CANBERRA AIRPORT

APPROVED
MAJOR DEVELOPMENT PLAN

OFFICE DEVELOPMENT

19 & 21 SCHERGER DRIVE,
FAIRBAIRN PRECINCT,
CANBERRA AIRPORT

MARCH 2025

Table of Contents

Glossary

ABC	Airport Building Controller
AEO	Airport Environment Officer
AES	Airport Environment Strategy
ANEF	Australian Noise Exposure Forecast
ASA	Airservices Australia
ATC	Air Traffic Controller
BTEX	Benzene, toluene, ethylbenzene, and xylenes
BRA	Building Restricted Area
CASA	Civil Aviation Safety Authority
CEMP	Construction Environmental Management Plan
CNS	Communications, Navigation and Surveillance
CRJO	Canberra Region Joint Organisation
DAS	Digital Aerodrome Service
DCCEEW	Department of Climate Change, Energy, the Environment and Water
DITRDCA	Department of Infrastructure, Transport, Regional Development, Communications and the Arts
EPBC	Environment Protection and Biodiversity Conservation Act 1999
GBCA	Green Building Council of Australia
GFA	Gross Floor Area
LDSI	Limited Detailed Site Investigation
MDP	Major Development Plan
MOS	Manual of Standards
MOU	Memorandum of Understanding
NASF	National Airports Safeguarding Framework
NCA	National Capital Authority
NCC	National Construction Code
NCP	National Capital Plan
NEMP	National Environmental Management Plan
NLA	Net Lettable Area
NOTAM	Notice to Airmen
OCP	Organochlorine pesticides
OLS	Obstacle Limitation Surface
PAH	Polycyclic Aromatic Hydrocarbons
PANS-OPS	Procedures for Air Navigation Services – Aircraft Operations
PCA	Potentially Contaminating Activity
PCB	Polychlorinated biphenyls
PFAS	Per- and poly-fluoroalkyl substances
PFHxS	Perfluorohexanesulfonic acid
PFOA	Perfluorooctanoic Acid
PFOS	Perfluorooctane Sulphonate
TCCS	Transport Canberra and City Services
TIS	Traffic Impact Statement
TPH	Total Petroleum Hydrocarbons
TRH	Total Recoverable Hydrocarbons

Executive Summary

This Major Development Plan (**MDP**) is for the construction of a multistorey commercial (office) building at 19 & 21 Scherger Drive, Fairbairn Precinct of Canberra Airport. The proposed multistorey commercial (office) building with an approximate Gross Floor Area (GFA) of 15,500m² and constructed to a maximum height of RL 605.00. The commercial (office) building will increase office space supply in the Fairbairn Precinct of Canberra Airport which is in accordance with the requirements of the Canberra Airport Master Plan 2020-2040.

The proposed building has been architecturally designed to cohesively integrate within the existing character of the Fairbairn Precinct. The proposed building location, setbacks, high quality building materials and finishes will ensure that the proposed building contributes to the character of the area and provides a high-quality public realm interface.

Key Findings

Master Plan and Airport Lease

The proposal multistorey commercial office development is consistent with the vision for the Fairbairn Precinct detailed in the Canberra Airport Master Plan 2020-2040 and the Canberra Airport Lease.

Operation Assessment

Aviation Operations and Safety

The proposed development site is situated a significant distance from the Canberra Airport's main Runway 17/35 centreline and cross Runway 12/30. A wind shear and turbulence assessment has been prepared by WINDTECH who has advised that a detailed assessment under the National Airports Safeguarding Framework (NASF) *Guideline B: Managing the Risk of Building Generated Windshear and Turbulence at Airports* is not required given the given the significant distance of the proposed development from Canberra Airports runways. In addition, as the proposal building height is considerably below the OLS and BRA height ate Canberra Airport Aerodrome and Airservices and CASA have provided advice that the proposed building will not be hazardous nor impact on the CNS, flight procedures and or the ATC.

Ground Transport Operations

During construction and operation, the proposal has been determined to have minor impacts on the Pialligo Avenue/Scherger Drive intersection. Additionally, the available car parking supply neighbouring the site of 1,240, as well as the recently constructed 241 car parking spaces adjacent to the development site, will accommodate car parking demands from the proposed development both during construction and post occupancy completion of works.

Environmental Assessment

All potential environmental impacts both during construction and post completion of works have been assessed as part of the proposed development. The key environmental assessments have concluded that there are no potential impacts from the proposal to soil, groundwater, hydrology, noise and vibration, wind, air quality, flora and fauna, waste, visual impacts on amenity and heritage from construction and operation of the proposed development. Furthermore, the site and proposed

development is not adversely impacted by existing environmental conditions and the proposed development will be resilient to climate impacts.

The site of the proposed development has historically been extensively disturbed and occupied by primarily hardstand carparking and landscaped areas. The environmental assessment has concluded that the site does not contain any environmentally sensitive areas and nor does the site contain significant flora or fauna. Accordingly, the proposed development will not result in any adverse environmental impacts.

Economic Assessment

Subject to obtaining all necessary approvals construction is anticipated to commence in 2025. The proposed development is envisaged to deliver a variety of significant economic benefits to the ACT and capital region. In summary, the envisaged economic benefits are:

- Creation of approximately 378 on-site construction jobs and 570 off-site construction jobs with many accruing locally.
- The total input to the Australian economy is approximately $110,000,000.
- Once completed the commercial office development is likely to support approximately 50 fulltime equivalent jobs for the ACT and capital region.

1. Introduction

1.1. Location

The Canberra Airport Aerotropolis forms part of the Central National Area (as denoted in the National Capital Plan [NCP]) and is located in the Majura Valley, eight kilometres east of Canberra's Central Business District and four kilometres north-west of Queanbeyan. Canberra Airport is located on the east-west Transport Corridor and is a Defined Activity Centre in the NCP. The Airport is part of the Eastern Broadacre area described in the ACT Planning Strategy 2018.

Similar airports around the world, where major activity nodes are developing, are now known as an Aerotropolis.

Figure 1: Fairbairn Precinct, Canberra Airport – November 2023

Most of the land north and south of the Airport is currently used for broadacre purposes because it is overflown by aircraft or because of its long association with Department of Defence activities. This land (including the Airport) is denoted as a potential Employment Corridor in the ACT Planning Strategy 2018. Amendment 86 to the NCP (May 2016) rezoned lands west and north-west of the Airport as Potential Future Urban. The IKEA development is Stage 1 of proposals by the ACT Government for employment/retail land sales in this rezoned area which is designed to leverage off the planning, investment and risk undertaken by Canberra Airport in developing Majura Park since 2005.

Canberra Airport is divided into several precincts with the precincts shown below in Figure 2. This proposal is in the Fairbairn Precinct, located east within the Canberra Airport lease area. The Fairbairn Precinct comprises several existing offices and aviation facilities from the 1940s when the former RAAF Base was operational. These historic values are detailed and managed through the Fairbairn Heritage Management Plan (FHMP). Refer **Section 5.4.**

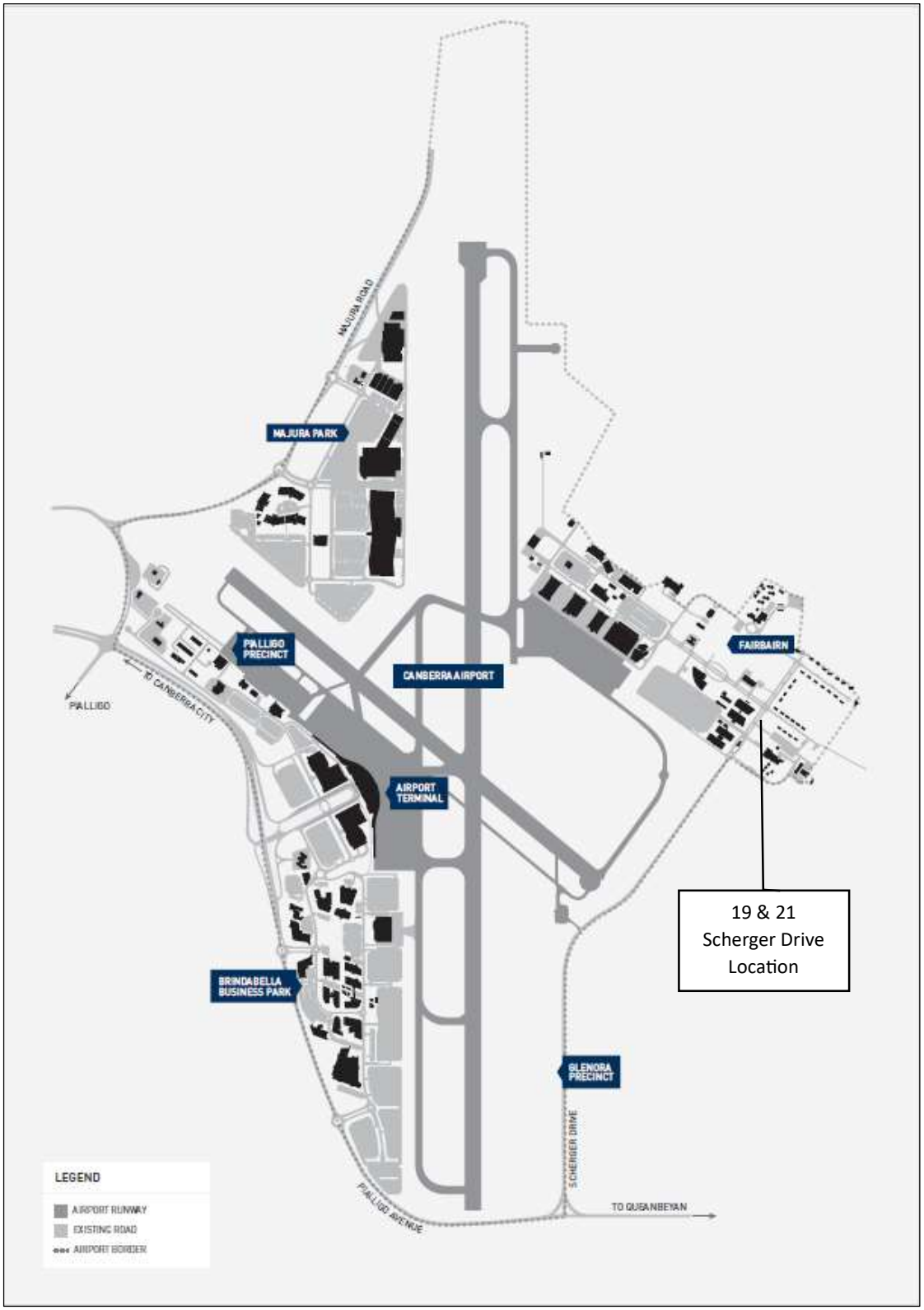

Figure 2: Current Infrastructure (**Source:** Figure 8.1 Canberra Airport 2020 Masterplan**)**

1.2. The Proposal

The proposal is to construct a multistorey commercial office building with a partial basement level at 19 & 21 Scherger Drive, Fairbairn Precinct Canberra Airport. The proposed building has an approximate GFA of 15,500m² and maximum height of RL 605.00. The site currently consists of areas of land cleared and ready for development.

Tenant parking demand will be met with the existing Precinct Carpark, immediately to the east of the site.

The proponent requires the office building to be market ready for new tenant opportunities as they emerge, to attract "the kind of businesses that gain value from the connectivity that a 24-hour airport offers". [1]

The proposal site within Fairbairn is illustrated in **Figure 3.**

1.3. The Proponent

The construction of this proposal is the next stage in the development of the Fairbairn Precinct, consistent with the current Canberra Airport 2020 Master Plan.

The timing of construction of the proposal is subject to a tenancy agreement to lease but indicatively is scheduled to commence in early 2025. The proposal will be developed by the proponent to provide A-Grade office space to further extend the Canberra Airport Aerotropolis.

> "*In the past, airports were seen as transport hubs for moving goods and people from one region or country to another. Not so today. Airports are now business destinations in their own right and provide a powerful economic engine for their region and local communities.*
>
> *Increasingly, airport precincts are home to business and industrial parks; information, communications and technology complexes; retail centres and hotels.*[2]"

The ongoing development of Canberra Airport as an Aerotropolis is consistent with the Australian Government's aspirations for all leased federal airports.

The proposal will be designed and constructed to meet Australian Government building standards and performance levels, high levels of environmental design and sustainability. The site for the proposal within Fairbairn is shown in **Figure 4** and the footprint of the proposal is illustrated in **Figure 3**.

[1] Fletcher,P. [2017] *Luncheon Address – NSW Division of Property Council*, 3 November 2017.

[2] Mrdak, M [2015] *The difficulty of planning and investing in productive infrastructure – Western Sydney Airport*. 12 June 2015 Address to the AFR National Infrastructure Summit. www.infrastructure.gov.au/department/media/mr-120615 accessed 13 September 2019

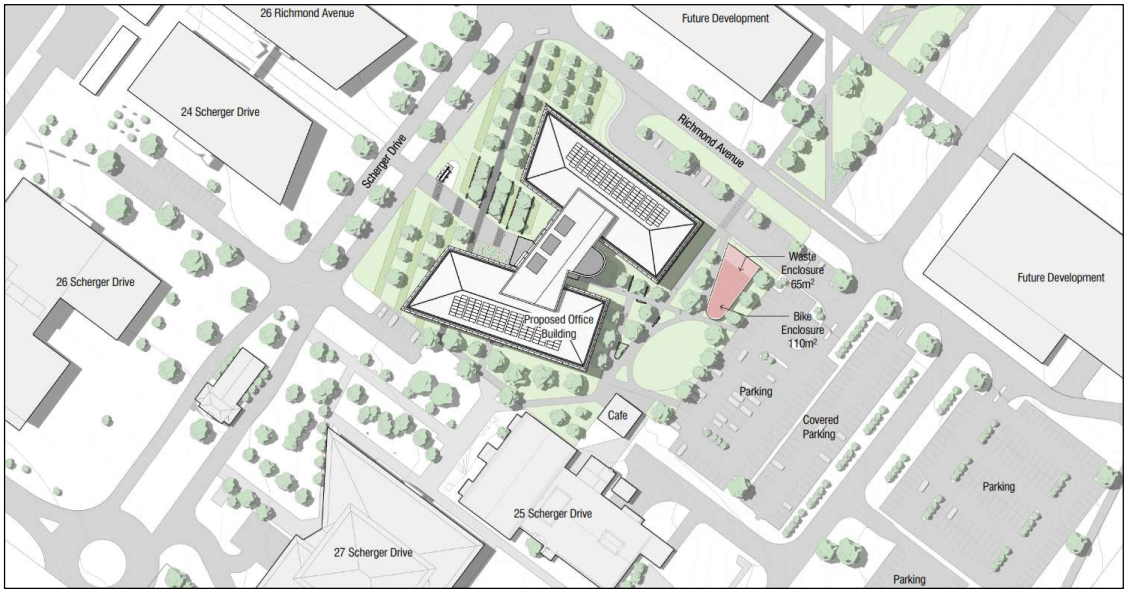

Figure 3: Proposal Site Plan (Source: Site Plan by AMC Architecture)

