serve the surrounding areas and the Campbell community.

The NCP indicative concept plan identifies a number of trees to be removed as part of development of the site. However, the identified trees relate specifically to the design outcome shown in the NCP. The proposed variation to this plan (i.e. wider roads, wider verges, public footpaths, on-street parking areas) required review of the trees as shown on the NCP plan. DHA is proposing removal of additional trees to facilitate the proposed development. The impacts of the proposed tree removal, together with planting of additional trees is detailed in Section 5.2.

## **4.2 Territory Plan**

The Territory Plan does not apply to the site as it is within a Designated Area under the National Capital Plan.

The design and construction of roads, verges, parking and utility services (including service corridors and proposed easements) are proposed to comply with Territory standards to facilitate Design Acceptances and Operational Acceptances from the ACT (including Transport Canberra & City Services, Icon Water, Evoenergy, Jemena) .



## 5.0 Consultation

Community consultation was undertaken, by Elton Consulting, in accordance with the NCA's 'Commitment to Community Engagement'.

Consultation included a letterbox drop to surrounding neighbours and letters emailed to community groups on 24 February 2020. A community information and feedback session was held on the 12 March 2020 at the Campbell Primary School between 5.30pm and 7.30pm. Information was also provided on a website with the following link : <https://www.academyclose.com.au/>

Elton Consulting's consultation report concludes that the feedback from the surrounding residents and community organisation representations was generally supportive of the proposal in terms of the development arrangement and architectural style of the dwellings. There were some concerns raised regarding increased traffic generation in Campbell, the removal of trees, and impacts during construction. Please refer to Elton Consulting's Consultation Outcomes Report for responses to these items.

## 6.0 Design Concept

### 6.1 DHA

DHA is a statutory authority and operates as a Government Business Enterprise to provide housing and related services to Australian Defence Force (ADF) members and their families. DHA aims to achieve excellence and set new benchmarks for attractive, liveable, safe and sustainable residential communities for ADF members and their families.

### 6.2 PROJECT ASPIRATIONS

DHA prides itself on delivering high quality residential developments that meet defence operational needs and are sympathetic to the local character and environment. Many of DHAs developments have been undertaken on base or appropriate Defence land parcels holdings in locations across Australia. Academy Close, Campbell is such a project with the 30 dwellings to be constructed and allocated, in the first instance, to Defence personnel associated with ADFA . To this end DHA are seeking to construct a high-quality residential development demonstrating contemporary architectural design that complies with DHA design specifications and is sympathetic with, and complementary to, Australian Defence Force Academy (ADFA), the Royal Military College Duntroon (RMC) and Campbell and its surrounds. Key considerations have included:

- Maximising northern solar aspect and views to the attractive bushland setting
- Achieving a min 6-star NatHERS energy rating for all dwellings
- Creating a vibrant residential community where houses have an active connection to the street, with community park areas and where different "band" levels are met without an obvious distinction in external streetscape presentation or amenity
- Creating an attractive resident and contemporary development which sits comfortably in its context, is coherent to the end residents and which represents value for money and as a long-term asset
- Reducing long term life cycle and asset costs



### 6.3 DEVELOPMENT CONTEXT

The proposed redevelopment of Academy Close forms part of one of the earliest parts of Canberra's colonial history ultimately named Campbell after Robert Campbell the original owner of Duntroon Station which was established in 1825. The site:

- Is in close proximity to ADFA, Russell and Duntroon which includes Duntroon House as the oldest building in Canberra



Duntroon House, RMC Duntroon Campbell



Academy Close – Part of Defence Precinct and the Suburb of Campbell

- Is part of the suburb of Campbell with a population of 5,000 people, a median age of 27 years and Streets which tend to be named after Defence Personnel
- in geological terms, is dominated by the lowest layer of the Ainslie Volcanics, a grey dacite and other erupted particles such as agglomerate and tuff.
- Is part of a highly sought-after suburb which has undergone significant redevelopment including C5, Defence, Ben Chifley Building, Constitution Avenue, Campbell Shops, RZ2 zoning, Mr Fluffy blocks and gentrification of the suburb generally
- Is at the eastern edge of the Suburb which:
  - Includes a higher-quality fabric of well-loved housing and gardens
  - Has a legacy of highly considered modernist and good-quality project homes
  - Has an Eclectic mix of old and new, contemporary and traditional typologies, both horizontal and vertically proportioned
  - Has a predominance of face brick work and pitched roof forms in an established landscaped setting

