



FREEDOM OF INFORMATION COVERSHEET

The following information is provided pursuant to section 28 of the *Freedom of Information Act 2016*.

FOI reference: 23-082

Information to be published	Status
1. Access application	Published
2. Decision notice	Published
3. Schedule	Published
4. Documents	Published
5. Additional information identified	Not Applicable
6. Fees	Not Applicable
7. Processing time (in working days)	70 days
8. Decision made by Ombudsman	Not applicable
9. Additional information identified by Ombudsman	Not applicable
10. Decision made by ACAT	Not applicable

11. Additional information identified by ACAT	Not applicable
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From: [REDACTED]
To: [TCCS FreedomOfInformation](#)
Subject: FOI Request: Light Rail Extension to Russell
Date: Wednesday, 19 July 2023 5:33:53 PM

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Dear TCCS FOI team,

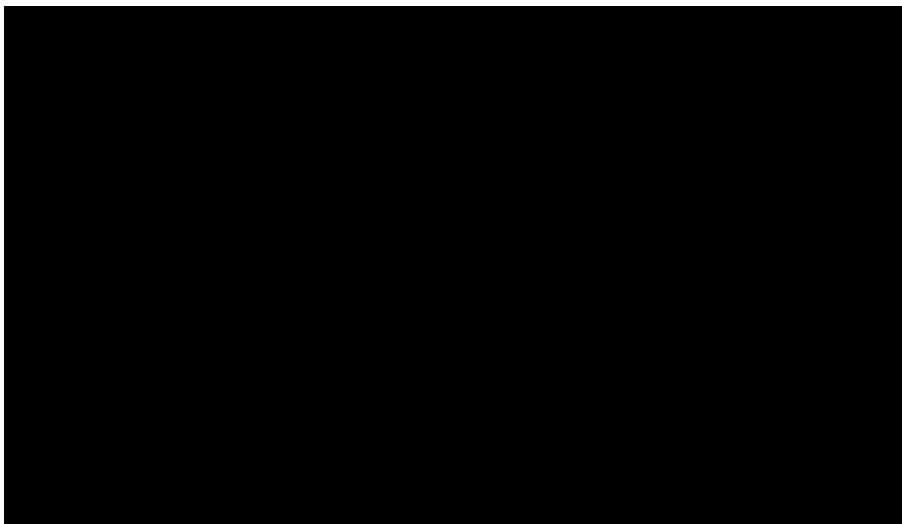
I am writing to request under the *Freedom of Information Act 2016* any documentation, correspondence and related records regarding the planned light rail extension to Russell.

This documentation may include (but not be limited to), studies and reports, concepts and design drawings, supporting material for development applications and works approvals, as well as email exchanges and meeting minutes between the National Capital Authority and the former Capital Metro Agency, as well as meeting minutes, emails and related correspondence between the ACT Government and any Commonwealth Government department.

Please do not hesitate to get in touch should you require any further information or clarification about my request.

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Best regards,





ACT
Government

Transport Canberra and
City Services

Dear [REDACTED]

Freedom of Information Request - Reference 23-082

I refer to your application made under the *Freedom of Information Act 2016* (the Act) received by Transport Canberra and City Services (TCCS) on 19 July 2023 seeking the following government information:

“...any documentation, correspondence and related records regarding the planned light rail extension to Russell. This documentation may include (but not be limited to), studies and reports, concepts and design drawings, supporting material for development applications and works approvals, as well as email exchanges and meeting minutes between the National Capital Authority and the former Capital Metro Agency, as well as meeting minutes, emails and related correspondence between the ACT Government and any Commonwealth Government department.”

Authority

I am an Information Officer appointed by the Director-General under section 18 of the Act to deal with access applications made under Part 5 of the FOI Act.

Timeframes

In accordance with section 28 of the FOI Act a decision was initially due on your application by 31 August 2023. I thank you for additional time for TCCS to complete a search of its records, due to the age of requested records, and reach a decision on access.

On 28 September 2023, TCCS notified you that third party consultation was required to be completed prior to a decision being made on your application. In accordance with section 40(2)(a) a decision is due on your application by 27 October 2023.

Decision on access

A search of records held by TCCS has been completed and 8 records were identified as relevant to your application. I have reviewed the relevant information, and applied the public interest set out in section 17 of the FOI Act. In this instance, I have decided:

- To provide you with full access to 2 records; and
- Refuse access to 6 records.

Reasons for my decision are detailed further below in the statement of reasons. A list of relevant records is enclosed at [Attachment A](#). A copy of the records I found in the public interest to disclose is at [Attachment B](#).

In the processing of your access application, it was also identified that other directorates in the ACT Government were likely to hold relevant information. In accordance with section 57 of the FOI Act a copy of your access application were provided the following directorates:

- Major Projects Canberra
- Environment, Planning and Sustainable Development Directorate

Statement of reasons

In reaching my decision on disclosing the relevant government information, I must identify all relevant factors in schedule 1 and 2 of the FOI Act and determine, on balance, where the public interest lies in accordance with section 17 of the FOI Act. I have also considered the FOI Act generally, including the principle of pro-disclosure, the *Human Rights Act 2004* and responses received from relevant third parties, where applicable.

Schedule 1:

- 1.6(1)(a) - information that has been submitted, or that a Minister proposes to submit, to Cabinet for its consideration and that was brought into existence for that purpose.

Schedule 2:

Factors favouring disclosure in the public interest (Section 2.1)

- Schedule 2.1(a)(i) - promote open discussion of public affairs and enhance the government's accountability;
- Schedule 2.1(a)(ii) - contribute to positive and informed debate on important issues or matters of public interest;
- Schedule 2.1(a)(iii) - inform the community of the government's operations, including the policies, guidelines and codes of conduct followed by the government in its dealings with members of the community;
- Schedule 2.1(a)(viii) - reveal the reason for a government decision and any background or contextual information that informed the decision.

Factors favouring non-disclosure (Section 2.2)

- No factors identified as relevant

In reviewing record 1, it was identified that some information related to a third party. In accordance with the FOI Act, the views of the relevant third party were sought, and I have considered their response in making my decision. I have not identified any factors favouring non-disclosure and find, on balance, the disclosure of record 1 to be in the public interest.

Similarly, no factors favouring non-disclosure were identified in reviewing the information contained in record 2. I find, on balance, the disclosure of record 2 to be in the public interest.

In reviewing records 3 – 8, it was identified that the information related to Cabinet processes.

Records 3, 4, 5 and 8 contain limited information within the scope of your application, however the information that is in scope was brought into existence to inform or be part of a deliberative submission to Cabinet.

Records 6 and 7 contain information wholly in scope of your application, however the information is deliberative in nature and forms part of a submission to Cabinet.

I have reviewed the relevant information in records 3 – 8 and find the information has been drafted to inform deliberation by Cabinet or was a submission to Cabinet, and the information is not purely factual. As such, I find that schedule 1.6 applies to this information in these records, in which disclosure is deemed to be contrary to the public interest.

Charges

Under section 104 of the FOI Act, fees may apply where the number of pages released in response to an access application exceeds 50 pages. The rate of fees is set out in the *Freedom of Information (Fees) Determination 2018*. No charges are applicable to your application as the total number of pages is within the fee-free threshold.

Disclosure log

Under section 28 of the Act, TCCS maintains an online record of access applications called a [disclosure log](#). A copy of your application, this notice of decision and information disclosed to you will be published on the disclosure log within 3 – 10 business days. Your personal information will be removed from these records prior to publication.

Ombudsman review

My decision on your access request is a reviewable decision as identified in Schedule 3 of the Act. You have the right to seek Ombudsman review of this outcome under section 73 of the Act within 20 working days from the day that my decision is published in TCCS' disclosure log, or a longer period allowed by the Ombudsman. If you wish to request a review of my decision you may write to the Ombudsman at:

The ACT Ombudsman
GPO Box 442
CANBERRA ACT 2601
Via email: ombudsman@ombudsman.gov.au

ACT Civil and Administrative Tribunal (ACAT) review

Under section 84 of the Act, if a decision is made under section 82(1) on an Ombudsman review, you may apply to the ACAT for review of the Ombudsman decision. Further information may be obtained from the ACAT at:

ACT Civil and Administrative Tribunal
Level 4, 1 Moore Street
GPO Box 370
Canberra City ACT 2601
Telephone: (02) 6207 1740
www.acat.act.gov.au

If you have any queries concerning the directorate's processing of your request, or would like further information, please contact the TCCS FOI team on (02) 620 72987 or email tccs.foi@act.gov.au.

Yours sincerely



Cherie Hughes
Information Officer

26 October 2023

ATTACHMENT A - ACCESS APPLICATION SCHEDULE, FREEDOM OF INFORMATION

Reference Number: 23-082

Please be aware that under the *Freedom of Information Act 2016*, some of the information provided to you will be released to the public through the ACT Government's Open Access Scheme. The Open Access release status column of the table below indicates what documents are intended for release online through open access.

Personal information or business affairs information will not be made available under this policy. If you think the content of your request would contain such information, please inform the contact officer immediately.

Information about what is published on open access is available online at: https://www.cityservices.act.gov.au/about-us/freedom_of_information/disclosure-log

Reasons for non-disclosure:

Schedule 1.6 (1)(a) – information that has been submitted, or that a Minister proposes to submit, to Cabinet for its consideration and that was brought into existence for that purpose.

Reference number	Page number	Description	Date	Status	Reason for non-release or deferral	Open Access release status
1	1 - 7	01. East to Canberra CBD (inc Airport) Corridor	15 September 2015	Full access	Not applicable	Decision to be published on the TCCS Disclosure Log .
2	8 - 57	02. Russell extension planning process doc Rev3	20 January 2015	Full access	Not applicable	
3	-	03. Duplicate of CMA Master Risk Register Working V3 5	July 2015	Refused	Schedule 1.6	
4	-	04. Project Board Meeting - Commercial Report BM200415 Draft	January 2015	Refused	Schedule 1.6	

5	-	05. Project Board Meeting 01 May 2015 BM200415 draft2	1 May 2015	Refused	Schedule 1.6	
6	-	06. report - cma - cic - revised russell project plan - final for board - de 130415	13 May 2015	Refused	Schedule 1.6	
7	-	07. report - cma - cic - russell project plan - Final for Board	1 April 2015	Refused	Schedule 1.6	
8	-	08. RNF 114v2	17 March 2015	Refused	Schedule 1.6	

Total number of documents: 8

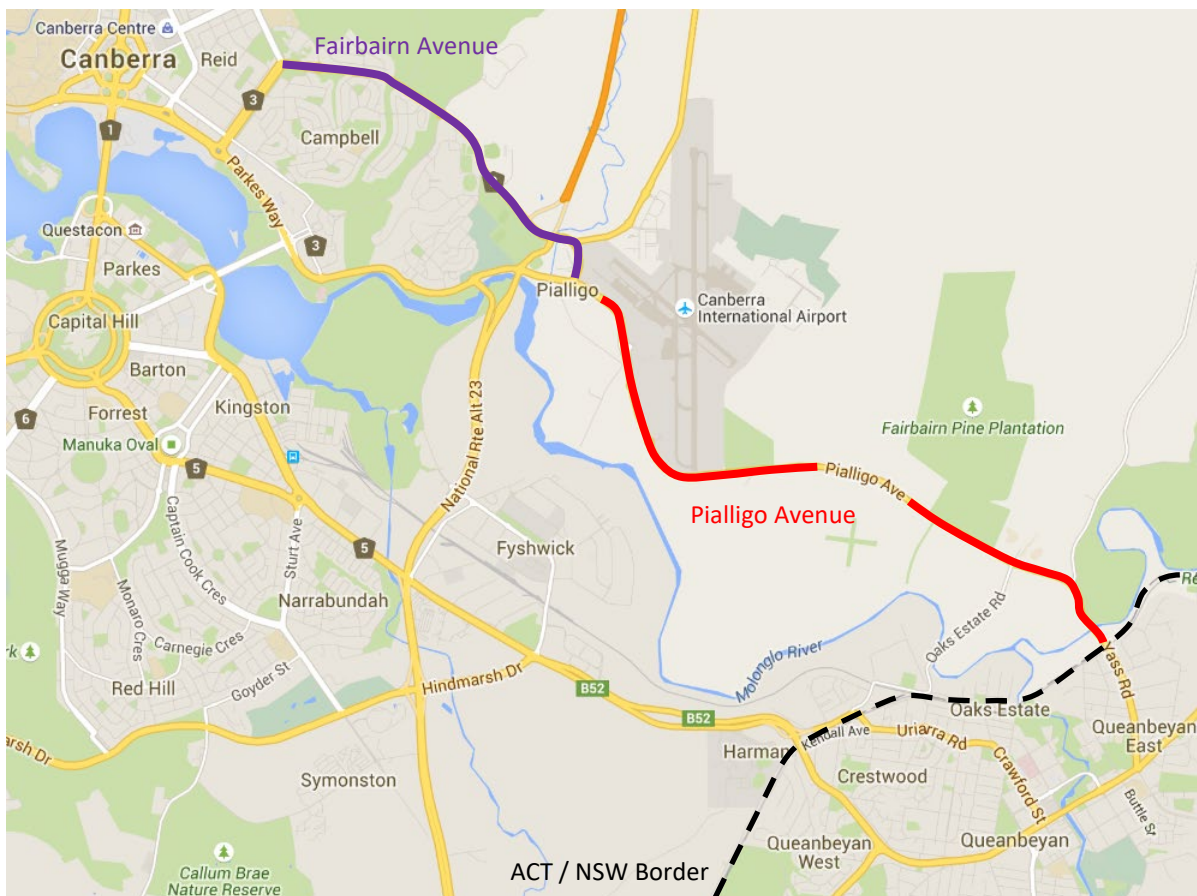


Assessment Framework Stage 1: Initiative Identification Template

Name of initiative	Queanbeyan / Canberra Airport to Canberra CBD Corridor
Proponent agency	Chief Minister, Treasury and Economic Development Directorate, ACT Government
Contact (name, position, email and phone)	Ken Douglas, Senior Manager, Strategic Policy and Cabinet – ken.douglas@act.gov.au Phone (02) 62051353
Submission approved by:	Karl Alderson, Deputy Director General, Policy and Cabinet, Chief Minister, Treasury and Economic Development Directorate, ACT Government
Date of approval:	15 September 2015

1. Location of Initiative

ACT, Canberra, North Canberra, (Campbell, Pialligo and Canberra Airport)
The 'Fairbairn Avenue and Pialligo Avenue Road Corridor', from the ACT / NSW border to Canberra CBD





2. Description of Initiative

While there is a very minor amount of air freight at present, Canberra Airport is projected to be a significant freight destination in the future. The completion of the Majura Parkway (in 2016), will provide a four lane highway and freeway connection for interstate road freight to the Airport and surrounding area.

Pialligo Avenue is a key arterial road linking Canberra to Queanbeyan and is the main route from Queanbeyan to access Canberra Airport and Sutton Road. This road is already subject to traffic congestion during both AM and PM peak periods and also has approximately 80 crashes recorded over a three year period (2011 – 2013). The effects of these issues are felt in social, economic and environmental costs.

