# TBL Assessment

**Directorate: Environment, Planning and Sustainable Development Directorate**

**Title of the Submission: 17-727 City and Gateway Urban Design Framework**

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| **Summary of Impacts** |
| * The City and Gateway Urban Design Framework (the Framework) is a co-branded document between the ACT Government and the National Capital Authority (NCA).
* The Framework will provide social, economic and environmental benefits for Northbourne Avenue and Federal Highway corridor by articulating strong planning and design principles.
* Social Impacts - with urban renewal in close proximity to rapid public transport, active travel infrastructure and well-design public places offers housing choices close to services to support a diverse, active and healthy community.
* Environmental Impacts – urban infill and a more compact built form reduces urban sprawl and land-take, and in combination with rapid public transport and active travel options reduces car dependency and related carbon emissions. The protection and restoration of green recreation spines promotes biodiversity, ecological connectivity and habitats.
* Economic Impacts – strategies are provided to encourage and maximise productivity, investment and innovation by managing growth and providing new business, commercial and retail opportunities.
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*Key to impacts: Red – negative, Amber neutral and Green Positive.*

**Social**

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| **Justice and Rights** | * The Framework delivers on the government’s priorities for enhancing liveability and social inclusion, health and education investment and better public transport.
* The Framework responds to the key messages from the first stage of community engagement undertaken in 2016, including support for better walking and cycling infrastructure to support all lifestyles, ages and abilities, sustainable building design that contributes positively to public places and streets and a desire for convenient access to well-maintained open space and natural amenity.
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**Economic**

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| **ACT Government Budget** | * The Framework does not include any financial commitments. Indicative costings for future place improvements have been undertaken in consultation with EPSDD, CRA and TCCS (Attachment D). The Framework provides guidance on the form, materials and landscaping that are required for public place upgrades. Public place upgrades will be considered through future budget and capital works proposals
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| **Productivity** | * The Framework provides for future variations to the Territory Plan and National Capital Plan to support and manage an increase in population financial growth and investment
* Projected growth, coupled with unprecedented investment in public transport and the redevelopment of public assets along Northbourne Avenue, drives the transformation of new and existing sites and creates unique business opportunities and lifestyle choices that will attract new talent to our city.
* The Framework identifies capacity for a retail centre in the western part of the city centre, close to the light rail stop. It reaffirms the city centre as the prime centre of Canberra and establishes urban villages surrounding major light rail stops at Macarthur and Dickson to respond to the emerging commuter retail demand.
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| **Investment** | * This Framework captures the value of investment in light rail and adjoining development to deliver optimum benefits for the broader community and the environment.
* The Framework provides strategies for investment, with population and employment growth projected for the city and corridor there will be a need for more retail, commercial, education and community services, new high-grade commercial stock, additional hotels and serviced apartments to contribute to a vibrant central business district.
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| **Competition** | * The Framework acknowledges that Canberra is competing with other Australian capital cities and internationally to attract workers to meet skill shortages, so it is vital that it remains attractive as a place to live, work and recreate.
* The Framework provides key elements to guide new development and the delivery of urban consolidation, transport infrastructure and public place upgrades to encourage investment in new retail, commercial, education, health and community facilities in key locations to attract and retain new talent to our city.
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**Environmental**

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| **Energy** | * The Framework principles supports the delivery of a number of government initiatives, including the *AP2 Climate Change Strategy* and the commitment to net zero carbon emissions by 2050.
* The Framework’s provision for more housing close to employment, services, and recreation, reducing the need to travel by car, will reduce the ACT’s energy consumption.
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## Step1: Problem identification and policy goal