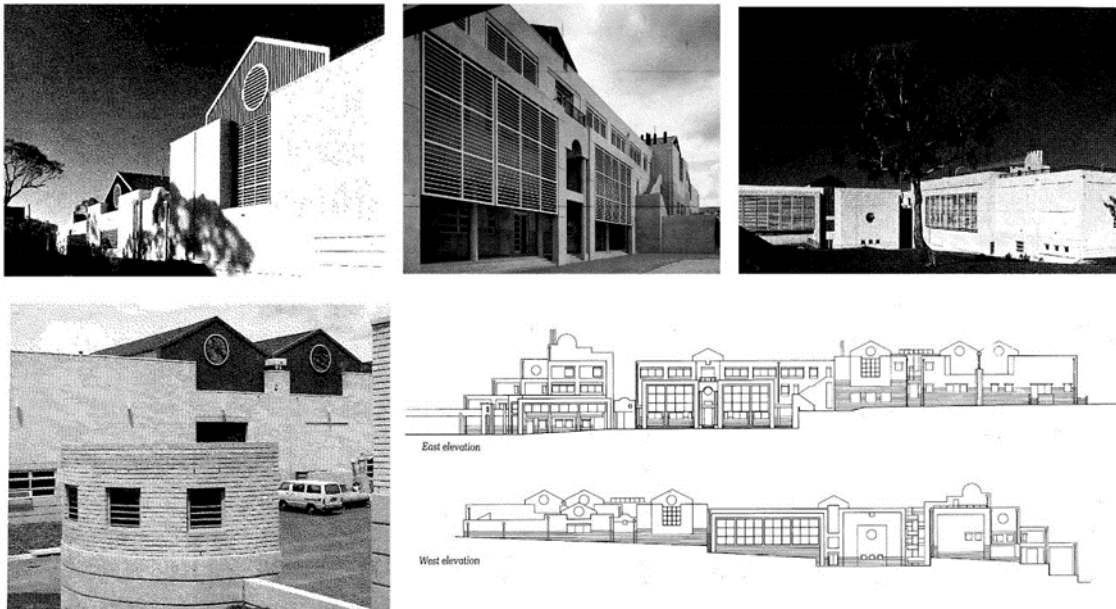
#### **6.4 PART OF THE ADFA PRECINCT**

The redevelopment of Academy Close, Campbell will become an important extension of the ADFA. ADFA is a tri-service military Academy providing military and tertiary academic education for junior officers of the Australian Defence Force in the Royal Australian Navy, Australian Army and Royal Australian Air Force. Tertiary education is provided by UNSW Canberra campus, which is the awarding body for ADFA qualifications. Apart from educating future leaders of the Australian Defence Force, UNSW campus also provides postgraduate programs and short courses both to Department of Defence personnel and the general public. The stated purpose of ADFA is "to serve Australia by providing the Australian Defence Force (ADF) with tertiary graduates who have the attributes, intellect and skills required of an officer." The new DHA Academy Close, will house ADFA personnel including the Commandant.





Academy Close -Relationship to ADFA



School of Mechanical Engineering, ADFA

## 6.5 DWELLING TYPOLOGIES

The Academy Close Redevelopment for DHA comprises 5 dwelling typologies including one single-storey and 4 two-storey dwelling options as well as a more substantial Residence for the ADFA Commandant (Block 23). Key features of the dwelling types include the following:

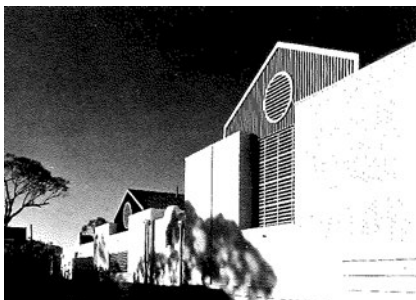
- A range of three and four bedrooms
- Variety in building massing to provide visual interest, legibility and respond to solar access opportunities

- A mixture of single and double car garages – with all dwellings able to accommodate additional parking between the boundary and garage door
- Except for dwelling type 7 which are oriented towards Truscott street and have their garages and driveways off Academy Close, all dwellings have the garages behind the main building line
- Each dwelling type has flexible living room arrangements to best respond to orientation, including front courtyard spaces to dwellings with a North street location
- All dwellings have well-proportioned and functional rear yards

## 6.6 ARCHITECTURAL CHARACTER

The proposed architectural character seeks to reference the broader context and in particular the military character expressed in RMC Duntroon and ADFA with a modern materials palette which reinforces and recedes into the bush setting. Key considerations have included the following:

- Referencing Duntroon, ADFA and FCC architecture through the use of gables / strong roof forms, masonry and render
- Acknowledging 20<sup>th</sup> Century modernism legacy in Campbell - clean lines, minimal ornamentation, simple expressed materiality
- Consistent character / architectural expression across the 30 Dwellings in a stand-alone residential precinct
- Authenticity in the building form which responds to its function - true to a Defence mindset
- Referencing ADFA to ultimately feel connected to, and an extension of, the campus
- Setting a new benchmark in terms of design and sustainability outcomes for DHA
- Develop a common language across both single and two storey dwellings
- Incorporation of an attractive yet constrained palette of resilient materials
- Make use of front garden areas / courtyards walls to provide interest
- Play down impact of garage door



ADFA and RMC Duntroon References





Streetscape View Proposed Redevelopment – Truscott Street, Campbell

## **6.7 LANDSCAPE ARCHITECTURE**

The Landscape intent for the redevelopment of Academy Close, Campbell for DHA draws on the established landscape character of Campbell and the adjacent native landscape of Mt Pleasant Nature Reserve.