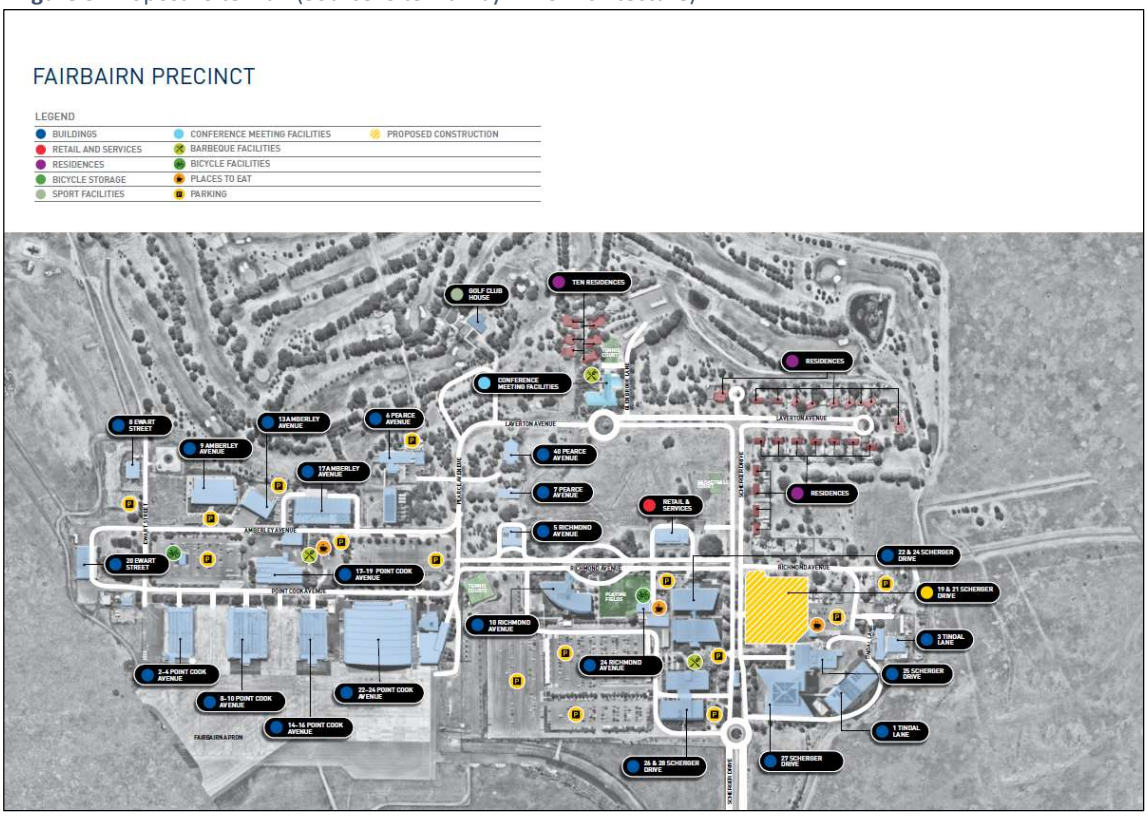

Figure 4: Fairbairn Precinct Land Uses

1.4. Objectives for the development

The objective for this development is to deliver the construction and operation of an A-Grade commercial office building within the Fairbairn Precinct of Canberra Airport. This objectives are consistent with the vision for Canberra Airport Master Plan 2020-2040 as outlined below:

- Development of an airport worthy of the nation's capital – the development of first-class aeronautical and commercial facilities, customer services and amenities appropriate to the character of Australia's capital;
- Develop Canberra Airport as a first-class quality facility as the major public transport gateway to the National Capital;
- Meet the evolving needs of the Region's business and resident community;
- Commitment to environmental sustainability – to develop the Airport sympathetically with Canberra's community and environment;
- Creation of opportunities – to make Canberra Airport and its environs the centre of a business, retail, transport and freight hub to respond to the needs of users, providing economic impetus for office parks and other commercial developments;
- Create business opportunities – to maximise total on-airport employment and business growth in response to increasing business demands to be located on Airport, without compromising aviation operations;
- Maximise the growth of a wide range of aeronautical and other businesses, and
- Continue investment at Canberra Airport.

The construction of the proposed multistorey commercial office building will provide create job opportunities both during construction and post completion occupation. The development generates economic activity and investment, optimise the social and economic benefits of the Airport to the Region, and facilitate additional income streams to ensure that all the detailed objectives of the Airport are performed in a viable, safe, comfortable, secure and environmentally sustainable way.

As is evident with the development of Canberra Airport over the past twenty-six years, the diversity of income generated from non-aviation development like the proposal has facilitated aviation development with capacity to service future growth.

1.5. National Construction Code (NCC)

The proposal will be designed and built to comply with the NCC.

1.6. Disability Discrimination Act 1992

The proposal building has been designed to ensure universal accessibility which addresses the requirements of the *Disability Discrimination Act 1992*, Australian Standards and NCC.

1.7. National Capital Plan (NCP) Employment Location

As set out in the NCP, Canberra Airport is within the Central National Area, is an employment location and the relevant precinct code is the Canberra Airport 2020 Master Plan.

This proposal is consistent with the NCP.

1.8. Construction Environmental Management Plan (CEMP)

A site-specific CEMP will be prepared for this proposal consistent with the following:

- National Environment Protection (Assessment of Site Contamination) Measure 1999 (ASC NEPM);

- PFAS National Environmental Management Plan (NEMP) 2020, including its guideline values, as amended from time to time;

- National Water Quality Management Strategy (NWQMS), including the Australian and New Zealand Guidelines for Fresh and Marine Water Quality (2000), revised 2018;

- National Strategic Plan for Asbestos Awareness and Management 2019-2023, and

- *Airports (Environmental Protection) Regulations* 1997 (AEPR 1997).

The draft site-specific CEMP will be submitted to the AEO for approval prior to commencement of construction and will, where relevant, include Management Sub-Plans for the following:

- Construction Traffic
- Flora and Fauna
- Waste (including asphalt testing/recycling/disposal)
- Threatened Species
- Erosion and Sediment
- Surface Water
- Landscape (including tree removal and replacement procedures)
- Unexpected Finds
- Topsoil and Subsoil
- Water Reuse and Discharge
- Noise, Vibration and Acoustic

Soil exported off the proposed site at Canberra Airport will be subject to the following waste and/or reuse guidance in the ACT and/or NSW:

- **ACT EPA** Information Sheet 11 - *Environmental Standards: Assessment and Classification of Liquid and Non-Liquid Wastes, July 2021*

- **ACT EPA** *Information Sheet 4 –Requirements for the Re-use and Disposal of Contaminated Soil in the ACT, 2022*

- **NSW Waste Classification Guidelines** *Part 1: Classifying Waste, 2014 including as relevant Addendum to the Waste Classification Guidelines (2014) Part 1: Classifying Waste, 2016*

- **NSW Reuse (VENM)** *Protection of the Environment Operations Act, 1997*

- **NSW Reuse (ENM**) *The Excavated Natural Material Order, 2014*

All soil disturbance for the proposal will be managed in accordance with the PFAS Soil Management Framework (Issue 5) and the associated PFAS Soil Framework Checklist which has been endorsed by DCCEEW, AEO, DITRDCA and ACT EPA.

2. Proposal Details

2.1. Project Design

2.1.1. Building Design

The proponent will have carriage of the base building design, fittings and equipment, construction and ownership of the completed building.

The proposal will be in keeping with the developing high architectural standard of the wider Fairbairn Precinct. The proposal will marry best practice campus style workplace principles within master planned landscaped precincts. This, in combination with the A-Grade quality building, will create an internal and external 'village' to be in keeping with the historic campus style of Fairbairn.

The proponent has been a member of the Green Building Council of Australia (GBCA) since its inception. 8 Brindabella Circuit was the first office building in Australia to be awarded a 5 Star Green Star Rating by the GBCA. All buildings on Canberra Airport, including the proposal, are designed and built in response to GBCA principles, aiming for a 5 Star Green Rating minimum.

The proposal will further bridge the existing Fairbairn Precinct with nearby pedestrian thoroughfares across Scherger Drive, further linking recreational, and cafe amenities. The building design embraces architectural elements from the surrounding precinct to influence a welcoming modern design on all facades.

Figure 5 and **Figure 6** represent perspectives of the proposal.

Proposal Site and Specifications

The proposal will be situated in the Fairbairn Precinct of Canberra Airport. The site for the proposal has a total area of approximately 10,000 m² with the proposed building to occupy just over a third of the site area.

The design follows the established campus style development already in Fairbairn, particularly along Scherger Drive and Richmond Avenue.

The proposal is split between a northern and southern wing, with the southern wing employing an under-croft design element to reinforce pedestrian movements and to help attenuate local wind conditions.

Subject to commercial negotiation, the proposal will consist of multistorey commercial office building:

- Maximum building height of RL 605.00 is significantly lower than the OLS of 615 metres (AHD);
- plant and generator room;
- toilet and amenities;
- bike storage;
- waste management;
- atrium / lobby area; and
- a number of lifts, including service lifts.

Final design and specification are yet to be finalised; however, the proposal may provide space for general storage, meeting facilities, shower and toilet amenities and other tenant amenities. Externally, the proposal will include access areas for service vehicles, pedestrian thoroughfares and landscaping.

The proposal will be designed to meet all applicable building standards and respond to GBCA principles.

Building Height

The proposed building has a maximum height of RL 605.00building height is significantly lower than the OLS of RL 615.

Building Material and Finishes

Final design and specification are yet to be decided, however external finishes, all with non-glare finishes, are likely to be as follows:

- Roof - Powder coated metal decking, similar to that used for the existing Fairbairn Precinct.
- External walls – are high performance curtain walls with aluminium sunshades.
- Windows - Double glazed with low 'e' high performance glass to deliver high levels of thermal and noise attenuation performance and mitigate glare.
- Paving - Tiled, brick or concrete paving.
- Solar panels may be constructed on the roof like nearby buildings.
- Full electrified building, not using fossil fuels in operation, connected to the ACT Governments Green Electrical grid meaning the building is carbon neutral in operation.
- Internal finishes:
    - Floors - Generally modular carpet tiles (subject to building occupant) with hard surfaces in foyers and wet areas.
    - Walls - Hard surfaces, generally plaster board or similar.
    - Ceilings - Generally modular mineral fibre tile within a metal grid system.

All building products and specifications will be consistent with NCC requirements.

The design of the building envelope will be similar in character to the other high-quality buildings that have been constructed at the Airport. It is intended the building facade will comprise selected materials consistent with the other buildings in the park portraying quality and sophistication.

Figure 5: Indicative perspective of development as viewed from Scherger Drive
(**Source:** *Perspectives by AMC Architecture*)

Figure 6: Indictive perspective of development as viewed looking east.
(**Source:** *Perspectives by AMC Architecture*)

2.2. Consistent with Canberra Airport Master Plan 2020-2040

The office proposed construction of a multistorey commercial office building is consistent with the requirements of Chapter 8 in the Canberra Airport Master Plan 2020-2040, approved on 13 February 2020.

The Master Plan provides a 20-year planning framework for Canberra Airport and considers:

- The development objectives for Canberra Airport;
- The future needs of airport users;
- Proposals for land use and related developments of the airport site;
- Forecasts relating to noise exposure levels and measures for managing aircraft noise intrusion into significant Australian Noise Exposure levels; and
- Environmental issues associated with the implementation of the Master Plan and plans for dealing with such environmental impact.

Page 119 of the Master Plan states "*While Canberra Airport may extend, vary or modify its existing buildings and/or car parking areas within each precinct, [including changing the use of that building or car park], it will only undertake such works in accordance with, and after obtaining, all relevant approvals*." The proposal is consistent with this intention of the master plan as much of the site is situated on an existing bitumen surface carpark.

Section 8.6.3 Fairbairn Commercial Development of the master plan specifically addresses the planning and need for the development. Page 138 the master plan document states *"the range of land use opportunities forecast for Fairbairn within the next 20 years are as set out in Table 8.4. Development at Fairbairn will be gradual and incremental in response to user demand. Buildings can be built on existing vacant land, existing car parks, and in place of buildings which have been or will be*

demolished. Development of the precinct is likely to take significantly longer than 20 years". The proposed development is consistent with the incremental redevelopment of

The proposal is consistent with Table 8.4 (page 139) of the Canberra Airport 2020 Master Plan which provides that for Fairbairn an 'Office' is an indicative land use:

Office: *Any premises used for the purpose of administration (including commercial or public administration (including commercial or public administration) and clerical, technical, professional or like business activities.*

2.3. Airport Environment Strategy (AES)

The AES, prepared under Part 6 of the Act and incorporated with the 2020 Master Plan, was approved on 13 February 2020. This proposal is consistent with the AES because it will not affect an area identified as environmentally significant in the AES and is not expected to have any significant environmental or ecological impact, refer **Section 5.8 Flora and Fauna**.

2.3.1. Construction

The current site slopes gently towards Scherger Drive and will undergo minor re-grading works as part of the bulk earthworks. This re-grading will prepare the site for construction activities, including the excavation required for a services basement. According to soil borehole logs, the bedrock varies in depth, ranging from 1.4 to 2.8 metres below ground level. This variation will influence the depth of soil excavation necessary to accommodate the basement.

All soil will be managed in accordance with the Canberra Airport PFAS Soil Management Framework .

Sufficient laydown and layby areas for construction activities will be provided. The proponent has considerable experience in managing construction proposals of a large scale so that access to the proposed site and through Fairbairn will be maintained with minimal disturbance.

2.3.2. Landscaping and Site Planning

The proponent designs, constructs and manages all landscaping on, around and adjacent to the Airport and its perimeter.

Landscaping will be consistent with existing development within Fairbairn to maintain an urban and landscape design that is harmonious in form and texture both within the Airport and on surrounding land to reinforce the site as the public transport gateway to the National Capital.

Figure 7: 27 Scherger Drive Frontage

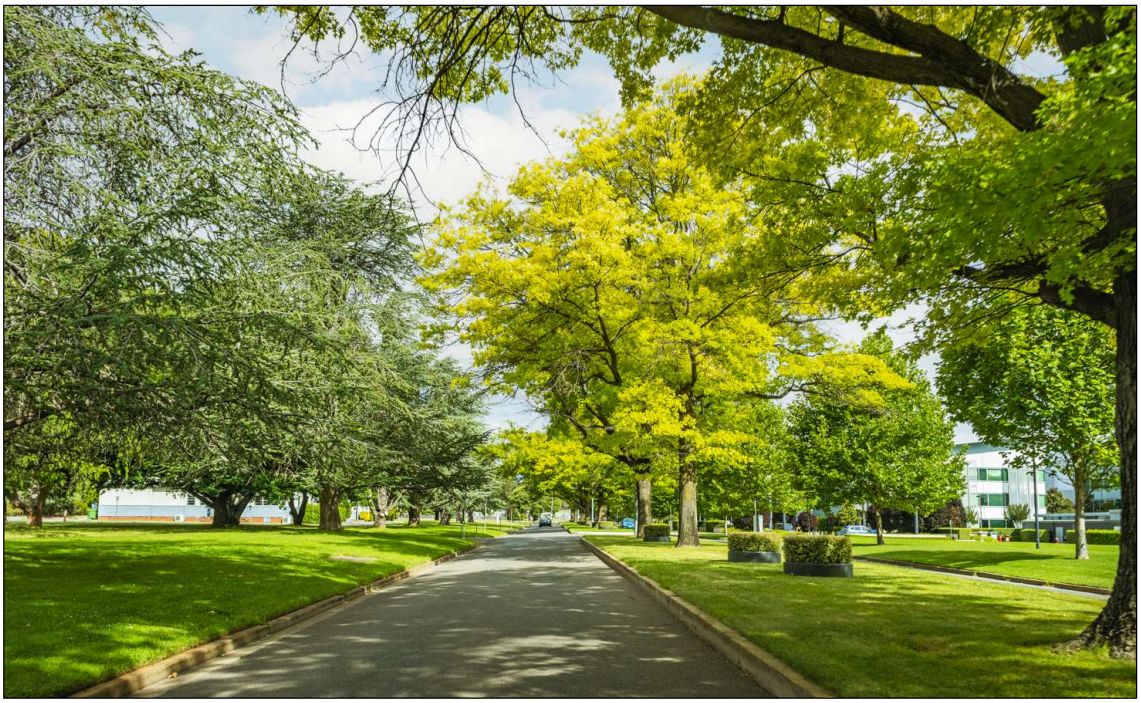

Figure 8: Tree Lined Vistas on Richmond Avenue West, Fairbairn

The surrounds of the proposal will be landscaped to extend the strong unified landscape theme which is being progressively implemented throughout the Airport.