Several key projects along this road corridor seek to resolve these issues, which will only continue to increase with the proposed land release / development proposed in Majura Valley, Kowen and Fyshwick, the development of Canberra Airport international expansion and improved road connectivity from the proposed Queanbeyan City Bypass. The Canberra Light Rail Master Plan is investigating potential extensions to Capital Metro Stage 1 (the light rail network) connecting key centres and corridors, including Russell, Canberra Airport, the Parliamentary Triangle, Kingston, Woden, Erindale, Tuggeranong, Belconnen, Kippax, Lanyon, Weston Creek and Molonglo. A City to Russell extension option (Russell Option) has been added to the Light Rail Stage 1 procurement process.

3. Strategic Challenges relevant to the proposed initiative

Identify which of IA's 10 Strategic Challenges will be addressed by the initiative. These are outlined in the Australian Infrastructure Audit. Insert a '2' in the relevant field for an initiative that largely addresses a strategic challenge, and a '1' for an initiative that partially address a strategic challenge.

Productivity		Governance	
Population	✓	Sustainability and Resilience	✓
Connectivity	✓	Regional	✓
Funding		Indigenous	
Competitive Markets		Best Practice	

Strategic Theme 1: Population

Reducing congestion and improving safety along the road corridor will allow an efficient road and public transport network to operate between cross border population growth and Airport employment growth. This also assists future residential development in the eastern side of Canberra, where around 75% of jobs are located.

The ACT Government is currently considering an extension option of Stage One of Capital Metro from the City to Russell. The 3.2 kilometre extension would run from the planned terminus on Northbourne Avenue at Alinga Street, around London Circuit and down Constitution Avenue. With three passenger stops, government estimates forecast the extension would increase daily passenger trips by 5,600 or as much as 30 per cent, providing an important additional transport link to a large workforce precinct. Employment at the Canberra Airport alone is forecast to increase from 11,000 employees to 34,000 in 2034.¹

¹ Canberra Airport Master Plan 2014- 34 (2015)
East to Canberra CBD (inc Airport) Corridor



Strategic Themes 2 & 3: Connectivity & Regional

Pialligo Avenue and Fairbairn Avenue is a key arterial corridor linking Queanbeyan and the south eastern region of New South Wales to Canberra Airport and the Canberra CBD. The duplication of this corridor, would facilitate establishment transitway on Canberra Avenue, and develop transit oriented development by redistributing cross boarder traffic away from Canberra Avenue to Pialligo Avenue. This will enhance both private as well as public transport connectivity between the two jurisdictions and promote growth and development. This link is a significant freight route to the Canberra Airport and for the region.

Strategic Theme 4: Sustainability & Resilience

Duplicating the road corridor and reducing congestion will provide the ability for sustained economic growth along (Canberra Airport, Majura Business Park, etc) and at either end (Canberra CBD and Queanbeyan) of the road corridor.

This work will also allow the pavement upgrading of the existing single carriageway to support freight movements.

4. Jurisdiction problem or opportunity addressed

Jurisdiction problem or opportunity addressed:	<i>Increasing congestion along the Fairbairn Avenue / Pialligo Avenue road corridor is causing increased social and economic costs to the community and also freight movements along this corridor.</i>
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Work is progressing to consider the current and future strategic transport requirements along this key corridor, with particular focus on the following issues which are likely to increase demand for access along this route:

- *Majura Parkway (opening in 2016) – provide a seamless connection from the Federal highway to the Monaro Highway*
- *Kings Highway – Queanbeyan bypass (south east regional freight access)*
 - *Canberra Airport – greater emphasis to create a freight hub for produce from South Coast*
 - *Runway extension*
 - *Commercial development growth*
 - *Brindabella Business Park*
 - *Majura Business Park, e.g. IKEA site*
- *Future land release and Development*
 - *Queanbeyan*
 - *Kowen*
 - *Fyshwick expansion (including Fyshwick link road)*
- *Duplication of the Pialligo Avenue / Fairbairn Avenue corridor and improvements to the airport precinct roads will alleviate congestion and provide safety improvements for all road users*
- *Synergies associated with major pavement rehabilitation works*
- *Federal funding opportunities for regional investment*

The goal is to improve traffic flow along this corridor and as part of this Intelligent Transport Systems will be considered along the entire corridor to provide enhanced traffic management (i.e. CCTV cameras for real-time monitoring and signal optimisation, bus priority at intersections, etc)

An integrated transport network where light rail, buses, active travel, freight, parking and land use all contribute to delivering a vision for a connected, liveable and prosperous place to live and work is also crucial.

Goal definition and problem / opportunity identification:

i. Problem / opportunity identification:



The current congestion along this road corridor will increase as additional development and other infrastructure improvements take place. This will lead to increasing social and economic costs to the region.

ii. Problem / opportunity assessment:

Increased road congestion can be linked to a decrease in road safety. This can be witnessed at the Oaks Estate / Pialligo Avenue intersection where drivers are taking increasing risks to join heavy traffic during the peak periods. This has resulted in the implementation of traffic signals at this intersection, as part of the Black Spot Programme.

5. Effectiveness of the initiative in addressing the jurisdiction problem / opportunity

Work is required to consider both current and future transport requirements along this key corridor with particular focus on the following issues which are likely to increase demand for access along this route:

- *Majura Parkway opening (2016)*
- *Kings Highway – Queanbeyan bypass (south east regional freight access)*
 - *Canberra Airport*
 - *Runway extension*
 - *Commercial development growth*
 - *Brindabella Business Park*
 - *Majura Business Park, e.g. IKEA site*
- *Future land release*
 - *Queanbeyan area*
 - *Kowen Forest*
 - *Fyshwick expansion (including Fyshwick link road)*
- *Duplication of the Pialligo Avenue / Fairbairn Avenue corridor and improvements to the airport precinct roads will alleviate congestion and provide safety improvements for all road users*
- *Potential extension of Stage 1 of light rail from the City to Russell.*
- *Synergies associated with major pavement rehabilitation works*
- *Federal funding opportunities for regional investment*

Intelligent Transport Systems will be considered along the entire corridor to provide enhanced traffic management (i.e. CCTV cameras for real-time monitoring and signal optimisation, bus priority at intersections, etc)

Expected effectiveness of the proposed initiative in addressing the problem / opportunity of national significance²:

Rating of effectiveness:	+4	<p><i>This proposal would resolve the problem (in the short and medium term) and would significantly improve but not resolve the problem (in the longer term).</i></p> <p><i>As development continues to place demands on the corridor, it is inevitable that the safety and capacity improvements provided through these improvements will be used and exceeded in the longer term.</i></p>
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6. Initiative fit within the broader system or network and any other key interdependencies

This initiative seeks to improve and upgrade a key strategic road corridor, linking Queanbeyan and the south eastern region of New South Wales to Canberra. The existing road corridor operates at a Level of Service D and is predicted to fall to a Level of Service E by 2031.

² See detailed technical guidance for scoring guidelines
East to Canberra CBD (inc Airport) Corridor



By 2031, it is anticipated that the majority of strategic road links between Queanbeyan and Canberra will reach Level of service E, which is likely to stifle growth and development between these two areas.

The completion of Majura Parkway in the ACT, the Ellerton Drive Extension in Queanbeyan and delivery of the Canberra Airport Masterplan will encourage traffic and freight reducing strain on the efficiencies of interstate freight movements. Contemplation of the extension of the light rail network, initially to Russell and potentially to the airport, will link the corridor with an enhanced public transport network.

7. Initiative Alignment with jurisdiction plans or strategies

The jurisdiction plans or strategies that describe the initiative and / or information that support it are noted in:

- *The Canberra Plan*
- *ACT Freight Strategy*
- *ACT Road Safety Action Plan*
- *Roads ACT Strategic Asset Management Plan*
- *Canberra Airport Master Plan*
- *Light Rail Master Plan*

8. Development stage

Work on providing infrastructure improvements along this corridor is at various stages as listed below:

- *Pialligo Avenue / Oaks Estate Road – Intersection Upgrade
Detailed Design complete. Installation of traffic signals being undertaken in 2015-16*
- *Pialligo Avenue / Oaks Estate Road – Intersection Upgrade
Preliminary Sketch Plan Complete. Detailed Design being undertaken in 2015-16*
- *Fairbairn Avenue (Majura Road to Pialligo Avenue) Duplication
Preliminary Sketch Plan Complete. Detailed Design being undertaken in 2015-16*
- *Pialligo Avenue (Canberra Airport to ACT/NSW Border) Duplication
Investigation, Feasibility Study and Regional Economic Analysis by December 2015*



9. Next Steps

Whilst the individual projects / work listed above progresses, the existing traffic models along the road corridor will be combined and will be used to identify and prioritise a programme of corridor upgrades along the whole corridor (Fairbairn Avenue and Pialligo Avenue).

This will initially be based upon modelled traffic congestion / bottlenecks along the corridor. Work will then continue to further refine the prioritisation process, through cost benefit analysis and other techniques.

This work will identify the future staging of infrastructure improvements along the road corridor.

10. Funding

The following funding profiles have been identified:

- *Pialligo Avenue / Oaks Estate Road – Intersection Upgrade
Funded through Federal Blackspot Funding*
- *Pialligo Avenue / Oaks Estate Road – Intersection Upgrade
Funded by the ACT Government
Preliminary Sketch Plan Complete. Detailed Design being undertaken in 2015-16*
- *Fairbairn Avenue (Majura Road to Pialligo Avenue) Duplication
Funded by the ACT Government
Preliminary Sketch Plan Complete. Detailed Design being undertaken in 2015-16*
- *Pialligo Avenue (Canberra Airport to ACT/NSW Border) Duplication
Funding anticipated to be sought through a joint ACT and NSW National Stronger Regional Funds Bid Investigation, Feasibility Study and Regional Economic Analysis by December 2015*

11. Confidentiality

A funding bid through the National Stronger Regional Funds will require the support and funding of regional stakeholders (New South Wales, etc) and discussions regarding the submission of a bid are ongoing.



Additional information – to be provided if possible

Infrastructure Australia acknowledges that some initiatives may be further developed than others. To encourage the most comprehensive assessment of initiatives at this stage, proponents are encouraged to provide as much information as possible in the following areas, or any other information that should be considered as part of the assessment of this initiative.

12. Options generation

Existing traffic models along the corridor will be combined, and expanded to include Pialligo Avenue from the entrance to Canberra Airport to the ACT / NSW border.

This work will be undertaken in 2015, and will be used to initially identify and prioritise a programme of corridor upgrades along the whole corridor (Fairbairn Avenue and Pialligo Avenue), based upon modelled traffic congestion / bottlenecks along the corridor.

Work will then continue to further refine the prioritisation process, through cost benefit analysis and other techniques.

The Pialligo Avenue/ Scherger intersection upgrade has been designed.

Black Spot funding has been provided to signalise the Oaks Estate Road / Pialligo Avenue Intersection.

13. Timetable for completion or implementation

Several key projects, including the duplication of Pialligo Avenue, are currently being investigated. Subject to the investigation, one key project will be identified and taken through to a Feasibility Study in order to meet an anticipated opportunity to bid for National Stronger Regional Funds (Round 3) in December 2015.

14. Key risks or sensitivities

Have any critical key risks or sensitivities been identified that pose fundamental challenges or impose critical constraints on the successful implementation of the initiative that IA should be aware of at this stage? If so provide details or a high level commentary.

15. Supporting data

An economic assessment will be conducted over the coming months and will feature as part of any National Stronger Regional Fund bid in December 2015.

The bid will also include capital, operational and maintenance costs which will be determined through the Feasibility Study (which should be completed by December 2015).



ACT
Government

CapitalMetro

Capital Metro - Russell extension

Planning process overview

Prepared by:

CAPITAL METRO AGENCY

ACT Government
GPO Box 158
Canberra
ACT 2601

Author: Emma Taylor / Cindy Williams

Document control sheet

Contact for enquiries and proposed changes

If you have any questions regarding this document or if you have a suggestion for improvements, please contact:

Contact officer Cindy Williams
Title Project Officer, Capital Metro Agency
Phone 02 6205 3639

Version history

Version no.	Date	Author	Issue purpose
1.0	12 January 2015	Emma Taylor	
2.0	13 January 2015	Cindy Williams	Minor revision / edits
3.0	20 January 2015	Emma Taylor	Minor revision / edits

Approval

DRAFT

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1.0 Capital Metro – Russell extension

1.1 Overview

The Russell extension would involve an approximate three kilometre light rail service that would link the currently proposed terminus of the Stage 1 Capital Metro Project from its current terminating location in Northbourne Avenue, just north of Alinga Street, to a new terminus in Russell Drive, Russell.

The aim of Russell extension would be to provide an increased public transport catchment to the south east of the main centre of Civic and provide an improved public transport service to the anticipated future land uses within this precinct.

This report is based on the Russell extension including the following key design features:

- the construction of approximately three kilometres of light rail track primarily within the existing road corridors of:
 - Northbourne Avenue
 - London Circuit
 - Constitution Avenue
 - Russell Drive.
- approximately three to four additional stops, including a terminating stop in Russell Drive
- additional electrical substations for the provision of power along the route and provision of overhead wiring and utilities infrastructure
- providing a small bus interchange in close vicinity of the Russell terminus
- minor changes to existing traffic intersections, generally along Constitution Avenue.

1.2 Approach to planning approvals for the Russell extension

It is assumed that the Russell extension development planning approvals will be progressed separately to the Stage 1 Civic to Gungahlin planning approvals. This is to ensure that the current (Gungahlin to Civic) project delivery program is not impacted by the additional work required to be undertaken before planning approvals can be sought for the Russell extension development. If there is any delay to the current planning approval tasks there is a risk that financial close will be delayed. This has the following key implications:

- The Environmental Impact Statement (EIS) currently being prepared for the ACT Government under the *ACT Planning & Development Act 2007* (P&D Act) will not address the Russell extension. The EIS Scoping Document issued by the Environment and Planning Directorate (EPD) will not require updating to include Russell extension impacts. This will progress in accordance with the current program with the aim of achieving Minister acceptance by December 2015/January 2016.
- The Development Application to be submitted to the ACT Government in late 2015/early 2016 under the P&D Act will not address the Russell extension development.
- The Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) Referral submitted to the Department of the Environment (DoE) will not need amended or impact the recent decision (December 2014) of Stage 1 Civic to Gungahlin being a 'not-controlled action'.
- The Works Approval to be submitted to the National Capital Authority in late 2015/early 2016 will not address the Russell extension development.

1.3 Purpose and limitations of the report

The purpose of this report is to provide an overview of the potential planning process requirements relevant to the proposed Russell extension development.

As the design and construction planning for the extension is not finalised the information provides an overview of potentially applicable processes. Following development of the design and construction strategy the applicable process details will be able to be refined and confirmed.

DRAFT

2.0 Land administrative authority

2.1 Overview

All land in the ACT belongs to the Commonwealth and, under the *Australian Capital Territory Planning and Land Management Act 1988* (Commonwealth) (P&LM Act), is divided into either:

- National land – which is managed by the NCA, or
- Territory land – which is managed through the Territory Plan by the ACT Planning and Land Authority (EPD) under the P&D Act.

Additionally, the P&LM Act also provides for ‘designated areas’. These areas may include National or Territory land. The NCA has planning responsibility for designated areas however various agencies in the ACT Government may have custodianship and manage designated areas on a day to day basis.

The Commonwealth owns all land in Canberra. People buy the right to use leased land for a fixed term, usually ninety-nine years. With respect to leasing arrangements and management the:

- Commonwealth is responsible for National land
- ACT Government is responsible for Territory land
- Commonwealth and ACT Government share jurisdiction for designated areas, although planning and development approval is the responsibility of the NCA.