The planting selections have been specifically chosen to deliver a variety of colours, forms, textures and sizes to the look and feel of this new residential community. Species selection has considered drought resilience as well as the adjoining landscape environments which includes a combination of native and exotic species. Exotic species for the most part tie into the existing street trees and gardens of Campbell while native plantings enhance the site and the visual connection to the surrounding Mt Pleasant Nature Reserve.

The Truscott St interface provides a continuation of the Fraxinus street tree plantings with a band of native eucalypts set back in the verge which serves to soften the development presentation while acting as a native transition to the Eucalypt street tree plantings along Academy Close and adjoining pocket parks. Each pocket park features retained significant trees providing an established landscape setting. The addition of seating elements and open grass areas promotes use as communal open space.

The streetscape character for each dwelling has been carefully considered maximising soft landscaping to the street frontage with formalised planting arrangements and feature tree plantings. Functionality and usability are achieved with the rear yard designs offering a level grass area, generous paved alfresco area with soft landscaping, feature tree planting and screening to the boundaries in accordance with DHA standards. Where relevant views are maximized to the broader nature reserve.

The use of dark products and natural materials across pavements, walls and fences will allow these structures to recede and in turn further promote the high-quality landscaping associated with this residential redevelopment.

## 7.0 Impact Assessment

This section provides an assessment of the proposed works against a range of urban planning and design criteria relevant to the project.

### 7.1 Residential Character

The proposed residential development has been designed to fit in with the residential character of Campbell and form an integral part of the suburb & community, rather than establishing a 'gated' community that may appear somewhat segregated.

Future dwellings will be visible from a short length of Truscott St and Fairbairn Avenue. However, the height and scale of future developments will be consistent with neighbouring properties and not regarded as having a negative visual impact.

There will be a high level of street character and visual appeal from the proposed street landscaping works (refer landscape plans included in the application) which, together with retention of existing large trees will soften any visual impact from the built form developments.

All buildings along Truscott St are set back 20m from the property line, which is consistent with other existing dwellings along this road.

The visual impact of the development is not considered to be significant. The proposed dwellings replace those that previously existed on the site. Dwellings will incorporate a mix of building typologies, facade designs, textures and colours that are sympathetic to and will complement the character of Campbell.



## 7.2 Trees

The proposed development has been designed to minimise the loss of existing trees on the site, particularly for those classified as having a high and medium value. Some tree loss is unavoidable due to the required road layout and new services corridors and due to the need to raise existing ground levels particularly along Truscott St (north of the existing entrance). The NCP indicative concept plan for the site identifies a number of trees for removal as part of redevelopment of the site.

The site is unleased land and is not classified as a Tree Management Precinct under the *Tree Protection (Criteria for Tree Management Precincts) Determination 2006 (No 1)*. The site contains no Regulated or Registered trees. The trees proposed for removal therefore do not present any legislative constraints.

The design process for the current development proposal involved an assessment of trees by EnviroLinks Design based on the proposed residential layout. The TCCS requirement to provide a second access point to the estate results in the need to remove some additional trees not initially identified for removal in the NCP. These trees are noted as T39, T40, T41, T52, T53 and T54 on Figure 7.

The proposed layout is the result of a series of design reviews and design iterations to investigate alternative outcomes that could minimise tree loss. There is no feasible alternative to the proposed design for a second access point to the estate that would meet engineering standards and avoid tree loss. The proposed layout minimises tree loss to the extent possible and identifies four trees that were confirmed in the NCP to be removed, but will now either be retained or subject to further review at detailed engineering stage with the objective to retain such trees if possible.

To offset the required tree loss, it is proposed to plant additional trees along the Truscott St verge to match the existing street trees. In addition, several new street trees will be planted within the new estate.

Overall, the extent of tree retention maintained in the proposed design, together with maintaining the public thoroughfare zone along the western fringe of the site including the high and exceptional value trees in this area, and the extensive planting of new trees within the estate, along with the creation of public open space areas will ensure a good mix of high value tree retention and new trees that will create and maintain a bushland setting and complement and improve the surrounding environment.







