



Australian Government  
National Capital Authority



**ACT**  
Government

# CITY AND GATEWAY URBAN DESIGN FRAMEWORK

COMMUNITY ENGAGEMENT REPORT - STAGE 2

DECEMBER 2018

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# EXECUTIVE SUMMARY

The ACT Government together with the National Capital Authority prepared the City and Gateway Urban Design Framework (the Framework) to set the long term strategic direction and provide strong planning and design principles for the city and gateway corridor.

The Framework sets out the principles for development and growth in the city centre and along the gateway corridor to achieve well designed buildings, urban infrastructure, public places and streets. It will guide future planning controls, development and urban renewal along the gateway corridor into the city centre, to enable more people to live and work close to sustainable transport options, services and infrastructure.

The first stage of community engagement for the City and Gateway project was undertaken by the ACT Government on the City and Gateway Urban Renewal Strategy Discussion Paper during 2015-16. A report on the key findings from Stage 1 community engagement can be viewed at [www.yoursay.act.gov.au](http://www.yoursay.act.gov.au).

The ACT Government through the Environment, Planning and Sustainable Development Directorate (EPSDD) then formally partnered with the Australian Government through the National Capital Authority (NCA) as both share planning responsibility for the city centre, Northbourne Avenue and Federal Highway corridor. Using feedback from the Stage 1 community engagement together with background studies and input from stakeholders and ACT Government agencies, the City and Gateway Draft Urban Design Framework was jointly developed by EPSDD and the NCA. This ensured the interests and expectations of both the Federal and ACT Government were reflected in the one policy document.

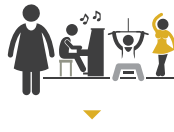
Stage 2 community engagement on the Draft Framework was jointly undertaken by the ACT Government and the NCA between 1 March and 6 May 2018. The purpose of this process was to provide information about the changes proposed for the city and gateway corridor and seek feedback from the community, key stakeholders and government agencies. This process involved a range of activities including seven 'Meet the Planners' sessions, individual written/emailed submissions, meetings with community groups, a community workshop, government interagency meetings, and presentations to key stakeholders. This report documents the key findings from these activities.

Key messages from the Stage 2 community engagement included:

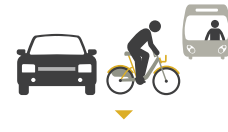
### STRONGLY SUPPORTED BY THE COMMUNITY



Design excellence in new buildings and public realm



Additional facilities and services to support growing population



Active travel improvements including access to services, facilities and light rail



A range of housing (medium density) options



Naturalising Sullivan's Creek



Ensuring good solar access to public spaces, existing and new buildings

### MIXED VIEWS



Building height increases



Urban villages at Macarthur and Dickson

### SOME CONCERNS



Poor design outcomes of new development



Increased traffic congestion, impacts on traffic flows and parking



Increases to building heights in Downer

Feedback from Stage 2 community engagement has been used to finalise the City and Gateway Urban Design Framework. The implementation of the Framework will require changes to planning provisions which apply to the corridor and city centre. This includes an Amendment to the National Capital Plan (NCP) by the NCA and Variations to the Territory Plan by EPSDD to give new planning controls statutory effect. There will be further opportunities for the community to provide feedback as part of community consultation on these changes to planning controls.



# INTRODUCTION

The ACT Government and the NCA jointly prepared the City and Gateway Draft Urban Design Framework (Draft Framework) which sets the long term strategic direction for the city and gateway corridor. It recognises the need to manage growth and guide urban renewal to allow more people to live and work close to sustainable transport options, services and infrastructure. The outcomes of extensive community and stakeholder engagement, background studies and analysis have been used to inform the final Framework.

The study area (**Map 1**) considered in the Draft Framework includes the city centre and the linear corridor roughly 1km east and west of Northbourne Avenue (the City and Gateway Corridor), extending from Lake Burley Griffin to the Federal Highway and up to the ACT border. The study area is characterised by a mix of residential, commercial, community and open spaces throughout the corridor.

While the study area boundary defines the scope of analysis for the Draft Framework, it is important to note that the transport and movement content takes into account the broader metropolitan context of Northern Canberra, including the peripheral arterial network of Gungahlin Drive and Majura Parkway.

During the development of the Draft Framework two stages of community engagement were undertaken. The first stage occurred between 2015 and 2016 and identified the issues, challenges and opportunities for the city and gateway corridor.

The second stage responded to the Draft Framework and this report presents the findings of the Stage 2 community engagement. It summarises the activities undertaken and key messages from the community and stakeholders which were used to finalise the Framework.



Map 1: Framework study area







## Community engagement approach

The Stage 2 community engagement process for the Draft Framework aimed to inform, consult and involve key stakeholders and the community at this important stage of the planning process.

NCA and EPSDD officers engaged with key stakeholders, community groups, residents and the broader community to ensure concerns and aspirations were understood for the development of the final version of the Framework. Engagement provided the community with an opportunity to meet with planners face-to-face to discuss issues and ideas and respond to the planning proposals in the Draft Framework. While all feedback was considered, it should be noted that consensus could not always be achieved and not all comments have been reflected within the final Framework.

All engagement activities reflect the ACT Government's policies and guidelines on community engagement and the NCA's Commitment to Community Engagement (August 2015).



## Community engagement objectives



















The objectives of community engagement on the Draft Framework were to:

- Receive feedback on the Draft Framework to inform preparation of the final Framework.
- Inform the public on the planning process and what the Framework can and cannot do.
- Inform the public on how the Framework will be implemented.
- Identify and consult with key stakeholders and residents of the city and corridor area.
- Provide an opportunity to consult broadly with the whole of Canberra community via online engagement techniques.