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| **Policy questions** | **Response/explanation** |
| What is the problem to be addressed?  | The Framework provides the planning and urban design solutions to maximise and manage the urban renewal opportunities offered by the investment in light rail stage 1 and the government’s asset recycling scheme.  |
| What is the policy goal? | The Framework provides planning and urban design elements for the implementation for public transport and public realm upgrades that will be undertaken by the CRA and TCCS through future Budget Bid processes. The Framework (Attachment 1) sets a strong policy context for the city centre and gateway of Northbourne Avenue and Federal Highway. It articulates the transition from the rural bushland to the city centre with distinct character areas that signal the approach to the National Capital. These different character areas reflect how the landscape character blends with the respective urban form. For each character area, the Framework provides guidance on the requirements for landscape zones, building setbacks and heights, public realm design and active travel links.The Framework responds to key messages from community consultation undertaken on the City and Gateway Urban Renewal Strategy Discussion Paper (15/691).The Framework will also guide any amendments made to the TP and NCP and community benefits scheme options.The Framework is guided by the government’s Statement of Ambition for Canberra and the Minister for Planning and Land Management’s Statement of Planning Intent. The Framework also supports the delivery of key government policies, including the City Action Plan, ACT Planning Strategy, Transport for Canberra, AP2 Climate Change Strategy and the Healthy Weight Initiative. |
| Is government intervention necessary and can we be sure it will not make things worse in the long term? | Yes, government intervention is necessary. The Framework provides the community, developers and government agencies responsible for public transport and publics realm upgrades certainty of the future of the corridor.The Framework provides guidance to government agencies for future works and for future budget proposals to ensure that TCCS and CRA can coordinate and implement on desired outcomes for transport infrastructure and public domain upgrades in the city and along the gateway corridor.The Framework also supports variations to the Territory Plan and National Capital Plan, by the National Capital Authority which is necessary to guide the desired character, shape and built form of the corridor. |
| What options have been considered? | A number of options have been considered for the Framework including: * growth management and competitiveness;
* sustainable communities and a district urban culture;
* city shape and built form;
* access and movement to improve sustainable transport options; and
* public places and streets as destination to improve amenity and opportunities for social interaction and placemaking activities.
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| Does the preferred approach align with the ACT Government’s strategic priorities? | Yes. The Framework supports economic growth by providing new commercial and retail opportunities; enhances liveability and social inclusion by providing close proximity to employment, access to services and opportunities for placemaking; health and education investment by providing public transport and encouraging residential and new commercial close to Canberra’s well respected University sector and knowledge economy, and better public transport through an integrated transport network. |
| Does the domestic and international evidence support intervention? | Yes. The Framework is supported by background economic, traffic, sustainable transport, placemaking, and urban design guidelines studies.Many other cities across the globe are also experiencing similar issues, such as an increasing population, reliance on the car as the first choice for travel, and aged housing and commercial stock, provides opportunities for urban renewal.  |
| Is the policy proposal technically feasible? | Yes. The Framework has undergone significant consultation with other agencies such as the CRA, TCCS and the National Capital Authority to ensure that the key actions that require technical considerations can be implemented in the short term and the vision in the long-term. Further consultation will be undertaken on any Territory Plan variations and amendments to the National Capital Plan. A community needs assessment is underway to support the required community, health, education sport, recreational facilities that are required to support a liveable corridor.  |

## Step 2: Preliminary assessment

In the matrix below, indicate all expected impacts (positive, negative, mixed or not applicable (n/a)) of the policy proposal against each of the TBL assessment criterion. Significant impacts should be highlighted in **bold**.

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| **Social** | **Economic** | **Environmental** |
| **Community and individual health** | **ACT Government Budget** | **Biodiversity** |
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| **Access to Services** | **Productivity and Innovation** | **Landscape changes** |
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| **Housing and affordable housing** | Income levels and distribution | **Heritage** |
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| **Access to social networks and community activities** | **Employment** | Natural resources |
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| Human rights | **Small Business Impact** | **Environmental quality** |
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| **Gender** | Skills and Education | **Greenhouse gas emissions** |
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| **Indigenous and multicultural** | **Investment and Economic Growth** | **Water** |
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| **Impacts on different age groups** | Consumption | **Air** |
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| **Disability** | **Competition** | **Microclimate** |
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| **Disadvantaged and vulnerable** | **Cost of living** | **Visual quality** |
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| **Justice and crime** | Procurement | Waste |
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## Step 3: Detailed analysis

### Social impacts

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| Community and individual health |
| The Framework supports healthy, active lifestyles by recommending the implementation of improved cycle and walking facilities that are well connected to access employment, services and places to recreate.  |

