

# State Circle Developments

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SUBMISSION .....7.....

21 June 2002

The Secretary  
Joint Standing Committee on the National Capital and External Territories  
Parliament House  
CANBERRA ACT 2600

**Re: Inquiry into Draft Amendment 39 National Capital Plan**

Attached is a submission to the Standing Committee in relation to the subject Inquiry.

The submission brings attention to the deficiencies evident in the revised Draft Amendment of 15 April 2002 and demonstrates that the development potential of the significant precinct has been reduced to dual occupancy residences. The point is made that such an outcome would be inconsistent with the national significance of the site and Walter Burley Griffin's Plan for the Major Avenues.

In our submission, we draw attention to the history of the Draft Amendment. Specifically, we cite the prior commitment regarding potential block amalgamation to permit medium density housing which was given to residents by the NCA following the conduct of the Parliamentary Zone Review Advisory Panel in 1999. We take the view that residents were entitled to rely on these commitments. However, we note that the proposed Draft Amendment represents a substantial departure from the NCA's stated intentions, and unfortunately arises after several residents have committed their future plans based on the pronouncements of the Authority.

In its current form the Draft Amendment with its prescriptive guidelines represents a substantial departure from existing NCA policies that are generally performance-based so as to obtain excellence in design outcome. More importantly, we maintain the proposed guidelines will deliver the least desirable urban outcomes. Consequently, the submission recommends the adoption of three minor proposals that will ensure future development is consistent with the national significance of the precinct and existing practice of the Authority that enhances high quality sustainable design.

We look forward to the opportunity to attend and participate at the scheduled Public Hearing on 21 June 2002.

Yours sincerely



Richard Drummond

For and on behalf of the Directors of RJ & BD Pty Limited



**SUBMISSION TO  
THE JOINT STANDING COMMITTEE  
ON THE  
NATIONAL CAPITAL AND EXTERNAL TERRITORIES**

**NATIONAL CAPITAL PLAN**

**INQUIRY INTO**

**DRAFT AMENDMENT 39  
Deakin/Forrest Residential Area**

**JUNE 2002**

## **1. EXECUTIVE SUMMARY**

Draft Amendment 39 proposed by the National Capital Authority is deficient in a number of respects and if introduced in its present form will result in inferior planning and design outcomes that will diminish the significance of this very important precinct close to Parliament House.

- The proposed Draft Amendment will only promote the further development of dual occupancy residential dwellings on State Circle and other blocks in the precinct.
- The proposed Draft Amendment provides no incentive for the current landowners to upgrade their residential dwellings.
- Future development within this precinct should be undertaken in the overall context of State Circle and its setting as a backdrop to Parliament House.

The Standing Committee is urged to recommend the establishment of a suite of planning guidelines for the precinct that:

- Set performance based guidelines not prescriptive guidelines;
- Promote excellence in design.
- Continue the developed edge outline evident in the York Park Master Plan.
- Provide a vision for the future and not a reaction to past bad planning decisions.
- Continues to realize Walter Burley Griffins Plan

## **2. PROPOSED CHANGES TO DRAFT AMENDMENT 39**

This submission recommends the adoption of the following proposals to make minor changes to the Draft Amendment 39.

**PROPOSAL:** *Amend the height restriction to “Generally 8 metres” in lieu of “8 metres”, or preferably remove this limit and apply performance-based assessment consistent with the NCA’s general approach.*

**PROPOSAL:** *Insert the condition, “Generally development should be not more than two storeys in height.”*

**PROPOSAL:** *Replace “Plot Ratio” with “Site Coverage” or preferably remove the reference to Plot Ratio.*

The above changes bring the Draft Amendment into line with the originally proposed Amendment put forward in November 2000. As well, the above changes ensure:

- The National Capital Authority is the consenting authority
- The Land Use remains “residential uses”
- The planning guidelines are performance based to encourage good design outcomes
- Best practice urban design outcomes are achieved
- Commitments to existing residents are honored

### **3. THE OPPORTUNITY**

The Amendment to the National Capital Plan provides a “one off” opportunity for the Minister and the Joint Standing Committee to establish a set of planning guidelines for the area that will meet the future needs of the National Capital. This will ensure the resultant landscape, and built form, are of an excellent design standard consistent with Walter Burley Griffin’s plan.

Good urban planning policy should guarantee the best possible land use by promoting the construction of high quality, energy efficient dwellings, that enhance the location and meet community expectations regarding the existing character, amenity and *national significance* of the area.

The Amendment needs to deliver a *vision* for the future. It should not be a misguided attempt to overcome poor planning outcomes from the past.

The Inquiry provides an ideal opportunity for the Standing Committee to:

- Consider the significance of State Circle and its important relationship to Parliament House.
- Consider best practice urban design principles and performance based measures.
- Consider examples in other capital cities around the world.
- Consider the economic consequences of implementing the amendment in its current form.
- Deliver a cohesive set of planning guidelines established for State Circle.
- Give force to the commitments made by the National Capital Authority to existing landowners.

#### **4. HISTORY OF THE AMENDMENT**

The Commonwealth released Section 6, Forrest, comprising 16 blocks, in the late 1950s for standard residential development. To ensure a high standard of quality, each lease contained a covenant stipulating that the initial lessee construct a building at a cost not less than 10,000-12,000 pounds on each block. It is fair to say that many of the existing homes require extensive renovation to bring them to a contemporary standard of presentation and amenity.

Blocks 1-8, located on State Circle are within the National Capital Plan's Designated Area-The Avenues- and-The Central National Area. Blocks 9-16, located on Somers Crescent, fall within the Plan's Designated Area-The Central National Area.

Currently, Block 8 is designated as a multiple unit dwelling and comprises four apartments. All other blocks are designated standard residential. The only standard residential dwelling facing Blocks 9-16 is the Austrian Ambassador's home.

One re-development, a dual occupancy, has proceeded at 15 State Circle. Lack of community consultation drew criticism of the NCA from ACT Senator Kate Lundy. There would appear to be a concern amongst Federal parliamentarians that existing policies encourage dual occupancy type projects as seen with 15 State Circle. It is understood a further dual occupancy development has been approved in Section 6, Forrest, which is the subject of Draft Amendment 39.

Over a number of years the NCA has been engaged in formal dialogue with affected landowners over the potential land use. Residents were concerned that the amenity of the area has adversely changed due to increasing traffic volumes following the nearby development of Parliament House and the construction of extensive public and commercial buildings, including the Department of Foreign Affairs and Trade.