2.2 Applicability to the Russell extension

The Russell extension corridor would fall under the administrative authority of both the NCA and the ACT Government. Figure 2 shows the administrative authority jurisdiction areas surrounding the Russell extension.

The components on Northbourne Avenue, London Circuit (a small section near Ainslie Place), Constitution Avenue and within Russell would be located on designated land under the National Capital Plan and the NCA would be responsible for the planning and development decisions.

The components along the majority of London Circuit would impact Territory land which is under ACT Government administration. Final locations of supporting infrastructure, such as substations and potential construction compounds, would also have the potential to be located on Territory land if located further back from the main alignment. EPD would be responsible for the planning and development decisions on Territory land.

**PARSONS
 BRINCKERHOFF**

**CAPITAL METRO
 CANBERRA'S LIGHT RAIL PROJECT**

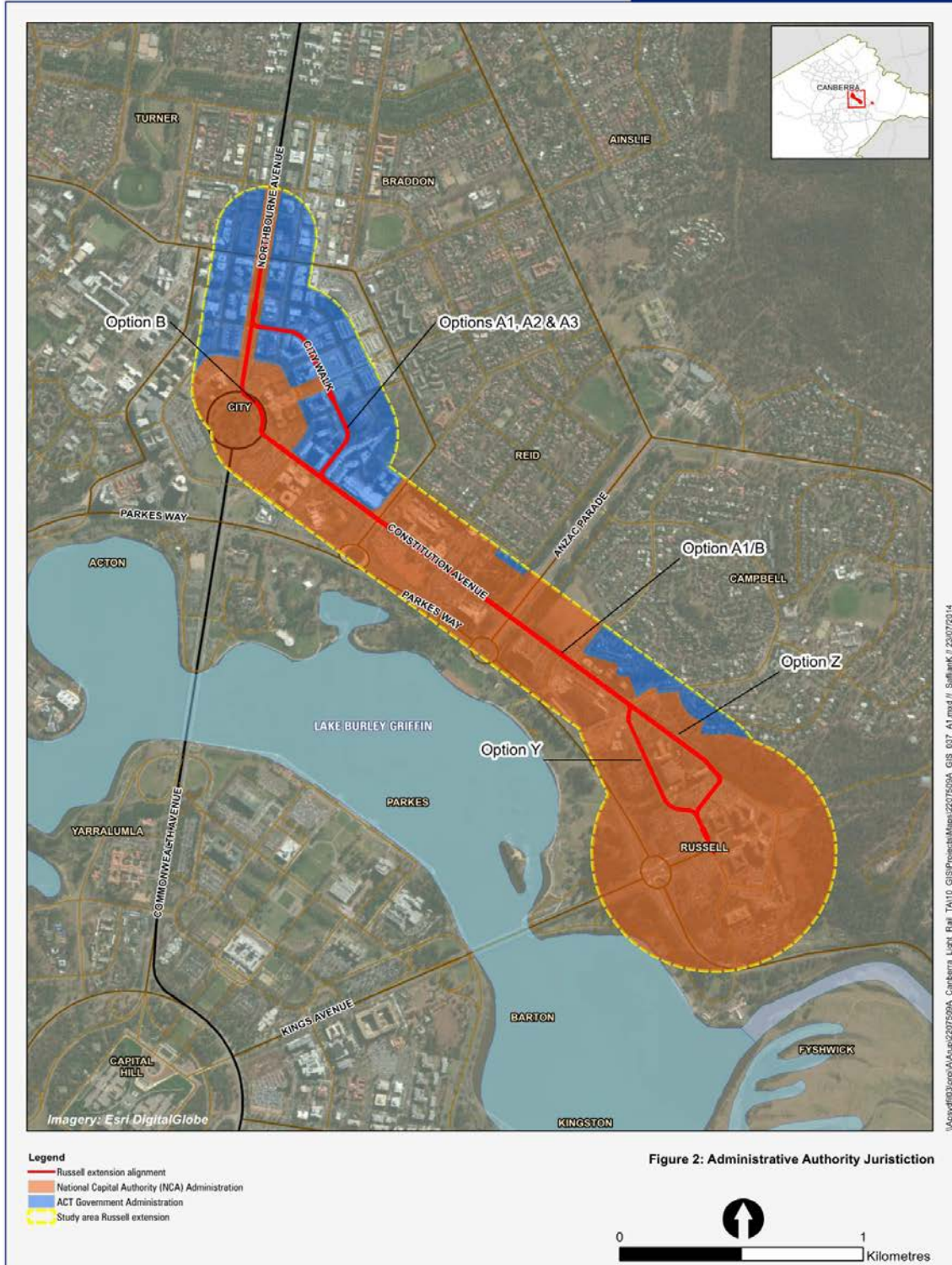


Figure 2: Administrative Authority Jurisdiction

Figure 1 Administrative authority jurisdiction overview

Note - The figure is extracted from the *Environmental Scan and Risk Assessment – Russell Extension Project* (Parsons Brinckerhoff 2014) document – Figure 2. The figures shows the Russell extension alignment options which were being considered at the time as opposed to the option now being considered as part of this report.

3.0 Regulatory authority requirements and approval pathways

3.1 National Capital Authority

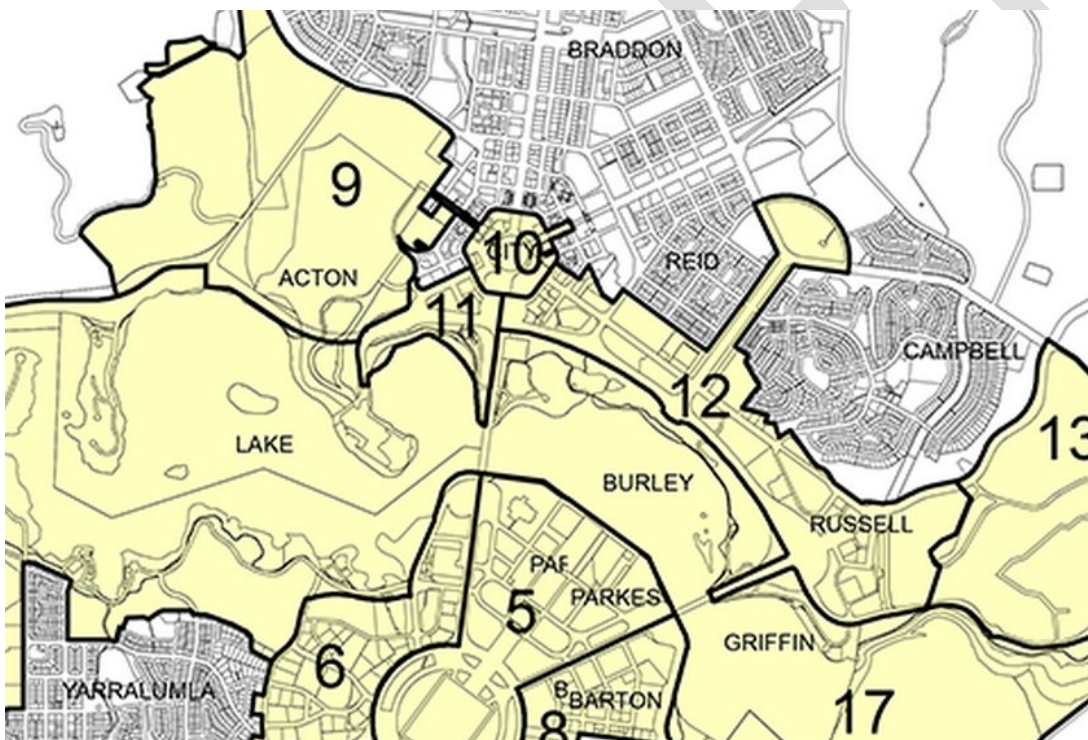
NCA development approval under the ACT P&LM Act would be required for proposed works in a Designated Area. As discussed in Section 3.1.1 below with respect to the Russell extension, this would comprise components on Northbourne Avenue, London Circuit (a small section near Ainslie Place), Constitution Avenue and within Russell.

3.1.1 The National Capital Plan

The sections below detail the specific sections of the National Capital Plan which are relevant to the Russell extension.

3.1.1.1 The Central National Area (Section I of the National Capital Plan)

The Russell extension would largely be located within the 'Central National Area' under the National Capital Plan (see Figure 2). The Central National Area is specified as a Designated Area under the Provisions of Section 10 (1) of the ACT P&LM Act. The National Capital Plan identifies that development in the Central National Area is to be guided by The Griffin Legacy.



Source: 'Figure 4: The Central National Area — Key Map (City)', National Capital Plan

Note: Yellow shading identifies the Central National Area.

Figure 2 The Central National Area — Key Map (City)', National Capital Plan

Constitution Avenue Precinct (Section 1.5 of the National Capital Plan)

Constitution Avenue is a key component of the continued implementation of The Griffin Legacy. The National Capital Plan identifies Constitution Avenue as a precinct proposed to 'become an elegant and vibrant mixed use grand boulevard linking London Circuit to Russell, increasing the vitality of the Central National Area and completing the National Triangle' (refer to Figure 3).

The National Capital Plan notes that this development will be supported by an integrated transport system, broad tree-lined footpaths and outdoor dining and street parking. The National Capital Plan identifies a range of principles for the development of Constitution Avenue, which include the following with relevance to the Russell extension:

- Establish Constitution Avenue as a diverse and active grand boulevard lined with shops, cafes and a mix of commercial, entertainment and residential uses.
- Complete the base of the National Triangle.
- Support Constitution Avenue with an integrated transport system and mix of land uses contributing to the life of the National Triangle.
- Establish Constitution Avenue with higher density development, public transport, broad tree-lined footpaths and outdoor dining and street parking.
- Achieve best practice environmentally sustainable development.

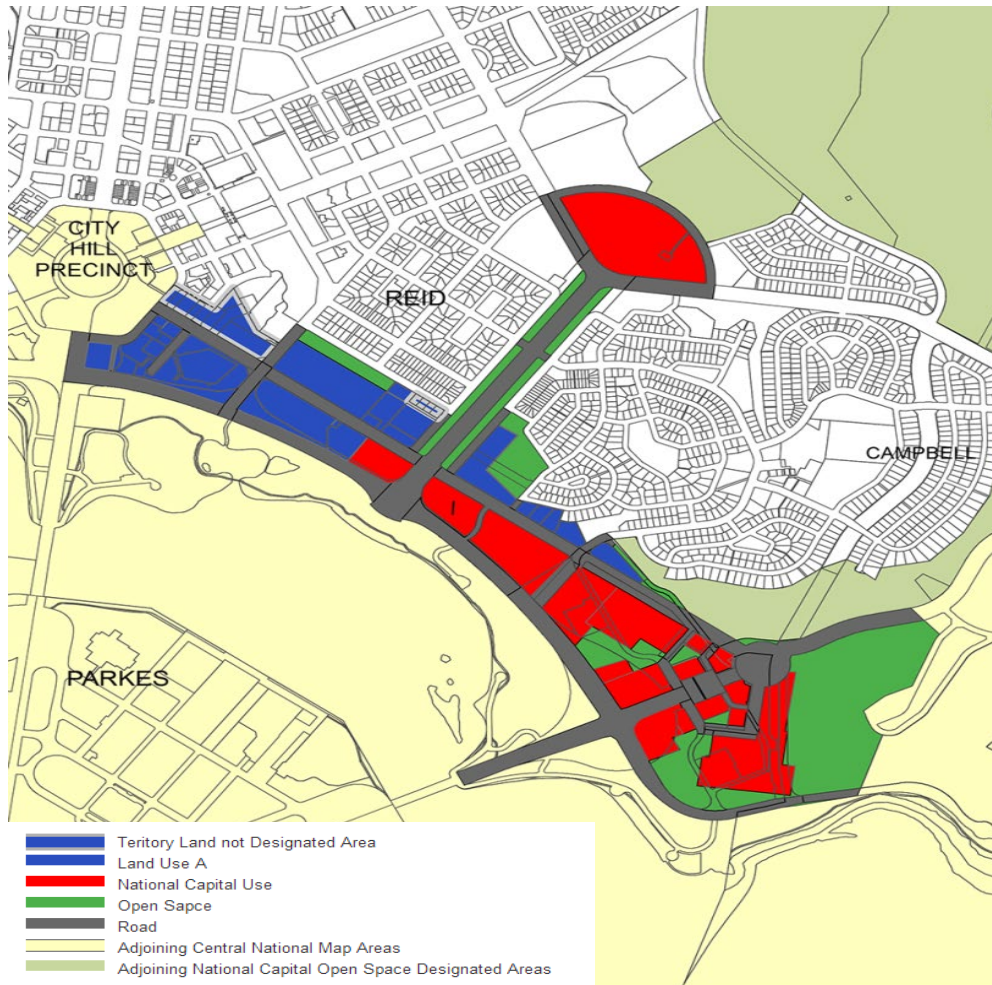
The policies prescribed for Constitution Avenue (Section 1.5.3) are broad and specifically include the following with relevance to the Russell extension:

- Provide a mix of land uses that contributes to the creation of a 24 hour community with dynamic activity patterns including retail, restaurants, residential and hotels close to public transport, employment areas, cultural attractions and the parklands of Lake Burley Griffin.
- Integrate public transport priority in the design of Constitution Avenue including provision for future light rail.
- Create a public domain that forms a linked sequence of spaces that are accessible, safe, comfortable, and pedestrian-scaled, that promotes walking and use of public transport and minimises reliance on cars.
- Development should command high standards of urban design, sustainability, architecture and social inclusion reflecting the character of the national capital and providing a model for city development in Australia in the 21st century.

Design development of the Russell extension would need to consider the integration of the light rail with the principles, policies and conditions of the Constitution Avenue Precinct described in the National Capital Plan.

Development and redevelopment on the avenue is to accord with the Detailed Conditions of Planning Design and Development set out at National Capital Plan Appendix T8 Constitution Avenue and Anzac Parade (included as Appendix A).

Depending on the final design of the Russell extension there is potential for light rail development to be required on the 'Road', 'National Capital Use', 'Land use A' and 'Open Space' land uses which do not currently expressly permit light rail development. An amendment to the National Capital Plan would likely be required to ensure the Russell extension is in accordance with the Plan.