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| Access to services  |
| The Framework supports a community needs assessment, which is currently underway to ensure that the diversity and level of community sport and recreation facilities and services, including existing facilities are fit-for-purpose and can adapt to meet future community needs. Better walking and cycling infrastructure and better connectivity both from north-south and east west is proposed to support access to services in the gateway. |

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| Housing and affordable housing  |
| The Framework sets-out the importance of providing attractive and affordable housing types to meet the demands of a broad cross-section of Canberran’s, such as young and old, families and singles, low and high income. Development needs to cater for a broad variety of housing markets, so there is housing choice to attract more diverse population groups for an inclusive and vibrant local community within the corridor. |

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| Access to social networks and community activities (community’s sense of wellbeing) |
| The Framework provides recommendations to ensure that there is access to social networks and community activities. One of these recommendations is that placemaking and community building through establishing a role for independent place facilitators in key urban renewal locations is undertaken. The purpose of this role will be to build strong public and private partnerships and curate place improvements, events and cultural initiatives. |

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| Gender impacts  |
| The Framework supports the ACT Women’s Plan 2016–26 which outlines the ACT Government’s commitment to advancing gender equality in Canberra, and identifies the strong role that urban and transport planning can play in making this happen. One recommendation is to undertake placemaking interventions. Placemaking provides an excellent platform to advocate for the creation and management of public places that are safe and inviting for all. Approaches can vary from practical elements such as fit-for-purpose lighting, generous well-maintained footpaths and pavements, and passive surveillance; to initiatives that encourage day and night-time economies and targeted (often community-led) campaigns focusing on safe streets and public places for women. |

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| Indigenous and multicultural |
| The Aboriginal heritage of the gateway has been considered, including the significance of Sullivan’s Creek which can become recognised though signage of past history. The Framework is not culturally biased and supports a diverse community to drive social inclusion and a vibrant city. |

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| Impacts on different age groups |
| The Framework refers to the changing demographics, including an ageing population and the impacts this has on housing demand, services, transport and infrastructure. The Framework will not have adverse impacts on any age, and has considered different people and ages requiring different lifestyle choices. A community needs assessment is currently underway to assess how a diverse community can be supported to reach their full potential. |

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| Disability |
| The Framework provide positive outcomes form people with a Disability. This is in part by the principle that the corridor will be ‘people-first’ and by actions to improves walking and cycling infrastructure, to ensure places are inclusive and safe and attractive and to be within close proximity to services. |

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| Disadvantaged and vulnerable |
| The Framework will improve the quality and design of public places and ensure that they can be accessed by all regardless of ability, age, gender and social or economic status. |

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| Justice and crime |
| The Framework provides for place improvements that supports the prevention of crime. Good quality and well-designed places that feel safe from violence and crime will mean that more people from all backgrounds, gender and age, will use that space and will feel safe to socialise and linger in those places. Providing better active transport infrastructure and lighting will see more people walk and cycle in those place during the day and night, making a place more vibrant. |

### Economic impacts

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| ACT Government Budget  |
| There are no immediate economic impacts from the Framework. The implementation of key elements of the Framework is dependent on future government investment and the work being undertaken by the TCCS and CRA through future budget and capital works processes. |

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| Productivity and Innovation |
| The Framework encourages productivity and innovation by managing growth and providing new opportunities for retail and commercial businesses. The city and gateway study area currently supports a residential population of about 54,000 people and is projected to reach at least 70,000 by 2031 and 94,000 by 2050. In the same period, the area’s workforce is expected to increase from 54,000 to 81,000. This projected growth, coupled with unprecedented investment in public transport and the redevelopment of public assets along Northbourne Avenue, drives the transformation of new and existing sites and creates unique business opportunities and lifestyle choices that will attract new talent to our city. The Framework identifies capacity for a retail centre in the western part of the city centre, close to the light rail stop. It reaffirms the city centre as the prime centre of Canberra and establishes urban villages surrounding major light rail stops at Macarthur and Dickson to respond to the emerging commuter retail demand.  |