In 1999, Planning issues relevant to the site were considered by Parliamentary Zone Review Advisory Panel, chaired by Mr James Birrell a part-time member of the National Capital Authority. Submissions were made to the Panel by the local residents group. The Panel formed the view in late 1999 that an Amendment to the National Capital Plan to broaden the range of uses permitted in the area was not warranted.

Notwithstanding its own advice that no Amendment would be made, within the space of less than 12 months, Amendment 39 was issued in November 2000.

In its original form, the Amendment permitted block amalgamation and medium density or multi-unit development based on merit. Also provided in the initial version of Amendment 39 was a proposal to remove the Designated Area status and pass jurisdiction for detailed planning to the ACT. This was circumscribed by the inclusion of policies and aesthetic principles that ensured the National significance of the area was maintained. Indeed, the background documents to the original Amendment stated:

**“The lifting of the Designated Area status will enable the Territory to manage the aspects of residential development that are of relevance to the local community needs while ensuring protection of the special character of this critical part of the National Capital.”**

**Subsequently, on 15 April 2002, without explanation or rationale, a revised Draft Amendment was issued restricting potential land use by eliminating the economic potential for medium density and thereby imposing dual occupancy as the likely form of future re-developments.**

**In the interim, the Draft Amendment has been the subject of public consultation, initially at least, and has been before the Joint Standing Committee on several occasions. However, the timing of its referral or presentation to the Joint Standing Committee was affected unwittingly or otherwise by the November 2001 Election timetable.**

## **5. IMPACT OF THE DRAFT AMENDMENT**

There is considerable public and professional interest in the Draft Amendment, due to the national significance of the location and the fact that the revised Draft Amendment represents a substantial departure from the NCA's previously stated position to residents and the Standing Committee.

Concerned residents, eminent planners and architects - including those directly associated with the design of Parliament House and other important National Capital projects - as well as industry associations, will inevitably raise their concerns in submissions to the Standing Committee.

It is our contention that the Draft Amendment as proposed:

- Encourages dual occupancy residential development.
- Provides no incentive for site amalgamation.
- Discourages medium density residential development.
- Provides no incentive to upgrade existing residential dwellings.

**The unfortunate consequence of the Draft Amendment 39 is that, on State Circle, the existing single residential dwellings will continue to deteriorate or the individual blocks will be redeveloped with dual occupancy residential dwellings. Neither outcome is desirable or appropriate for such an important setting.**



## **6. ISSUES RELEVANT TO AMENDMENT 39**

In considering Draft Amendment 39, the Standing Committee is urged to examine the following issues relevant to future development opportunities within the precinct, which lead to the setting of performance-based planning guidelines. Moreover, consideration of these issues suggest that the guidelines set out in the original Amendment proposed by the National Capital Authority in November 2000 are more appropriate.

### **6 (a) ECONOMIC CONSIDERATIONS**

Draft Amendment 39 sets three prescriptive measures to control the bulk and scale of future development within the precinct. Height is limited to two storeys and at no point more than 8 metres above natural ground level, while a Plot Ratio of 0.6 is prescribed for medium density development, where blocks are amalgamated, and 0.4 for standard residential.

Plot Ratio is defined as the permissible Gross Floor Area (GFA) of the building divided by the site area. This is not to be confused with Site Coverage, which is defined as the building footprint of the development divided by the site area.

In the case of a two-storey medium density development on the five blocks under option to ourselves (site area 8,530 square metres), a Plot Ratio of 0.6 would allow for a development with a GFA of 5,118 square metres. The resultant Site Coverage would be a mere 2,559 square metres or 30% of the site. Refer Diagram 1.

See attached Diagram 1

As an alternative, the revised Draft Amendment would permit the development 10 dual occupancy residences on the five blocks and the Plot Ratio would be set at 0.4, which would permit 3,412 square metres of development, as illustrated in Diagram 2.

See attached Diagram 2

Apart from the questionable urban design outcome under the dual occupancy alternative, the restrictive Plot Ratio covenant actively encourages dual occupancy development rather than an integrated medium density development.

The cost of building a dual occupancy development is substantially less than that of a medium density development, while the average revenue per square metre of GFA is generally the same. By way of example, one of the dual occupancies at 15 State Circle is presently being marketed at \$975,000.

The preference towards dual occupancy developments arises because:

- Medium density development will require basement carparking with a likely cost of \$20-25,000 per car space.

- It costs \$3-4,000 per space to provide carport parking for a dual occupancy.
- Average building costs of an integrated medium density site follow commercial building costs of the order of \$2,200 –2,400 per square metre (incl basement).
- The cost of building single levelual occupancy residential using domestic builders is of the order of \$900 to 1,100 per square metre (incl garaging).
- Approximately 15% of the Gross Floor Area in a medium density development are given over to circulation space, fire stairs, lift shafts, common area, etc.
- None of the Gross Floor Area of a dual occupancy is given over to circulation space or common areas.
- Buyers only pay for the net usable floor area.

Faced with these cost differentials a prudent developer would opt to develop dual occupancies as demonstrated by the following simplified analysis:

	<u>Dual occupancy</u>	<u>Medium Density</u>
Site Area	8,530 sqm	8,530 sqm
Plot Ratio	0.4 times	0.6 times
Site Coverage	0.2 times	0.3 times
Permissible GFA	3,412 sqm	5,118 sqm
Number of Dwellings	10	30
Sell Price psm	\$3,600 psm	\$4,000 psm
Sell Price per dwelling	\$975,000	\$580- 600,000
Construction cost (incl garaging)	\$1,100 psm	\$2,300 psm

## A Simplified Residual Site Valuation

	<u>Dual Occupancy</u>	<u>Medium Density</u>
Total Sales	\$9,750,000	\$17,500,000
Less Estimate for GST	<u>\$ 600,000</u>	<u>\$ 1,200,000</u>
Net Sales Revenue	\$9,150,000	\$16,300,000
Less Allowance for Profit and Risk	<u>\$1,350,000</u>	<u>\$ 1,350,000</u>
Gross Margin	\$7,800,000	\$14,950,000
Less: Construction Cost	\$3,750,000	\$11,500,000
Consultants	\$ 200,000	\$ 400,000
Legal Costs	\$ 20,000	\$ 50,000
Authority Fees	\$ 30,000	\$ 50,000
Interest Costs	<u>\$ 500,000</u>	<u>\$ 1,000,000</u>
Total Costs	<u>\$4,500,000</u>	<u>\$13,000,000</u>
Residual Site Value	<u>\$3,300,000</u>	<u>\$ 1,950,000</u>
Value of each residential site	<u>\$ 660,000</u>	<u>\$ 390,000</u>

On the basis of the above analysis, for the same development profit (\$1,350,000) a developer would be prepared to pay a higher price to undertake dual occupancy development rather than medium density development. The corollary is that, for a given land cost, the developer makes a higher development profit undertaking dual occupancy

**Outcome:** *The revised Draft Amendment will encourage the development of dual occupancy residential development on State Circle.*

## 6 (b) NATIONAL CAPITAL PLAN ISSUES

In determining planning guidelines in areas proximate to Parliament House, the National Capital Authority should be mindful of the important setting future development will occupy. In particular the Authority should be mindful that:

- Planning decisions in the National Capital must be made for the benefit of all Australians and not solely for the protection of the residential amenity of neighbouring residential suburbs.