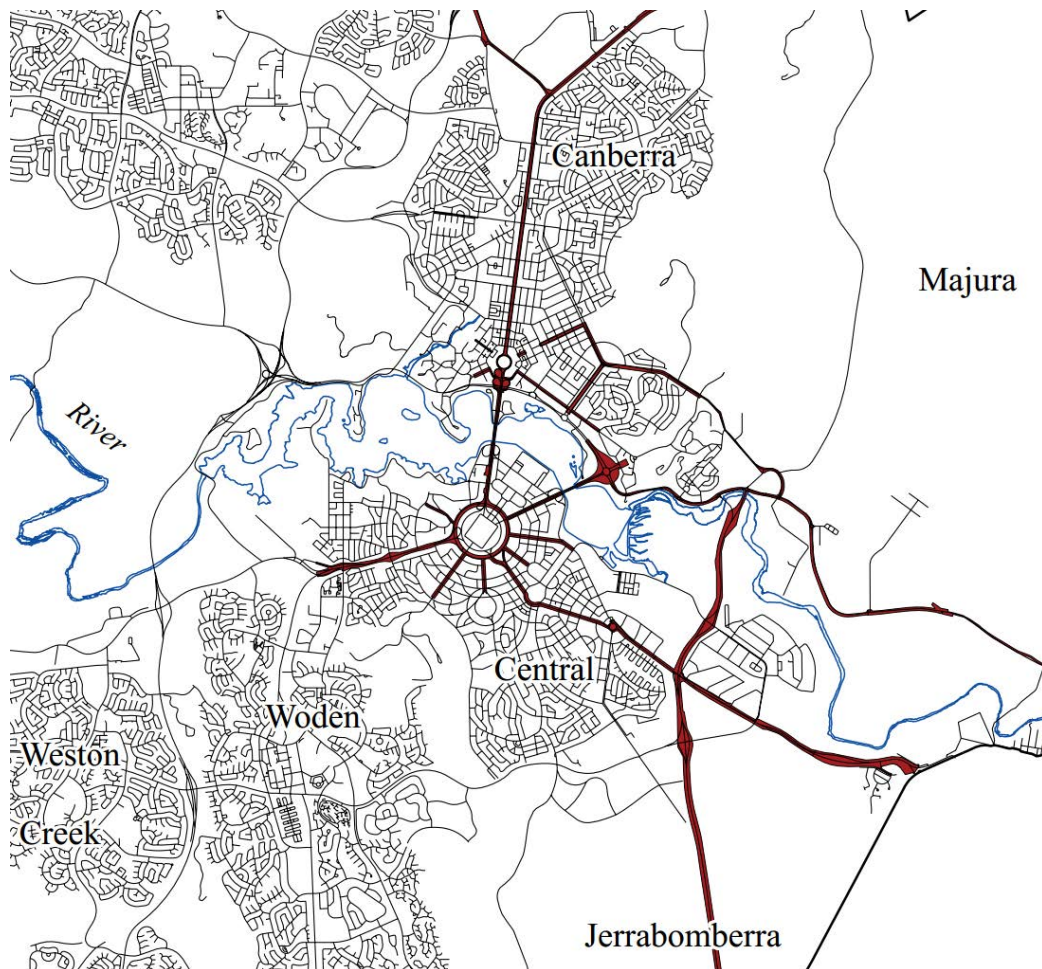
Source: 'Figure 12: The Central National Area (Constitution Avenue and Anzac Parade)', National Capital Plan

Figure 3 National Capital Plan – Constitution Avenue

3.1.1.2 Main avenues and approach routes (Section 2 of the National Capital Plan)

The National Capital Plan identifies in Section 2 the Main Avenues and Approach Routes. The areas identified at Figure 4 below are specified as a Designated Area under the Provisions of Section 10 (1) of the ACT P&LM Act. In relation to the Russell extension the roads which are classed as Designated Areas include:

- Kings Avenue
- Commonwealth Avenue
- Northbourne Avenue
- Anzac Parade
- Constitution Avenue.



Source: 'Figure 18: Main Avenues & Approach routes', National Capital Plan

Figure 4 National Capital Plan – Main Avenues and Approach routes

3.1.2 The NCA Urban Design Guidelines

The NCA undertakes development of Urban Design Guidelines and other related materials to influence the quality of development in the National Capital as required by the National Capital Plan. The Urban Design Guidelines provide guidance to land managers and site developers on the application of the Plan at a detailed site or precinct scale (NCA, 2015).

The NCA website states that:

The NCA has produced the Constitution Avenue Public Realm Handbook to support changes being made to Constitution Avenue by multiple parties, over a period of time. It provides a level of direction on design integration and quality that will ultimately improve the experience of the street. This document is to be used by the NCA and others to guide the design of works within the roadway and adjacent development. The document has been produced in consultation with a range of key stakeholders and user groups.

This handbook is included as Appendix B.

3.1.3 NCA planning approval process

3.1.3.1 National Capital Plan amendment

It is likely that a National Capital Plan amendment would be required to specifically state that “light rail” is permitted the appropriate zones for the Russell extension development. This will need discussed with the NCA to determine the requirement, the content, the process and the program.

The NCA identifies (NCA, 2015) that the amendment process includes the following key steps:

- Preparation of a draft amendment.
- Consultation and review – following preparation of the draft amendment the NCA releases it for public consultation. In accordance with the P&LM Act this requires public inspection, consultation with EPD, publication of a notice in the Commonwealth Gazette and another Territory paper, consideration of submissions made on the draft amendment, preparation of a report on its consultations which is to be submitted to the Minister.
- Submission and action by the Minister - the NCA recommends to the Minister that the draft amendment to the Plan be approved. If the NCA reports to the Minister that EPD objects to any aspect of the draft amendment, the Minister must consult with the ACT Executive before making a decision. The Minister, before approving a draft amendment, may refer it to a Parliamentary Committee for its independent inquiry or advice. An amendment to the National Capital Plan takes effect when notice of the Minister’s approval is formally published in the Commonwealth Gazette. Once the Minister approves the amendment the NCA will publish the Consultation Report and Public Submissions Table on their website.
- Parliamentary scrutiny - Once the Minister approves the amendment, it is tabled for 15 sitting days in both houses of the Federal Parliament. The Parliament may raise a motion to disallow (all or part of) the amendment to the National Capital Plan.
- Certified amendments - A draft amendment to the National Capital Plan may be ‘certified’ by the Minister to give it interim effect while it is considered further. A draft amendment may not be brought into effect through certification until it has been made available for public consultation. Certification has effect for six months and can be extended for one or more periods of up to six months.

3.1.3.2 Urban Design Guidelines

As with the Stage 1 Civic to Gungahlin Project it is likely that specific Urban Design Guidelines would need to be developed for this part of the project. This is not a statutory requirement however given the process applied to Stage 1 it is an assumed requirement for the Russell extension.

The guidelines will need to be developed with and endorsed by the NCA. The timelines associated with this process are not defined.

3.1.3.3 Works Approval

Developments occurring in a Designated Area of the National Capital Plan require Works Approval from the NCA under section 12 of the ACT P&LM Act, in which it is stated that:

No works shall be performed in a Designated Area unless:

- (a) the proposal to perform the works has been submitted to the Authority together with such plans and specifications as are required by the Authority;*
- (b) the authority has approved the works in writing; and*
- (c) the works are in accordance with the Plan. NCA development approval under the ACT P&LM Act would be required for proposed works in a Designated Area.*

Once the National Capital Plan amendment has been approved the NCA process would involve a Works Approval being submitted which would detail the proposed project. The Works Approval process does not have any critical environmental triggers, formal assessment guidelines or published policy, however, the NCA environmental assessment is mindful of the environmental requirements of the Commonwealth EPBC Act and the ACT P&D Act.

The NCA would consider environmental matters along the corridor and is also likely to consider environmental matters adjacent to the corridor.

3.2 Commonwealth Department of the Environment

3.2.1 Overview

The Commonwealth Department of the Environment (DoE) administers the EPBC Act, particularly in relation to Matters of National Environmental Significance (MNES) and actions that either may directly or indirectly have a significant impact on Commonwealth land.

The EPBC Act prescribes the Commonwealth's role in environmental assessment, biodiversity conservation and the management of protected areas and species, populations and communities, and heritage items.

The EPBC Act requires referral to the Commonwealth Minister for the Environment for any actions that are likely to have a significant impact on:

- A matter of national environmental significance (MNES), which includes:
 - the world heritage values of a declared World Heritage property
 - the National Heritage values of a listed National Heritage place
 - the ecological character of a declared Ramsar wetland
 - listed threatened species and ecological communities
 - listed migratory species
 - Commonwealth marine environments
 - nuclear actions
- An action by the Commonwealth or a Commonwealth agency which has, will have or is likely to have a significant impact on the environment
- An action on Commonwealth land which has, will have or is likely to have a significant impact on the environment
- An action which has, will have or is likely to have a significant impact on the environment on Commonwealth land, no matter where it is to be carried out.

An action includes a project, development, undertaking, activity, or series of activities.

MNES are assessed through a referral process to the Commonwealth DoE. If the Commonwealth Minister for the Environment determines that an approval is required under the EPBC Act, the proposed action is deemed to be a 'controlled action'. It must then undergo assessment under the EPBC Act and obtain an approval under the Act prior to being undertaken.

There is potential for the Russell extension to have an impact on:

- Listed threatened species and ecological communities.
- National Heritage values of listed National Heritage places (particularly for works around and impacting views near Anzac Parade and Kings Avenue).

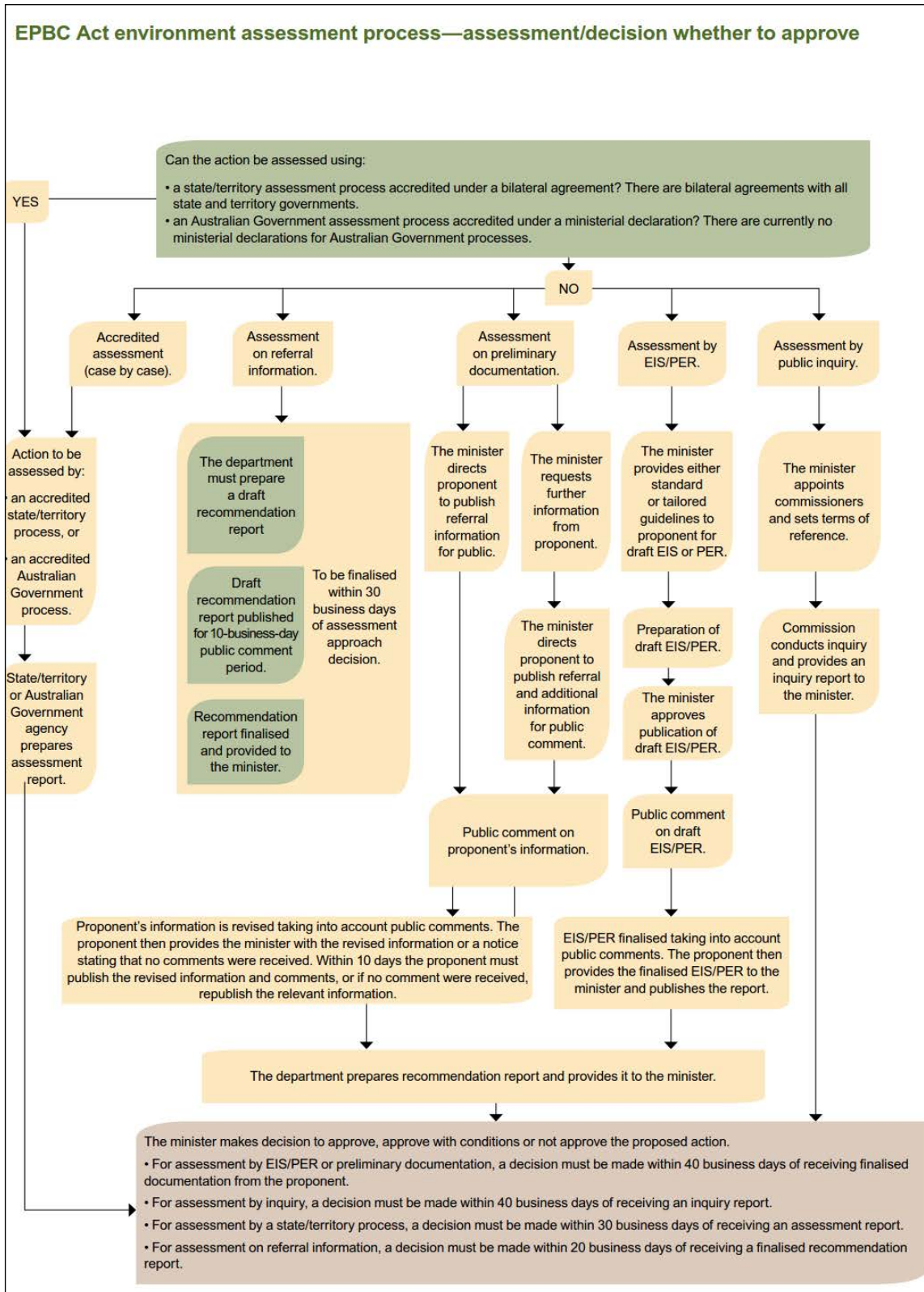
- Commonwealth lands (in particular the Russell Hill Complex defence lands - this is a listed Commonwealth Heritage Place (the Russell Precinct Heritage Area – located on Sir Thomas Blamey Square)).

Based on the *Environmental Scan and Risk Assessment – Russell Extension Project (Parsons Brinckerhoff, August 2014)* it was anticipated that a significant impact on the listed threatened species and ecological communities aspect was not likely but a significant impact on the other two aspects is possible. Ultimately however, the significance of the impacts on these aspects is not able to be determined until the final design and impact footprint is confirmed.

3.2.2 DoE planning approval process

If the impacts from the Russell extension development are likely to be significant then a referral to the DoE under the EPBC Act would be required to be prepared and submitted. This would need to detail the design of the project and the potential significance of impacts. The DoE would assess the referral and would likely determine that this development would constitute a 'Controlled action' requiring further environmental assessment to be undertaken and approval to proceed.

The following figure (Figure 5) from the DoE's website shows the potential steps which could be followed if the development is determined to be a 'Controlled action'. There would need to be consultation with the DoE to determine the most appropriate assessment and approval process for the development. Should the DoE determine that an EIS is required to assess the impacts it may be that this would be best progressed through a bilateral agreement whereby the ACT EIS assessment and possibly approval process be solely used or alternatively they may require the Commonwealth's EPBC Act EIS assessment and/or approval process to still be followed.



Source: <http://www.environment.gov.au/resource/environment-assessment-process-0> (Accessed 6 January 2015)

Figure 5 EPBC Act environment assessment process

3.3 ACT Government

3.3.1 Overview

The EPD, which administers the P&D Act, is responsible for planning and managing development in the ACT on land that is not in a Designated Area under the National Capital Plan. This relates to the section of the Russell extension along the majority of London Circuit (except the small section near Ainslie Place). Final locations of supporting infrastructure, such as substations and utilities, and construction compounds, would also have the potential to be located on Territory land if located further back from the main transport corridor.

The planning instrument for the P&D Act is the Territory Plan. Some developments / actions are exempt from provisions in the P&D Act and some are prohibited under the P&D Act. The Territory Plan includes development tables for each land use zone in the ACT and these tables show whether a development is exempt, assessable or prohibited within that zone. If the development is assessable, the next step is to decide which of three assessment tracks (i.e. Code, Merit or Impact) is the correct track for the development, the assessment level and the supporting documentation that is required. Prohibited developments should be closely reviewed for each zone that may be impacted by the Russell extension as obtaining a variation to the Territory Plan would be required to permit prohibited development to be undertaken.

Under section 123 of the P&D Act a development application is considered an impact track development proposal if:

- The relevant development table of the Territory Plan states that the impact track applies.
- It is of a kind mentioned in Schedule 4 of the P&D Act.
- The Minister makes a declaration under section 124 of the P&D Act in relation to the proposal.
- It is considered one under relevant legislation, such as the Commonwealth EPBC Act.

3.3.2 ACT planning approval process

3.3.2.1 [Impact or merit track process](#)

The Russell extension would be an assessable development under either the merit or impact track assessment pathways. It is likely that a merit track pathway would apply to the part of Russell extension however the following would be required to confirm this:

- the final design,
- construction compound locations,
- an assessment against the Schedule 4 of the P&D Act provisions (in particular in relation to Part 4.2 Item 1 - potential air quality and noise impacts, Part 4.3 Item 6 heritage items),
- a decision on whether an EPBC Act controlled action is triggered (as this would subsequently trigger an impact track process),
- discussions with EPD, especially on how they will define substations (presently substations are not defined in the Territory Plan and undefined land uses automatically trigger the impact track process).