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| Employment |
| The Framework provides new opportunities for employment in the commercial, retail, commercial, tourism and community sectors to increase in the corridor. Complementary to the trend for inner city living, Canberra’s workforce is increasingly centralising within Canberra central. In 2011, 56% of Canberra’s employment was located within Canberra central and this trend is expected to continue. Within the city and gateway corridor, the workforce population was approximately 54,000 in 2015 and is expected to grow to 81,000 by 2050. Around 70% of ACT jobs – 38,000 – are currently located in the city centre (City and Acton), including approximately 5,500 at the Australian National University (ANU). |

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| Small Business Impact  |
| The Framework provides for new small business opportunities to be located at Macarthur and Dickson Villages to support residential, commercial and community sectors. |

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| Investment and Economic Growth |
| The Framework guides and manages where growth and investment goes in the corridor. This growth and investment has also been driven by light rail stage 1 and the Commonwealth s Asset Recycling Program. The Macarthur and Dickson Urban Villages will be mixed-use nodes seeing a more economic and growth in those areas, without competing with the existing local and group centres.Public and or private investment for better public places, community, sports and recreation facilities will also see more private investment in the corridor.  |

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| Competition |
| Canberra is competing with other Australian capital cities and internationally to attract workers to meet skill shortages, so it is vital that it remains attractive as a place to live and work. This is at the core of the ACT Government’s Canberra: A Statement of Ambition (2016). The Framework supports the increased investment in the development of new high-grade commercial stock, additional hotels and serviced apartments that will contribute to a vibrant central business and cultural district in the city centre. |

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| Cost of living |
| As the light rail stage 1 and urban renewal of the city and gateway and corridor progresses, it is likely that housing and commercial buildings will increase in value, affecting the affordability for some to enter the housing and commercial markets.Housing affordability and housing choices has been considered by the Framework, and this work is being progressed in more detail by EPSDD.The effect of housing price increases on the cost of living could be mitigated by the conveniences of being in close proximity to public transport, and active travel to access employment, education, health, community and recreational facilities. People that prefer to live close to these conveniences, may choose save by not purchasing a car and be prepared to spend more on their home. |

### Environmental impacts

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| Biodiversity |
| The Framework encourages the protection and restoration of biodiversity in the corridor by recommending that the habitats are protected and there is an increase of tree canopies to mitigate climate change. |

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| Landscape changes |
| The Framework seeks to improve the public domain, sense of arrival and retain the legacy of the ‘bush capital’ to support active lifestyles and reduce heat sinks in the urban environment. Building setbacks will allow for new trees and the retention of some existing trees along the corridor. Building heights will be higher on the light rail stops, however lower heights will be set into the landscape to allow for refuge from the urban environment.  |

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| Heritage |
| The Framework recognises the importance of heritage listed buildings and valued places and provides for how they can be incorporated into the urban renewal of the city and gateway corridor.Sullivan’s Creek is an important but undervalued north–south link. It is recognised as containing heritage values of significance to Canberra’s Aboriginal, settler, migrant and shared history.Haig Park is currently undergoing public domain upgrades, and is not only an important landmark due to its prime Northbourne Avenue location but is also a registered heritage place with significance as a landscape feature and a planned mass planting of multiple tree species.Registered heritage places include the Sydney and Melbourne Buildings the Northbourne Housing Precinct Representative Sample, Havelock House and the Former AAA Building. |

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| Environmental quality |
| The Framework recognises that with urban renewal and light rail stage 1 transforming the corridor, that there are opportunities to enhance the landscape quality, such as providing for better trees canopy and understory plants. Naturalised environments available in urban environments have been shown to provide spaces for quiet and reflection and to improve people’s emotional wellbeing Sullivan’s Creek could become the backbone of a network of green open spaces offering high-quality recreation to urban and suburban communities along the corridor. Improved pedestrian and north–south cycling routes along Sullivan’s Creek can provide safe active travel connections to Northbourne Avenue, local centres and community facilities. A multi-functional creek corridor can also protect and enhance key environmental values, improve ecological connectivity for wildlife and integrate aboriginal heritage and culture into its design. |