- State Circle is a Major Avenue within the National Capital Area because of its proximity to Parliament House. Future development along the length of State Circle, which is the subject of the Amendment, should be consistent in scale and height with existing planning guidelines set for other parts of State Circle, viz the York Park Master Plan. This we understand was envisaged in the Burley Griffin Plan.
- Development along State Circle should be of sufficient scale and height to enhance and complement its relationship to Parliament House
- Whilst any future development on State Circle needs to be of adequate bulk and scale to complement Parliament House, it should be predominately residential in nature and act as a buffer between the surrounding residential suburbs and Parliament House.

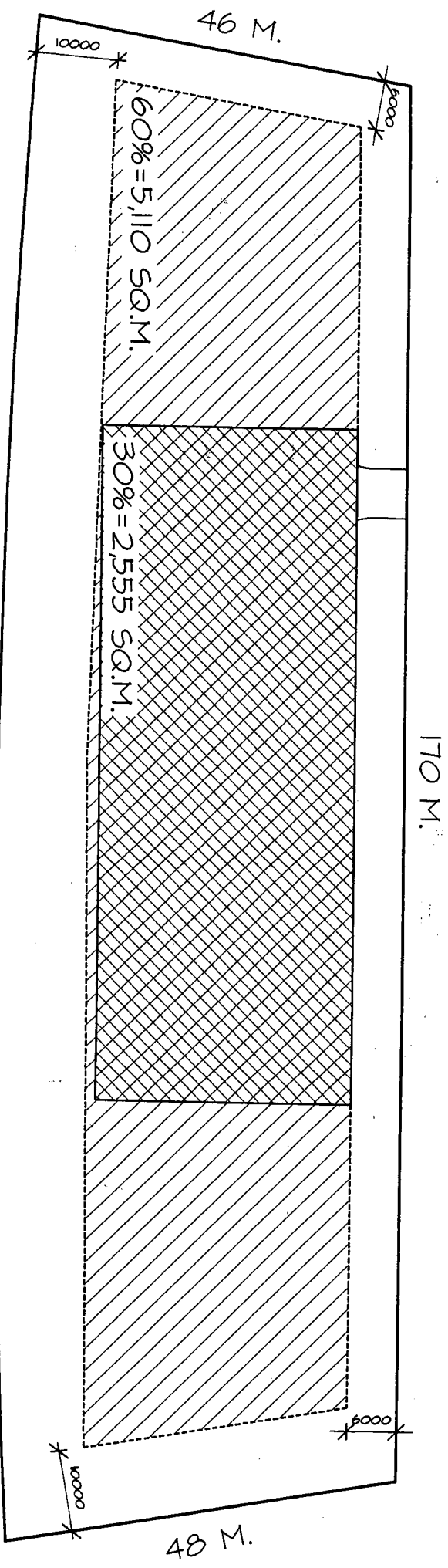
**Outcome:** *The revised Draft Amendment severely restricts the bulk and scale of future development on State Circle and encourages cottage or dual occupancy development on one of the most important avenues addressing Parliament House.*

## **6 (c) PLANNING AND URBAN DESIGN ISSUES**

The planning controls proposed in Draft Amendment 39 are very prescriptive guidelines. This approach is contrary to the practice adopted by the NCA in setting planning guidelines on other Major Avenues in Canberra. On both Brisbane Avenue and Canberra Avenue, the NCA has recently established planning controls which are performance-based rather than empirically-based.

- In its present form, Draft Amendment 39 through its prescriptive guidelines would promote dual occupancy development as the highest and best use for State Circle.
- The surrounding land use is currently residential and diplomatic. It is appropriate that future development of State Circle is consistent with these uses, but is of a substantial form that reflects the *national significance* of the precinct.
- Topographically, State Circle is located in a hollow that would support a higher built form than two levels without reducing the amenity of neighbours.
- State Circle is approximately 15 metres below the RL level for the ground floor of Parliament House.
- State Circle already has a well-established three-storey former residence, on the corner of Melbourne Avenue and State Circle, that does not compromise the landscape or the amenity of neighbours.
- Planning guidelines should allow a higher Plot Ratio for those blocks that address State Circle, which is defined as a Major Avenue in the National Capital Plan, than for surrounding streets.

# STATE CIRCLE

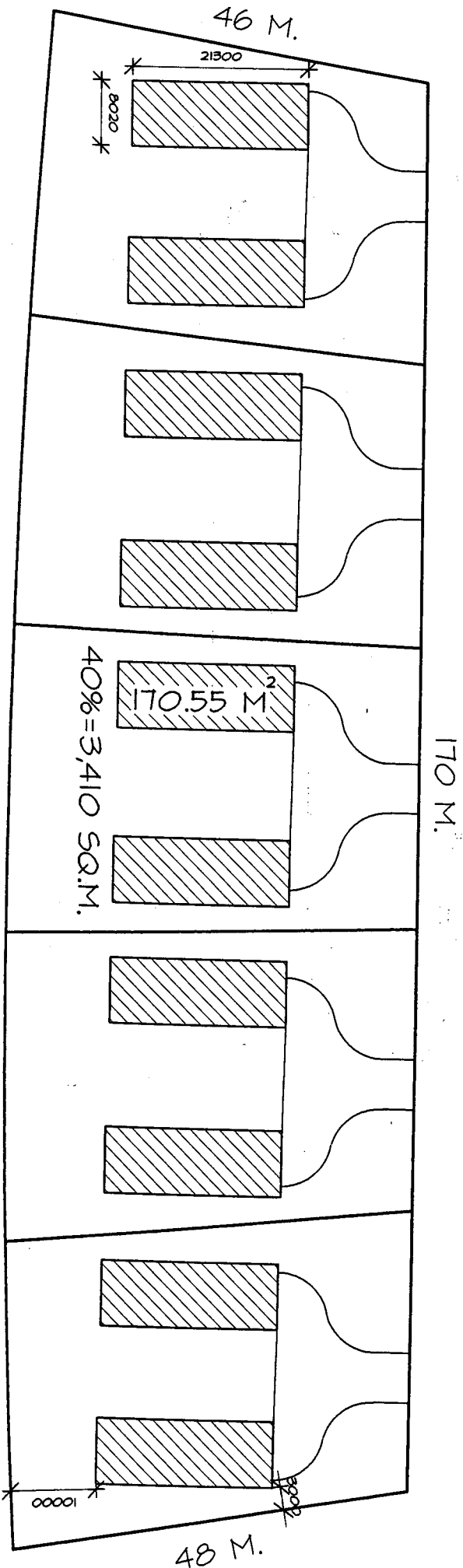


BLOCK AREA: 8,530.00 SQ. M.