# COMMUNITY ENGAGEMENT ACTIVITIES STAGE 2











Community engagement in Stage 2 sought feedback on the Draft Framework which was released on 1 March 2018. The community engagement period was to finish on 27 April 2018, but at the request of the community and stakeholders it was extended until 6 May 2018. **Table 1** provides an overview of participation in the different engagement activities in Stage 2.

**Table 1:** Overview of Stage 2 community engagement activities

ENGAGEMENT ACTIVITIES	LOCATION	PARTICIPANTS
<b>‘MEET THE PLANNERS’ SESSIONS</b> Held at locations throughout the study area during March 2018.	<b>Dickson Shops</b>  02.03.18  3–6pm <b>Downer shops</b>  06.03.18  10am–1pm <b>Civic Square</b> (near the ACT Legislative Assembly)  09.03.18  11am–2pm <b>Lyneham Shops</b>  14.03.18  3–6pm <b>O’Connor Shops</b>  15.03.18  3–6pm <b>Ainslie Shops</b>  17.03.18  10am–1pm <b>City West</b> (Latin American Plaza)  22.03.18  11am–2pm	Over 180 people attended the various sessions to ask questions about the Draft Framework and provide their feedback. 163 comment sheets were completed.
<b>POSTCARDS</b> City and Gateway postcards contained a brief summary about the intent of the Draft Framework and details of how to provide feedback via the ‘YourSay’ website.	Postcards were handed out during the ‘Meet the Planners’ sessions, and provided to a number of cafes, shops and libraries within the study area for people to take home.  Available from 01.03.18	Approximately 1000 postcards were given out during the community engagement period
<b>YOUR SAY WEBSITE</b> <a href="http://www.yoursay.act.gov.au">www.yoursay.act.gov.au</a>	 Available from 01.03.18	 2481 downloads  2990 page views <sup>1</sup>

<sup>1</sup> the number of times a visitor (who is only counted once) has visited the page.



ENGAGEMENT ACTIVITIES	LOCATION	PARTICIPANTS
<b>BRIEFING TO THE DOWNER COMMUNITY ASSOCIATION (DCA)</b> EPSDD presented an overview of the Draft Framework at the March meeting of DCA.	<b>Downer Community Hall</b> Frencham Place, Downer  05.03.18  6pm	Approximately 20 people.
<b>KEY STAKEHOLDER BRIEFING</b> A briefing on the Draft Framework was provided by the NCA and EPSDD to participants who had previously been involved in workshops and discussions related to the Draft Framework.	<b>Griffin Centre</b> 20 Genge Street, Canberra City  19.03.18  4.30–6.30pm	Approximately 30 representatives from community and industry organisations.
<b>BRIEFING TO THE NORTH CANBERRA COMMUNITY COUNCIL (NCCC)</b> The NCA and EPSDD presented an overview of the Draft Framework at the March meeting of the NCCC.	<b>Downer Community Hall</b> Frencham Place, Downer  21.03.18	Approximately 25 people.
<b>DOWNER COMMUNITY WORKSHOP</b> The workshop was coordinated by a team of ten EPSDD and NCA planners who provided presentations and facilitated table discussions.	<b>Downer Community Hall</b> Frencham Place, Downer  09.04.18  6.30–8.30pm	Approximately 110 people.
<b>AECOM INDUSTRY INSIGHTS SPEAKER SERIES</b> The NCA and EPSDD presented an overview of the Draft Framework at the AECOM industry forum.	60 Marcus Clarke Street, Canberra  11.04.18  12.30–2pm	Approximately 40 people.
<b>WRITTEN SUBMISSIONS</b>	 01.03.18–06.04.18	144 submissions were received.

## Internet and social media

Engagement opened to the public on 1 March 2018. The City and Gateway project page on the EPSDD website provided users with links to the ACT Government's engagement tool 'YourSay'. The NCA's website also provided relevant information on the project and links to direct people to the YourSay website.

The 'YourSay' website included a document library with the Draft Framework and Stage 1 Community Engagement Report available for download. The website also provided information on the Draft Framework's key proposals, FAQ's, key messages heard from the Stage 1 engagement and next steps for the project. It also included the City and Gateway email address to send feedback on the Draft Framework.

Relevant links and social media contacts included:

- **ACT Government YourSay:** <https://www.yoursay.act.gov.au/city-and-gateway-draft-urban-design-framework>
- **EPSDD:** [https://www.planning.act.gov.au/topics/current\\_projects/planning\\_studies/City\\_and\\_Gateway\\_Urban\\_Renewal\\_Strategy](https://www.planning.act.gov.au/topics/current_projects/planning_studies/City_and_Gateway_Urban_Renewal_Strategy)
- **NCA:** <https://www.nca.gov.au/public-consultations>
- **Facebook:** <https://www.facebook.com/EnvironPlan> and <https://www.facebook.com/NCA.gov>
- **Twitter:** <https://twitter.com/EnvironPlan> and [https://twitter.com/nca\\_media](https://twitter.com/nca_media)
- **Email:** [CityGateway@act.gov.au](mailto:CityGateway@act.gov.au)







# COMMUNITY ENGAGEMENT OUTCOMES

The outcomes of Stages 1 and 2 of community engagement are summarised in this section. The key messages from Stage 2 engagement and the recommendations for the final Framework are outlined in Table 2.

Some comments may not be able to be resolved through the planning process and will require EPSDD and the NCA to discuss with the responsible ACT Government Directorates. Therefore, not all community feedback received throughout the process may be directly reflected in the final Framework.