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| Greenhouse gas emissions |
| The Framework provides the framework to support the ACT Governments AP2 Climate Change Strategy, legislated target of 100% renewable energy by 2020, and a zero net emissions target by 2050. By guiding new development and the delivery of transport infrastructure and public place up-grades, this Framework ensures that environmental innovation and sustainable design for low carbon living is showcased in the city and gateway corridor in line with the ACT’s ambitious policies. |

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| Water |
| The Framework incorporates Water Sensitive Urban Design (WSUD) Principles and flood mitigation for any future public upgrades.Over recent years, a sequence of sustainable wetland and water harvesting initiatives have already been completed along the Sullivan’s’ Creek corridor. These initiatives have demonstrated the significant potential that exists to revitalise the corridor. Innovative engineering projects have transformed parts of the creek into more engaging public spaces while delivering on water quality, flood mitigation and ecological objectives. Future WSUD projects could be considers to increase public engagement and interaction with a natural environment, while improving the water quality the Murray Darling Basin. |

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| Air |
| The Framework will not lead to any net increase in air pollution. However, increased urban density in the city and along the gateway corridor may lead to increased concentrations of air pollutants. This should be mitigated by increased opportunities for active travel, integrated with light rail stage 1 and additional tree planting. |

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| Microclimate |
| The Framework sets out that new development in the city and gateway corridor will be encouraged to include innovation for low carbon living and climate wise design for heat and intense storms, passive heating and cooling, vertical or roof gardens and microclimate amelioration at the ground level.  |

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| Visual quality |
| The Framework provides the principles and recognises the importance of the visual appeal and durability of the public realm and the effect on the extent to which a place is appreciated and used. Streetscapes are often spoilt through lack of maintenance. The Framework makes recommendations for new investment models that allow for proper maintenance of public places in urban renewal areas to give the public realm the attention it deserves and generate vibrant urban communities.  |

### TBL assessment summary/results

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| **TBL assessment — key findings and conclusions** |
| The Framework has major positive social, economic and environment impacts for the city and gateway and Canberra as place to invest in and attract talent.There are some risks to the environmental qualities and economic viability of light rail stage 1, if investment in active transport infrastructure and public realm upgrades do not support good public amenity and environmental outcomes. However, this could be mitigated by the benefits of urban consolidation, which provides the opportunity to reduce carbon emissions and impacts on future environments and increase and restore biodiversity.The Framework is technically feasible as it allows for the flexibility of a range of options that can be implemented. This includes future amendments to the Territory Plan and National Capital Plan to allow for changes for urban consolidation, the densification at the major light rails stops at Macarthur and Dickson and performance based designed built form to see the city and gateway an attractive, healthy, vibrant, productive and The Framework and the outcomes of this work can be evaluated with yearly annual reports to track progress and provide further opportunities for government to steer the outcomes |

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| **Implementation risk** | **Risk level** | **Explanation** |
| Does the proposal have clear intervention logic and identify weak links in the chain of causation? | Nil |  |
| Have implementation risks/barriers been clearly identified? | Medium | Yes. EPSDD have worked closely with the NCA, CRA and TCCS on future public place and public transport improvements. |
| Is there a clear strategy for mitigating such risks? | Medium | The implementation of public transport and active travel infrastructure and public realm upgrades is dependent on future capital works and budget bids. |
| What are the consequences of action? | Nil |  |
| Is the cost of the mitigation strategy proportionate? | Nil |  |
| Has an appropriate monitoring system been identified for evaluating change? | Nil |  |
| Have robust key performance indicators been identified for evaluating change? | Nil |  |
| Have the costs for performance measurement been properly identified? | Nil |  |

Risks should be ranked as ‘high’, ‘medium’, ‘low’ or ‘nil’[[1]](#footnote-1).

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| **Risk management strategy for significant implementation risks** |
| Set out a strategy to mitigate or manage high risks (as assessed by likelihood and consequence). NA |

1. Also refer to the existing risk management framework used by the ACT Government at http://www.treasury.act.gov.au/
insurancerisk/ [↑](#footnote-ref-1)