Landscaping will be designed to minimise attraction to birds and other wildlife in compliance with the NASF *Guideline C: Managing the Risk of Wildlife Strikes in the Vicinity of Airports*.

The management of rubbish will be undertaken in a similar manner to that implemented in other buildings on-airport to ensure no bird attraction or foreign object debris risk exists.

2.3.3. Equity of Access / Universal Access

The proposal will be compliant with the NCC Standard 1428.1. Provisions for mobility impaired people will include – consistent with the proponent's development criteria and disability policies:

- Disabled persons toilets;
- At grade access to the building from the vehicle drop-off point;
- Mobility-impaired parking (directly east of the site as part of the Richmond Car Park);
- Uniform floor levels throughout the interior, and
- Lift access to levels.

2.3.4. Signage

Signage relevant to the completed building will be generally consistent with signage throughout Fairbairn, including:

- Tenant signs - business name and logo, subject to commercial agreement;
- Ground transport and traffic signage and
- Safety and hazard signage as required.

Identification signage on the building may be permitted following negotiated commercial signage agreements with airport management.

2.3.5. Work Health and Safety

There is a low level of hazard and risk associated with the construction and operation of the building as it will comply with current building standards and relevant health and safety standards.

The potential for incidental hazards such as fire within the building is controlled by adherence to building codes and standards such as the NCC and all relevant Australian Standards, and by the operation, as required, of work, health and safety legislation. The NCC prescribes requirements for fire extinguishers, hose reels, and emergency exits.

The proposal will comply with the Canberra Airport Safety Management System. Furthermore, risk assessments will be conducted as part of all Method of Working Plans (MOWP) published for the purposes of building the proposal.

Australian Standard 2021:2015 is the criterion for the acoustic insulation of buildings. The siting, design and construction of the proposal is consistent with the provisions of Australian Standard 2021:2015 and other relevant standards. Work, health and safety requirements within and adjacent to the proposal will be managed in accordance with relevant statutory requirements.

2.3.6. Civil infrastructure

The Airport site is serviced to the boundary by all utilities. The reticulation of all utility services within the Airport is planned, constructed, owned, and managed by the proponent to a high quality and with redundant capacity designed to service growth over time and to achieve the optimum life cycle of each utility reticulation.

Power Supply - Electricity

The proposal will be supplied with electricity adequate to supply all building, lighting and other services.

Water Supply

Adequate supplies from Icon Water are readily available through the Airport site's reticulation system which has no constraints to capacity following upgrades in 2006/07 to Grade 1 Fire Service.

Wastewater and Sewage disposal

The proposal will be connected to the existing wastewater and sewage reticulation systems in the precinct. No constraints to capacity for these services currently exist in this area.

Telecommunications

The proposal will incorporate current telecommunications technologies in all respects, including the ability for fibre optics communication/data transmission. There are cabling conduits for multiple carriers throughout the precinct owned and managed by the proponent. No constraints to capacity for these services currently exist in this area.

Lighting

Where appropriate, the proposal will be fitted with internal and external non-glare, energy efficient light fixtures. External light fixtures will be installed to comply with requirements outlined in Chapter 9 of Manual of Standards Part 139, and also the NASF *Guideline E: Managing the Risk of Distractions to Pilots from Lighting in the Vicinity of Airports*, to meet air safety requirements.

The proposal is within Zone D where any up lighting is restricted to zero candela at 3 degrees above the horizontal. The final design of the building will encompass this restriction.

Heating, Ventilation and Air-Conditioning

The proposal will incorporate an energy efficient air-conditioning system managed by building plant computer systems consistent with operational requirements, GBCA principles and efficient low energy use targets.

2.3.7. Natural Resources, Sustainability and Decarbonisation Initiatives

Canberra Airport aims to improve resource use efficiency through the adoption of more efficient designs and commercially sustainable technologies. Canberra Airport is a member of the Green Building Council of Australia, and the airport is committed to maximising the environmental sustainability of our developments both during construction and post completion operation. Consistent with these commitments the proposed development of 19&21 Scherger Drive will be pursing an appropriate NABERs rating and a Green Building pathway. The proposed building will be

fully electrified not using fossil fuels in operation and connected to the ACT Governments Green Electrical grid meaning the building is carbon neutral in operation.

Canberra Airport has been at the forefront of sustainable practices and is committed to leading the nation – and the world – by aiming to be net zero by 2030 in scope 1 and scope 2 emissions. Additionally, we aim to increase the use of sustainable aviation fuel to 10% by 2030 and work collaboratively with our stakeholders towards net zero emissions by 2050 for scope 3 emissions.

Canberra Airport supports the United Nations' target to limit the increase of global average temperature and aims not to exceed 1.5°C above pre-industrial levels. We also endorse the Australian Government's target of a 43% reduction of Greenhouse Gasses (GHG) by 2030 compared to 2005 levels and be net zero by 2050. Furthermore, we support the ACT Government's target of 67-75% reduction in GHG emissions by 2050 against the 2005 levels.

2.4. Economic and Social Contribution

2.4.1. Canberra Airport

Canberra Airport continues to be a major economic driver in the ACT and is home to more than 300 businesses employing 22,000 people. The location of the Airport, combined with having 24/7 operations with no curfew, means that Canberra Airport is a critical driver and enabler for the ACT economy.

The Airport is Canberra's major public transport hub and only global gateway, including for VIPs travelling to Canberra, to Australia's National Capital and the Region. As such, the Airport is recognised by the Australian, ACT and NSW Governments, the Canberra Region Joint Organisation (CRJO) and the community as significant infrastructure and a major economic enabler for Canberra and the Region as the global gateway and as an Aerotropolis.

The proposal further supports Canberra Airport's aviation aspirations, assisting the airport site to be a world-class airport for an emerging international city region.

The project, based on base building cost only, is estimated to cost $4,000 per square metre of GFA (year 2024), of which 40% will be paid to labour ($1,600 per sqm) and 60% paid for building materials ($2,400 per sqm).

Further the value added as an additional input to the Australian economy is 88% (source ABS), resulting is a total input contribution to the Australian economy of $110 million.

Based on these metrics, it is estimated that 19 & 21 Scherger Drive will contribute approximately 378 on-site building jobs and 570 off-site building jobs during construction.

Canberra Airport has a long track record of using Australian companies and suppliers and in particular Canberra-based suppliers, consultants, and contractors.

2.4.2. Canberra Airport Precincts

Canberra Airport is Canberra's third largest office precinct, after Civic and the Parliamentary Triangle, supporting a growing working population of approximately 22,000 people which is expected to reach 36,000 people by 2040 (Master Plan 2020-2040).

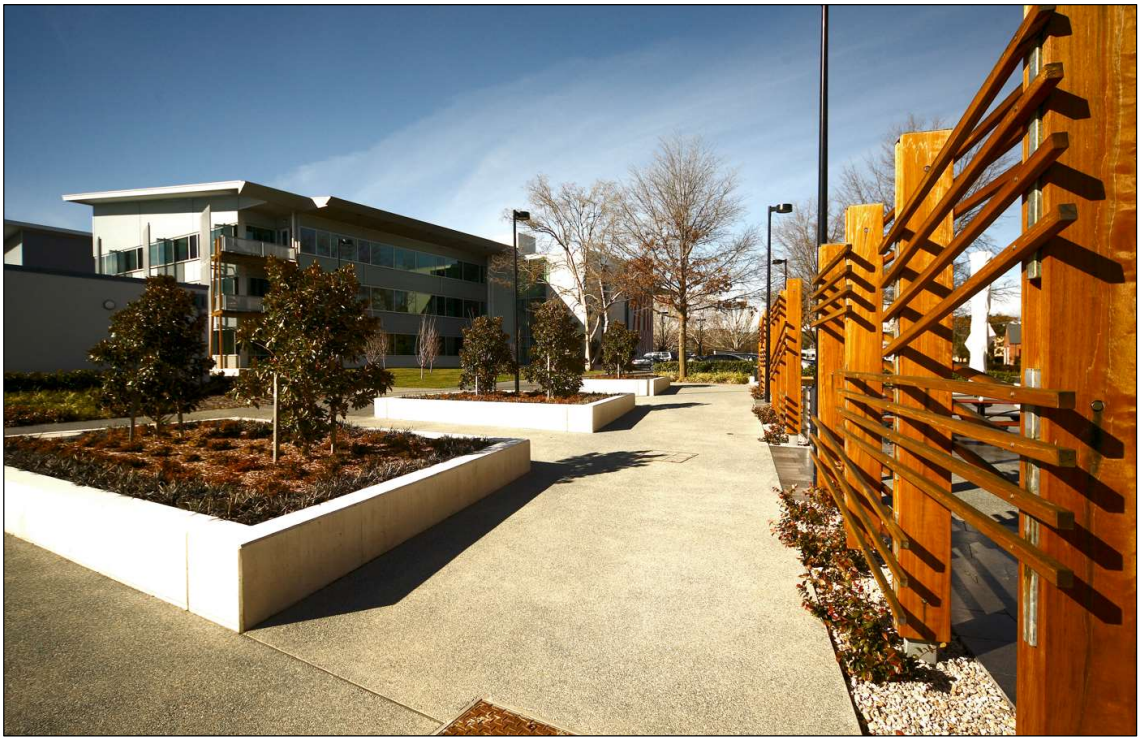

Figure 9: Landscaped gardens in Fairbairn

The Airport provides a total master-planned workplace solution encompassing:

- A regional; domestic; and international air terminal
- Integrated public transport
- Landscaped gardens
- Childcare centres
- A range of parking facilities
- Conferencing facilities
- BBQ facilities
- Playing fields
- Gymnasiums
- Tennis courts
- A swimming pool
- Cafes
- Retail offerings
- Medical practitioners
- Hotel accommodation and associated facilities

The proposal will be located at 19 & 21 Scherger Drive on the corner of Scherger Drive and Richmond Avenue with easy pedestrian access to facilities within Fairbairn.

Fairbairn is centrally located to the rest of Canberra, sitting at the intersection of Canberra's east-west and north-south arterial road network, and approximately 12 minutes from the City and 10.5 kilometres from the Parliamentary Triangle as shown in **Figure 10.** Around two-thirds of the Canberra and Queanbeyan population live within a 20-minute drive of the Airport.

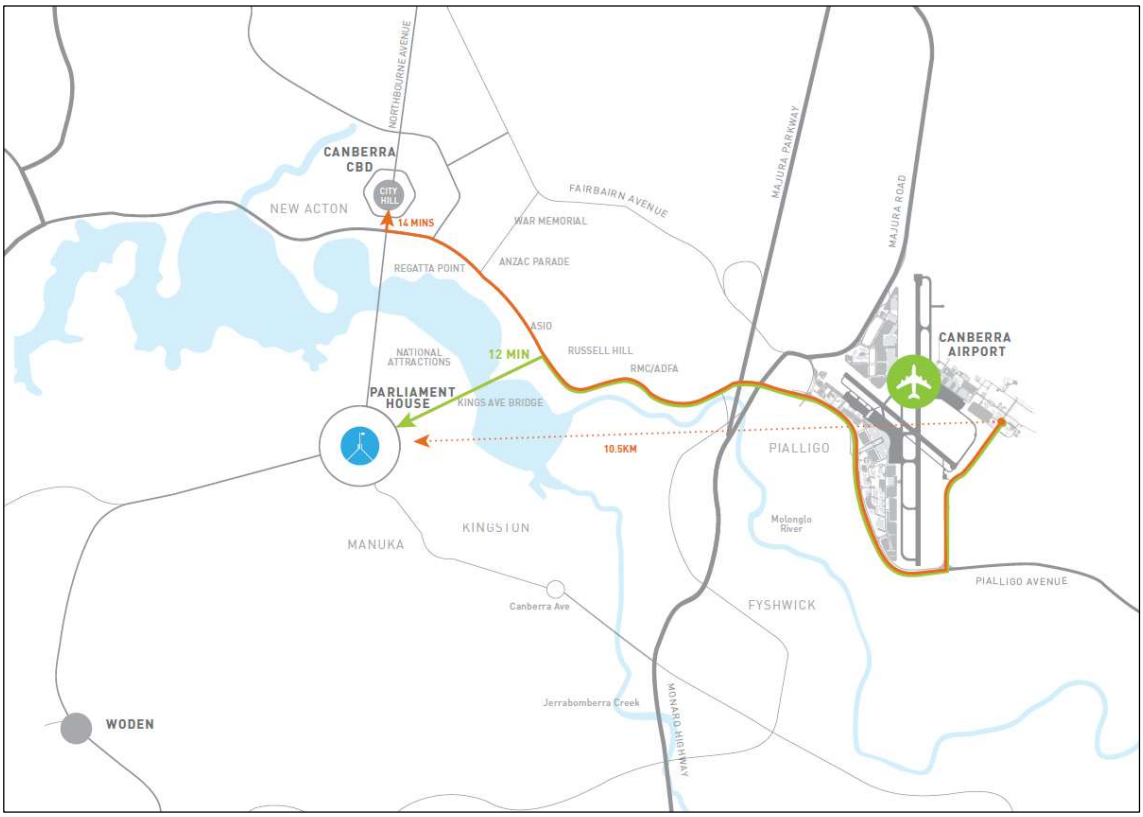

Figure 10: Canberra Airport and development site proximity to Canberra City and Parliament House.

Fairbairn is recognised as a leading example of urban design and place making. It is designed to create a sense of community and achieve on site a balance between work, health and lifestyle.

2.4.3. Needs of Airport Users

Opportunities will be enhanced for existing government agencies, blue-chip business, and café businesses situated in or in the vicinity of the Fairbairn Precinct. Tenants of 19 & 21 Scherger Drive will be within walking distance of recreational centres, golf courses off-airport, playing fields, and on and off-airport speciality retailers.