## Outcomes from Stage 1 community engagement

During Stage 1 community engagement on the Draft Framework (then referred to as the City and Gateway Urban Renewal Strategy Discussion Paper) in 2015 and 2016, 107 people completed a survey and 21 made written submissions, 160 people attended 'Meet the Planners' sessions, 131 stakeholders participated in a series of community and industry workshops and 50 urban planning students provided their ideas on the project.

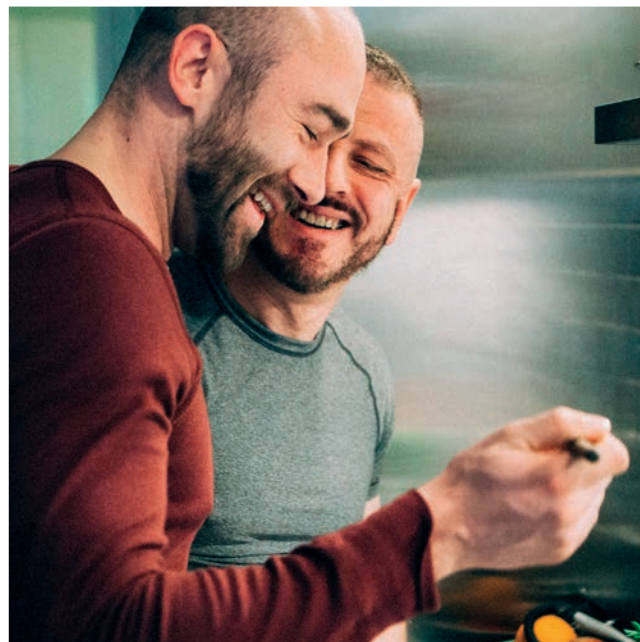
Key messages heard during the first stage of community engagement included:

- General support for improving the safety and convenience of walking and riding bicycles for people of all ages and abilities.
- General support for new development, if it is of high architectural quality and contributes positively to streets and public spaces—design excellence and innovation should be encouraged by the planning system.
- General support for returning Sullivans Creek to a more natural state and enhancing its recreational value.
- Mixed views about creating urban villages along the City and Gateway Corridor, with most people supportive and others unsure they could be transformed into high amenity places.
- Mixed views about Northbourne Plaza, with most people supportive of a pedestrian focus and high amenity environment for people and others concerned about the impact on traffic flows.



The development of the Draft Framework was informed by these stakeholder and community views and the following key directions were pursued in response to consistent messages from stakeholders and the community:

- A people-first approach to the planning and design of the Northbourne corridor, with priority for walking and cycling, good quality public spaces and social infrastructure to foster active and healthy communities.
- A placemaking approach to create public places and streets as people-friendly destinations with high amenity, supported by investment in the open space networks and urban parks.
- A city in nature approach ensuring development contributes positively to the area's landscape setting with most building heights sitting below the tree line of the urban forest.
- A planning and design framework guiding development to incentivise design quality and innovation in sustainability.
- A city and gateway movement network boosting the overall efficiency, effectiveness and safety for all travel uses, including walking, cycling, public transport and vehicles.





# Outcomes from Stage 2 of community engagement

Stage 2 community engagement for the city and gateway project was undertaken between 1 March and 6 May 2018. There were many consistent messages heard from the community in both stages of engagement. **Table 2** summarises the key messages heard from the community and key stakeholders during the Stage 2 engagement period.

**Table 2:** Key messages from Stage 2 engagement

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
BUILDING DESIGN	Design Excellence	<ul style="list-style-type: none"> <li>→ Very strong support was received for buildings and public realm that demonstrate design excellence.</li> </ul>	<p>The Framework identifies that changes to the Territory Plan and NCP are required to support the Framework's objectives. This includes the introduction of performance-based planning controls that promote high quality design while allowing innovative and context-specific design.</p> <p>The ACT Government and NCA are working in partnership with the ACT Government Architect to establish a city-wide design review panel process in the ACT. The National Capital Design Review Panel (NCDRP) will play a critical role in improving design quality for significant development proposals through the provision of expert and independent design advice to proponents and government decision makers.</p>
	Incentives and design review panel	<ul style="list-style-type: none"> <li>→ Approximately twenty six submissions supported high quality, innovative building designs for redevelopment along the corridor.</li> <li>→ Five submissions supported developer incentives or the appointment of a design review panel as a possible mechanism to achieve this.</li> <li>→ Support for high quality building design was also evident during discussions with those who attended the 'Meet the Planners' sessions.</li> </ul>	<p>Incentives are currently not being considered as the new performance-based planning controls within both the NCP and Territory Plan will require high quality design and improve built-form outcomes, while allowing innovative and context-specific design.</p> <p>The NCDRP will also assist to guide the larger scale development proposals.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
BUILDING DESIGN	Building design along Northbourne Avenue	<ul style="list-style-type: none"> <li>→ Strong support for a diversity of building types, heights and uses along Northbourne Avenue.</li> <li>→ A few people were concerned that long blocks of large apartment buildings would be constructed all the way along Northbourne Avenue which would create a 'wind-tunnel' effect.</li> </ul>	<p>Changes to the Territory Plan and NCP, including the introduction of performance-based planning controls will enhance the amenity of our city's buildings, streets and public spaces.</p> <p>New planning controls will specify a maximum building length to avoid excessively long buildings which limit cross-site permeability, block view corridors and disrupt pedestrian scaled neighbourhoods. Minimum building separation distances can also reduce the wind tunnel effect by creating space between buildings and improving amenity and landscape quality.</p>
	Diversity and choice	<ul style="list-style-type: none"> <li>→ Strong desire to see a range of housing types (especially medium density) and tenures in the city and corridor which cater for different needs, family configurations and ageing in place.</li> <li>→ Increased density in the corridor was supported in many submissions, provided it enabled housing diversity, is of a high standard and enables social inclusion.</li> <li>→ Strong desire for family friendly and affordable housing options to be located close to supportive infrastructure such as open space and community facilities.</li> <li>→ Desire to encourage owner occupiers.</li> </ul>	<p>The Framework includes information about housing and its role in creating and supporting housing diversity.</p> <p>The ACT Government is also developing specific initiatives which focus on encouraging and delivering housing diversity including the Housing Choices Policy, Collaboration Hub, and Demonstration Housing projects and the ACT Housing Strategy.</p>
HOUSING	Medium density housing options	<ul style="list-style-type: none"> <li>→ Concern that medium density housing options are lacking, with lots of demand but not enough supply of town houses and terraces.</li> <li>→ Nine submissions suggested medium density housing options should be encouraged in the corridor to provide greater choice for families, support ageing in place and downsizing.</li> <li>→ A number of submissions encouraged medium density housing options (the 'missing middle') as a way of increasing density in the corridor without having large apartment buildings.</li> </ul>	



THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
HOUSING	Apartments	<ul style="list-style-type: none"> <li>→ Concerns were raised about Canberra having an oversupply of apartments, especially small 1 and 2 bedroom units.</li> <li>→ Wide support for apartments to be different sizes and configurations to cater for a range of housing needs.</li> <li>→ Strong desire to see the quality of apartment construction to increase.</li> <li>→ A strong desire to see quality green space to be provided close to or within the apartment development.</li> <li>→ A few submissions asked that the opportunity to convert or repurpose existing buildings into apartments be explored.</li> </ul>	<p>New performance-based planning controls will require new developments to provide a mix of apartment types, sizes and layouts to cater for a diversity of households.</p> <p>The ACT Government is reviewing building standards to help make buildings more resilient to the climate and to reduce demand for energy and other resources.</p> <p>The new planning controls include provisions which support quality green space within developments. These provisions include deep soil zones to support the retention of healthy existing trees and new plant and tree growth; and minimum planting area requirements for communal open space and the total site area.</p> <p>The Framework encourages the adaptive reuse of older buildings, however this is ultimately at the discretion of the proponents.</p>
	Affordable, social and public housing	<ul style="list-style-type: none"> <li>→ Many submissions noted the reduction of public housing within the corridor and would like to see adequate replacement of social, affordable and public housing in the same area.</li> <li>→ Desire to see targets for affordable housing to be set and supportive infrastructure provided nearby.</li> <li>→ A number of suggestions to only allow building height increases within the corridor if the development provides a component of affordable housing and community facilities.</li> </ul>	<p>ACT Government initiatives such as the ACT Housing Strategy (2018), introduce targets for affordable housing to facilitate the provision of social, affordable and diverse housing types in the ACT.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
ACCESS AND MOVEMENT	Active Travel	<ul style="list-style-type: none"> <li>→ There was strong support for active travel improvements and a pedestrian first approach.</li> <li>→ Many concerns about pedestrian and cyclist safety were raised. In particular there were suggestions to separate pedestrians from cyclists, or separate pedestrians and cyclists from vehicles.</li> <li>→ Strong support for implementing the Garden City Cycle Route.</li> <li>→ The quality and current condition of pathways was a key concern for many respondents. A number of submissions noted the importance of using durable material when constructing pathways, and ensuring regular maintenance of the paths is undertaken to make walking and cycling a safe and more attractive means of travel.</li> <li>→ A strong desire for improvements to active travel (walking and cycling) infrastructure throughout the corridor and surrounds suburbs. For example there were many suggestions from Downer residents to improve connections for residents to be able to walk and cycle to light rail stops, local parks, schools and shops.</li> </ul>	<p>The intended cycle and pedestrian path improvements to Northbourne Avenue are described in the Framework. Examples include widening pedestrian paths and identification of protected cycleways.</p> <p>The Garden City Cycle Route has been extended to North Watson.</p> <p>Additional active travel connections have been identified and the extent of the active travel network increased.</p>
	Parking	<ul style="list-style-type: none"> <li>→ Concerns were raised about increased parking on local streets and overspill of resident and visitor parking from units.</li> <li>→ To prevent parking problems in existing neighbourhoods, some respondents suggested restricting development to low density options and preventing new apartment buildings.</li> <li>→ A variety of views were received about parking provision for multi-unit developments. Some people wanted to see higher provision rates, while others wanted lower rates.</li> <li>→ Some respondents wanted to see ample parking provision in West Basin to ensure convenient vehicle access.</li> </ul>	<p>For all new residential, mixed use and commercial development any required visitor parking will need to be provided on-site.</p> <p>EPSDD is developing a parking strategy for the city centre and reviewing the parking provision rates set out in the Territory Plan.</p> <p>Public parking and access will be considered as the detailed planning for West Basin progresses. The NCA is responsible for approving works within the West Basin Precinct, and individual proposals will need to comply with the NCA's requirements for parking.</p> <p>Parking generated by a proposal, as well as visitor parking, will need to be accommodated on individual sites.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
ACCESS AND MOVEMENT	Accessibility	<ul style="list-style-type: none"> <li>→ There was strong support for improving east-west active travel connections and adding more mid-block crossings to Northbourne Avenue to address the difficulty and delays in crossing east to west.</li> <li>→ A variety of views were received about limiting porte-cocheres and driveways on Northbourne Avenue. There was some support for porte cocheres and driveways on Northbourne to be limited to make it safer for pedestrians and cyclists traveling along the adjacent pathways.</li> <li>→ There were also some submissions concerned with the potential impact on possible future site uses (such as hotels) which may require direct access, and on traffic in rear streets along the corridor.</li> </ul>	<p>The Framework recognises the importance of mid-block links particularly at nodes, transit stations and through large development sites.</p> <p>The Framework articulates the desired access management arrangement including the identification of locations where no new direct vehicular access will be permitted and where limited direct access will be considered, for example for hotel use. The design criteria in the Framework is intended to allow for additional landscaping and to improve conditions for pedestrians and cyclists by reducing the dominance of vehicular driveways, basement access and verge crossovers.</p>
	Public transport	<ul style="list-style-type: none"> <li>→ Of the submissions that mentioned public transport issues, four wanted to see buses well-connected to light rail services, and ensure that the inner north is well-served by buses outside of the light rail corridor.</li> <li>→ Strong desire to ensure that public transport services are frequent, reliable and within walkable distance to discourage car use.</li> <li>→ Of the public transport related submissions, three indicated support for increased density in the corridor to facilitate increased public transport use.</li> <li>→ Better facilities at public transport stops like shelter and toilets were requested by some respondents.</li> </ul>	<p>The Framework seeks to provide a safe, reliable, efficient and modern public transport network.</p> <p>Information about recent bus and light rail network planning, including opportunities for integration, has been included in the Framework.</p>



THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
ACCESS AND MOVEMENT	Traffic	<ul style="list-style-type: none"> <li>→ A variety of views were received in regard to reducing Northbourne Avenue to two lanes.</li> <li>→ Approximately six submissions and two people at 'Meet the Planners' sessions were supportive of the reduction to two lanes, citing the benefits to pedestrians, cyclists and the landscape quality of Northbourne Avenue.</li> <li>→ Approximately twenty one submissions and four people at 'Meet the Planners sessions' were not supportive of a reduction to two lanes on Northbourne Avenue.</li> <li>→ For submissions that were not supportive, four submissions wanted to see additional detailed traffic modelling undertaken to assess the reduction of lanes. The other submissions expressed concern about the potential congestion of Northbourne Avenue if it were to accommodate less vehicles in the future, based on current vehicle volumes and future growth in resident population, despite public transport improvements.</li> <li>→ Concerns were raised about the increased use of residential streets (especially in the inner north) by traffic rat running to avoid congestion on Northbourne Avenue.</li> <li>→ Northbourne Avenue is seen by many as a main traffic route linking north and south Canberra. A number of submissions queried the insufficiency of evidence to support the viability (and suitability) of alternative routes to Northbourne Avenue providing this north south connectivity.</li> <li>→ Some respondents wanted to see improved east-west vehicular connectivity across Northbourne Avenue.</li> <li>→ Suggestions to improve the local environment included reducing traffic speed limits and local street traffic speed management at specific locations.</li> </ul>	<p>The ACT Government and NCA acknowledge community concerns about congestion in the corridor and the value of Northbourne Avenue as a critical part of the transport network. References to the reduction of Northbourne Avenue to two lanes have been removed from the Framework.</p> <p>Should this arrangement be pursued in the future (for either part or the full length of the road), detailed transport, planning and design analysis and community consultation will guide decision-making.</p> <p>Changes to the strategic transport network, including implications for the wider road network are outlined in the Access and Movement chapter of the Framework.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
ACCESS AND MOVEMENT	Infrastructure	<ul style="list-style-type: none"> <li>→ Some respondents wanted more detailed planning information that outlined the proposed infrastructure upgrades required to support new development in the corridor.</li> <li>→ Wide support for upgrades to streetscapes and public spaces.</li> </ul>	<p>The Framework outlines a Movement and Place approach (p50) to transport and road projects that will be adopted by the ACT Government (through Transport Canberra and City Services).</p> <p>The Movement and Place approach applied to implementation projects in the City and Gateway corridor will clarify the policy intent to reduce through traffic, improve access to public transport and appropriately balance users' needs to deliver a transformation of Northbourne Avenue.</p>
	Connectivity and access to social/ community facilities	<ul style="list-style-type: none"> <li>→ Strong desire to ensure adequate pathways and links to facilities and services be provided throughout the city and corridor.</li> <li>→ Providing connections for pedestrian and cyclists to easily move through the city and corridor was seen as important to stimulate and support economics of the city.</li> <li>→ Some respondents noted the need for upgrades to community facilities in specific suburbs such as Watson, where improvements to local playgrounds, providing public toilets and the creation of a 'destination park' in the suburb for use by locals and visitors travelling into Canberra were suggested.</li> </ul>	<p>The Framework includes additional information and objectives that outline how social infrastructure is planned for and provided.</p>
SOCIAL INFRASTRUCTURE	Building a sense of community	<ul style="list-style-type: none"> <li>→ A strong desire was expressed to increase the number of social services and community facilities within the city and corridor to cater for the existing and future residents.</li> <li>→ The importance of providing community facilities and programs and the positive impact this can have on people's health, building a sense community, and attracting social activity and vibrancy was noted in a number of submissions.</li> </ul>	<p>The Framework includes further information and objectives aimed at raising the profile of social infrastructure to recognise the importance community submissions have placed on supporting social infrastructure.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
SUSTAINABILITY	Climate Change	<ul style="list-style-type: none"> <li>→ Support for the vision of a net zero emissions city.</li> <li>→ Desire to see stronger links in the Framework to the ACT Government's wider sustainability strategies and initiatives, which could also include specific targets and performance indicators.</li> </ul>	The City Renewal Authority (CRA) Sustainability Strategy (2018) will deliver sustainability initiatives in the city centre, informed by the ACT Climate Change Adaptation Strategy (2016). Sustainability targets within the strategy will be referenced by CRA and other agencies through a range of mechanisms such as the development application process, relevant Territory Plan Precinct Codes and the National Capital Design Review Panel.
	Environmental design	<ul style="list-style-type: none"> <li>→ Several people were concerned that the Framework did not include detailed environmental design measures to address issues such as run-off, the heat-island effect and wind-tunnelling.</li> </ul>	Location specific planning controls will be included in the relevant Territory Plan Precinct Codes to support the Framework's objectives to implement Water Sensitive Urban Design, mitigate the heat-island effect and create a high-amenity public realm.
OPEN SPACE	Green Space	<ul style="list-style-type: none"> <li>→ Many people placed a high value on green space within the city and corridor for its recreational and ecological value and because it is, and has historically been, a distinctive characteristic of Canberra.</li> <li>→ Some people consider the total area of green space in the city and gateway corridor to be important, while others place more value on how well green space is maintained, the recreational facilities provided within it and how many people use it.</li> <li>→ Some concern that no new sports fields or parks (aside from pocket parks) are proposed in the Framework that would cater for an increase in population in the city and gateway corridor.</li> </ul>	The Better Places and Streets chapter of the Framework sets out a strategy to deliver accessible, high-quality, well-maintained open space. This approach reflects contemporary research which demonstrates that convenient access to high quality open space is critical to supporting the physical, psychological and social wellbeing of people living in dense urban environments. Some consolidation of existing open space, as part of a 'quality over quantity' approach, may be required to ensure sustainable delivery and maintenance.
	Sullivans Creek	<ul style="list-style-type: none"> <li>→ Wide support for naturalising Sullivans Creek and increasing the ecological and recreational value of green space along the creek corridor.</li> </ul>	Noted.



THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
BUILDING HEIGHT	Maximum heights	<ul style="list-style-type: none"> <li>→ A variety of views were received concerning proposed building heights for the corridor.</li> <li>→ Approximately nineteen submissions and nineteen people at 'Meet the Planners' sessions expressed concerns about the proposed increases to building heights along the corridor.</li> <li>→ Approximately twenty written submissions and eighteen people at 'Meet the Planners' sessions expressed support for proposed building height increases in the corridor. This included submissions that requested greater increases to building heights than the maximum height limits proposed through the draft Framework.</li> <li>→ Those who were not supportive of increases to building heights communicated concerns for a range of aesthetic, environmental and social reasons. A key concern was that tall buildings might overshadow smaller buildings and public space.</li> <li>→ For those supportive of increasing building height limits, a key reason was a desire for increased social activity in public and commercial spaces.</li> </ul>	<p>The Framework takes a strategic approach to building height increases and endorses a 'planning for people-first' approach.</p> <p>Human scale, pedestrian priority, active travel and public transport use are key priorities, as is the provision of social and cultural infrastructure to support healthy and sustainable communities.</p> <p>The new performance-based planning controls will contain provisions for orientation and building separation distances to ensure that overshadowing of adjacent properties is minimised.</p>
	Population Density	<ul style="list-style-type: none"> <li>→ A variety of views were received in regard to increasing population density. Some people were very supportive of greater density close to light-rail stations, others were concerned that increases in existing suburbs would change their character, and some people were supportive of increasing population density but not of increasing building heights.</li> <li>→ A few people were supportive of increasing building heights but not of increasing population density.</li> </ul>	<p>Some increase in population density will inevitably occur with an increase in permitted building heights. These increases are focussed at nodes and along the major public transport route of the Federal Highway and Northbourne and are in line with the ACT Government's broader urban renewal agenda of promoting good urban infill. Some of the benefits of urban renewal and increases in population density close to public transit corridors include creating sustainable, compact and liveable neighbourhoods, limiting the direct and indirect costs of the city's footprint (economic, social and environmental cost) and capitalising on existing physical and social infrastructure.</p> <p>The Territory Plan contains objectives for each zone, as well as a desired character statement for each suburb and any redevelopment must be consistent with these requirements.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
BUILDING HEIGHT	RL617	<ul style="list-style-type: none"> <li>→ Several people asked for an explanation of what RL617 meant and why it was important.</li> <li>→ Some respondents wanted to better understand the justification for using RL617 as a height limit and for the allowance of +10% to the 25 metre building height.</li> </ul>	<p>An explanation of RL617 has been included in the glossary section of the Framework.</p> <p>The Framework replaces the 25 metres + 10 per cent that was proposed through the draft Framework with 27.5 metres along Northbourne Avenue between the city centre and Antill Street.</p> <p>This approach provides greater clarity about maximum building heights.</p>
	Downer	<ul style="list-style-type: none"> <li>→ Approximately forty submissions expressed concern about the specific proposal to increase building height limits to 18 metres for blocks in Downer fronting the Federal Highway and Northbourne Avenue, and/ or the inclusion of a 22 metre marker building in Downer on the corner of the Federal Highway and Phillip Avenue.</li> <li>→ Thirteen submissions were supportive of an increase in building height up to 12 metres (three stories) for blocks in Downer fronting Northbourne Avenue and the Federal Highway.</li> <li>→ At the Downer Community Workshop (April 2018) the majority of participants raised concerns about the proposed increase of building heights in Downer to 18 metres. However support was expressed for building height limits of up to 10 – 12 metres (3 storeys) for blocks fronting the Federal Highway and Northbourne Avenue.</li> <li>→ For those opposed to increasing height limits, a key concern was that taller buildings would change the character of Downer, increase traffic on residential streets and reduce solar access for existing residents.</li> <li>→ There was less support for buildings above 3 to 4 stories due to concerns about overshadowing, solar access, and increases to local traffic.</li> </ul>	<p>The 22 metre building height at the intersection of the Federal Highway and Phillip Avenue, as proposed in the draft Framework, has been removed.</p> <p>In response to community concerns about increased building heights along the corridor on the Downer side of the corridor, heights have been changed to provide a more sensitive transition to the existing suburban context.</p> <p>Blocks fronting onto Banfield Street, Atherton Street, Bull Street, Blacket Street and Antill Street have been reduced from 18 to 12 metres. The blocks fronting Panton Street and Northbourne Avenue will remain at 18 metres.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
SOLAR ACCESS	N/A	<ul style="list-style-type: none"> <li>→ Many people said it was important that all new and existing dwellings and public spaces have good solar access.</li> <li>→ Some people were concerned that where a new development is proposed, permitting a 20% reduction in solar access to neighbouring properties would preclude this.</li> </ul>	<p>The new performance-based planning controls will contain provisions that mandate sunlight to living spaces and private open space, and the extent of solar access to communal open space in mid-winter.</p> <p>The new performance-based planning controls will also contain provisions for orientation and building separation distances to ensure that overshadowing of adjacent properties is minimised.</p>
HERITAGE	N/A	<ul style="list-style-type: none"> <li>→ Some concern that the Framework does not include enough heritage content.</li> <li>→ Desire to retain and respect heritage in the city and gateway corridor including aboriginal heritage, 'Garden City' values, and Griffin's plan.</li> <li>→ A few people raised specific concerns about the 'possible wetland locations' shown inside heritage-listed Haig Park.</li> </ul>	<p>Additional content has been added to the Framework which notes the importance of retaining the heritage values of the corridor and provides information about sites of heritage significance, the ACT Heritage Register and the role of the ACT Heritage Council.</p> <p>Further work on the potential location of the wetlands has been undertaken as part of the CRA's Haig Park Place Plan. As a result, two of the three possible wetland locations in Haig Park have been removed from consideration. The remaining location is a potential long term improvement that will be considered in more detail as part of the Haig Park Place Plan project.</p>
ACTIVE FRONTAGE	N/A	<ul style="list-style-type: none"> <li>→ General support for active building edges and verges, with many people supportive of ground-floor retail and commercial activity along Northbourne Avenue.</li> <li>→ A few people were concerned that new development might not attract more people to work in or visit the area.</li> </ul>	<p>The Framework identifies the need for a program of public realm upgrades to activate priority public spaces and key pedestrian routes such as Garema Place and City Walk, and create a sense of journey between key destinations such as Northbourne Plaza, the City Hill precinct and the ANU.</p> <p>The new performance-based planning controls will provide location-specific requirements for the design of building frontages to support the desired the desired level of activation and contribute to attractive, people oriented streets.</p>



THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
CITY IN NATURE	N/A	<ul style="list-style-type: none"> <li>→ Broad support for retaining a ‘city in nature’ ideal for the corridor with future development to be set behind trees and landscaping or green space to soften the buildings (referred to in some submissions as ‘Bush Capital’ and ‘Garden City’ principles).</li> <li>→ Some people were concerned that changing planning controls might threaten the landscape quality of the city and gateway area, particularly in Downer.</li> </ul>	The new performance-based planning controls will specify requirements for soft landscaping in setback zones and on site to ensure that high quality landscaping is provided as part of new developments.
	Timeframe for implementation	<ul style="list-style-type: none"> <li>→ Mixed views about the timeframe for changing planning controls, with some people supportive of swift change if it provides residents with greater clarity and certainty and others in favour of slow and incremental change.</li> <li>→ General support for an indicative timeframe/s for the implementation of the Framework and changes to planning controls to be provided in the final Framework.</li> </ul>	<p>Noted.</p> <p>The ACT Government and NCA Board endorsed the Framework in October and November 2018 respectively. It is anticipated that the draft amendment to the NCP by the NCA and a draft variation to the Territory Plan by EPSDD will be released for public consultation in early 2019.</p>
DEVELOPMENT	Community benefit	<ul style="list-style-type: none"> <li>→ A variety of views were received about the community benefits of future development, with some support for new facilities and business opportunities and others concerned about potential noise and overshadowing.</li> </ul>	<p>The Framework responds to the drivers of urban renewal, investment in light rail and population growth which are stimulating growth and transformation in the inner north by setting the policy context to ensure that broader urban renewal and community benefits are achieved. This includes new business and lifestyle opportunities. The Framework integrates existing government initiatives with long-term growth management, city shaping strategies and capitalises on the investment in Light Rail Stage 1.</p> <p>The new performance-based planning controls will specify requirements for noise and acoustic privacy, building separation and orientation to ensure that noise transfer and overshadowing are minimised.</p>

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
DEVELOPMENT	Land acquisition	→ A few people were concerned that the ACT Government might be planning to buy-back or acquire residential blocks in Downer.	There are no plans for government buy-backs or land acquisition in Downer.
	Wider Strategic Context	→ A few people were unsure about how the Framework fits within the wider strategic context of planning in Canberra and the work of the City Renewal Authority.	<p>The Framework sets the policy context to support the delivery and implementation of a number of key government policies and initiatives. This includes the NCP's Statement of Planning Principles and principles concerning urban intensification, urban design and infrastructure, the ACT Planning Strategy, The City Plan and the Minister for Planning and Land Management's Statement of Planning intent.</p> <p>The City Renewal Authority, along with other ACT Government directorates, will be implementing the policy direction of the Framework.</p>
URBAN VILLAGES	Community	<p>→ The term 'urban village' as a description for places of focused development at major light rail stops created some confusion.</p> <p>→ Concern was particularly raised that the sense of community synonymous with a 'village' might not be achieved at Macarthur without unifying the four corners of the Macarthur-Wakefield-Northbourne intersection.</p>	The term 'urban village' has been replaced with 'node' as it better represents the intention for these two locations to become higher density, mixed use (residential, retail, employment and community) areas in close proximity to key light rail stations.
	Public realm	→ General support for improving the public realm and creating a more people-friendly environment at the two proposed Urban Village sites.	Noted.
	Commercial	→ Some people thought that there should only be one urban village suggesting that allowing additional retail uses may undermine existing local commercial activity, especially in the Dickson group centre.	Economic analysis has been undertaken to consider the wider impacts of additional retail and commercial facilities. This work identified sufficient capacity to accommodate additional retail uses in multiple locations without compromising existing centres.
PUBLIC SPACE	N/A	→ Most submissions that contained comments about public space focussed on open space or green space. However, several people noted that streets are important public spaces and supported measures to improve the public realm along Northbourne Avenue.	The Framework acknowledges this by focusing on better places and active streets.

THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
NORTHBOURNE PLAZA	N/A	<ul style="list-style-type: none"> <li>→ People were generally supportive of the vision for a people-friendly Northbourne Plaza.</li> <li>→ A few people had concerns about reducing traffic lanes, while others wanted the plaza to be pedestrianised completely.</li> </ul>	<p>The Framework outlines the intent to transform Northbourne Plaza by widening the verges along the Avenue to increase the space available for pedestrian activity.</p> <p>These improvements can be made without reducing the width of the existing medium and with three lanes each way for vehicles.</p> <p>The completed plaza will feature new street trees and plantings, furniture, paving, lighting and public art, creating an attractive setting for this important civic, gateway and transit location.</p> <p>The improvements will reflect the ‘people first’ focus for this priority space, which connects the city centre’s eastern and western activity zones.</p>
	N/A	<ul style="list-style-type: none"> <li>→ A few people suggested including an index and a glossary to make the Framework easier to read and more accessible.</li> </ul>	A glossary has been added to the Framework
REPORT STRUCTURE	City Centre	<ul style="list-style-type: none"> <li>→ Suggestions to elevate rightful prominence of the city centre through making content more detailed and explicit in the Framework.</li> </ul>	<p>Additional information about the city centre has been added to emphasise its importance. The content utilises a place-based approach and draws on six principles to guide the future of five city centre precincts.</p> <p>The precincts are identified on the basis of the existing uses and attributes that set them apart, as well as aspirations to guide future planning and development.</p>
	N/A	<ul style="list-style-type: none"> <li>→ General support for the ACT Government’s initiative to develop an Urban Design Framework for the City and Gateway Corridor and for the particular vision it sets out.</li> </ul>	Noted
REPORT GENERAL	Implementation	<ul style="list-style-type: none"> <li>→ A few people asked for details or a timeline with indicative dates about implementation to be included in the Framework, suggesting that this would give them more confidence that the Framework’s vision can be delivered.</li> </ul>	<p>Changes to the Territory Plan and the NCP are required to give effect to the Framework’s objectives and directions.</p> <p>Is it anticipated that the draft amendment to the NCP by the NCA and a draft variation to the Territory Plan by EPSDD will be released for public consultation in early 2019.</p> <p>Implementation of the capital works will be considered in future ACT budgets.</p>



THEME	SUB-THEME	SUMMARY	RECOMMENDATIONS
REPORT GENERAL	Benefits for Developers	→ A few people were concerned that private developers will unduly benefit from future development in the city and gateway area.	<p>The Lease Variation Charge (LVC) is levied on any increases in the market value of land arising from an improvement in development rights contained in a Crown Lease purpose clause.</p> <p>The principle underlying the LVC is that the community should share the benefit from any increase in the value of the land arising from changes to the original Crown Lease granted by the government.</p>
	Study area extent	→ Some suggestions to consider Watson in the Framework, especially in regard to cycle and pedestrian connections within the suburb being shown on maps. For example, extending the Garden City Cycle Route, north through Watson to Antill Street.	Cycle and pedestrian connections through Watson have been added.
	Future land use changes	→ A few submissions sought to clarify a statement on p.22 that referred to investigating and determining appropriate land use zoning and built form controls for Watson and Downer in the longer term. In particular, people wanted to know what changes to planning controls might occur for these areas and when.	The Framework notes that changes to planning controls will be proposed for sites adjacent to Northbourne Avenue and the Federal Highway, including the Kamberra Winery, Yowani Country Club and some blocks in Downer. The proposed changes include rezoning to allow residential development at the Yowani and Kamberra Winery sites and some increases to building heights in Downer. These will be reflected in the NCP amendment and Territory Plan variations.
CONSULTATION	N/A	<p>→ Some concern about the engagement process not being long enough.</p> <p>→ A few people supportive of how engagement was run.</p> <p>→ Some people were unsure about how their responses would inform the final Framework and if community feedback would be made public.</p>	<p>The community engagement process was consistent with ACT Government requirements for community engagement.</p> <p>This report provides further information about how the Framework responds to what was heard.</p>

# NEXT STAGE

All comments and submissions received from the community, stakeholders and government agencies were analysed and considered in the development of the final City and Gateway Urban Design Framework.

Implementation of the final Framework requires changes to planning provisions which apply to the corridor and city centre. This includes an amendment to the NCP and new development control plans by the NCA and variations to the Territory Plan by EPSDD to give any new planning controls statutory effect. These processes will involve further opportunities for the community to provide input in relation to more detailed planning and design controls and is anticipated to occur towards the end of 2018.

# SUBMISSIONS RECEIVED

Where permitted, by respondents, all submissions received during Stage 2 engagement can be viewed at the City and Gateway [‘YourSay’](#).





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