186 M.

DIAGRAM 1 (1:500)

# STATE CIRCLE



BLOCK AREA: 8,530.00 SQ. M.

186 M.

DIAGRAM 2 (1:500)

- As a compromise, the rear-dividing fence of the blocks located on State Circle could become the defining boundary. This would allow a suitable transition from higher density residential on State Circle to the more conventional form of residential development in the adjoining residential streets.

#### **6 (d) INTERNATIONAL OUTCOMES**

Australia is not alone in the challenge to establish sensible planning guidelines in and around its Parliament House. There are a number of significant international examples of successful interface between a House of Parliament and its surrounding precincts. In these examples, there is a "defined edge" of significant buildings that interface between the House of Parliament and the surrounding precinct.

#### **6 (e) LAND USE**

The part of the Deakin/Forrest residential area that lies between State Circle and National Circuit was specified as a Designated Area when the National Capital Plan came into effect in 1990. The importance of the area stems from its frontage to State Circle, one of the premier Main Avenues identified in the National Capital Plan, and from its close proximity and relationship to Parliament House.

We support the position adopted by the National Capital Authority that future land use should be retained as residential, including limited home business use and medium density residential development.

#### **6 (f) EXISTING LANDOWNER RIGHTS**

Over a number of years the NCA has been engaged in formal dialogue with affected landowners over the potential land use. Residents were concerned that the amenity of the area has adversely changed due to increasing traffic volumes following the nearby development of Parliament House and the construction of extensive public and commercial buildings, including the Department of Foreign Affairs and Trade.

- In early 1999, sixteen lessees established the *Forrest Section 6 Redevelopment Association*. The Association was formed to provide a united response to the *Parliamentary Zone Review Advisory Panel*, chaired by Mr James Birrell a part-time member of the National Capital Authority.

The Panel formed the view in late 1999 that an Amendment to the National Capital Plan to broaden the range of uses permitted in the area was not warranted.

There was a subsequent exchange of letters between the NCA and the Association and the final correspondence from the NCA advised that "The Panel also expressed the view that medium density housing could be considered on its merits."

As is their right, residents have relied on this commitment from the NCA that medium density development would be considered on its merits.

Notwithstanding its own advice that no Amendment would be made, within the space of less than 12 months - and without further consultation with lessees - Amendment 39 was issued in November 2000. In its original form, the Amendment permitted block amalgamation and medium density development. The residents fully accepted the terms of the original Amendment.

As well, five adjoining landowners have sold their properties by way of an option agreement, relying on the terms of the original Amendment, which in turn was consistent with the written advice from the NCA, that medium density development could be approved on its merits.

Subsequently, in April 2002, without explanation or rationale a revised Draft Amendment was issued which severely restricts future land use by eliminating the economic potential for medium density and encourages dual occupancy as the likely form of future re-developments.

This latest action by the NCA runs counter to the commitments previously given to lessees and the initial public consultation process that ensued when Draft Amendment 39 was issued in November 2000.

Against this background, the lessees are entitled to take the view that the NCA has been misleading and has dramatically shifted from a previously expressed commitment.

#### **6(g) PRECEDENTS**

There are a number of precedents for medium density development which have been established by the NCA in the Barton/Forrest area that the Standing Committee should be cognizant of where the NCA has permitted higher Plot Ratios than those proposed in Draft Amendment 39.

On 15 February 2002, the NCA approved a Development Control Plan (DCP) for Blocks 2-6, Section 26, Forrest. Conspicuously, no Plot Ratio was specified. The DCP stipulated that yield or Gross Floor Area was to be controlled by the use of setbacks and restrictions on the number of storeys rather than building height.

As a result, the combination of setbacks and a minimum three-storey height limit served to provide a Plot Ratio well in excess of 100%.

Importantly, in the past, the NCA has not been concerned to impose prescriptive controls, but rather to focus on the quality of the built form. We suggest this is a sensible approach that fosters design excellence.

As another precedent, the NCA has recently approved a large multi storey re-development of the former ACT Housing complex at National Circuit and Brisbane Avenue, Barton, where a Plot Ratio exceeding 200% was obtained. There have been other approvals in Forrest where the plot ratio was in excess of 100%.



## **2. PROPOSED CHANGES TO DRAFT AMENDMENT 39**

As previously stated this submission recommends the adoption of the following proposals to make minor changes to the Draft Amendment 39.

**PROPOSAL:** *Amend the height restriction to “Generally 8 metres” in lieu of “8 metres”, or preferably remove this limit and apply performance-based assessment consistent with the NCA’s general approach.*

**PROPOSAL:** *Insert the condition, “Generally development should be not more than two storeys in height.”*

**PROPOSAL:** *Replace “Plot Ratio” with “Site Coverage” or preferably remove the reference to Plot Ratio.*

The above changes bring the Draft Amendment into line with the originally proposed Amendment put forward in November 2000. As well, the above changes ensure:

- The National Capital Authority is the consenting authority
- The Land Use remains “residential uses”
- The planning guidelines are performance based to encourage good design outcomes
- Best practice urban design outcomes are achieved
- Commitments to existing residents are honored

## **8. A CONSIDERED URBAN DESIGN SOLUTION**

The architectural firm of Billard Leece Partnership has been retained by the option holders of the five blocks on Section 6, Forrest to undertake an urban design analysis of the site with a view to developing a low intensity, medium density residential development on the amalgamated sites.

The purpose of the analysis was to test the planning guidelines proposed by the National Capital Authority in the original amendment and provide a high standard of design that reflected the established character of the area and that avoided the adverse impacts on traffic

Billard Leece Partnership is a highly credentialed practice, having taken out a significant number of international and local awards as evidenced below.