### 7.3 Ecology

Capital Ecology have undertaken an Ecological Impact Assessment (EIA) on the proposed development. The assessment supports the proposed development and does not raise any concerns or environmental impacts from the proposed works that would prohibit the development from occurring. The EIA describes the heavily disturbed nature of the site given its previous residential use, and this assists the support for the re-development from an ecological perspective. The EIA covers survey & assessment of trees, EPBC (refer section 5.3.1), site vegetation, impacts on flora & fauna and threatened species.

The site comprises a mix of native and exotic tree species and there are no endangered or threatened species occurring on the site. Some of the trees may contain hollows, however the report notes that it is unlikely that these hollows would be utilised by any of the threatened hollow-dependent native birds which may occur in the locality. It also notes that the planted native trees, including eucalypt trees are unlikely to contain hollows.

The report states that the site supports understorey dominated by exotic species and that such areas are unlikely to be of value to threatened fauna species. The report also states that the site is unlikely to constitute important habitat for any EPBC Act listed migratory birds.

The EIA assesses the ecological significance of trees on site and noted that both native and exotic trees and shrubs are present within the study area. The majority of the mature native trees are naturally occurring remnant trees, with Yellow Box *E. melliodora* and Red Gum *E. blakelyi* the most common species. A small proportion of the native trees appear to have been planted over 30 years ago. Exotic tree species present in the study area include Elm *Ulmus* spp. and Ash *Fraxinus* spp.

The entire study area has been historically disturbed as it previously contained 22 Defence houses and associated urban infrastructure. As a result, the majority of the study area has been intensively landscaped and regularly mown over a long period of time. This has modified the ground-layer and mid-storey and encouraged the proliferation of garden plants and other exotic species.

The proposed development has been designed to retain as many of the trees as practicable. As a result, 10 'Very High' value trees will be retained, 2 'Very High' value trees will be retained if planning and engineering constraints permit, and 5 'Very High' value trees will be removed (refer Figure 2 and Appendix A). Furthermore, 4 'High' habitat value trees will be retained, and an additional 1 'High' value tree and 1 'Low' value tree will be retained if planning and engineering constraints permit.

The Capital Ecology field survey, confirms that the site includes the following habitat features:

- Some of the mature remnant trees contain hollows with a void which may be of habitat value to hollow dependant fauna. However, given the disturbed nature of the vegetation and location immediately adjacent to Campbell suburbs and Fairbairn Avenue, it is unlikely that these hollows would be utilised by any of the threatened hollow-dependant native birds which may occur in the locality.
- Remnant and planted eucalypt trees would provide a nectar resource for honeyeater species and other birds when in flower. The seeds for other trees (River Sheoak, Radiata Pine and *Pinus radiata* and Wattles) would also provide a foraging resource for several parrot species, potentially including the Gang-gang Cockatoo and Yellow-tailed Black Cockatoo.
- Planted native trees, including eucalypt trees, are unlikely to contain hollows. They may provide other nesting/roosting habitat for insectivorous bats and some native birds.
- The study area supports a sparse understorey dominated by exotic species which are unlikely to be of value to threatened fauna species but may be used by common native fauna (e.g. birds, kangaroos, reptiles, arthropods).

- Several threatened woodland birds are likely to visit the study area to forage. However, it is unlikely that the foraging resources present within the site constitute an important proportion of those present within the locality for any threatened fauna species.
- The site is unlikely to constitute important habitat for any EPBC Act listed migratory birds

The fauna habitat within site is adjacent to high quality habitat to the north (Mt Ainslie Nature Reserve) and is bordered to the east and south by Box-Gum Woodland. Given that the site previously contained houses and suburban gardens, it is unlikely that it constitutes a significant component of a wildlife movement corridor or is otherwise of high importance for fauna habitat connectivity. This is evident as the study area is not identified as a 'Local Link' or as possessing 'Regional Linkage Value' on ACTMAPi.

### **7.3.1 Environment Protection and Biodiversity Conservation Act 1999**

DHA is a Commonwealth agency and is subject to the provisions of the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act). The EPBC Act requires assessment of the proposed works in relation to the 'whole of environment'. If it is determined that a proposed action (e.g. development works) will, or is likely to, have a significant impact on the 'whole of environment', the action must be referred to the Commonwealth Minister for the Environment and Energy.

Capital Ecology were engaged to undertake an ecological assessment of the proposed works, including an assessment under the provisions of the EPBC Act. The assessment concludes that: "... *the proposed development is unlikely to impact on the 'whole of environment'. As such, EPBC Act referral is unwarranted and is not recommended*".



## **7.4 Traffic and Transport**

Northrop Consulting Engineers were engaged to undertake a traffic and parking study for the proposed development – refer to the Traffic and Parking Transport Impact Assessment included in the application. In summary, the proposed development will have negligible impact on the surrounding streets in terms of increased traffic generation.