Impact track process

If an impact track process is triggered then an EIS would be required. The following key steps would need to be followed:

- submission of a Request for Scoping Document to EPD
- receipt of the Scoping Document from EPD

- preparation of a Draft EIS
- public notification of the Draft EIS
- preparation of the Final EIS based on consideration of the submissions received
- assessment of the Final EIS by EPD
- Minister determination of EIS
- Preparation of development application
- Public consultation and EPD assessment and approval of DA.

Merit track process

If the merit track process is to be followed then the following key steps would need to be followed:

- preparation of Development Application (DA)
- public consultation and EPD assessment and approval of DA.

Even with the merit track process a number of the specialists studies that would form part of an EIS would still need to be undertaken to support the DA. These would likely include heritage, traffic and transport, landscape and visual, noise and vibration and ecology studies. The preparation and work needed to lodge a DA should not be underestimated.

3.3.2.2 [ACT other approvals and territory legislation relevant to the Russell extension](#)

To ensure the environment is adequately protected, the Russell extension, in parallel with ACT Government development approval, would require approvals and endorsements under various categories from other ACT entities, such as government departments, statutory bodies or utilities that assist EPD with assessing development applications. Entity advice may be supplied with the development application at the time it is lodged, or plans or other information, as required by the entity, may be submitted with the development application for EPD to refer to the entity. Development approval for the Russell extension would be facilitated if all the required entity approvals, at least in principle, are received prior to the development application being submitted.

The Russell extension would need to be referred to specialised units within the Environment Protection Authority (EPA) and Territory and Municipal Services Directorate (TAMSD), in association with service providers, e.g. ActewAGL (ACT's electricity and gas provider) and ACTEW Corporation (Canberra's water and sewerage providers), for approval to conduct activities relating to:

- demolition
- heritage
- trees
- erosion and sediment control
- waste management
- utilities
- hazardous materials
- contamination
- vehicle access and management.

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4.0 Key stakeholders

The following section provides a summary of the key stakeholders, their role / interest in the Russell extension development and the proposed CMA interactions with the stakeholder in the planning process for the Russell extension.

Table 1 Key stakeholders

Stakeholder	Role / Interest	Proposed CMA interactions with stakeholder
Planning approval authorities		
Commonwealth Department of Environment (DoE)	Commonwealth approval agency for the EPBC Act.	Early discussion on: <ul style="list-style-type: none"> Potential design and impacts to MNES and Commonwealth lands and likelihood of project being a 'Controlled Action'. Likely process to be followed if controlled action – will the assessment and approval process be undertaken by DoE or by ACT Government (under bilateral agreements for assessment process and potentially approval process). Depending on process agreed with DoE: <ul style="list-style-type: none"> CMA lodge EPBC Act Referral with DoE. DoE determine if controlled action or not. If controlled action then follow agreed process for undertaking appropriate environmental assessment (i.e. EIS prepared).
National Capital Authority	Responsible for: <ul style="list-style-type: none"> National Capital Plan variations assessment and approvals Endorsement of urban design guidelines Determination of Works Approval. 	Early discussion on: <ul style="list-style-type: none"> Design requirements and any urban design, including guidelines, approval processes. National Capital Plan amendment requirements and process (including likely program).
ACT Government - EPD	Planning approval authority – merit track or impact track processes	Early discussion on: <ul style="list-style-type: none"> design and Territory land

		impacts. <ul style="list-style-type: none"> • Planning process requirements – track determination and potential for Territory Plan Variation requirements.
Land owners/occupiers		
Department of Defence (in particular the Russell Hill Complex)	May have requirements on design / operations surrounding their properties.	Early discussion on design and operating principles. Gain understanding of key issues / requirements.
Australian Security Intelligence Organisation (ASIO) of the Ben Chifley Building (70 Constitution Avenue)	May have requirements on design / operations surrounding their properties.	Early discussion on design and operating principles. Gain understanding of key issues / requirements.
Private land holders/occupiers with potential land / access changes (tbc following design development). Including: <ul style="list-style-type: none"> • Nara Centre / Customs House/ Allara House • Canberra Institute of Technology. 	May have requirements on design. There are potential impacts on land / accesses	Early discussion on design.
Economic Development Directorate (EDD) – Block 6, Section 3, Parkes	May have requirements on design. There are potential impacts on land / accesses – new release of land upcoming.	Early discussion on design.

5.0 Key information requirements

The following provides an initial outline of the types of design and construction information required to inform and allow for confirmation of the applicable planning processes:

- likely project impact footprint (for all design and construction impacted areas),
- land take requirements,
- track alignment,
- road, parking and intersection changes,
- substation locations including connections to the high voltage network,
- stop locations,
- overhead wire design – including identification of wire free zones,
- locations of utilities realignments/new infrastructure,
- Anzac Avenue crossing design,
- Russell interchange design and operation (direction on its inclusion in the project scope),
- likely operating frequency of the light rail vehicles,
- patronage assessment,
- bus service changes,
- construction compound sites.

6.0 Conclusion

The Russell extension would involve an approximate three kilometre light rail service that would link the currently proposed terminus of the Stage 1 Capital Metro Project from its current terminating location in Northbourne Avenue, just north of Alinga Street, to a new terminus in Russell Drive, Russell.

This report has assumed that the Russell extension development planning approvals will be progressed separately to the Stage 1 Civic to Gungahlin planning approvals. The purpose of this report is to provide an overview of the potential planning process requirements relevant to the proposed Russell extension development. As the design for the extension is not finalised the information provides an overview only of the potentially applicable processes. Following development of the design (including confirmation of elements such as land take requirements, road changes, substation and stop locations, Anzac Avenue crossing design and Russell interchange design) and progression of some construction phase information (i.e. likely construction compound locations) as identified in Section 5, the applicable process details will be able to be refined and confirmed.

There are three main planning processes which the Russell extension project needs to consider:

- National Capital Authority process requirements, including:
 - National Capital Plan amendments
 - Development of urban design guidelines
 - Works Approval.
- Commonwealth Department of the Environment, including:
 - EPBC Act process requirements - Determination as to whether the action will be classed as a 'Controlled Action' and require an EIS (primarily dependent upon the potential significance of impacts on Commonwealth lands and heritage items).
- ACT Government processes, including the triggering of either the:
 - Impact track assessment process, which would require an EIS and a subsequent DA, or
 - Merit track process, which would only require a DA.

The key next steps would be to immediately commence the procurement / scope of work for PB to update the *Environmental Scan and Risk Assessment – Russell Extension Project (Parsons Brinckerhoff, August 2014)* with a view to finalising a preliminary environmental assessment (PEA) by mid July 2015. If it is determined that a PEA will be required to inform the RFP process (by way of addenda) the PEA will need to commence and initial design completed by the end of April 2015 to ensure the specialists studies can be completed on time. Particularly there needs to be sufficient notification required for the Registered Aboriginal Organisation (RAOs) consultation. The more notice we can give the required specialists the less risk there will be delays of the overall program.

7.0 References

- Department of the Environment 2015, Department website accessed 6 January 2015:
<http://www.environment.gov.au/resource/environment-assessment-process-0>
- National Capital Authority 2015, Authority website accessed 6 January 2015:
http://www.nationalcapital.gov.au/index.php?option=com_content&view=article&id=2690&Itemid=261
- Parsons Brinckerhoff, August 2014. *Capital Metro Canberra's Light Rail Environmental Scan and Risk Assessment – Russell Extension Project*

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Appendix A National Capital Plan Appendix T8 Constitution Avenue and Anzac Parade

A.1 T.8 Constitution Avenue and Anzac Parade - Detailed Conditions of Planning, Design and Development associated Urban Design Guidelines.

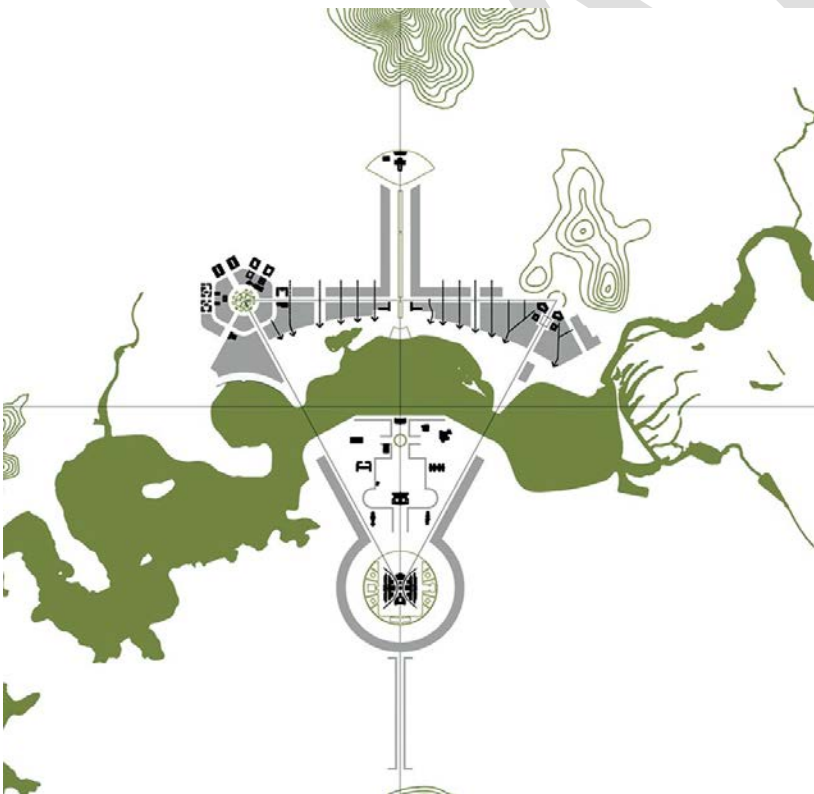
Extracted from NCA website accessed 13 January 2015:

http://www.nationalcapital.gov.au/index.php?option=com_content&view=article&id=2819&Itemid=1007&limitstart=6

Urban Structure

Reinforce Constitution Avenue as the base of the National Triangle and the Russell apex with appropriate urban form.

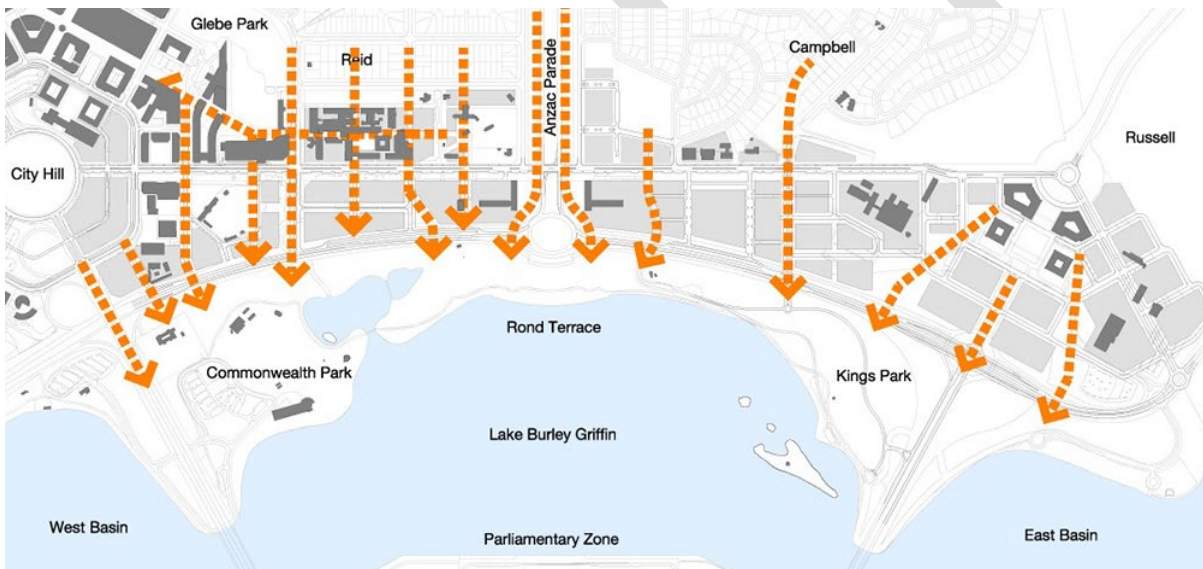
Create a street grid, sympathetic to Griffin's intended pattern of streets and city blocks that provides a high level of integration with the street and path network of Civic, Reid and Campbell and link these areas with Lake Burley Griffin and Kings and Commonwealth Parks.



Indicative Urban Structure



Indicative Urban Structure



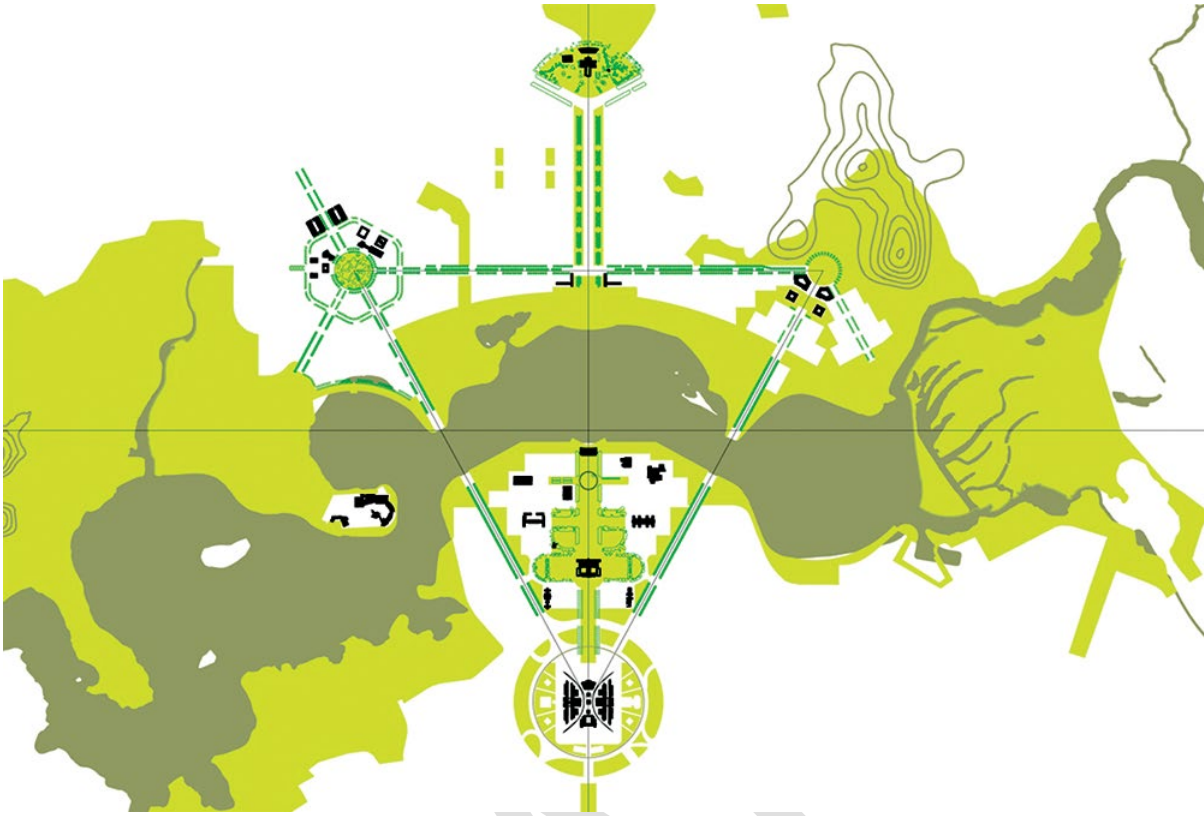
Indicative Main Pedestrian Connections

Landscape Structure

Landscape planting should reinforce the urban structure of Constitution Avenue and its integration with the setting of the Central National Area and the Lake Burley Griffin parklands.