Figure 11: Playing fields on Richmond Avenue

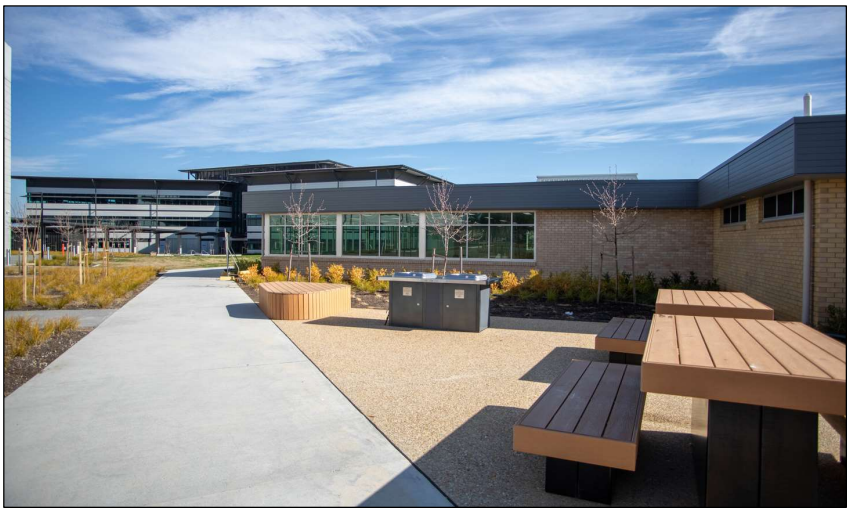

Figure 12: Outdoor BBQ facilities

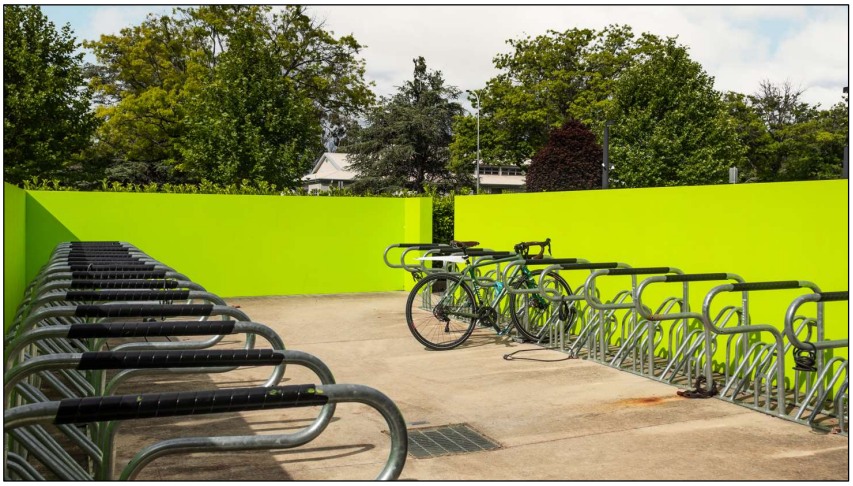

Figure 13: Bicycle Storage Facilities on Richmond Avenue

The proponent owns and manages most of the buildings in Fairbairn with a high focus on customer service to airport tenants.

The proponent has consulted existing tenants throughout the MDP process and during construction.

The contractor will be required to comply with the provisions of the Canberra Airport site-specific CEMP, it will be monitored proactively by the proponent. If any complaints are received by the proponent during construction, work practices and work times will be reviewed and adjusted to meet reasonable and practical compliance with the site-specific CEMP.

3. Legislative Context

3.1. Commonwealth Legislation

3.1.1. Airports Act 1996

The *Airports Act 1996* requires a MDP to be prepared for each "major airport development" at Canberra Airport. Section 89 of the Act prescribes what is "major airport development". This proposal meets this definition because of the following clause:

89(1)(e) – *constructing a new building where the building is not wholly or principally for use as a passenger Terminal; and the cost of construction exceeds $25 million or such higher amount as is prescribed.*

In addition, the proposal will be subject to:

- Compliance with the development requirements of Canberra Airport Pty Limited; and
- Submission of an Application for a Building Permit to the ABC in accordance with the Airports (Building Control) Regulations 1996.

3.1.2. Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)

The EPBC Act is the Australian Government's primary piece of environmental legislation. The EPBC Act provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities, and heritage places as defined under the Act as matters of national environmental significance (MNES). There are nine MNES currently protected under the EPBC Act these are:

- World Heritage properties.
- National Heritage properties.
- Wetlands of international importance.
- Internationally threatened species and communities.
- Migratory species.
- Commonwealth marine areas.
- The Great Barrier Reef Marine Park.
- Nuclear actions.
- A water resource, in relation to coal seam gas development and large coal mining development.

The EPBC Act also protects the environment where actions are on or will affect Commonwealth land and regulates those actions of Commonwealth departments and agencies that may have a significant impact on the environment. As Canberra Airport is located on Commonwealth land, it is subject to the provisions of the EPBC Act.

3.2. Consistent with Airport Lease

The proponent acquired the long-term Airport Lease for Canberra Airport from the Australian Government in May 1998. This proposal is consistent with the conditions of the Lease in terms of clause 13.1 Development of airport site, defined at clause 13.11 Definition, as follows:

> *"Good Business Practice' means the good business practices expected of an airport operator having regard to the duties and obligations of the Lessee including, without limitation, providing appropriate facilities for the comfort, ease of access, expeditious movement and efficient use of the Airport Site by passengers and other users."*

3.3. Consistency with ACT Planning Regime

The proposal site is identified as being within the Central National Area under the NCP, which is administered by the NCA. However, under Figure 12 (page 46) of the NCP, the Airport is subject to a Master Plan under the *Airports Act 1996*. This proposal is considered consistent with the NCP.

Although Canberra Airport is not subject to any statutory planning controls by the ACT Government, there are a number of policies and initiatives published by the ACT Government that are pertinent to the planning and development of Canberra and the surrounding Region. These include the 2018 ACT Planning Strategy and the Territory Plan.

In 2019, the ACT Chief Minister, Andrew Barr MLA, provided support for the ongoing development of the Airport site, including non-aeronautical development, in response to the approved 2020 Master Plan.

ACT Government and Canberra Airport Memorandum of Understanding (MoU)

The ACT Government supports the continuing development of Canberra Airport as an important element of the ACT's economy. The aviation-related activities and non-aviation activities that take place at Canberra Airport's various precincts contribute significantly to the economy of the ACT and the surrounding region. Canberra Airport's economic contribution is destined to grow in the next few decades and the ACT Government will continue to work with Canberra Airport and the Commonwealth to foster that growth. The latest ACT Government and Canberra Airport MoU, agreed in April 2015, addresses integration between the Airport site and the broader ACT and Region. The MoU was signed by Chief Minister Andrew Barr MLA on behalf of the ACT Government.

ACT Planning Strategy 2018

The ACT Planning Strategy 2018, a refresh of the previous 2012 Strategy notes:

> *"Canberra Airport is an important infrastructure asset for the Canberra region, as well as a hub for business and economic growth. Although outside the established centres hierarchy of the ACT, the airport's expanding and multi-faceted role will be a key consideration in a review of employment locations in the ACT."*

The Strategy notes with respect to 'Meeting the growing and diverse transport needs of the city':

> *"Canberra has become a globally connected city following the introduction of daily international flights from Canberra Airport. This direct global reach has the potential to significantly stimulate the economies of the Canberra region, providing opportunities for current and prospective exporters in the city and region, and enhancing tourism opportunities. The airport, rail infrastructure from Canberra to Sydney and the national highways into and*

out of the ACT provide a good basis for the distribution of freight and are important considerations in shaping the city for a successful and globally connected economy."

The Strategy also notes with respect to the section on 'Freight Network':

"Supporting growth in freight and export activity in the Canberra Region is a key focus of:

- *a strategy being developed by the ACT Government (Innovate Canberra) and key stakeholders including Canberra Airport, Austrade, the NSW Government and the business sector to support the development of Canberra Airport and surrounding precinct as an international air freight hub."*

Canberra Airport has engaged with the ACT Government and NCA for over fifteen years regarding the future Eastern Broadacre being a significant employment corridor resource for the ACT. The Airport supported the early rezoning of ACT land to facilitate the ACT's sale to IKEA for its development opposite the Airport's Majura Park.

The ACT Planning Strategy 2018 notes in regard to this future employment corridor proposal:

"The east of the city, including parts of the Majura Valley and Jerrabomberra Valley and around Fyshwick and the airport, has been identified for the growth of employment-generating land uses such as industrial and related uses. This area, known as Eastern Broadacre, is unsuitable for housing because of aircraft noise and the presence of critically endangered flora and fauna. However, it is ideally suited to less sensitive uses such as light industrial and warehousing distribution stations and freight support facilities given its proximity to national freight routes, the airport and existing industrial areas at Fyshwick, Symonston and Hume."

Territory Plan 2023

The Territory Plan is prepared and administered by the ACT Government in respect of all land in the ACT, as shown on Territory Plan maps.

In 2014, a variation was made to the Territory Plan concerning 7.8 hectares of land permitting the development of IKEA on ACT Government land adjacent Majura Park. This supported the sale of a long-term lease of the land to IKEA. Other ACT land West and North of IKEA are under planning as part of the Eastern Broadacre study. This land was rezoned to future urban in the NCP Amendment `86, approved in May 2016. Prior to sale by the ACT Government, this land was rezoned in 2019 to include land uses similar to IKEA, bulky goods retail, retail and light industrial.

In late 2023, the ACT Government enacted the new Planning Act 2023 and Territory Plan. The proposal has been reviewed having regard to the strategic directions in the new Territory Plan and the proposal is consistent with those matters. Despite this it is noted that the provisions of the Planning Act 2023 and Territory Plan are not applicable to Canberra Airport which is National Land administered by the Commonwealth.

District Strategies 2023

As part of the new Territory Plan a series of strategic planning documents were released covering the ACT. The new strategic planning documents are known as District Strategies and the ACT has been separated into a total of 9 Districts. Canberra Airport is situated with the East Canberra District Strategy and while the requirements of the strategy do not apply to Canberra Airport which is Commonwealth Land. Canberra Airport has had regard to the overarching vision for the district for

2038 and beyond to 2050. The key future vision for the East Canberra District has been summarised into 5 big drivers and 10 target, these are listed below:

East Canberra District Strategy 2023	
5 big drivers	**10 targets**
1. Blue-green network	• More nature and water retention in the city. • Expand liveable blue-green network connections.
2. Economic access and opportunity across the city	• Improve economic opportunities in districts with a shortage of jobs. • More jobs accessible to home.
3. Strategic movement to support city growth	• Reduce car dependency. • More active transport.
4. Inclusive centres and communities	• Greater activation of group and local centres. • Improved community wellbeing.
5. Sustainable neighbourhoods	• Greater housing choice and affordability to meet community needs. • More inclusive and fair communities.

Although not applicable to Canberra Airport as Commonwealth Land, the MDP for construction of a multistorey commercial office building at 19 & 21 Scherger Drive is generally consistent with the future vision for the East Canberra District Strategy 2023.

3.4. Airport Development and Building Approvals

In addition to any MDP requirements, construction of the proposal is subject to the submission of an application for a Building Permit to the ABC in accordance with the Airports (Building Control) Regulations 1996.

There is no requirement for any airspace approval under Part 12 of the Act for the proposal on completion, and all building permits will be obtained in accordance with Provision 5 of the Act.

An Application under Part 12 of the Act may be required for temporary obstacles (cranes) during construction of the office proposal, and the need for any such approval will be determined following consultation with ASA, CASA and DITRDCA.

3.5. Pre-existing Interests

When the proponent became the airport lessee company for Canberra Airport in 1998, it assumed certain pre-existing obligations under various leases and licences and took the lease subject to certain other existing interests.

While many of these existing interests have now expired, some of them remain. However, none are located on the site of the proposed development.

4. Operational Assessment

4.1. Aviation Operations and Safety

The proposal will not affect any flight paths at Canberra Airport.

4.1.1. Aircraft Noise – Australian Noise Exposure Forecast

Refer to **Section 5.5 Noise and Vibration** which states that the impacts of aircraft noise will be managed in accordance with AS2021-2015 Acoustics – Aircraft Noise Intrusion – Building Siting and Construction (AS2021).

4.1.2. Windshear and Turbulence

The Wind Shear Assessment for the proposed development has been prepared by WINDTECH. The Wind Shear Assessment confirms that the proposed development will not have adverse impacts on the Canberra Airport runways and a detailed assessment is not required under the NASF Guidelines. The proposed development has already been reviewed by Airservices Australia and CASA who agree that the proposed development does not result in aviation impacts on Canberra Airport and further assessments under the NASF Guidelines are not required.

4.1.3. Bird and Wildlife Management

The development will be managed in accordance with the Canberra Airport Bird and Wildlife Hazard Management Plan.

4.1.4. Pilot Distraction from lighting

Refer to **Section 2.3.6 Civil Infrastructure**, subsection Lighting, which states external light fixtures will be installed to comply with the requirements of the NASF Guideline E.

4.1.5. Prescribed Airspace – Operation

Due to the proposal's height and location in relation from Canberra Airports runway centreline, a windshear and turbulence assessment is not required for the proposal under NASF Guideline B.

Additionally, the proposal is below the OLS and BRA of the Canberra Airport Aerodrome and Airservices and CASA have advised on the proposal will not be hazardous nor impact on the CNS, flight procedures and or ATC.

Navigational Aids, Radar and Building Restricted Area (BRA)

The BRA surface in relation to the proposal is illustrated in **Figure 14**. The design of the building does not encroach the BRA surface.

OLS and PANS-OPS

The proposal will not affect or penetrate the OLS or PANS-OPS as illustrated in **Figure 15**.

The maximum building height of RL 605.00 and is considerably lower than the OLS height of RL 615.

The final design of the building may vary due to design height considerations in the context of navigation aids and will again be checked against the OLS to ensure the OLS is not exceeded at any

point. The PANS-OPS sits above the OLS. Because the proposal is below the OLS, it will also be below the PANS-OPS.