The proposed development includes vehicular access from Truscott Street at two entry and exit points. This is inconsistent with the detailed planning and design conditions specified in the NCP which stipulate a single entry/exit point from Truscott St. TCCS require a second access off Truscott Street to service this proposal. For the purpose of minimising any risk of harm to residents within the estate where the only entry/exit point is blocked during an emergency, e.g. during a bushfire, or where emergency vehicles need to gain entry into the site, it is proposed that this specific condition of the NCP be considered in light of the better outcome towards the safety of future residents afforded by the proposed design which facilitates dual vehicular entry/exit points.

The Northrop traffic and parking study confirms there will be negligible impact to Truscott Street resulting from the development, based on traffic counts obtained and extrapolated for the current traffic generation.

Accident data was also collated for the area around the site and confirmed there were no black spots within the area.

The ACTIVE Travel Infrastructure map indicates there is an effective network of pedestrian and cycle paths through Campbell which link to the public transport network, the major surrounding sites including UNSW and the War Memorial as well as the surrounding Territory path network.

There are bus stops located around Block 3 on Vasey Crescent, White Crescent, Northcott Avenue and Fairbairn Avenue which are within 1km to the site. The services operating at these bus stops allow connections to the Woden and City Interchanges, thus providing direct access to the whole of Canberra's bus network.



## 7.5 Pedestrian/Cycle Movement

The design provides for continued pedestrian movement through and around the site. The existing pathway along the western side of the site adjacent to existing dwellings will be retained. This path provides access to the Canberra Nature Park. In addition, the estate will include footpaths within the road verge connecting to Truscott St and the existing concrete path south-east of the site linking with ADFA and other Defence establishments.





## **7.6 Parking**

The requirements for parking specified in the National Capital Plan are for all parking to be provided within the site, one long term car parking space to be provided per dwelling and one visitor space to be provided per four dwellings. 12 On-street parallel visitor parking spaces will also be provided.. Each new proposed block is large enough to accommodate as a minimum a secure single car garage so there will be a minimum of one off-street parking space per dwelling (some blocks may facilitate dwellings designs with a double car garage). The proposed Master Plan provides for 12 on-street visitor car parking bays. There will also be additional off-street car parking provided by way of driveways in front of secure garages (where not encroaching into the public footway) and the exact number of these will be confirmed with the detailed site design of each block and dwelling in a separate Works Approval application. Suffice to say that parking provisions required by the NCP are met with the proposed Master Plan design.

The Traffic and Parking Transport Impact Assessment includes for an assessment of the proposed parking provisions against requirements under the ACT estate development code. This planning report does provide comment on this particular assessment as only the requirements under the National Capital Plan need to be considered and met, however it will be mentioned that accessible parking bays, bicycle parking and parking for motorcycles can be accommodated by utilising the proposed design of on-street car parking bays. The number of visitor parking bays provided in the proposed design will not be reduced to compromise on the number required by the NCP.

## **7.7 Civil Works**

Roads and infrastructure within the site have been designed in accordance with Territory standards to ensure that these assets could be managed by the Territory in the future. This assists to ensure the development is compatible with the existing residential character of Campbell and is created without any discernible 'threshold' into a different section of the suburb.

The verges will include new landscape plantings including trees, footpaths and underground services such as stormwater, sewer, water, gas, electricity, communications and streetlighting.

Once constructed, civil works will not have any impacts on adjacent residential areas.

## **7.8 Drainage / Flooding**

Northrop Consulting Engineers were engaged to undertake a Flood Impact Study

The existing catchment was investigated and the amount of water entering Block 3 was determined and used to undertake several flood models. XP-storm was used to undertake flood models for the 1%, 5% and 10% AEP rainfall events.

The 1% AEP event was used to determine the minimum floor levels required across any lots which were found to become inundated. The inclusion of an additional 500mm of freeboard above the 1% AEP water level means that all future dwellings will be above the 1% flood event.

## **7.9 Water Sensitive Urban Design Measures**

The design of the development incorporates a range of Water Sensitive Urban Design (WSUD) measures, including:

- A total of 200kL of rain water Retention being provided from the forty serviced residential blocks; this storage volume shall be provided by a 5KL rain water tank system to each dwelling, capturing water from 3,200m<sup>2</sup> of roof space (average 80m<sup>2</sup> per roof);

- An additional 54KL of water storage is required from the development. This shall be provided by an underground detention system to be located in the open space area of Block 42. Various proprietary underground storage tanks systems exist in the market place, with discussions on the most appropriate system to be used to take place with the ACT during detailed design stage.
- A total of 200kL of Retention is to be provided with at least 3,200m<sup>2</sup> roof area entering the rain water reuse tank(s);
- 3-Star Shower Fittings and dishwasher fittings;
- 4-Star Toilets and Clothes Washing Machines fittings;

### **7.10 Contamination**

A contaminated land search was undertaken by the ACT Environment Protection Authority (EPA). The letter resulting from the search provided by the EPA is included in this application and confirms that there are no Environmental Protection Orders issued by the EPA over the site, there are no environmental audits requested for the site, there are no environmental notifications issued over the site and the site is not recorded on the register of contaminated sites. There is no evidence of the site ever being used historically for a purpose that may have caused contamination. Accordingly, it is not expected for any issues to arise relating to land contamination.