### **Awards and Industry Recognition**

#### **The Port - Graham Street, Port Melbourne**

- Gold Nugget Awards - Grand Award *Best Infill or Redevelopment Site Plan, 1999*
- Gold Nugget Awards - Merit Award *Attached Residential Project, 1999*
- Gold Nugget Awards - Merit Award *Best Multi-Family Home, 1999*
- Gold Nugget Awards - Merit Award *Best Residential Community Site Plan Under 25 Acres, 1999*
- UDIA Award for Excellence *Townhouse & Unit Development of 20 Units or more, 1998*
- UDIA Award for Excellence *Apartment Development, 1998*
- City of Port Philip Design and Development Awards *Urban Design Awards - Major Project, 1998*

#### **Copelen - Copelen Street, South Yarra**

- UDIA Award for Excellence *Medium Density, 1998*
- HIA Top Homes Awards *Overall Victorian Winner - Medium Density, 1997*
- Gold Nugget Awards *Best Residential Site Plan Under 25 Acres, 1997*
- UDIA Excellence Award *Apartment Development, 1997*
- HIA Top Homes Awards *Lifestyle Estates High Rise Apartments, 1997*

#### **Brighton Classic Residences - Brewer Road, East Brighton**

- Aged Care Housing Council of Victoria *Best New Development, 2000*
- Energy Smart Awards *Winner - Energy Smart Builder, 2000*

### **Portside - Graham Street, Port Melbourne**

*UDIA Best Apartment/Townhouse Project over 20 units in Victoria, 2000*

HIA (Housing Institute of Australia) Top Homes Awards are contested by Master Builders across Victoria.

Gold Nugget Awards are contested by companies from the West Coast of USA, Canada and Australasian countries bordering the Pacific Ocean at the Pacific Coast Builders Conference, San Francisco.

(UDIA) Urban Development Institute of Australia.

### **Relevant Experience Urban Design / Master Plans**

- The Royal Women's Hospital Masterplan, 2001.
- The Royal Melbourne Hospital Masterplan 2000 and Stage 3 redevelopment.
- Caulfield General Medical Centre Masterplan, 2001.
- Caritas Christi Hospice in Kew, Masterplan for the Sisters of Charity Health Service
- Urban analysis and recommendations for the development of Batmans Hill, Comtechport and the remainder of Stadium precincts of the Melbourne Docklands. Docklands Authority.
- Masterplanning of the Austin and Repatriation Medical Centre. Department of Health Services.
- The Royal Melbourne Hospital Masterplan 1998 and Stage 1 Redevelopment (9 West Ward upgrade, Peri operative Unit, relocated CSSD, Nuclear Medicine upgrade and New Operating Theatre) \$7.5 million.
- RMH Stage 2 (21 bed ICU and 61 bed Neurosciences Wards in an expanded Front Entry Building) and Helipad on top of the Outpatients Building \$17.4m.
- RMH Outpatients Clinic 1 North \$2.1m.
- RMH Staff Education Centre Feasibility Study.
- St Kilda Railway Station Redevelopment 120 apartments, 4,000 sq metres retail and 300 cars. Developer R Acquisitions/Thiess \$28m.
- 'Brighton Classic Residences' 400 Retirement apartments, service apartments and villas Stage 1 (\$6.5m) Stage 2 villa, apartments and community building \$28m, service apartments/hostel in design \$18m Becton and Australian Unity Total project \$65m.

- 'College Square' Student housing for the University of Melbourne, on the former Vic Roads site Carlton. Stage 1 (297 units) conversion of existing office buildings \$25m, Stage 2: 143 units and Stage 3: 250 units Total cost \$85m Becton and University of Melbourne.
- Becton's 'Copelen' residential development in South Yarra, (80 units) \$22m Winner of the 'Golden Nugget' Award for residential apartment projects at the Pacific Coast Builders Conference, San Francisco June 1997, Urban Development Institute of Australia and HIA national and state awards 1998.
- 'The Port', Port Melbourne (168 town houses and apartments) \$35m Winner City of Port Phillip Urban Design Award 1998, Urban Development Institute Awards for town houses and apartments 1999, HIA Grand Award Apartments and town houses 1999 and Grand Golden Nugget Award San Francisco 1999.
- 'Portside' 128 apartments in Pickles Street, Port Melbourne, \$24m Becton.
- St Helliers Abbotsford. Winner of design competition for proposed residential redevelopment of former Convent Developer Australand, \$40m.
- A small mixed residential and retail project in Lorne.
- Residential projects in Sydney for Cornerstone Property Group- 24 town houses in Mona Vale and 15 apartments in Dee Why, 18 apartments and town houses in Mona Vale, 15 luxury apartments in Manly and a further 12 town houses in Mona Vale.
- Essendon Airport Development Proposal Tender Submission. Airport Services, Business Park, Big Box Retail and Residential. 300 Hectare Site. Becton.
- Docklands Business Park. Development submission consisting of retail, office and showrooms. Becton.
- Dee Why Town Centre. Study of development opportunities for residential over retail in the revamp of an existing town centre. Dee Why Parade Apartments (71 units over retail). Cornerstone Property Group.
- Tooronga Village Redevelopment. Retail and Business Park, Becton.
- Box Hill Institute of TAFE. Facility Master Plans for all campuses including Elgar (Engineering and Headquarters), Nelson (Electronics), Whitehorse (Arts, Music and Performing Arts), Mitcham (Motor Mechanics) and Doncaster (Health and Community Studies) Campuses.
- Cancer at Parkville feasibility for the collocation of Walter and Eliza Hall Institute of Medical Research, Ludwig Institute, Peter MacCallum Institute, Royal Melbourne Hospital Oncology and Department of Surgery, and the University of Melbourne Department of Biochemistry to the Royal Denton Hospital Site.

- Jolimont Strategy Plan 1995. For the Office of Major Projects, Melbourne City Council, and Office of Planning a master plan strategy for land released by the closure of workshops and the proposed relocation of the State Swim Centre.
- Federation Square. Assistance in the preparation of development brief and urban design controls for the Office of Major Projects and Melbourne City Council.
- Knox Activity Centre Structure Plan. Workshops with key stake holders to develop an agreed structure plan.\*
- Knox Civic Centre Master Plan. Following a fire, a development plan for the staged development of a Civic / Cultural Centre. \*
- Sunshine District Centre Master Plan. Plan for Centre including the Sunshine Harvester site as retail entertainment centre. \*
- Dandenong Civic / Cultural Centre Master Plan. Staged development proposal including carpark (800 cars), civic offices, theatres, gallery and library expansion. \*
- Eastside Jolimont. Development guidelines for development of former railway land for Major Projects. Unit - Site planning and development of housing on this land for Becton Corporation. Built to date 340 apartments and town houses and 142 service apartments.\*
- Olympic Village Docklands. Masterplan of proposed village planned to accommodate 20,000 athletics and officials. Concept design for Village Centre on Victoria Dock. \*
- Swinburne University of Technology. Lilydale Campus Master Plan. \*
- Swinburne University of Technology. Hawthorn Campus Master Plan. \*
- Victorian College for the Arts. Master Plan 1992 for University of Melbourne. \*
- Northern Territory University. Master Plan 1990 which set the framework for extensive development over the last 5 years at their Casuarina campus. \*
- University of Melbourne  
Eastern Precinct Planning Study. \*  
South Carlton Technology Precinct Study. \*  
Sports and Recreation Facilities Study. \*
- Australian Film and Television School , Sydney  
Site Planning and Functional Brief. \*
- Deakin University  
1986 Waurn Ponds Master Plan. \*  
1979 Master Plan. \*