A formal treatment should be applied to the main avenues including Constitution, Kings and Commonwealth Avenues and Parkes Way. Continuous street trees should define the pattern of major and minor streets.

Minimise the visual impact of parking on the public domain by integrating parking layouts with street tree plantings and pavement design.



Landscape Structure



Indicative Landscape Structure

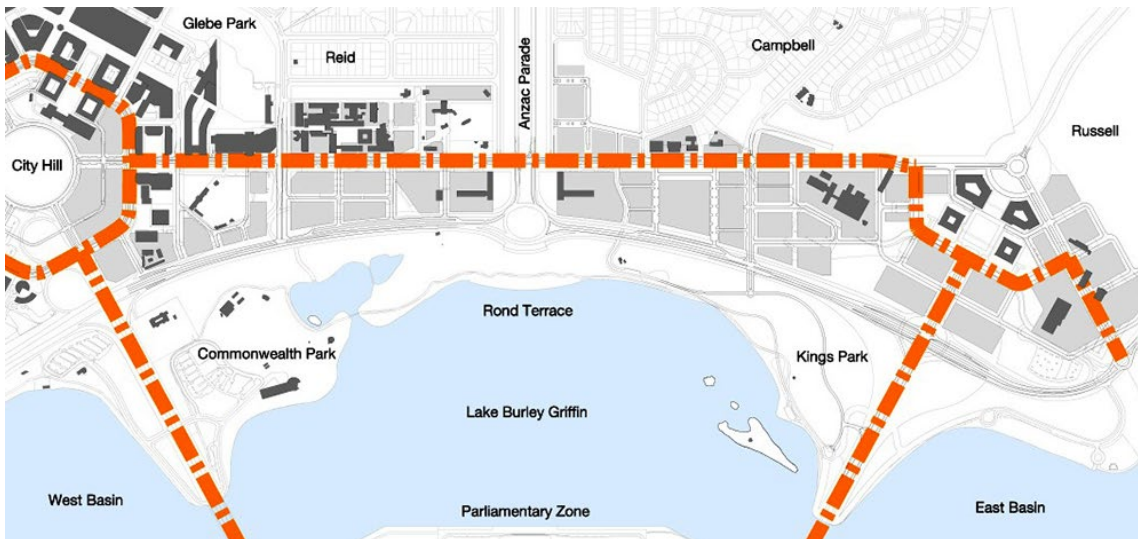
Public Transport, Access and Circulation

Allow for an integrated public transport system with Constitution, Kings and Commonwealth Avenues and London Circuit as the principal public transport route.

Provide a hierarchy of pedestrian routes ranging from Constitution, Commonwealth and Kings Avenues and London Circuit as urban boulevards, major streets (including Coranderrk Street and Blamey Crescent and Sellheim Avenue), minor streets, laneways and arcades.

Ensure safety and comfort for pedestrians, with intersections designed to minimise slip lanes for fast turning traffic.

Provide on-street parking on all streets where practicable.



Indicative Public Transport, Access and Circulation

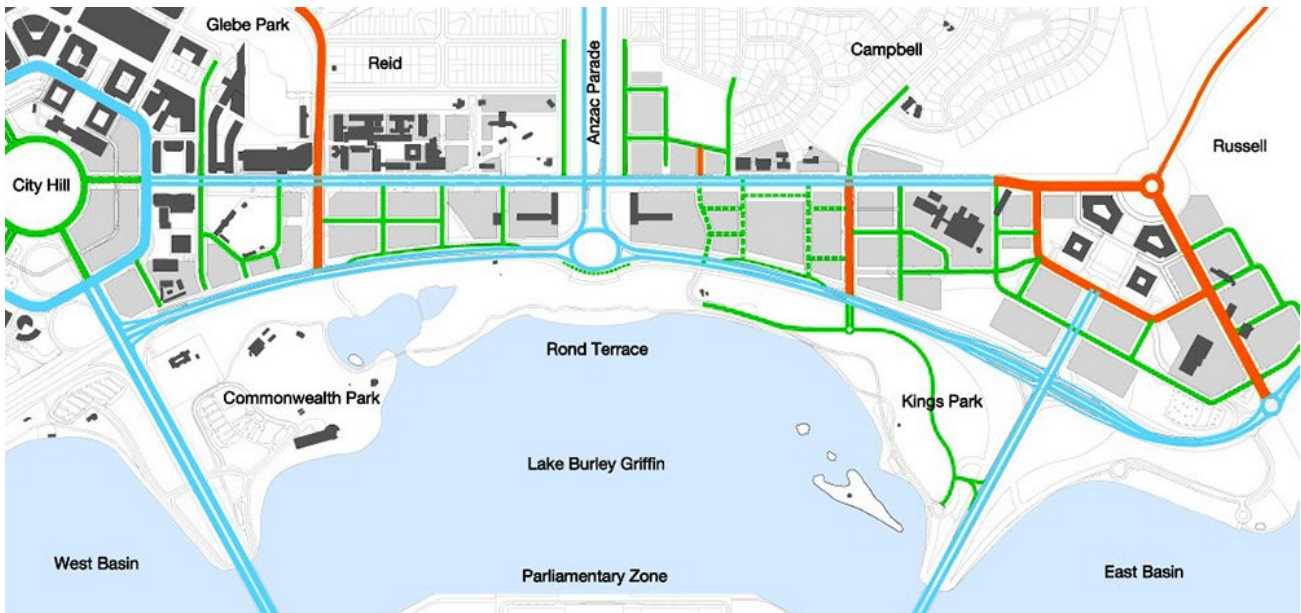
Road Hierarchy

The road hierarchy provides a legible and connective framework for moving throughout the area with:

- Constitution, Commonwealth and Kings Avenues and Parkes Way having the role of principal routes for through traffic and pedestrians connecting other parts of the city to the area.
- Major connecting streets including Coranderrk Street, Blamey Crescent and Sellheim Avenue having a role of providing the main connections from Civic and adjoining neighbourhoods.
- Minor streets having a local access role with priority for pedestrians and cyclists.
- Lanes, shareways and arcades having a service, access and pedestrian network role.

Cycleway

Provide an attractive and direct network for pedestrians and cyclists catering to recreation and commuter needs, separated spatially and by visual character where appropriate to prevent pedestrian conflicts.



Indicative Road Structure



Indicative Cycleways

Streetscape Design

Provide a complementary hierarchy of streetscape elements that relates to the road hierarchy giving primacy to the main avenues, emphasising continuity along their length through avenues of appropriately scaled street trees, consistent pedestrian pavement materials, street furniture and lighting.

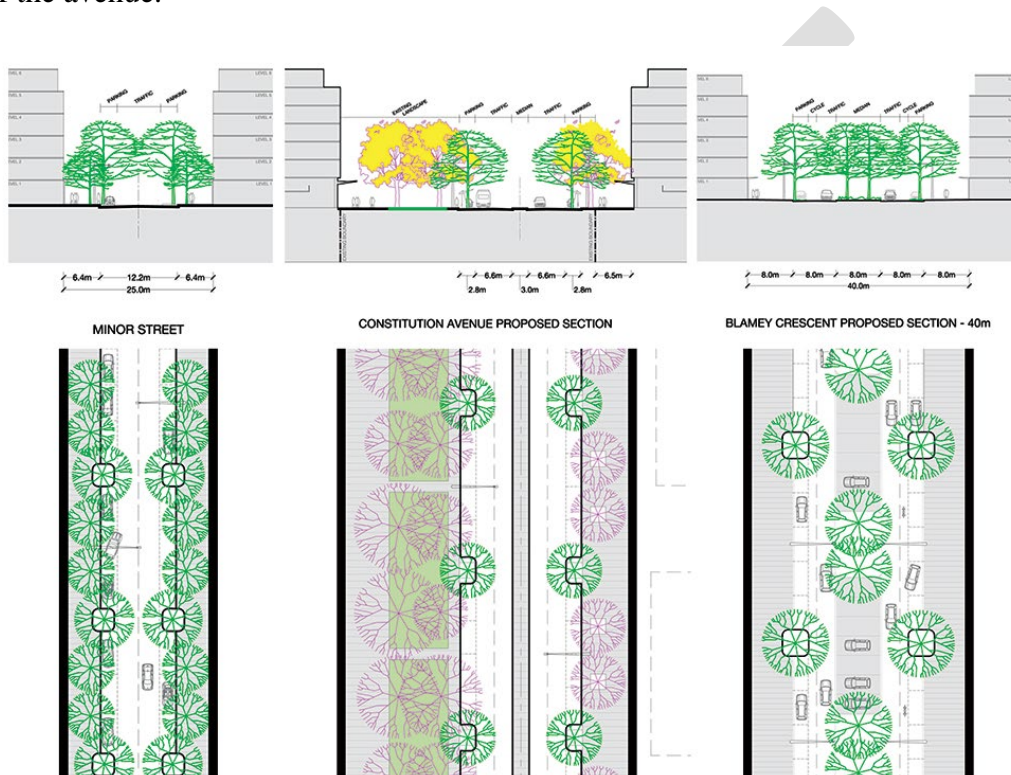
Development should generally be constructed to the street boundary to define and enclose streets and create continuous street frontage while allowing variations in individual buildings and uses.

Use a limited palette of high quality pedestrian pavement materials, street furniture and lighting. Pavement and landscape design should have an elegant, simple and bold design emphasising the geometry and formality of the main avenues.

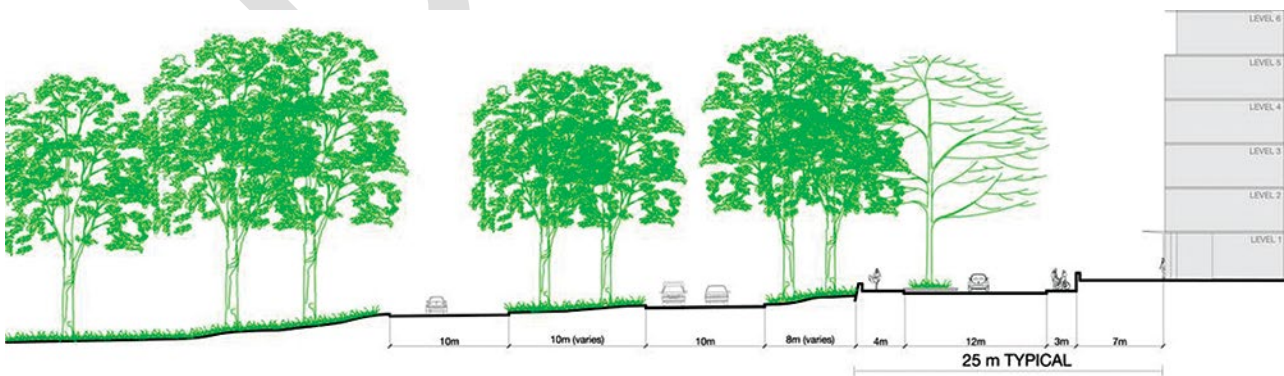
Ensure streetscapes are well lit for pedestrians and optimise security and safety for night time use.

Footpath areas should be wide enough to cater for pedestrians and specific land use requirements and allow for seating areas, outdoor cafes, planting and urban art.

Wider pavements for outdoor cafes and public amenity are to be located on the sunny southern side of the avenue.



Indicative Streetscape Design



Typical Cross Section Parkes Way (Indicative) between Commonwealth and Kings



Indicative Active Frontage

Active Frontage

Individual buildings will contribute to the definition of blocks and streets, with the greatest levels of public activity, shops and building entrances on main avenues, streets and public spaces.

Blank facades to public spaces and streets are to be avoided.

Active streets should be a priority along Constitution Avenue and other streets throughout the area, with new development generally incorporating active ground level frontages to enliven public streets and spaces and provide passive surveillance.

Ground level frontages will present an attractive pedestrian-oriented frontage providing active uses for a minimum of 30 percent of the street frontage. Key active frontages are to have a minimum of 75 percent active uses.

Residential uses, except for home offices, should be avoided at street level at those locations identified as having an active frontage in the figure above.

Blank walls are discouraged. Pedestrian entries should be clearly visible from the public domain.



Indicative Building Height and Form

Building Height and Form

Provide climate protection to areas where retailing and service based developments form the predominant ground level use at the street.

Buildings above 25 metres in height are to be the subject of wind testing, including down draught conditions and turbulence, to ensure the development does not have adverse impacts on building entrances and the public domain.

Buildings heights will generally be medium rise up to 25 metres above adjacent kerb levels to retain the landscape backdrop of the inner hills of Central Canberra.

A landmark building to RL 617 adjacent to Commonwealth Avenue is subject to consultation in accordance with Appendix M.

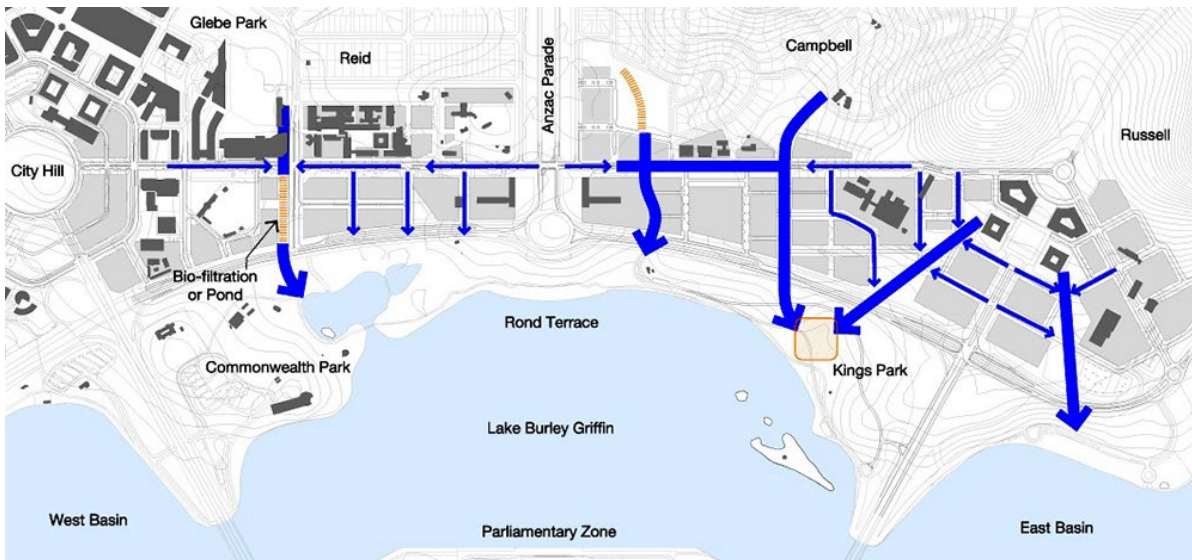
Minor building elements that extend building heights above 25 metres will be considered where this enhances the architectural quality of the building, and fosters energy efficiency, indoor amenity and appropriate urban scale.