### **7.11 Noise**

An acoustic assessment was undertaken by Alan Subkey of Paradigm 42 to ascertain the effects of noise particularly from vehicular traffic along Fairbairn Ave during peak periods on the locations of future dwellings. The report from the assessment is included in this application. The report confirms that with standard house construction materials & construction techniques noise levels are well within the acceptable range as given by the guidelines in AS/NZS 2107:2016 Acoustic – Recommended design sound levels and reverberation times for building interiors (AS 2107).

Noise levels were measured at the worst affected boundary of Academy Close at 58 dB (LA<sub>eq</sub>) during peak hour. The noise report concludes that with standard house construction techniques the internal noise levels of the future proposed houses along Fairbairn Ave should be in the order of 35 dB (LA<sub>eq</sub>) during peak hour and quieter in the early evening and into the night. This is within the guideline range given by AS2107.

Internal noise levels within houses located further into the estate will be significantly less than this utilising the same construction. Noise levels within bedrooms during hours of use will be significantly quieter than the recommended guideline level of 35 dB (LA<sub>eq</sub>).

The assessment and accompanying acoustic report are sufficient for the purposes of this Works Approval application to demonstrate that the proposed locations of future dwellings will not be adversely affected by vehicular traffic noise and are suitable for residential purposes. Bushfire

Australian Bushfire Protection Planners (ABPP) were engaged to assess the risk of bushfire to the proposed development – refer to the bushfire report included in the application. The bushfire assessment concludes that a 40 metre wide Inner Asset Protection Zone to the south of the future dwellings located adjacent to the southern boundary of the site should be provided, comprising a minimum 4 metre wide setback to the buildings from the southern boundary and the management of a 36 metre wide zone within the Canberra Nature Park. There is also a need for a fire access track on the outer edge of the Inner Asset Protection Zone.

The bushfire report also nominates Bushfire Attack Levels (BAL) for each dwelling. The requirements of each BAL rating will be incorporated into the design specifications of each dwelling and will be further addressed in the future Works Approval application for the dwellings.

The bushfire report has been endorsed by the Risk and Planning Section within ACT Fire & Rescue.





## 8.0 CONCLUSION

This planning report has described the proposed re-development of the existing residential Defence precinct known as Academy Close in Campbell. The precinct was first developed by the Department of Defence in the mid-1980's to meet the growing housing needs of Defence and has ever since been occupied by Defence members and their families. The re-development of the site will provide modern attractive housing that complies with current Defence housing standards and will re-vitalise the site and help to enhance the surrounding local area. The thirty new serviced residential blocks and two open space blocks will remain in the ownership of the Commonwealth for meeting the provisioning needs of Defence housing.

The report has assessed the subject site, outlined design principles for the development, and assessed the project against a range of planning criteria including the development control provisions as set out in the National Capital Plan.

The proposed residential use is compatible with the NCA land use policy and the objectives of the NCP Precinct Code and MAAR overlay but there are some provisions of the Precinct Code which cannot be achieved due to constraints such as existing underground and above ground utility infrastructure, the need to remove trees and the inherent necessity to comply with Territory standards for road network design and infrastructure.

The reports and assessments undertaken for the development proposed in this Works Approval application along with this planning report collectively form an impact assessment which in summary provides for the proposed works as having no significant adverse environmental impact, being largely consistent with the requirements of the National Capital Plan (given the constraints of designing to accommodate existing infrastructure and meeting compliance with ACT design standards), a high degree of compliance with ACT design specifications and will significantly improve the aesthetics and amenity of the surrounding area and make a positive contribution to the local Campbell community by re-vitalising the site and re-introducing Defence families back into the precinct.

It is therefore **recommended** that the NCA support this application for Works Approval.