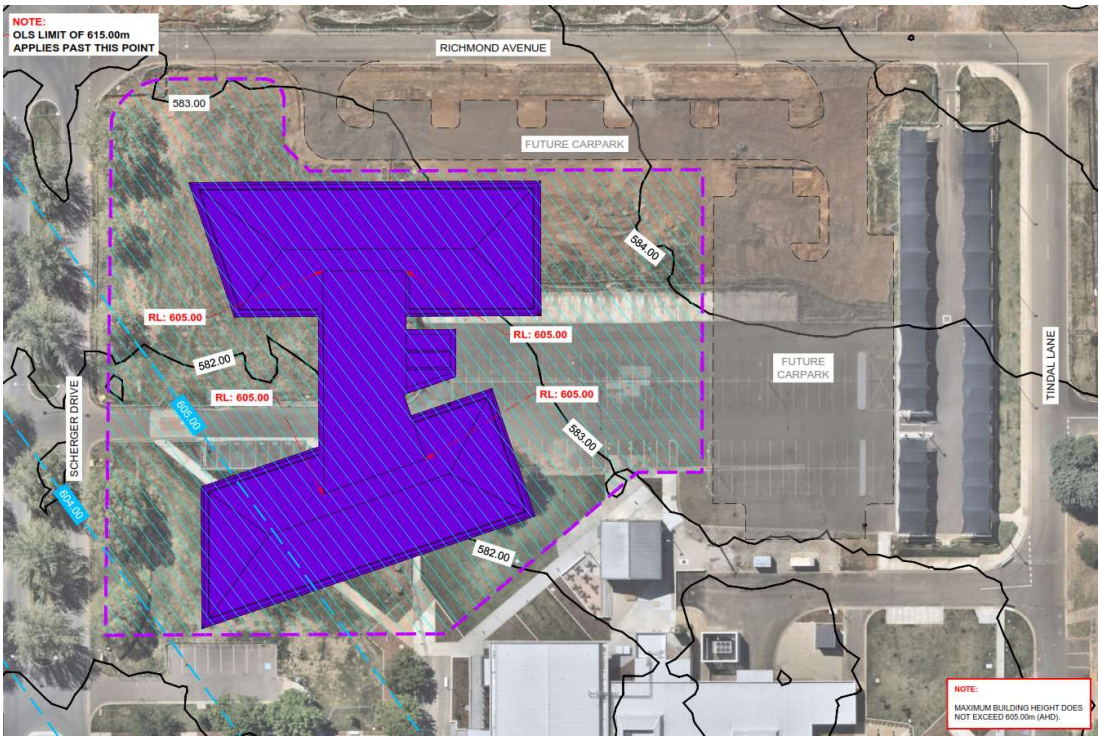

Figure 14: BRA Impact Assessment at the proposed building (Plan View)

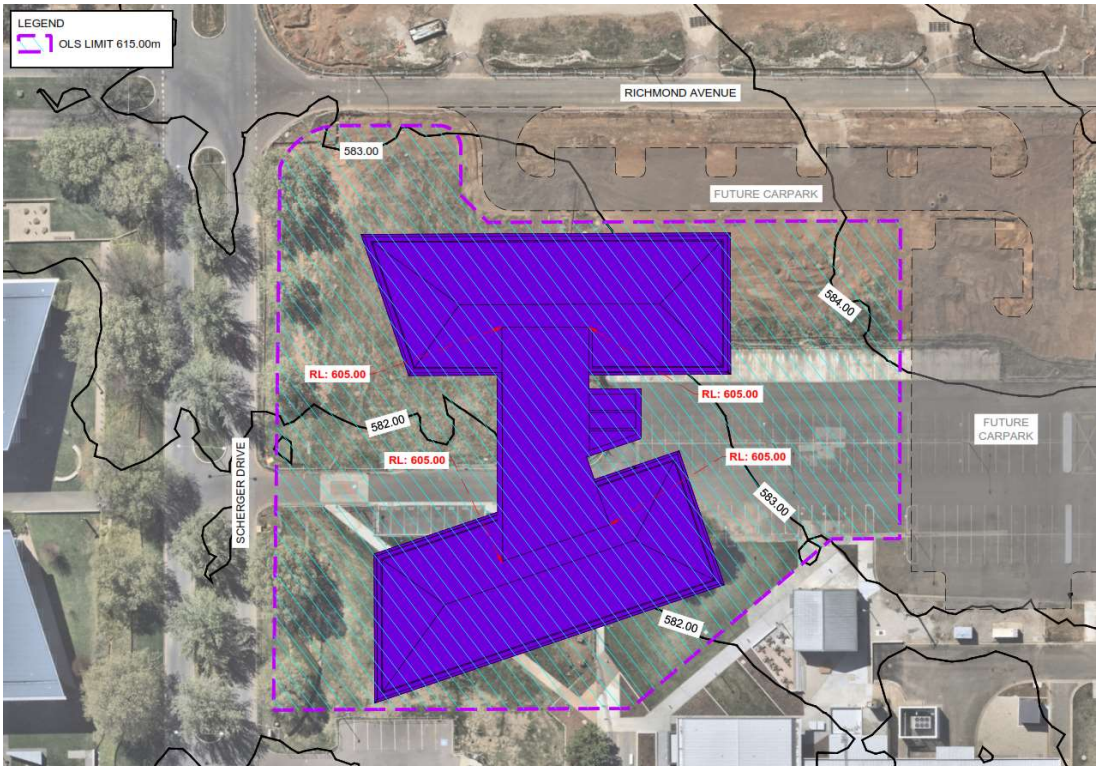

Figure 15: OLS Impact Assessment at the proposed building (Plan View)

4.1.6. Prescribed airspace – Construction

Should cranes be required at any time during construction that may penetrate the prescribed airspace, clearances will be sought in compliance with the Airports (Protection of Airspace) Regulations 1996.

4.1.7. Aviation Facilities (CNS)

Airservices Australia has confirmed that the development will not adversely impact the performance of any Communication, Navigation and Surveillance (CNS) facilities and is located outside the BRA. Refer to **Section 4.1.5 Prescribed Airspace - Operation**.

4.1.8. Air Traffic Control Line of Sight

A review of the ATC Line of Sight against the proposed development has indicated that there is no impact to the line of sight in both the current and future Digital Aerodrome Service (DAS) location in Fairbairn.

4.1.9. Public Safety Area

The proposed development is outside the public safety area.

4.2. Road Network

4.2.1. Baseline Conditions

19 & 21 Scherger Drive is located in the Fairbairn Precinct of Canberra Airport. The development site is located at the intersection of Scherger Drive and Richmond Avenue. The main access to the proposed development is via the intersection of Pialligo Avenue/Scherger Drive with all users passing through.

Pialligo Avenue is a major arterial road that links Queanbeyan in the southeast and provides connectivity with Majura Parkway. The position of the development relative to the regional road network is shown in **Figure 16.**

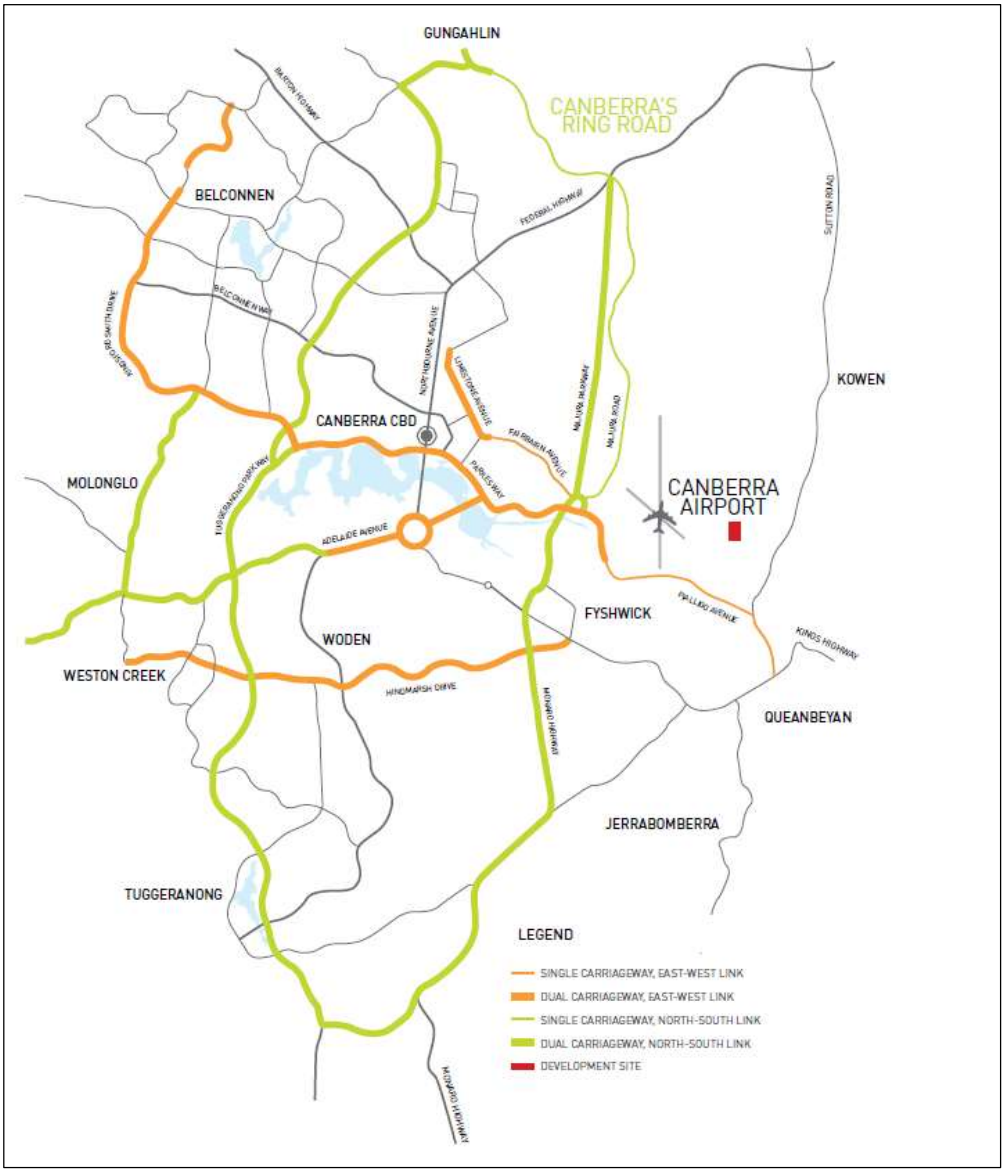

Figure 16: Regional Road Network development site location indicative only.

Car Parking Facilities

The proponent has a history of providing car parking space capacity ahead of demand, with the recently completed Richmond car park. The proponent plans, designs and builds all car parking and provides ongoing customer service in all airport precinct car parks, including at Fairbairn. The Fairbairn Precinct has considerable off-street parking supply, with a total of 2,466 existing parking spaces. Parking data provided indicates that maximum parking occupancy during a typical week is 1,240 vehicles corresponding to an occupancy rate of approximately 50%.

The proposed development will require the removal of approximately 80 car parking spaces and 8 visitor spaces

A total of 241 car parking spaces have already been constructed for the development this includes seven accessible spaces, 24 short-stay parking spaces with four accessible spaces. This additional car parking will sufficiently accommodate car parking demands from the development. Refer to **Figure 17** and **Figure 18** below.

During construction and operation, the proposal has been determined to have minor impacts on the Pialligo Avenue/Scherger Drive intersection. Additionally, the current available car parking supply neighbouring the site of 1,240 and recently constructed 241 car parking forming part of the proposal, will sufficiently accommodate car parking demands from vehicle trips generated as a result of the development.

Figure 17: Car parking in the immediate vicinity of 19 & 21 Scherger Drive (**Source**: *Canberra Airport aerial imagery November 2024*)

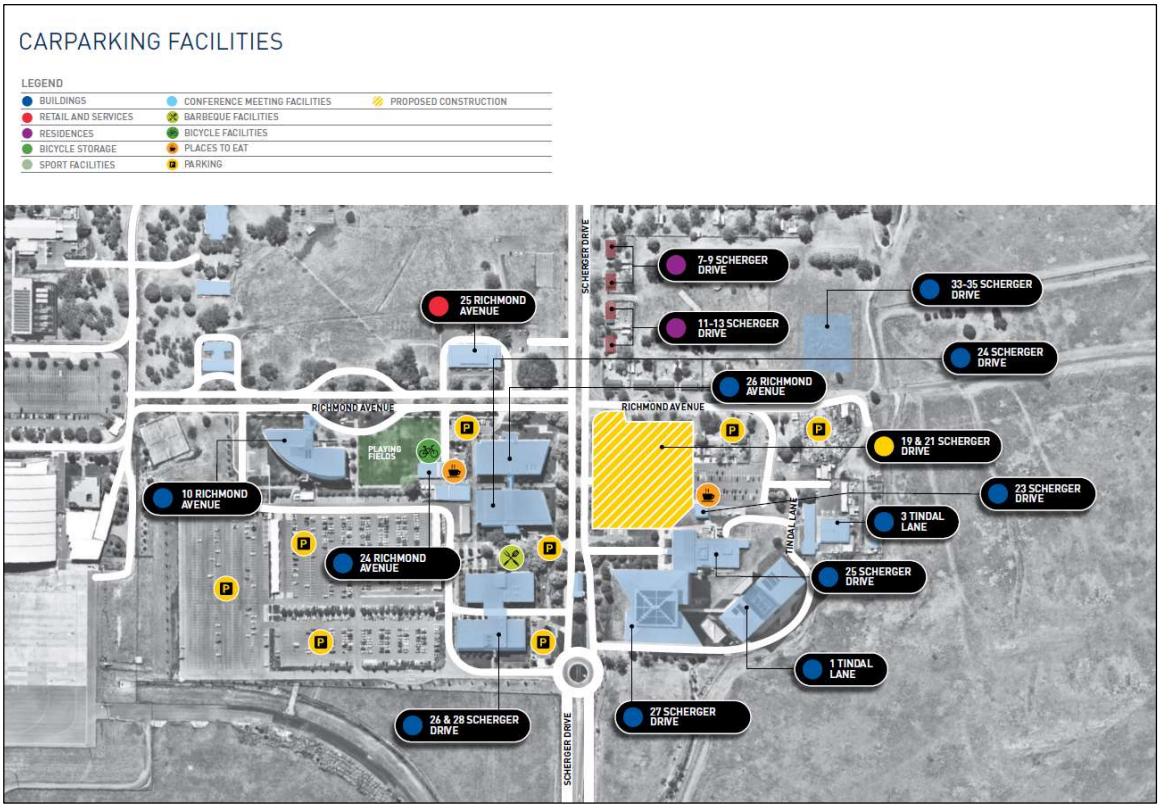

Figure 18: Available car parking facilities in the surrounds of 19 & 21 Scherger Drive

4.2.2. Assessment of Operational Impacts

SCT have prepared a Traffic Impact Statement to assess the traffic impacts of the proposed development. In addition, SCT have prepared a supportive letter clarifying minor items raised by TCCS. Refer to the supporting documents for details.

Based on traffic volumes for the Pialligo Avenue/ Scherger Drive intersection, collected over a 24-hour period on Wednesday 29th of November 2023. The weekday AM peak at the Pialligo Avenue/ Scherger Drive intersection was observed to be between 8.00am-9.00am, and the PM peak hour between 5.00pm–6.00pm. The Traffic Impact Statement concluded the following vehicle delays at the Scherger Drive/ Pialligo Avenue signalised intersection:

> *"Modelling results from Table 2 indicate the development will have minimal impact on vehicle delay during the AM peak, with LOS remaining constant at 'A' across all three scenarios. DOS increases by 0.02, which will not impact intersection capacity. Delay during the PM increases by 1.7and 2.7 seconds respectively. LOS remains at 'A' and DOS increases by 0.06. These increases in delay and DOS are predominantly a result of vehicles from Scherger Drive turning onto Pialligo Avenue and vehicles turning right from Pialligo Avenue.*
>
> *It is therefore anticipated that the development will have an insignificant impact on the road network with minor increases in delay and DOS, which are within the TCCS Guidelines for Transport Impact Assessment of LOS D for each movement and DOS ≤0.90."*

4.3. Other Infrastructure and Services

Fairbairn is accessible via an off-road shared bike path running along Lake Burley Griffin from the City integrating with paths from all other town centres along the way.

Once at Fairbairn, there are already ample facilities to securely store bikes while the proposal will likely include additional bike storage and changing amenities. **Figure 19** indicates relevant bike access and storage facilities.