- **Methodist Ladies College Kew  
1992 Master Plan. \***
- **Bond University. Master Plan for entire site including University, Research Park and Residential Areas. Stage 1 Development including Academic Buildings, Student Centre with multi-purpose theatres and function areas, Recreation Centre and Student Housing. \***
- **Royal Melbourne Hospital Master Plan Strategy - 1988 and Review 1994 (This Master Plan led to the Stage One Development 1990-95 including Private Hospital and Medical Centre, Bone Marrow Research Centre and Clinical Services Building)\***

\* Denotes projects undertaken by our key staff in previous offices

## **9. CONCLUSIONS**

Draft Amendment 39 proposed by the National Capital Authority is deficient in a number of respects and if introduced in its present form, will result in inferior planning and design outcomes which will diminish the significance of a very important precinct close to Parliament House.

- The Draft Amendment will serve only to promote the further development of dual occupancy residential dwellings on State Circle and other blocks in the precinct.
- The Draft Amendment provides no incentive for the current landowners to upgrade their present residential dwellings.
- Future development within this precinct should be made in the overall context of State Circle and its setting as a backdrop to Parliament House.

The Committee is urged to recommend the establishment of a suite of planning guidelines for the precinct that:

- Set performance-based guidelines not prescriptive guidelines.
- Promote design excellence.
- Continue the developed edge outline in the York Park Master Plan.
- Provide a vision for the future and not a reaction to past bad planning decisions.

The urban design analysis undertaken by Billard Leece Partnership provides for a multi unit development with generous setbacks to all boundaries and is predominately two stories in height. The proposed development repeats the rhythm of large-scale residential dwellings in the surrounding suburbs and allows for deep planting landscape zones to State Circle. The development also restricts the number of driveways from State Circle.

The committee is urged to establish a set of design and planning guidelines that would promote a development of the type and scale as proposed by Billard Leece. Their design is totally consistent with the planning guidelines proposed by the National Capital Authority in November 2000.

## **10. DECLARATION OF INTEREST**

The party presenting this submission holds option agreement to acquire five residences on State Circle, being Blocks 1-5, Forrest. The combined site area is 8,530 square metres.

The options are held by RJ and BD Pty Limited. Mr Richard Drummond is one of the principals of the above company.

Mr Drummond acts as an advisor to a number of property development companies in Australia including:

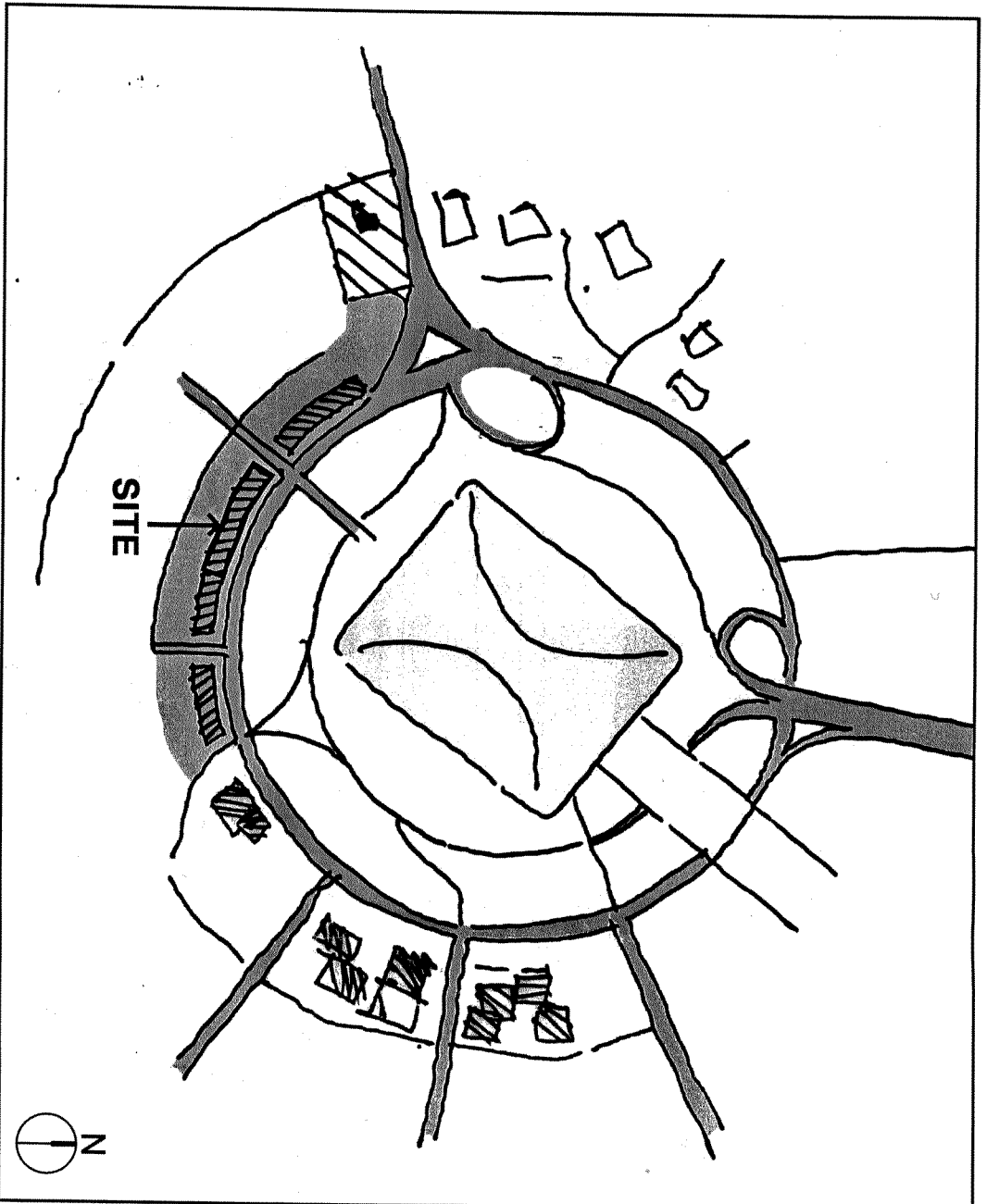
Becton Corporation Pty Limited, a Melbourne based Group who has undertaken in excess of \$2 billion of medium density residential redevelopment in Melbourne including the redevelopment of the Jolimont Railway yards in East Melbourne. Becton have won a substantial number of international and Australian Awards for their developments.