**Purdon Planning  
May 2020**



## **Attachments**

Attachment A: Statement Against NCP Precinct Code (formerly DCP 12/01)

Attachment A: NCP Relevant Principles and Policies

National Capital Plan – Precinct Code Provisions (Previously Development Control Plan 12/01)	
NCP Requirement	Response
<b>Concept Plan</b>	
A detailed plan of dwelling layout and densities, that provides for appropriate dwelling orientation to achieve maximum solar access for the majority of dwellings	The WA includes a concept plan showing dwelling layout and densities. This plan shows proposed dwelling orientation, with north-facing living areas and principal open space, and boundary setbacks to achieve good solar access for all dwellings.
Building setbacks, building height and scale (up to a maximum of two storeys above natural ground level),	Dwellings will be a mix of single and two-storeys consistent with the NCP requirement. Setbacks to roads and overall site boundaries are achieved.
Indicative development staging (if necessary)	Not necessary, no staging is proposed
A general landscape plan that encourages the retention of existing trees of high quality and integration of these into the new landscape (where possible)	<p>To provide a second access point to the estate for the purposes of safety, there is a need to remove six additional trees not initially identified for removal in the NCP. Of these six trees, four are assessed as being of ‘medium value’, one as low value and one as high value.</p> <p>The landscape plan submitted with the WA shows additional trees along the Truscott St verge to match the existing street trees. In addition, new street trees will be planted within the new street.</p>
A parking plan showing scope for all visitor and resident parking on-site	Complies. Resident car parking can be managed on site in garages. 13 Visitor car parking is accommodated off-street within the Academy Close precinct as well as 12 on street Parallel parking areas are provided.
Requirements for fencing, including provision for fencing consistent with nature reserve and bushfire risk management	Fencing has been considered and shown on the plans submitted.
Provisions for continued public right-of-way along the western side of the site adjacent to Blocks 26, 27, 28 and 29 Section 59 Campbell	The existing pathway used by the public is not a “public right-of-way” as it traverses Defence Housing land. The approximate location of the existing path is proposed as a water easement and can therefore continue to be used as an informal pedestrian path.



National Capital Plan – Precinct Code Provisions (Previously Development Control Plan 12/01)	
NCP Requirement	Response
Continued vehicular access/egress to Truscott Street.	Complies. Access to the development will be via Truscott St generally in the location of the previous entry driveway. An additional access point onto Truscott St is proposed in response to feedback from ACT TCCS to improve accessibility and emergency response.
<b>Land Use</b>	
The proposed land use on Block 3 Section 65 Campbell shall be for new residential accommodation, for the use of Australian Defence Force personnel.	Complies. The site will be used for Defence Housing accommodation.
Land use on Block 3 Section 65 Campbell shall be consistent with the land use of the National Capital Plan, and the land use of the Territory Plan.	Complies. The NCP land use is 'residential'. The proposed use is consistent.
<b>Site Layout, Built Form, Setbacks and Solar Access</b>	
Site density shall be a maximum of 18 dwellings per hectare.	Complies. The site is approximately 2.5 hectares and 30 dwellings are proposed. This represents a density of 12 dwellings per hectare.
Individual blocks shall not be less than 260m <sup>2</sup> .	Complies. No blocks are smaller than 260m <sup>2</sup> .
<p>All dwellings shall be setback from the boundary of Block 3 Section 65 Campbell a minimum of four metres. Dwellings shall be setback the following minimum distances from individual internal block boundaries:</p> <ul style="list-style-type: none"> <li>▪ Three metres to the front;</li> <li>▪ Two metres to the side; and</li> <li>▪ Four metres to the rear.</li> </ul>	<p>All dwellings will be sited within individual internal 'blocks' consistent with front and rear setbacks. Side boundary setbacks generally achieve the two metre requirement for at least one side boundary. It is noted that the written requirement of the NCP requiring 2 metre side setbacks is inconsistent with the NCP Concept Plan where a number of duplex (attached) dwellings were shown.</p>
All dwellings shall be sited to allow a minimum of three hours of direct sunlight onto the floor or internal wall of the main daytime living area of the dwelling between the hours of 9.00am and 3.00pm on 21 June (winter solstice).	Complies. Detailed architectural plans are not available at this stage of the proposal, however, the site layout and indicative dwelling layouts achieve 3 hours of sunlight to each dwelling.
A minimum of 36m <sup>2</sup> of private open space shall be provided per dwelling. This area of private open space is to be located to the rear of the dwelling.	The indicative dwelling layouts achieve the required private open space areas for each dwelling.