Building height should transition down in scale to a maximum of 3 storeys (generally 12 metres above natural ground level) to be sympathetic to scale of adjoining suburbs of Reid and Campbell.

Development should generally be constructed to the street boundary to define and enclose streets and create continuous street frontage while allowing variations in individual buildings and uses.

Development on the northern side of Constitution Avenue shall be set back a minimum of 6.5 metres from the block boundary.

Where buildings are required to be set back to achieve security stand-off distances, continuity of the building line should be reflected in the design of passive security measures (e.g building plinth walls on the street boundary).



Indicative Stormwater (proposed)

Where fronting residential streets in Campbell and Reid, building setbacks should generally complement existing building setbacks.

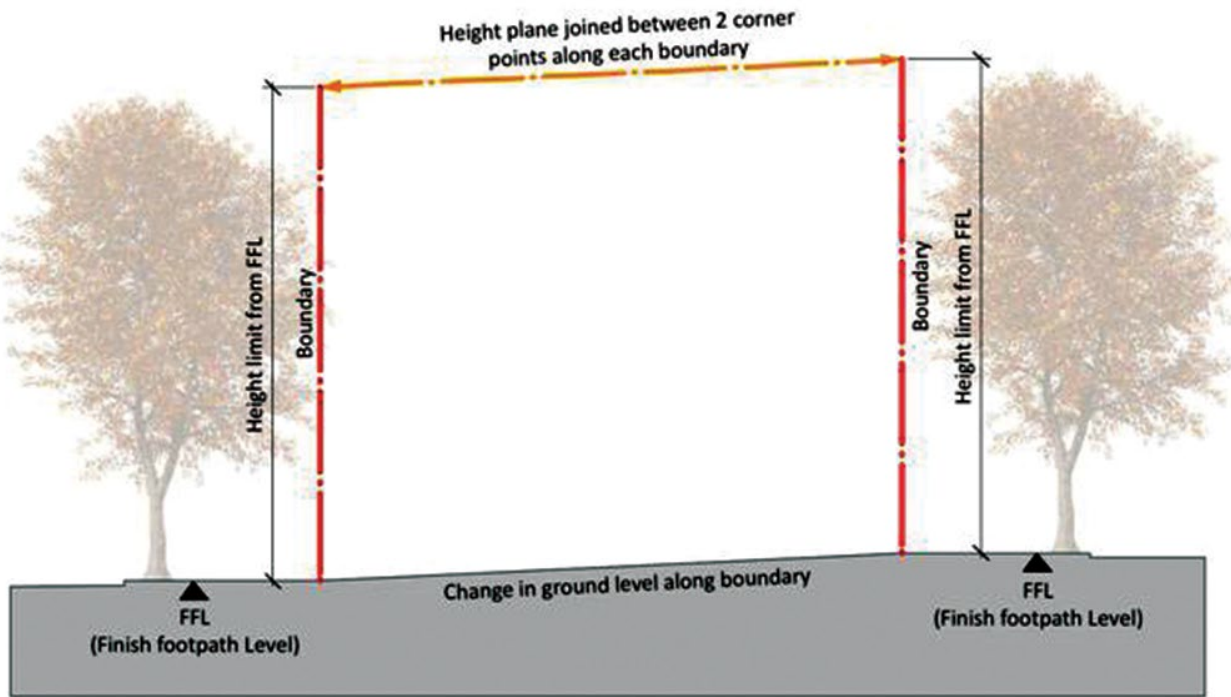
Building forms, materials and finishes should be responsive to microclimate issues including solar access and wind. Use of sunscreen devices as articulation elements should be employed to achieve climate responsive facades.

Buildings should generally be modulated to clearly express the grid of the building. Tactility, silhouette and human scale in relation to built form should be achieved with the design of buildings.

New buildings are encouraged to be delivered through design competitions in order to encourage innovation and design excellence.

Building design, layout and construction should take account of the impacts of noise on surrounding uses.

Building height is to be measured from and between the finish footpath level at each corner of a development block.



Height Control

Minimum floor-to-ceiling heights within buildings are to be as follows:

Minimum floor-to-ceiling heights within buildings

Location	Min. floor height
Ground Floor facing Constitution Avenue and roads where 'Indicative Active Frontages' are located	6.5 metres floor to ceiling (mezzanine level permitted over 30% of ground floor)
Ground Floor (Residential)	3.3m floor-to-floor
Ground Floor (other uses, including commercial/office use)	3.6m floor-to-floor
Residential (general)	2.7metres floor-to-ceiling minimum for all habitable rooms, 2.4 metres is the preferred minimum for all non-habitable rooms however 2.25 metres is permitted. For two-storey units, 2.4 metres minimum for second storey if 50 percent or more of the apartment has 2.7 metre minimum ceiling heights. For two-storey units with a two-storey void space, 2.4 metre minimum ceiling heights. Attic spaces are permitted, with a 1.5 metre minimum wall height at edge of room with a 30 degree minimum ceiling slope.

Water Sensitive Urban Design

Implement water sensitive urban design strategies, including bio-filtration systems integrated with street and landscape design, to protect lake water quality.

To protect the water quality of Lake Burley Griffin, a catchment management approach should be implemented to detain and filter stormwater in the upper catchment or at the source.

Car Parking

Provide on-street car parking and conveniently-located bicycle parking to support retail uses, pedestrian amenity and after-hours activity.

Large off-street permanent surface car parks are to be avoided; car parking is to be accommodated in basements or in above-ground structures concealed from public areas by habitable building facades.

Development of existing surface car parks will need to demonstrate that an adequate public car parking provision (on-street or in appropriately designed structures) will meet the needs of Constitution Avenue.

Car parking for new development shall accord with the following rates:

Land Use(s)	Car Parking Rate	Locational requirements
Residential	One space per dwelling and one visitor space per four dwellings or part thereof.	Long-stay resident parking: on-site Short stay/visitor parking: on-site or off-site immediately adjacent to the site.
Office	One space per 100 square metres of gross floor area.	On-site or off-site immediately adjacent to the site.
Administrative Use, Bank; Child Care Centre; Consulting Rooms; Co-operative Society; Health Centre, Personal Service Establishment	Two spaces per 100 square metres of gross floor area.	On-site or off-site immediately adjacent to the site, with the exception of Child Care Centre where parking must be provided on-site.
Bar, Café, Restaurant, Retail	Two and a half spaces per 100 square metres of gross floor area.	On-site or off-site immediately adjacent to the site.
Hotel, Motel	One space per employee, plus one space per guest room or unit for establishments up to 36 units; or, 25 spaces plus 0.3 spaces per guest room for establishments of more than 36 units.	On-site.

Land uses for which car parking rates are not prescribed above will be subject to individual assessment.

Proponents must demonstrate the access and parking capacity of the proposed development, and its impacts on the transport network and surrounding area. A higher on-site and/or off-site parking provision for any use may be required by the Authority after taking into account the relationship between on-site parking, off-site parking opportunities, the capacity of public transport in the area at the time of development, and anticipated future levels of public transport.

Additional parking shall be provided for bicycles, motorcycles and vehicles owned and operated under car-sharing schemes.

Integrated urban art and signage

Public art and art spaces in new development should be encouraged.

Public art should be included as an integral component of development proposals and the public domain.

A high level of integration between advertising and signage, which contributes to the character of the place.

Opportunities for animated signs to create focal points when viewed from across public spaces, may be considered where this does not impact adversely on the overall character of the place.

Detailed Conditions of Planning, Design and Development for Section 5 Campbell

The detailed conditions in this section ensure that the planning, design and development of Section 5 Campbell integrates with the established residential suburb of Campbell and contributes to the character of Constitution Avenue.

All residential and commercial development proposed for Section 5 Campbell is subject to public notification and consultation.

Where an inconsistency arises between these detailed conditions and Appendix T8, these detailed conditions prevail.



Illustrative Development Plan

Public Space

The overall structure of public space is to respond to the established network of streets, parks and public spaces, and enhance the connectivity, accessibility and legibility of this network. At a finer scale, public spaces are to respond to site topography through designs that resolve access and drainage.

The design of public space is to provide increased amenity for residents within and adjacent to the site, through improvements to passive surveillance and visual permeability.

The general arrangement of streets and sections is shown in Figure 1.



Public Spaces

Building Form

Building forms are to respond to the scale and pattern of development on Constitution Avenue, the proposed network of public space and achieve a transition that responds to the established residential urban form.

Building designs are to provide controlled solar gain and cross-ventilation, to reduce energy consumption and improve the amenity for building occupants. The maximum permissible building depths for residential buildings as measured across the floorplate are shown in Figure 2. Minor departures are permitted where it can be demonstrated that optimum solar gain and cross ventilation is achieved and where it can be demonstrated to improve the public domain.

Amalgamation of sections will not be permitted where building forms adversely impact pedestrian movement or visual access. Building elements (other than awnings) are not to be built over roads.



Building Form

Site Access and Set-backs

Primary vehicle access to Section 5 Campbell is to be from Constitution Avenue, with the exception of basement car parks. Service entries must not face Constitution Avenue, Anzac Park East and new roads bordering Open Space. All service entries are to be located and designed to minimise their impact on the streetscape. Access to service rooms and areas should be achieved within buildings to minimise adverse impacts on public space.

Pedestrian access to each building is to be provided at adjacent ground level, whilst maintaining privacy for private residences and passive surveillance.

Direct pedestrian access from the public domain is to be provided to each ground floor unit or tenancy where they have a clear relationship to the public domain. The level of ground floor entries shall be:

- Not less than the finished level of the footpath; and
- Not more than 450mm above the footpath level.

The required building setbacks are shown in Figure 3. Balconies and other articulation elements may encroach into the setback zone. Any such encroachments must not exceed 30% of the setback area and are not permissible on the ground floor. Encroachments within the setback area must not include internal habitable space.



Site Access and Set-backs

Building Height

Overall building heights are to comply with those shown in Figure 4. Minor departures from heights shown in Figure 4 will only be considered where it can be demonstrated that the mass and bulk of buildings is not significantly increased, and where it enhances the architectural quality of the building, and fosters energy efficiency, indoor amenity, appropriate urban scale, and adds visual interest to the skyline. Building design is to take advantage of natural light and orientation for occupants and visitors.



Building Height

Building Facades

Street corners are to be expressed by giving visual prominence to parts of the building façade such as a change in articulation, material or colour, roof expression and/or increased height.

Building articulation, material and colour must be sympathetic to the heritage values of the adjacent National and Commonwealth Heritage listed places. Building entries are to be clearly identified through building form, material and colour.

The use of built form elements such as balconies, projections, awnings and hoods are encouraged to provide shelter and ameliorate wind and downdraft in public spaces.

Parking

A minimum of 150 on-street visitor parking spaces shall be provided above ground.

Ground level or above ground parking structures are not permitted.

Materials

Materials shall be selected for their permanence and durability. Materials shall not be highly reflective, to avoid glare and focused transfer of heat. Materials shall have potential for recycling.

Landscape

Trees planted within the road reserve should be consistent with the existing landscape character of Campbell and provide continuous canopy to shade roads and footpaths in summer. Trees planted within road reserves must be capable of achieving the heights and canopy spread indicated in Sections 1 to 6 of these detailed conditions at maturity.

The landscape zone within blocks is consolidated to provide for substantial mature plantings that will afford privacy to neighbours and maintain winter sunlight to properties where available. Landscape plantings within each block must include a selection of large scale trees, capable of reaching a minimum 15 metres in height with a broad canopy and that are consistent with the landscape character of Campbell when mature. Deep soil space to be provided is shown in Figure 5.



Preferred Approximate Deep Soil Landscape Locations

Heritage

Development of Section 5 Campbell shall respect the cultural heritage values of the National and Commonwealth Heritage listed places in the vicinity of the site.

Anzac Park East

Off-site landscaping is required to assist in reducing the visibility of building form from Anzac Parade, and in providing a green backdrop to memorials.

Existing *Arbutus unedo* in the southern verge of Anzac Park East shall be retained to provide a dense evergreen screen. Trees may be removed to allow construction of new streets. Existing *Arbutus unedo* are to be interplanted with *Eucalyptus cinerea* to add a second canopy layer.

Where gaps exist in the rows of *Eucalyptus bicostata* on Anzac Parade, new plantings are required to match the plantings on the western side of Anzac Parade.

The landscape treatment at the corner of Constitution Avenue and Anzac Parade/Anzac Parade East shall generally be in accordance with Figure 6.

Works Approval will not be granted for residential and commercial development on Section 5 Campbell until such time as off-site landscape works on Anzac Park East and Anzac Parade have been completed.

Section 5

Particular attention shall be given to the building form/façade at the corner of Anzac Parade East and Constitution Avenue. The design of buildings should be articulated using a variety of massing; solids and voids; and materials and colours to ameliorate any impacts on the adjacent National and Commonwealth Heritage listed places.

Buildings should not intrude on the public appreciation of the eastern handle of the New Zealand Memorial as the gateway to the Memorial Parade or interrupt the symmetrical characteristics of the East and West portal buildings in framing the Parliament House Vista.

The architectural design of the buildings on Site C must be sympathetic to the heritage values of the adjacent National and Commonwealth Heritage listed places.

Lighting

The impact of outdoor lighting in proximity to Anzac Parade and the memorials shall be minimised.

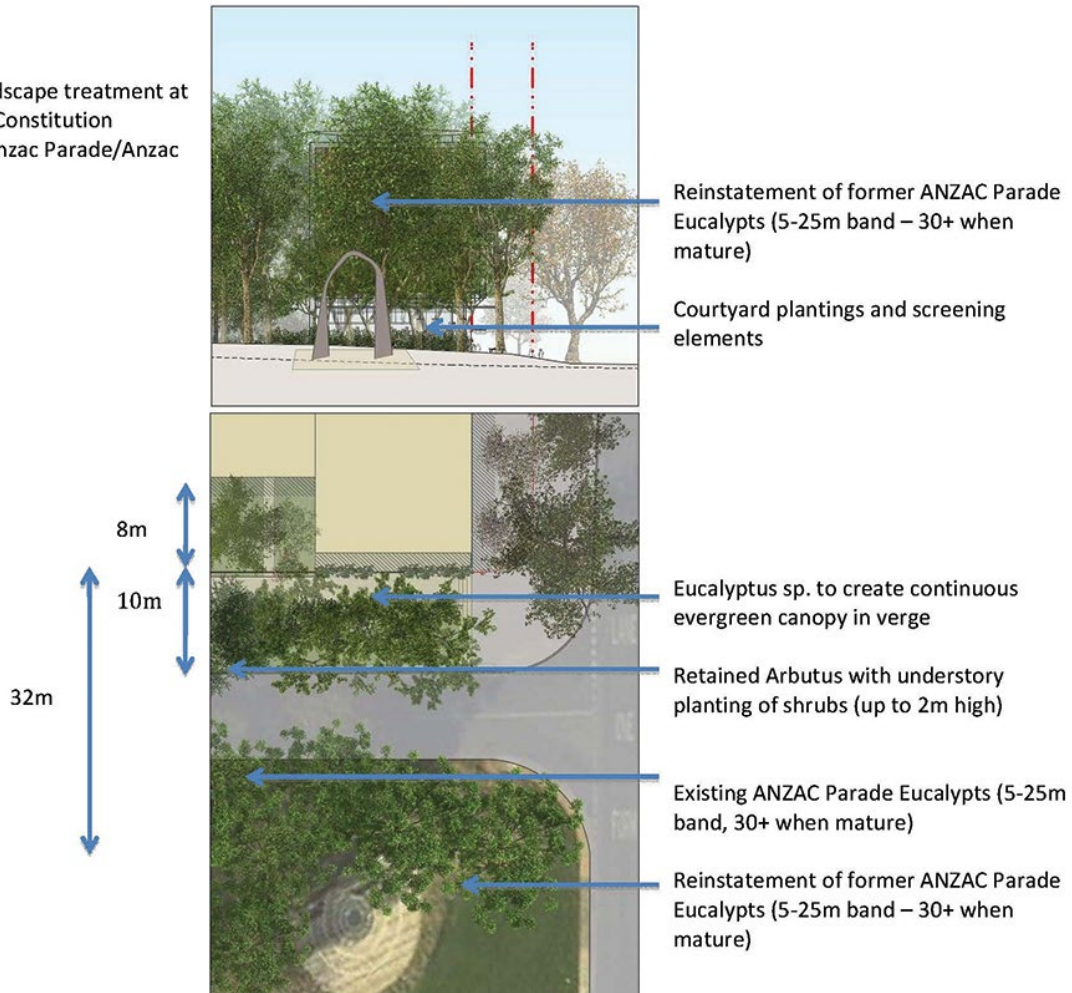
Heritage Management Plans for National and Commonwealth Heritage listed places shall be considered in developing external lighting designs. The colour and finish of light poles and other light fittings shall be sympathetic to the heritage values of the adjacent National and Commonwealth Heritage listed places.