Morgan and Banks Properties P/L, the private property investment arm of Geoff Morgan and Andrew Banks

Lewis Land Corporation P/L, a Sydney based Group that has undertaken extensive development projects in NSW, Queensland and Western Australia.

In addition, Mr Drummond has provided independent economic advice to a number of planning authorities on medium density development and alternative use for existing sites and buildings, including the ACT Planning Authority, Planning NSW (previously the Department of Urban Affairs and Planning) and the National Capital Authority.





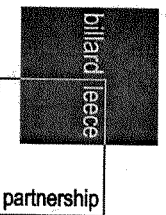
State Circle does not have a consistent, contiguous reading. It is characterised by a series of buildings within a parkland setting. This zone of State Circle is the only area where building occurs directly on the street. Therefore this site is an important piece read in the overall context of State Circle. The scale of any development should be in keeping with the urban/civic role of the site, which can be defined as a backdrop to Parliament house and the adjoining embassies.

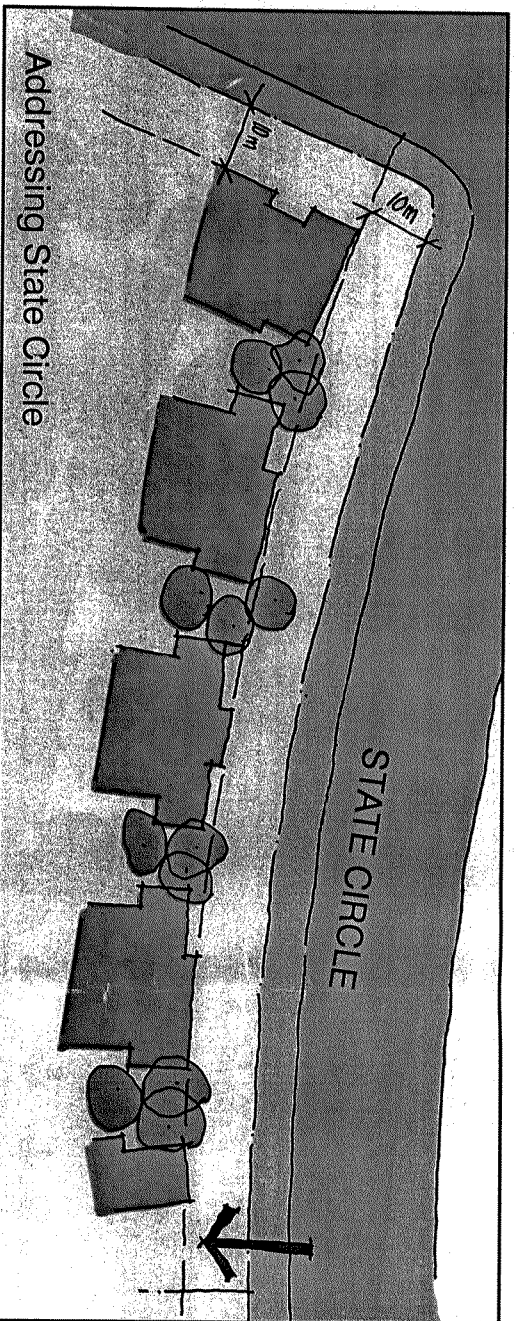
Although the NCA objective of a general building height of 2 storeys is supported, some articulation to State Circle is therefore appropriate. A third level at various points within the complex has the potential to reinforce the civic reading of State Circle, and enhance the desired articulation.

## Urban Design Principles

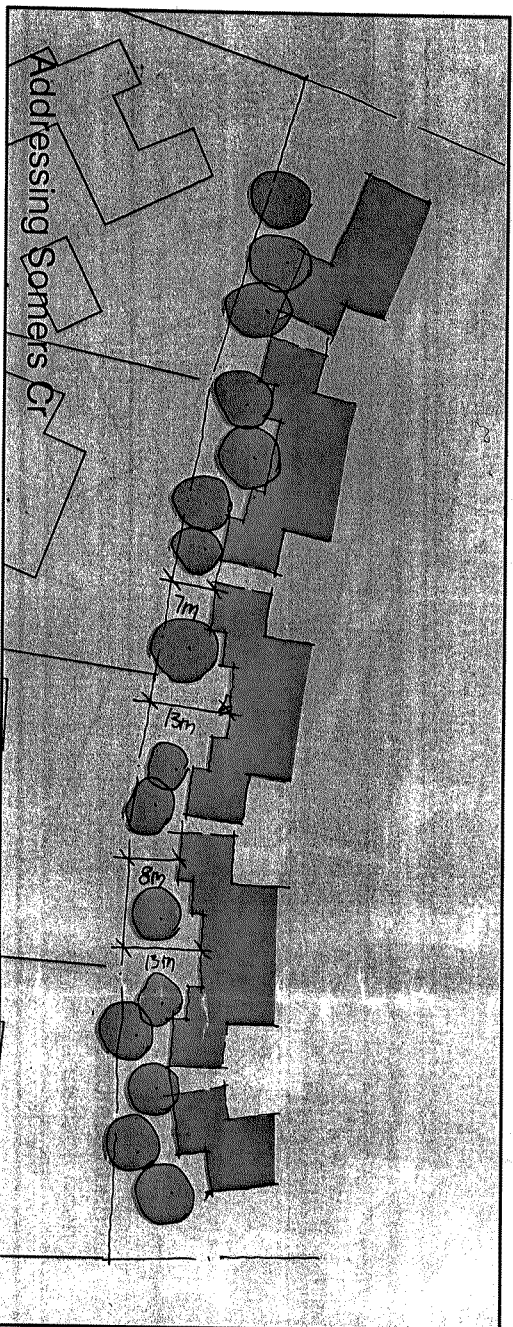
### State Circle Apartments - Urban Design Principles

24 Jan 2002





- Minimise car access points.
- A non-continuous form has the potential of creating significant landscaped open spaces between buildings.
- Buildings have the potential to be read as several significant elements, which is consistent with the general context.
- Non-repetitive elevation treatment between ground and secondary floors is desirable.
- There is the potential for non-repetitive elevational treatment between buildings. This will reinforce the reading of individual buildings within a consistent framework.