National Capital Plan – Precinct Code Provisions (Previously Development Control Plan 12/01)	
NCP Requirement	Response
A minimum of 120m <sup>2</sup> of open space per dwelling shall be provided in public open space areas.	3,600m <sup>2</sup> is required for this proposal, 5,082m <sup>2</sup> is provided.
<b>Building Materials and Architectural Quality</b>	
Buildings and other permanent structures should be designed to a high architectural design standard.	The proposed dwellings have been designed to a high architectural design standard.
All building materials used on site shall comprise high quality durable materials consistent with the character of Campbell. Highly reflective external materials are not permitted.	The proposal incorporates high quality durable materials.
Building materials, construction and finishes are to be responsive to microclimate issues. A high level of environmentally sustainable design is encouraged	The proposal has considered sustainability in its design.
Building plant such as air conditioners must be contained within building form, or totally screened from view	Building plant is incorporated into individual dwellings and screened from view.
<b>Landscape Treatment and Fencing</b>	
A high standard of landscape design and verge treatment is required for the Truscott Street and Fairbairn Avenue frontages.	<p>Complies. Landscape treatments to the Truscott Street frontage include addition of street trees to match existing street trees in the area.</p> <p>Existing trees and dryland grassing are proposed along the frontage to Fairburn Avenue.</p>
Mature vegetation should be retained to the maximum extent practicable and integrated into the landscape design. Where existing trees must be removed, this should be compensated for by planting elsewhere on the site. A tree report must accompany proposals for development and justification provided for the removal of medium or high quality trees.	Complies. The proposed layout is the result of a series of design reviews to minimise tree loss. Additional trees which were indicated for removal in the NCP concept plan have been retained and incorporated also. Additional trees are proposed to be planted.
All proposed fencing to external site boundaries shall be constructed of high quality materials and integrated with the overall landscape design of the site.	Fencing will be integrated into the landscape design of the site.

National Capital Plan – Precinct Code Provisions (Previously Development Control Plan 12/01)	
NCP Requirement	Response
Landscape treatments on site must be sympathetic to the surrounding area. Native species of advanced stock should dominate new plantings	Complies. New deciduous street trees have been incorporated into the landscape plans to ensure the site fits in with its surrounding areas.
Additional landscape planting will be provided along the Truscott Street and Fairbairn Avenue verges adjacent to the site to reinforce the landscape character of this entrance to Campbell.	Complies. Additional street trees are proposed along Truscott Street.  Two large trees have been retained at the frontage to Fairburn Avenue.
Dwellings shall be setback a minimum of 20 metres to the Truscott Street site boundary, and 10 metres from the Fairbairn Avenue site boundary	An amendment to the Truscott Street setback is proposed as part of this WA. Dwellings will be setback 20m from the verge of Truscott Street and 10m from the boundary. This is considered to retain the residential character of the area and will not adversely impact on adjacent residents. Additional landscape treatments along this frontage have been applied to reduce the impact on the reduced setback.
<b>Access and Parking</b>	
A single site access point to the site will be from Truscott Street. No access is permitted from Fairbairn Avenue	An additional entry/egress point is proposed off Truscott Street to improve site access particularly for any emergency. The additional access point is provided in response to feedback from TCCS. This will not have any adverse impact on the surrounding street network and a traffic impact assessment has been undertaken. No access is proposed from Fairbairn Avenue.
Access to individual dwellings shall be from an internal, private loop road.	Complies. All dwellings will be accessible via an internal loop road (Academy Close).
Internal roads shall have a minimum road reservation of six metres and a minimum road pavement width of 3.5 metres. Visitor parking and passing bays are permitted on internal roads.	Complies. Road reservations exceed the minimum dimensions.
Parking shall be provided in accordance with the ACT Parking and Vehicular Access General Code.	Complies. Parking is provided on site in accordance with the code.



National Capital Plan – Precinct Code Provisions (Previously Development Control Plan 12/01)	
NCP Requirement	Response
All private driveways and garages shall front internal roads. No access to individual blocks will be permitted from Truscott Street or Fairbairn Avenue.	Complies. No access to individual dwellings is proposed off Fairbairn Avenue or Truscott Street.
A traffic and parking assessment shall accompany development proposals for the site	Complies. A traffic assessment has been provided.
Pedestrian right-of-way shall be maintained along the western boundary of the site, to allow direct pedestrian access from Truscott Street through to the Canberra Nature Reserve.	Complies. The pedestrian right-of-way will be retained along the western boundary. Pedestrian access from Truscott Street through to the Canberra Nature Reserve is retained.
<b>Environmental Considerations</b>	
Any adverse environmental impacts from on-site developments or on adjacent land shall be identified and redressed to the extent practicable.	Complies. An ecological assessment has been submitted with the application.
Environmental protection measures shall be adopted to minimize possible adverse impacts of any new development or redevelopment on the physical environment, in terms of air quality, noise, waste water run-off, storm water run-off, dust, steam and smoke.	Complies. It is considered that there will be no risk to air quality, noise or waste as a result of the proposal. Some noise may occur during construction.
<b>Lighting</b>	
All outdoor lighting shall be designed and sited to minimize light pollution. Outdoor lighting shall use full cut-off light fittings.	Complies. All lighting will minimise spill.
<b>Detailed Design</b>	
Detailed plans prepared for the development on the site will be subject to public notification and consultation. Consultation will be undertaken in accordance with the NCA's Commitment to <i>Community Engagement</i>	Complies. A consultation report will be provided post notification and prior to a decision.