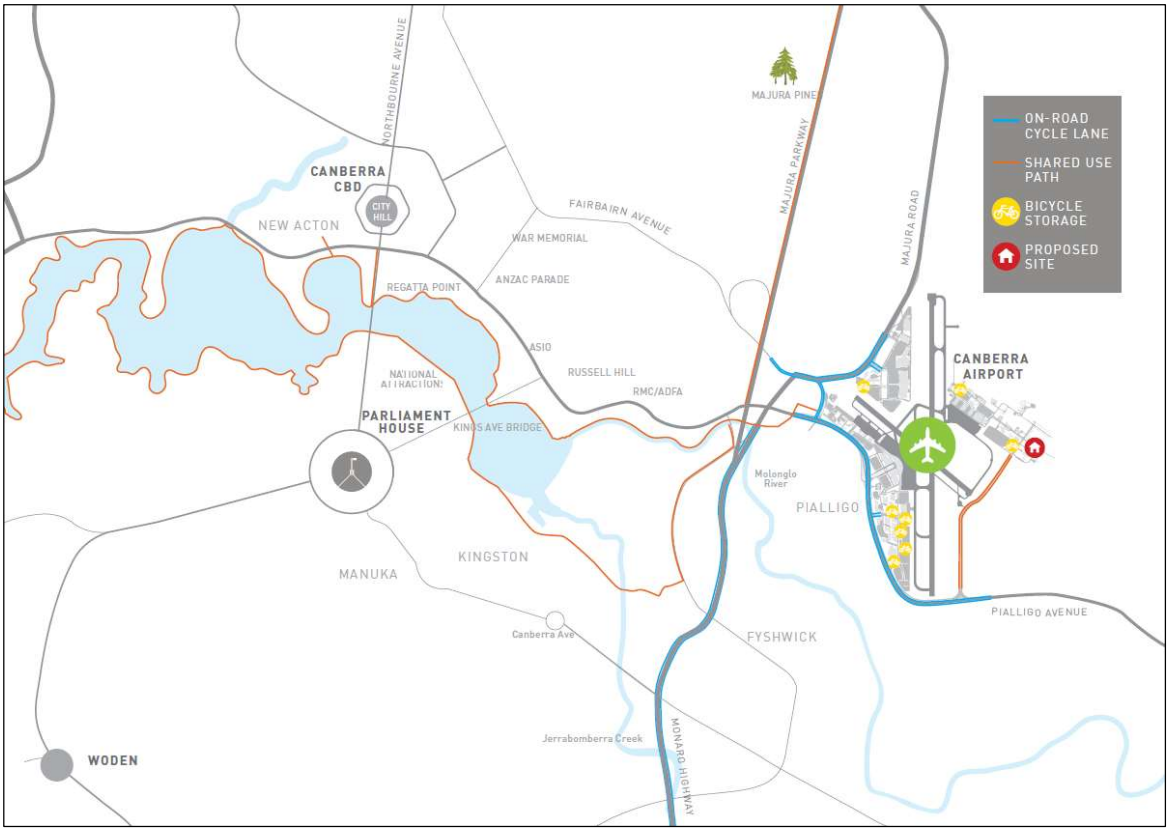

Figure 19: Bike Access and Storage Facilities across Canberra Airport.

5. Environment and Heritage Assessment

5.1. Airport Site Environmental Context

5.1.1. Airport Context

Canberra Airport is in the Majura Valley approximately 8 kilometres east of Canberra's Central Business District and 4 kilometres north-west of Queanbeyan. Canberra Airport and the project site are located approximately 4.8 kilometres east of Lake Burley Griffin.

5.1.2. Surrounding Locality and Environment

The land north and south of the airport is used for broadacre purposes as it is overflown by aircraft or because as it is used in association with Department of Defence activities. Woolshed Creek is situated approximately 430 metres west of the airport across Fairbairn Avenue.

Situated south and west of the airport across Pialligo Avenue is the suburb of Pialligo which contains a variety of light industry uses such as (but not limited to) landscape supply businesses, nurseries and animal care facilities (vet and kennels).

Canberra's premier industrial precinct, Fyshwick, is situated approximately 750 metres south of the airport separated by the Molonglo River. Fyshwick contains a variety of industrial and employment generating uses such as industrial trades, general industry, hazardous industry, bulky good retailers, transport depots, storage facilities, and offensive industry. Located between the Fyshwick industrial suburb and the banks of the Molonglo River is Can Turf lawn cultivators and suppliers, a scrap metal facility, and the Canberra Sand and Gravel facility. The **Figure 20** below identifies the airport's location relative surrounding land uses and surrounding environmental areas.

A number of waterways and Lake Burley Griffin are located in the broader locality of Canberra Airport, this includes:

- Woolshed Creek located northwest of the airport across Fairbairn Avenue approximately 430 metres from the Project Site.
- Molonglo River located approximately 570 metre west of the Project Site separated by Pialligo Avenue and the suburb of Pialligo.
- Commonwealth Listed Lake Burley Griffin and Adjacent Lands (Australian Heritage Database ID: 105230) located approximately 2.7 kilometres west of the Project Site.

It is also noted that Canberra Airport and the project site are not affected by the 1 in 100-year flood model extent (1% AEP) for flooding associated with the Woolshed Creek, Molonglo River or Lake Burley Griffin.

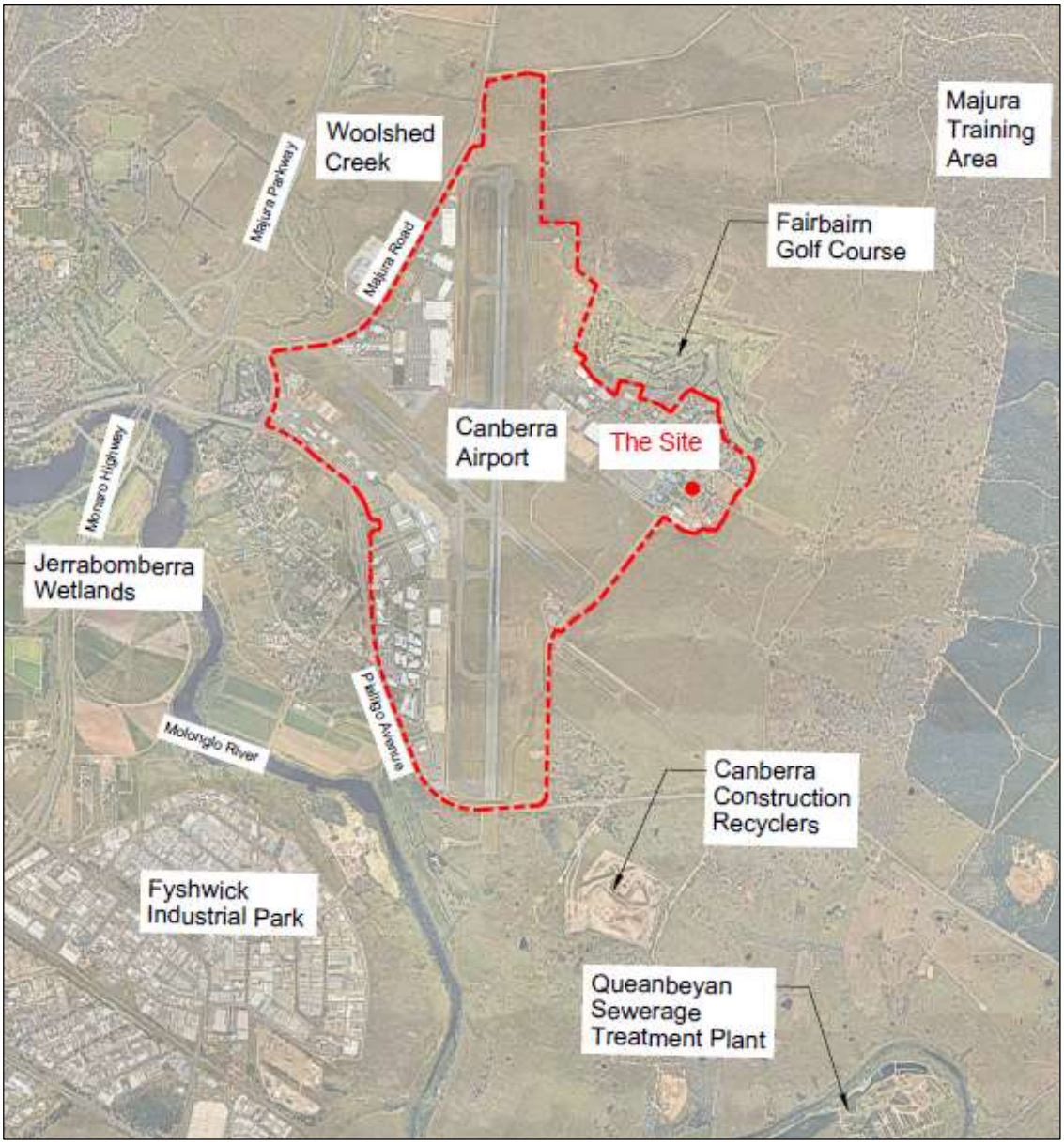

Figure 20: Canberra Airport surrounding locality and site location (approximate).

5.2. Groundwater and Hydrology

5.2.1. Baseline Conditions

Surface Hydrology

Canberra Airport slopes to the south-west with a 20-metre elevation change from Fairbairn to Pialligo and Brindabella Business Park. Stormwater from the site drains via a network of open and closed drains and water systems eventually to the Molonglo River. The Molonglo River flows generally westwards to Lake Burley Griffin and ultimately to the Murrumbidgee River north-west of Canberra.

The proponent maintains a comprehensive environmental management program in relation to stormwater quality. This program ensures minor pollutants emanating from the access roads and car parking areas will not significantly affect the quality of stormwater discharge from the Airport into receiving waters such as the Molonglo River. This is outlined in the Canberra Airport Water Management Plan. Stormwater from the constructed building will be directed into the existing network of drains. The capability of these drains is not fully utilised.

It is unlikely there will be significant impact from the proposal on the water quality of the Molonglo River or downstream waters.

Groundwater

Based on previous groundwater monitoring conducted by Airservices, the depth to water is approximately 10 -12 metres in Fairbairn. Excavations for the proposal will be limited to an approximately depth of three metres.

Groundwater will therefore not be intercepted nor impacted by the development.

5.2.2. Assessment of Impacts

The Airport is located in a catchment which has been modified over time through the installation of contour banks to divert water around the main Airport Runway 17/35 and through the development of sediment control structures since the 1950s to minimise sediment reaching Lake Burley Griffin.

The majority of stormwater at the Airport is collected in a network of open and closed drains before being discharged to Woolshed Creek, Pialligo Brook and via off-site drains to the Molonglo River. All flows ultimately drain to Lake Burley Griffin. Construction projects might reasonably be expected to have short term impacts on stormwater flows. Such impacts will be dealt with and managed through project environment management plans. The 19 & 21 Scherger Drive development site ultimately drain to the Molonglo River.

Stormwater flows may also change due to increased areas of impervious surfaces and due to the diversion of stormwater around and through developments. All developments, where such changes are regarded as likely, will be designed in accordance with the relevant Australian Standards.

5.2.3. Mitigation Measures

The site-specific CEMP details a range of mitigation, management and monitoring measures associated with the interaction with groundwater and management of surface water. These are discussed below.

Project specific CEMP

Specifically, section 6.4.1 Surface and Groundwater Management states these requirements below:

Canberra Airport will engage a suitably qualified and experienced environmental consultant to undertake testing in accordance with applicable best practice guidance documents, in particular:

- The Australian Government, Airports (Environmental Protection) Regulations 1997 (AEPR)
- Heads of EPA, PFAS National Environmental Management Plan January 2020 (PFAS NEMP 2020)

- National Environment Protection (Assessment of Site Contamination) Measure 1999 (ASC NEPM).

The water testing and reporting must consider the following:

- *Sample Density* – The overall sampling density with regard to the number of water tests required will be determined by the environmental consultant. The sampling density must be sufficient to generate a reliable dataset for the purpose of assessing the water for reuse and/or offsite disposal.
- *Assessment Criteria* – Water analytical results must be compared to the PFAS NEMP Freshwater 95% Species Protection (slightly to moderately disturbed systems). This criterion has been adopted on the basis the nearest surface water body (Lake Burley Griffin) is a man-made lake and is heavily modified.
- *Reuse and/or Disposal Requirements* – If the assessed water must be removed (i.e. is limiting progression of construction works) the following disposal options can be pursued:
    - *Onsite Reuse* – If PFAS concentrations are found to be low (i.e. less than the assessment criteria) approval for reuse within the airfield may be sought from the AEO. This may require a risk assessment to be completed to determine if the reuse of PFAS impacted water would pose a risk to the nominated reuse location.
    - *Offsite Disposal* – If PFAS concentrations are high (i.e. higher than the assessment criteria) or there are no viable opportunities for onsite reuse, then the water must be assessed for offsite disposal in accordance with the relevant ACT or NSW EPA Waste Classification Guidelines.

More detailed requirements are contained in the site-specific CEMP.

5.3. Soil and Land Contamination

5.3.1. Baseline Conditions

The soils in the Majura Valley and 19 & 21 Scherger Drive are characterised below:

<u>Alluvial Soil Characteristics in the Majura and Molonglo Valley</u>

- *Range:* They typically range from loams to sandy loams and silty loams to light and medium clays.
- *Depth:* These soils extend to a depth of 2 to 3 metres.

<u>19 & 21 Scherger Drive Soil Characteristics</u>

- *Underlying Soil Type:* Below the alluvial soils (which are primarily sandy clays), deeper soil boreholes reveal the presence of bedrock.
- *Depth of Bedrock:* It seems that beyond 2 metres, the soil boreholes consistently encounter bedrock.

For full details regarding the project site soils and geology refer to the LDSI.

The proposal requires excavation to an approximately 3.0 metres of soil from natural ground level from the project site because of a plant basement.

Land Contamination

The project site has been informed by detailed desktop studies, field work and laboratory testing associated with the Agon Environmental LDSI.

The LDSI report included the following scope of works:

- Collection of soil samples from 48 boreholes, test pits and hand augers.
- Submission of select soil samples to a NATA accredited laboratory to evaluate concentrations of CoCs.
- Comparison of soil analysis data against the following adopted assessment criteria:
    - Airports (Environment Protection) Regulations 1997 (AEPR) provides Soil Pollution – Accepted Limits (General Airport Area) for TPH, BTEX, PAHs, PCBs, Phenols, pesticides and metals.
    - NEPM (2013) Health Investigation Levels (HIL) for direct contact with soils. Provides health investigation levels for pesticides, metals, hydrocarbons for a commercial/ industrial (HIL D) land use setting.
    - NEPM (2013) Health Screening Levels (HSL) for vapour intrusion risk. Provides screening values for petroleum hydrocarbons (Total Recoverable Hydrocarbons [TRH] and BTEXN) for a commercial/ industrial (HSL D) land use setting. Sand soil type, soil depth 0-<1 m.
    - NEPM (2013) Ecological Investigation Levels (EIL) for a commercial/industrial (HIL D) land use setting.
    - PFAS NEMP V2 – HIL D land use criterion adopted on the basis the site will be used for commercial purposes.
    - PFAS NEMP V2 – Ecological soil guideline value of indirect exposure (EIE). Agon propose a revised less conservative EIE value of 0.14mg/kg on the following basis:
        - The site area (and broader Canberra Airport footprint) is free of secondary consumers (carnivores) with fauna being actively managed within the Canberra Airport.
        - The site is within an urban setting.
        - The site is not in close proximity to waterways, drainage networks or groundwater (refer Section 2.5 and Section 2.6).