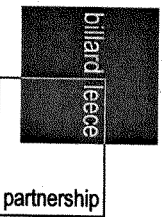


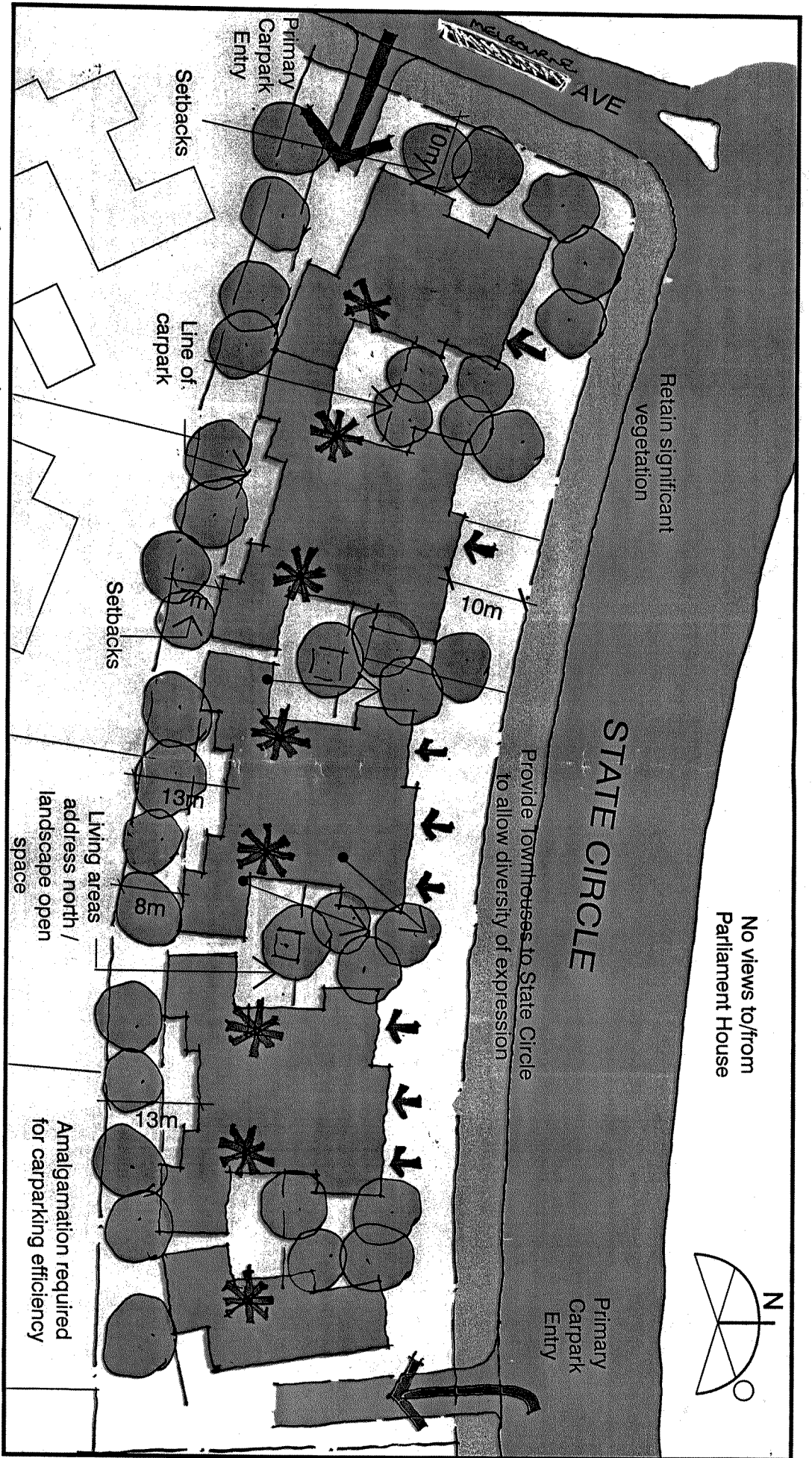
- Provide a varied setback to rear boundary. This setback is to be free of carparking structures to allow for significant planting in this area.
- This extensive and varied setback will mean minimal amenity affect to dwellings behind.
- Any building element above two storeys is to be pushed toward State Circle to minimise any impact on amenity.
- The form should be broken to allow linkage of courts to rear planting.
- All living areas are to address State Circle - bedrooms only to south.

### Issues in Addressing the Site

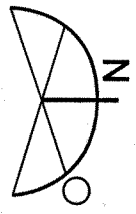
## State Circle Apartments - Urban Design Principles

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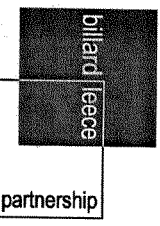


No views to/from Parliament House



Individual Address to Townhouses

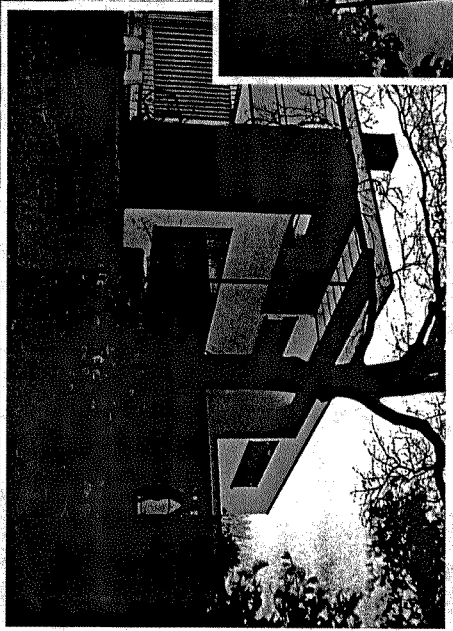
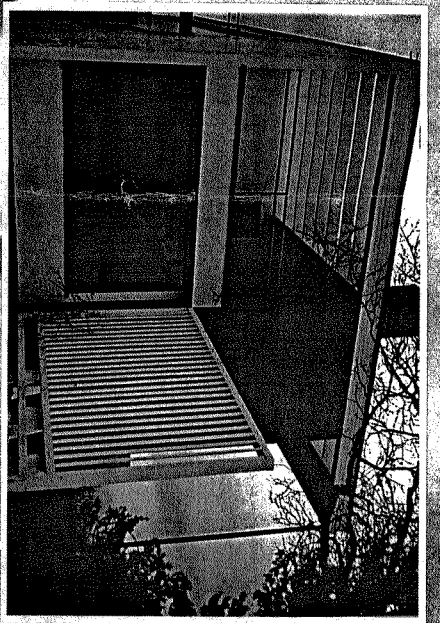
Address to Apartments via courts



Masterplan

State Circle Apartments - Urban Design Principles

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# State Circle Apartments' Reference Images