New building façade lighting installations shall use full cutoff light fittings that are carefully integrated into the building's structure. External lighting to building entrances, window displays and

signage shall be restricted to assist in providing a dramatic backdrop. Consideration will be given to building lighting where it contributes to identity, legibility, silhouette, architectural expression, and façade articulation.

All street and footpath lighting is to be full cutoff.

Figure 6 – landscape treatment at the corner of Constitution Avenue and Anzac Parade/Anzac Park East

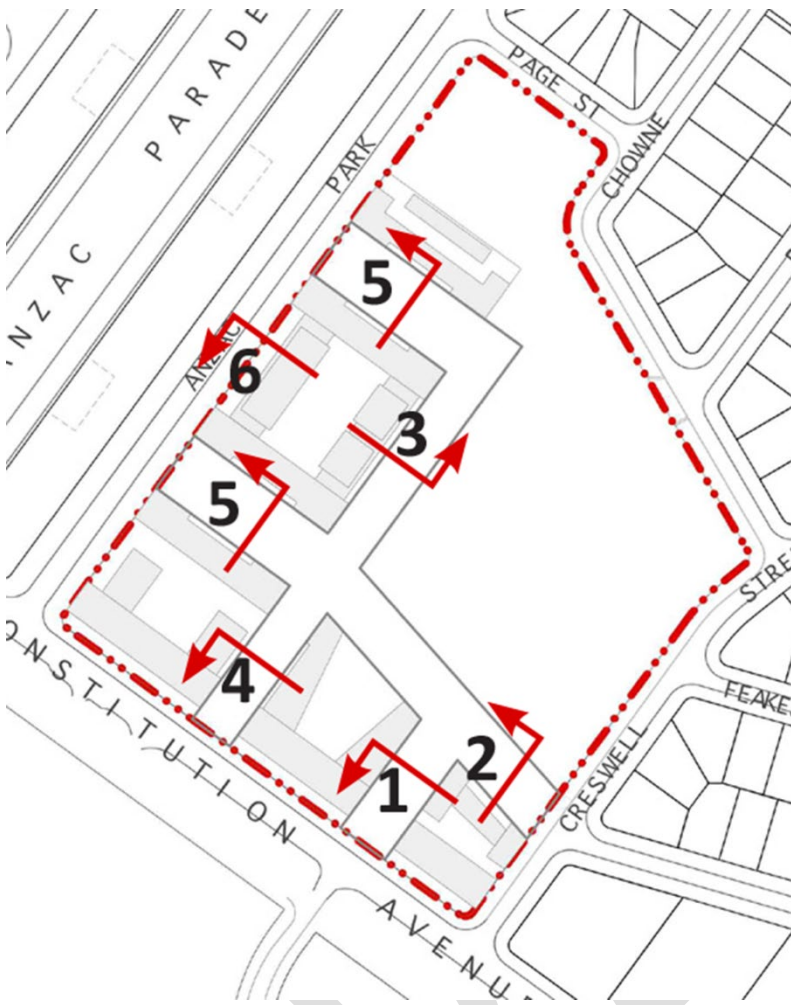


Landscape treatment at the corner of Constitution Avenue and Anzac Parade/Anzac Parade East

Indicative Development - Streetscape

The following indicative development streetscape sections are provided to illustrate the proposed relationship between public space, landscape and transport uses (see legend provided at Figure 7 for locations):

1. Wendouree Drive
2. Park Edge Street (Getting extension)
3. Park Edge Street (Chowne Street Alignment)
4. Shared-way (Chowne Street Alignment)
5. Streets adjoining Anzac Park East
6. Anzac Park East



Indicative Development - Streetscape

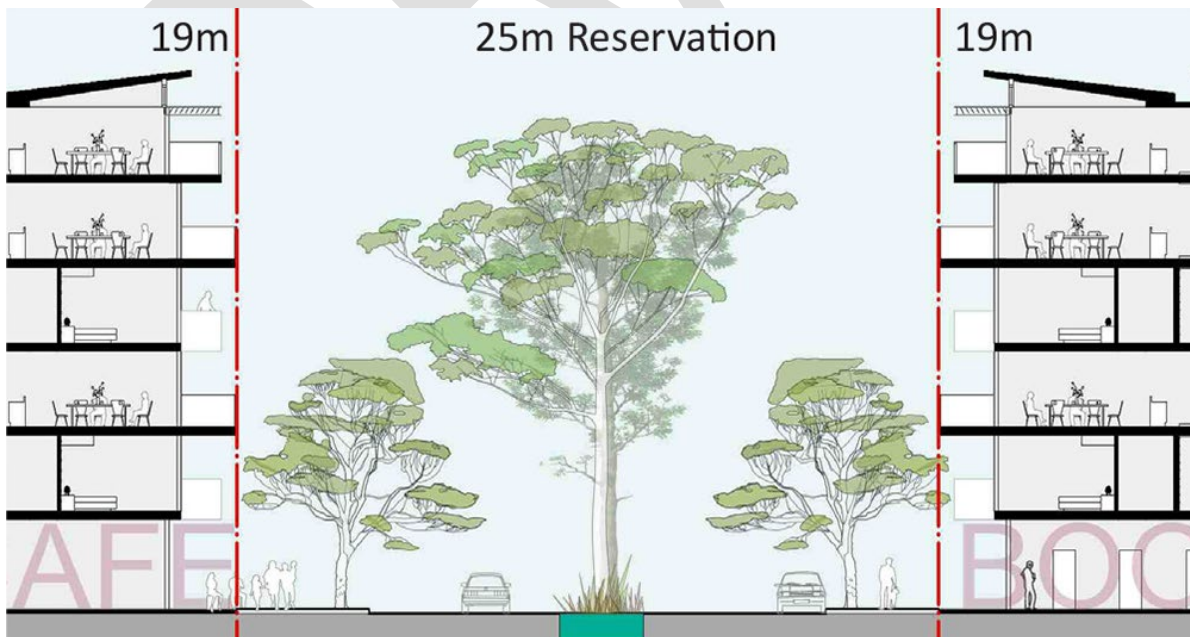


Figure 1: Wendouree Drive



Figure 2: Park Edge Street (Getting extension)

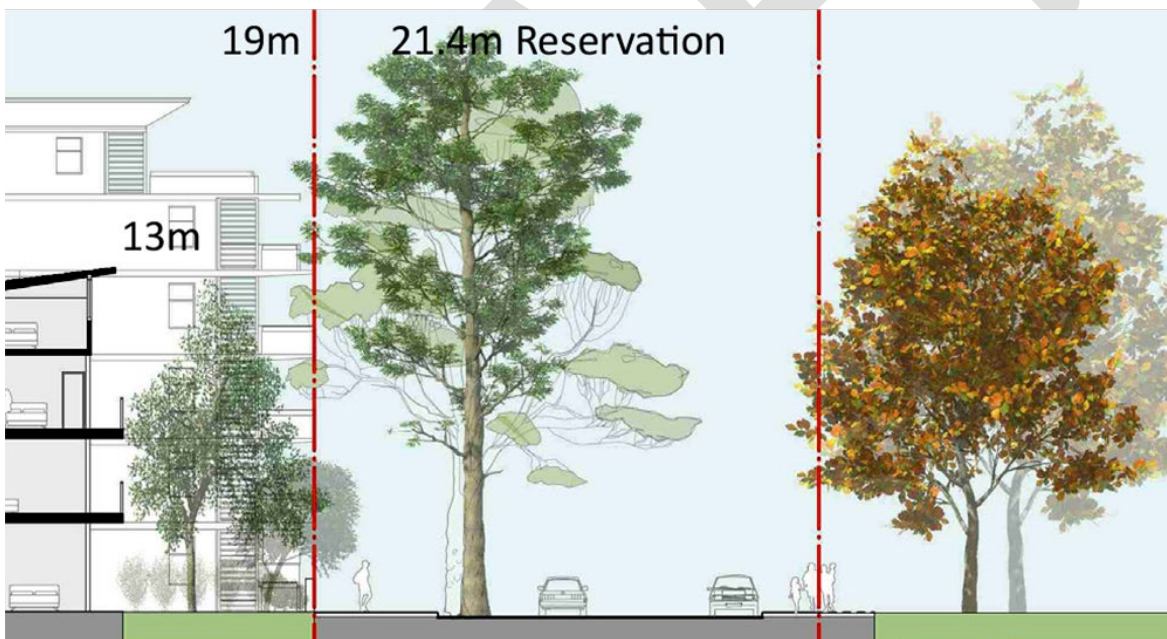


Figure 3: Park Edge Street (Chowne Street Alignment)



Figure 4: Shared-way (Chowne Street Alignment)

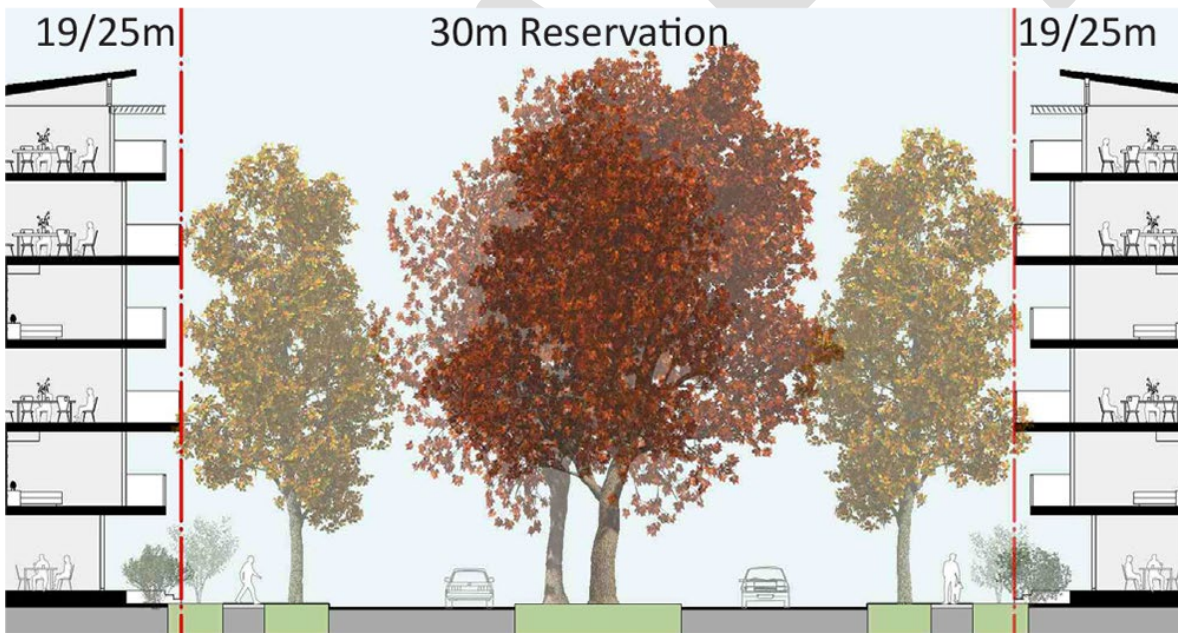


Figure 5: Streets adjoining Anzac Park East

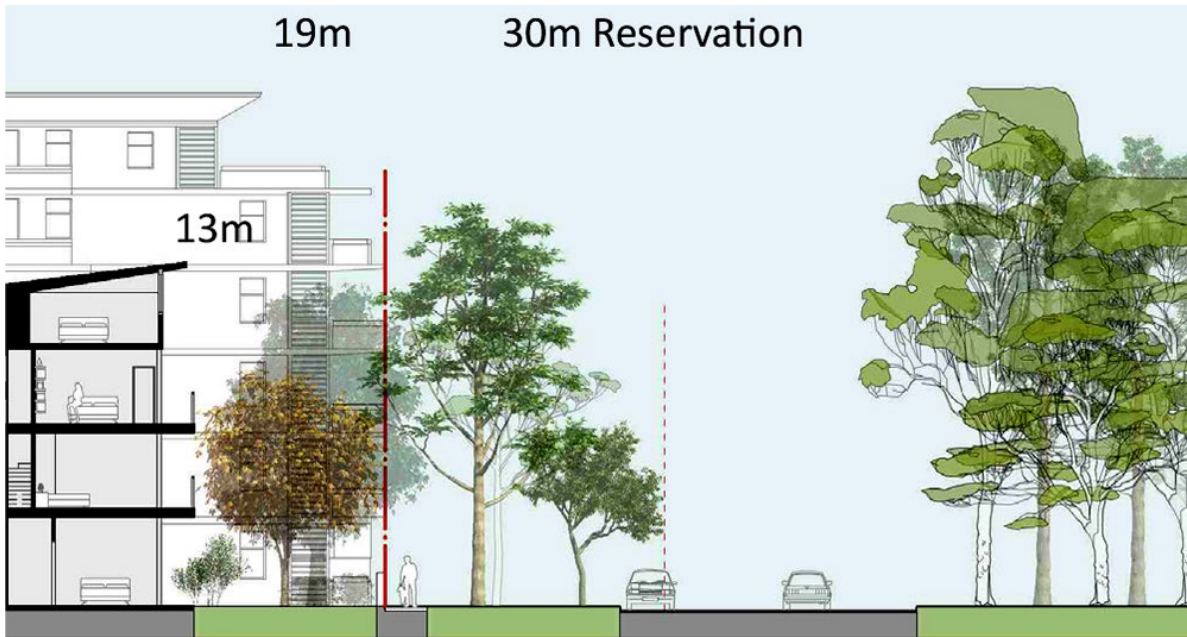


Figure 6: Anzac Park East



An artist's impression of Constitution Avenue



Indicative Development

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Appendix B National Capital Authority Constitution Avenue
Public Realm Handbook

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