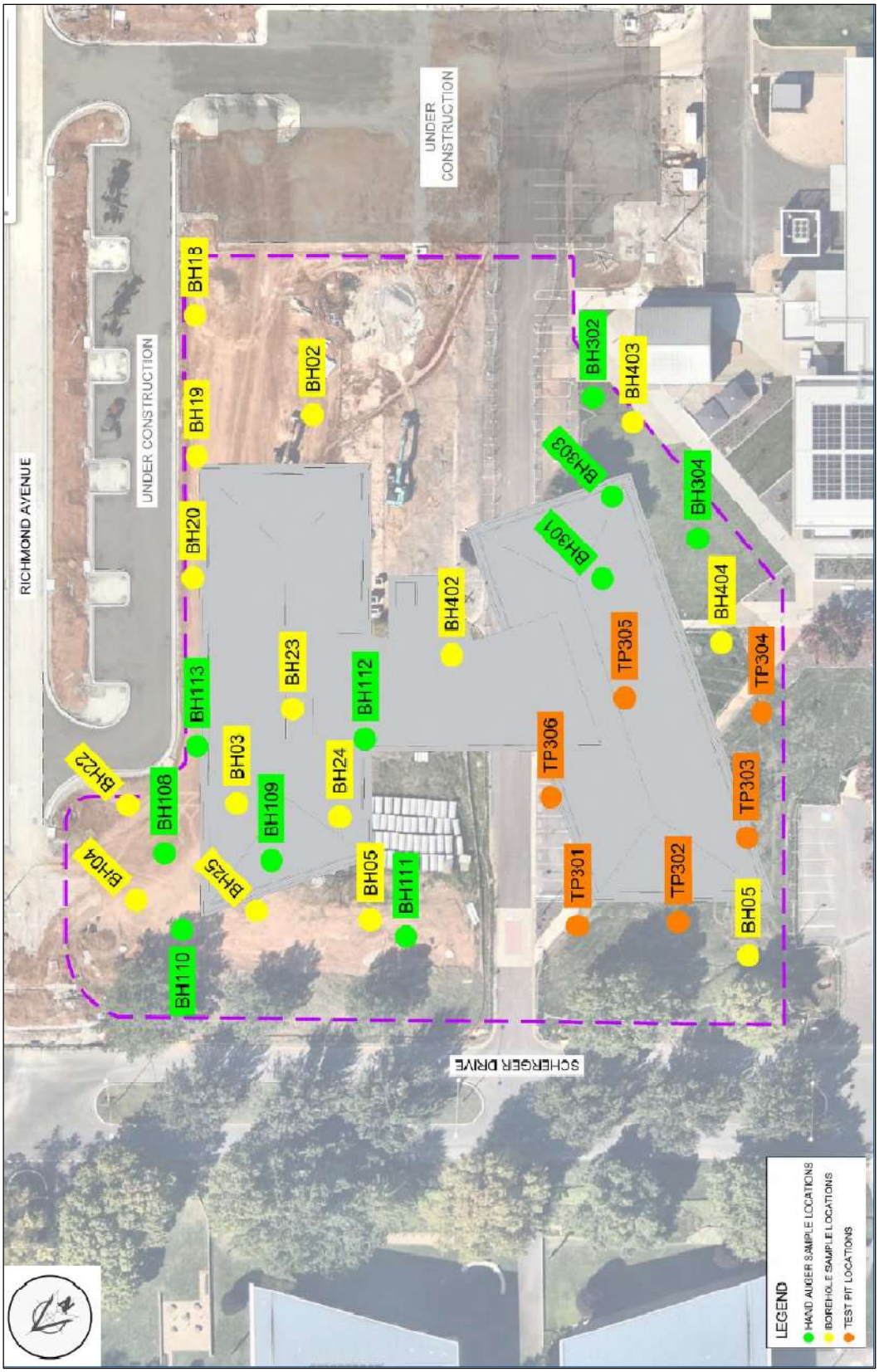

Figure 21: Borehole sample locations with the Project Site boundary overlayed in purple.
(***Source**: LDSI Figure 3 by Agon Environmental*)

An assessment conducted by the LDSI and subsequent soil sampling has revealed that the majority of the project site complies with the adopted assessment criteria for contamination with the exception of two (2) samples, out of 45 samples, above the EIE criteria of 0.14mg/kg.

Canberra Airport has undertaken measures to address contaminated soil on the project site in conjunction with the nearby Richmond Avenue car park works. Canberra Airport has implemented disposal protocols in accordance with the PFAS Soil Management Framework, relocating contaminated soil from the project site to an off-Airport location.

5.3.2. Assessment of Impacts

As a consequence of the LDSI soil test results were presented in a Concept Site Model (CSM). The CSM provides the framework for evaluating contaminant source-pathway-receptor linkages as a result of PCAs which may have occurred at the site. If linkages appear present or incomplete thereby establishing a potential exposure pathway that may, depending on the nature of the proposed land use, warrant further assessment. The CSM details the source, receptor and pathway linkages and the summary of the CSM states:

- Between 45-48 samples were analysed for a broad range of analytes including TRH, BTEX, PCBs, PAHs, Phenols, OCP, Metals and PFAS. Soil analysis data did not identify the presence of chemical contamination with the exception of low concentrations of Sum (PFHxS + PFOS) within soils at the site.

The CSM confirms no complete contaminant source-pathway-receptor linkages are possible. Accordingly, the project site is considered suitable for the proposed commercial complex.

5.3.3. Mitigation Measures

The LDSI report provides the following conclusion and recommendations for the development of the Project Site.

> *Two PCAs were identified: potential PFAS impacts (to soils); and potential fill of unknown origin. These PCAs have been qualitatively and quantitatively assessed through a site sampling program and development of a CSM which did not identify any complete contaminant source-pathway-linkages. On this basis, Agon conclude the site to be suitable for the development of a commercial complex and any other permitted commercial uses under the 2020 Canberra Airport Masterplan.*

Bulk excavation during construction works will require disposal off-Airport of approximately 3000-4000cubic metres of soil pending final landscaping design. This bulk excavation will be managed in accordance with the PFAS Soil Management Framework Issue 5 and the associated PFAS Soil Framework Checklist.

5.4. Cultural Heritage

5.4.1. Baseline Conditions

Indigenous Heritage

The archaeological sensitivity of the Airport was developed by a two-stage cultural heritage study undertaken in 2001 (Australian Archaeological Survey Consultants 2001) which involved detailed modelling and then test-pitting on the Airport site. The proposed development site is not a known location of archaeologically significant material and was heavily disturbed due to its past active use as an RAAF Base in the 1930-1940s.

European Heritage

Fairbairn was established in the 1930s and 1940s as an RAAF Base. Fairbairn is located on National Land, it is therefore subject to a heritage management framework under the *Airports Act 1996*.

The following are listed as elements of exceptional significance in the Fairbairn Heritage Management Plan (FHMP):

- Distinctive site layout with axial alignment of principal roadways
- Tree lined avenue character associated with the main road alignments of Richmond Avenue (west), Fairbairn Avenue and Laverton Avenue (west), but not individual trees.
- The open spatial character of the original Parade Ground at the eastern end of the Point Cook/Amberley loop.
- *Campus type character with free standing buildings set in an open landscaped setting*.
- The fundamental functional organisation of the place comprising of operational and other functional activities.
- Its proximity to the adjoining, progressively developed runways of Fairbairn/Canberra Airport.

The only heritage element listed of relevance to the project is shown in italics above.

An assessment of impacts on Indigenous and European Heritage is provided below.

5.4.2. Assessment of Impacts

The development will contain generous setbacks in all directions, with interconnected pedestrian paths in the Fairbairn Precinct to maintain the campus type character required in the Fairbairn Heritage Management Plan.

Heritage elements of lower significance listed in the Fairbairn Heritage Management Plan are individual buildings and are not considered to be impacted directly or indirectly by this project.

The proposed works would do not impact on the intrinsic heritage features identified in the Fairbairn Heritage Management Plan.

The proposed works and development are not envisaged to impact on Indigenous heritage based on the finding in the cultural heritage study undertaken on the airport.

5.4.3. Mitigation Measures

The site-specific CEMP incorporates an unexpected finds protocol should Indigenous or European Heritage items be discovered during construction works.

5.5. Noise and Vibration

5.5.1. Baseline Conditions

Construction Noise

There is expected to be a certain level of noise and vibration associated with the construction of the proposal. This noise is not expected to be any different from that produced in the construction of any other building on Airport and will comply with all work, health and safety criteria.

Every effort will be made to screen noise and vibration exposure from the general public during the construction phase including sensitive receptors.

Airport Noise

The site is located approximately 780 metres from the closest runway threshold (Runway 12/30) and is exposed to minimal noise impacts from aircraft operations, both from aircraft taking off and landing and from ground manoeuvres.

5.5.2. Assessment of Impacts

Construction Noise

The sites nearest sensitive receptors include a preschool 120 metres to the northwest and a series of single detached residential dwellings to the north, 90 metres away.

Construction is generally expected to occur during daylight hours therefore no construction noise is expected to be generated at night.

Airport Noise

The proposed office development is in the vicinity of the 20 Ultimate Capacity ANEF Contours (technically endorsed August 2019). AS2021:2015, Table 2.1, determines that a commercial building within this area is acceptable. The proposal is therefore consistent with AS2021:2015, similar to existing buildings on Canberra Airport. The proposal will demonstrate compliance with the relevant Australian Standards as part of future detailed construction documentation and drawings, which will be reviewed, assessed and determined by the Airport Building Controller.

It is likely some people working on the construction of the proposal, or those that later work in the proposal while walking to and from car parking areas, bus stops or other buildings or facilities in the Precinct, may be subject to aircraft noise exposure while an aircraft passes for relatively short periods. This situation exists for people who currently work in the vicinity of the Airport and there are no known resultant adverse amenity or work, health and safety issues.

5.5.3. Mitigation Measures

Construction Noise

Construction noise and the protection of sensitive receptors will be managed in accordance with the approved site-specific CEMP.

Airport Noise

No mitigation measures are required.

5.6. Wind Studies

5.6.1. Baseline Conditions

Due to the location and the height of the proposal, the assessment trigger warranting a formal of Wind Shear study against the NASF Guidelines is not required. This finding has been reinforced by CASA determining:

> *"The wind shear review as provided, indicates that the NASF Guideline B criterion requiring the building to not infringe a slope of 1:35 extending perpendicular from the runway centreline will be met by the proposal. Therefore, further wind shear and turbulence assessment is not required."*

Figure 22: Proposed Development in relation to Runways
(**Source:** *Figure 1 by Windtech*)

5.6.2. Assessment of Impacts

The proposal is compliant with the NASF Guideline B.

5.6.3. Mitigation Measures

No mitigation measures are required.

5.7. Air Quality and Odour

5.7.1. Baseline Conditions

Canberra Airport is in the Majura Valley which is predominantly undeveloped. There are various heavy industry operations that border Canberra Airport that may impact the local air quality. This includes Fyshwick Industrial Park, the Queanbeyan Sewerage Treatment Plant and Canberra Construction Recyclers.

Within Canberra Airport, local air quality impacts associated with ground-based operations are regulated by the *Airports (Environmental Protection) Regulations 1997 (AEPR).* However, air quality associated with emissions from aircraft (excluding aircraft ground-running and idling on aprons) is regulated under the *Air Navigation (Aircraft Engine Emissions) Regulations (AEPR) 1995*.

Air quality outside of Canberra Airport is regulated in accordance with the National Environment Protection (Ambient Air Quality) Measures and air quality monitoring stations are in Monash, Florey and Civic.

The results of air emissions monitoring undertaken in 2018, on and in the vicinity of the Airport, indicated all measured pollutant concentrations were well below the National Environment Protection (Ambient Air quality) Measure limits. The Airport Environment Strategy (Appendix 1 of the Canberra Airport 2020 Master Plan) prescribes air quality monitoring is undertaken every eight years therefore air quality monitoring will next be undertaken in 2026.

5.7.2. Assessment of Impacts

Air quality at the Airport and in the ACT generally is regarded as very good and no significant impact has been measured from airport operations.

5.7.3. Mitigation Measures

The proposal will manage construction impacts in accordance with the site-specific CEMP which includes measures for minimise dust and air quality standards from vehicles and equipment.

Air quality is not expected to change with this proposal during the construction and operation of the commercial building.

5.8. Flora and Fauna

5.8.1. Baseline Conditions

MNES Airside Canberra Airport

The proposal site is currently vacant fenced off land ready for development. No endangered flora and fauna are on site nor within the immediate vicinity of the Project Site.

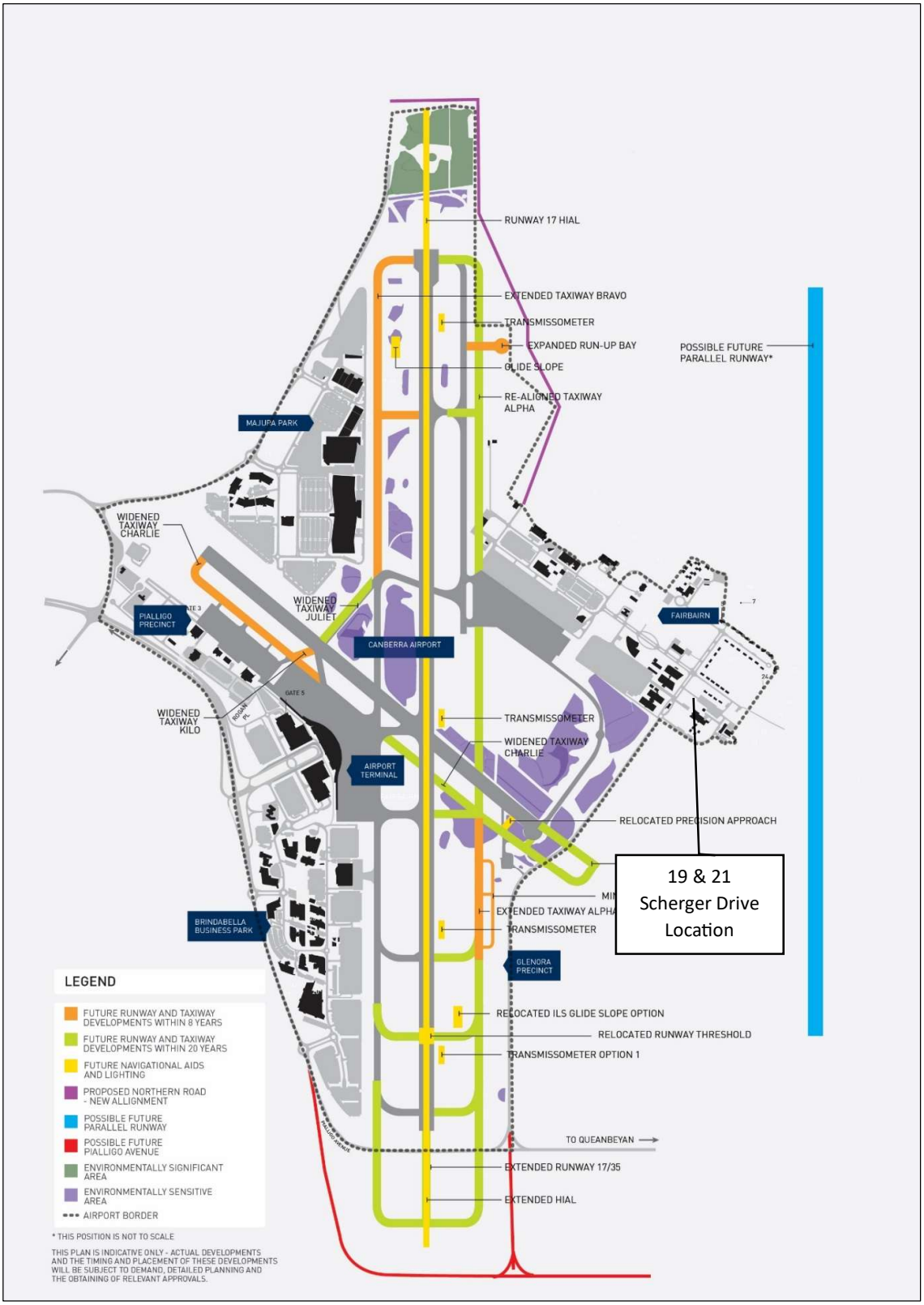

Figure 23: Environmentally significant and sensitive areas.
(**Source**: *Figure 1.2 of the Canberra Airport 2020 Masterplan*)

5.8.2. Assessment of Impacts

The proposal will have no direct impacts on MNES. The likelihood indirect impacts are considered very low, and mitigation and management measures can be incorporated to address these potential impacts.

The site-specific CEMP states "Natural Temperate Grassland (NTG) and habitat for the Grassland Earless Dragon (GED) and Golden Sun Moth (GSM) are located Airside. Contractors must not enter these areas.

5.8.3. Mitigation Measures

Trees that need removal need approval by Canberra Airport and verges are to be protected during works. Trees that are to be retained are to be fenced to protect them from damage during project works.

5.9. Waste Management

5.9.1. Baseline Conditions

The operation of the proposal is likely to result in the generation of some solid waste.

Canberra Airport has implemented a number of recycling initiatives at the airport, including the establishment of an onsite worm farm in Fairbairn for food waste.

5.9.2. Assessment of Impacts

There is unlikely to be a significant impact on the waste stream generated by the Airport and so no changes to the existing waste management and monitoring processes that apply to the Airport will be required.

5.9.3. Mitigation Measures

Mitigation measures including procedure dealing each different waste categories are outlined in the site-specific CEMP.

5.10. Hazardous Materials

5.10.1. Baseline Conditions

Hazardous materials will be managed in accordance with ACT legislation, and will include suitable storage, management and disposal techniques.

5.10.2. Assessment of Impacts

As the nature of the activities are within a commercial precinct not an industrial precinct. There will be limited storage of potentially hazardous chemicals. Construction activities for the development will also likely involve the storage and use of hazardous chemicals.

5.10.3. Mitigation Measures

The use of hazardous materials during construction will be managed in accordance with the site-specific CEMP.

Subject to the implementation of mitigation measures, the impact of the development with regards to the management of hazardous materials and dangerous goods is not considered to be of concern.

5.11. Potential Construction Impacts of the Proposal

The following potential impacts have been identified during construction. Should these impacts occur, they will be managed in accordance with the site-specific CEMP.

Construction Traffic

Construction traffic associated with the works will include the delivery of building materials and equipment as well as vehicle movements associated with the construction workforce. The construction workforce will park in nearby car parks, which have ample capacity, and not on the site itself.

During the construction period it is unlikely there will be more than 50 construction vehicle movements on any one day. This volume of traffic will be mostly off-peak and insignificant relative to the daily traffic volumes on Pialligo Avenue and Fairbairn Avenue which provides road access to the site.

Construction traffic will predominantly access the site throughout daylight hours. All construction traffic will access the site from Fairbairn Avenue or Pialligo Avenue, refer **Figure 24**.

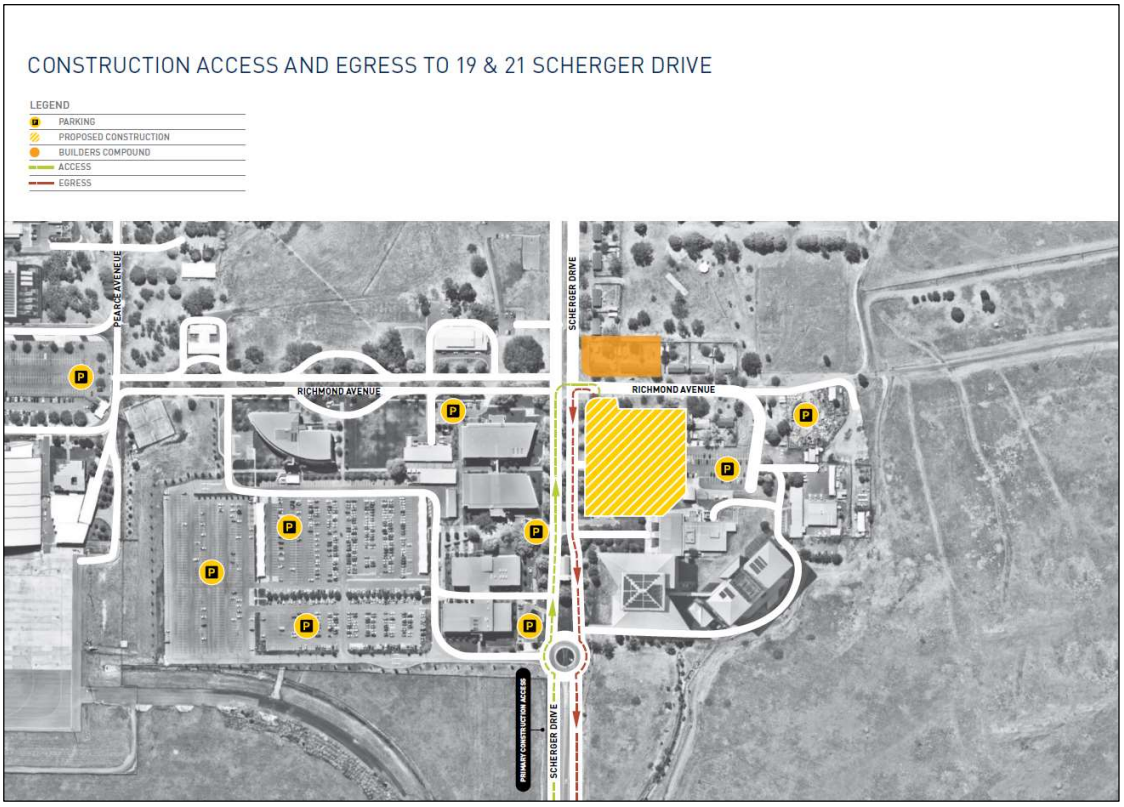

Figure 24: Construction Access and Egress to Pialligo Avenue and Fairbairn Avenue

Pedestrians

A pedestrian management plan will be incorporated in information provided to the Airport Building Controller (ABC) and implemented throughout construction of the proposal.

Water Quality

Stormwater control measures will be implemented to control any sediment-laden run-off during excavations and for minor works such as construction of footpaths and parking areas.

Air Quality and Dust Management

There is the potential for some localised dust generation associated with soil excavation. Dust suppression measures, such as watering of exposed soil surfaces from non-potable supply, will be implemented to prevent dust generation as much for safety reasons as for environmental reasons in accordance with the site-specific CEMP. Emissions from diesel powered construction equipment and exhausts from vehicles travelling to and from the site considered modest and insignificant in the context of both local and regional traffic.

Erosion and Sediment Control

A sediment control plan will be developed prior to construction to mitigate and manage against erosion and sedimentation concerns.

Airport Operations

If required during construction, crane penetrations through the OLS will be managed to ensure there is no impact on airport operations and in close consultation with ASA and CASA. A NOTAM will be issued as required.

All construction and related works will be managed in accordance with the Regulations set out in MOS Part 139. There is not expected to be any impact on the operation of runways and taxiways at the Airport during construction of the proposal.

The proposal building heights are below the OLS and BRA.

Construction Waste

Construction waste will be separated where economically and commercially practical and recycled or disposed of at a legally operating waste refuge.

Hazardous Materials

Hazardous materials will be managed in accordance with ACT legislation, and will include suitable storage, management and disposal techniques.

6. Consultation

6.1. Approach to Consultation

Canberra Airport has a policy of ongoing engagement with key stakeholders in relation to planning, development and operational issues related to Canberra Airport. For the MDP process, the consultation strategy covers the following stages:

- Technical consultation during the preparation of the proposal;
- Notification to local planning ministers and authorities of the proposal;
- Notification to the Canberra Airport Planning Co-ordination Forum and Community Aviation Consultation Group of the proposal, including peak community and industry groups;
- Advertising and making available copies of the preliminary draft MDP throughout a public comment period;
- Finalisation of the draft MDP for submission to the Minister, including having regard to issues raised in the public comment period; and
- Advertising and making copies of the MDP available if or when approved by the Minister.

Throughout the MDP process, Canberra Airport proactively engaged with DCCEEW on the Agon Environmental Limited Detailed Site Investigation (LDSI). The feedback from DCCEEW has been included where relevant in the site-specific CEMP and the LDSI.

6.2. Stakeholder Consultation

In addition to public notices as prescribed by the Act, the proponent distributed this proposal to the following organisations:

- Civil Aviation Safety Authority
- Airservices Australia
- National Capital Authority
- Department of Infrastructure, Transport, Regional Development, Communications and the Arts, including the AEO and ABC
- Department of Climate Change, Energy, the Environment and Water
- Department of Defence / RAAF 34 Squadron
- ACT Chief Minister
- ACT Environment, Planning and Sustainable Development Directorate
- ACT Minister for Planning and Transport
- Transport Canberra and City Services
- ACT Minister for Transport and City Services
- Queanbeyan-Palerang Regional Council

- NSW Department of Planning, Housing and Infrastructure
- Canberra Region Joint Organisation
- Canberra Airport Planning Co-ordination Forum
- Canberra Airport Community Aviation Consultation Group
- Qantas Airways
- Virgin Australia
- FlyPelican
- Link Airways
- Rex Airlines
- Jetstar
- Fiji Airways
- Batik Air
- Pilots Union
- General Aviation Users

The proponent consulted directly with the principal neighbouring tenants of the proposal during the preliminary draft MDP phase of the process, as well as undertook public consultation sessions at the Majura Park Shopping Centre, Brindabella Business Park and Fairbairn.

7. Conclusion

This Major Development Plan provides for the construction of a multistorey commercial office building at 19 & 21 Scherger Drive, Fairbairn Precinct of Canberra Airport

This report and accompanying documentation are provided in support of the MDP application.

It is submitted that the proposed development and MDP satisfies the requirements of the Section 91 of the *Airports Act 1996*, facilitating a quality commercial office development that is appropriate to the Fairbairn Precinct of Canberra Airport, responds to the sites distinctive precinct layout and builds on the built form character of Fairbairn.

Appendices

Appendix A - Consistency of the MDP with Statutory Requirements

This Appendix indicates the requirements under section 91 of the Act for the contents of an MDP and demonstrates this MDP is consistent with these requirements.

Section 91 Contents of a major development plan	Relevant section of this MDP
(1A) The purpose of a major development plan, in relation to an airport is to establish the details of a major airport development that:	
(a) relates to the airport; and	1.4 Objective
(b) is consistent with the airport lease for the airport and the final master plan for the airport.	2.1 Master Plan 3.2 Airport Lease
(1) A major development plan, or a draft of such a plan, must set out:	
(a) The airport lessee company's objectives for the development; and	1.4 Objective
(b) the airport lessee company's assessment of the extent to which the future needs of civil aviation users of the airport, and other users of the airport, will be met by the development; and	2.5.2 Needs of Airport Users
(c) a detailed outline of the development; and	2.4 Proposal Details
(ca) whether or not the development is consistent with the airport lease for the airport; and	3.2 Airport Lease
(d) if a final master plan for the airport is in force—whether or not the development is consistent with the final master plan; and	2.1 Master Plan
(e) if the development could affect noise exposure levels at the airport—the effect that the development would be likely to have on those levels; and	5.5 Noise and Vibration
(ea) if the development could affect flight paths at the airport—the effect that the development would be likely to have on those flight paths; and	4.1 Aviation Operations and Safety
(f) the airport lessee company's plans, developed following consultations with the airlines that use the airport, local government bodies in the vicinity of the airport and—if the airport is a joint user airport—the Department of Defence, for managing aircraft noise intrusion in areas forecast to be subject to exposure above the significant ANEF levels; and	2.5.2 Needs of Airport Users
(g) an outline of the approvals that the airport lessee company, or any other person, has sought, is seeking or proposes to seek under Division 5 or Part 12 [changes to airspace protection] in respect of elements of the development; and	3.1.1 Airports Act 1996, 1.5 National Construction Code (NCC) and 1.7 Construction Environmental Management Plan (CEMP)
(ga) the likely effect of the proposed developments that are set out in the major development plan, or the draft of the major development plan, on:	

Section 91 Contents of a major development plan	Relevant section of this MDP
(i) Traffic flows at the airport and surrounding the airport; and	4.2 Road Network
(ii) Employment levels at the airport; and	2.5 Economic and Social Contribution
(iii) The local and regional economy and community, including an analysis of how the proposed development fit within the local planning schemes for commercial and retail development in the adjacent area; and	2.5 Economic and Social Contribution
(h) the airport lessee company's assessment of the environmental impacts that might reasonably be expected to be associated with the development; and	Chapter Five: Environment and Heritage
(j) the airport lessee company's plans for dealing with the environmental impacts mentioned in paragraph (h) (including plans for ameliorating or preventing environmental impacts); and	Chapter Five: Environment and Heritage
(k) if the plan relates to a sensitive development – the exceptional circumstances that the airport lessee company claims will justify the development of the sensitive development at the airport; and	N/A
(l) such other matters (if any) as are specified in the regulations.	3.5 Pre-existing Interests
(2) Paragraphs (1)(a) to (k) (inclusive) do not, by implication, limit paragraph (1)(l).	Noted
(3) The regulations may provide that, in specifying a particular objective, assessment outline or other matter covered by subsection (1), a major development plan, or a draft of such a plan must address such things as are specified in the regulations.	3.5 Pre-existing Interests
(4) In specifying a particular objective or proposal covered by paragraph (1)(a), (c) or (ga) a major development plan, or a draft of a major development plan, must address:	
(a) The extent (if any) of consistency with planning schemes in force under a law of the State in which the airport is located; and	3.3 Consistency with ACT Planning Regime
(b) If the major development plan is not consistent with those planning schemes – justification for the inconsistencies.	N/A
(5) Subsection (4) does not by implication, limit subsection (3)	Noted
(6) In developing plans referred to in paragraph (1) (f), an airport lessee company must have regard to Australian Standard AS2021—2000 (Acoustics—Aircraft noise intrusion—Building siting and construction).	2.4.2 Needs of Airport Users
(7) Subsection (6) does not, by implication, limit the matters to which regard may be had.	Noted

Appendix B - Land Uses in the Fairbairn Precinct

This appendix outlines the permitted uses in the precinct the development site is located.

Category	Permitted and Intended Uses Include
Transport Facility	The use of land or a building for or associated with the movement of goods and people by road, rail and air.
Industry	The use of land for the principal purpose of manufacturing, assembling altering, repairing, renovating, ornamenting, finishing, cleaning, washing, winning of minerals, dismantling, processing, or adapting of any goods or any articles.
Tourist Facility	The use of land for the purpose of providing entertainment, recreation, cultural or similar facilities for use mainly by the general touring or holidaying public. This may include a restaurant, café, bar, service station, tourist accommodation (including motel) and the retail, sale of crafts, souvenirs, antiques and the like.
Commercial Accommodation	A building or place used for the purpose of providing temporary accommodation and includes hotel, motel, guest house, caravan park/camping ground, serviced apartment, serviced house and the like.
Defence Installation	A building or place operated by the Department of Defence or the armed forces of Australia and includes Department of Defence offices, offices associated with national security and defence communication facilities, but does not include facilities associated with military aviation.
Broadacre	As set out in the National Capital Plan. Section 3.6.3.
Office	**Any premises used for the purpose of administration (including commercial or public administration) and clerical, technical professional or like business activities.**
Other Land Uses: Bank, Car Park, Childcare Centre, Communications Facility, Community Facility, Consulting Rooms, Educational Establishment, Indoor Recreation Facility.	As set out in the National Capital Plan. Appendix A.