Consolidated National Capital Plan

Incorporating Amendments

UPDATED September 2009

NATIONAL CAPITAL AUTHORITY
NOTICE

To Users of this Consolidated National Capital Plan — Incorporating Amendments

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For this reason, this Consolidated National Capital Plan should not be presented or quoted in any legal proceedings. For such purposes, it will still be necessary to refer to the National Capital Plan published in the Commonwealth Gazette on 21 January 1990 and subsequent amendments.

Amendments to the National Capital Plan will be made periodically that will require updating to this edition of the Consolidated National Capital Plan. Replacement pages for incorporation into this Consolidated National Capital Plan will be made available on the National Capital Authority’s website at www.nationalcapital.gov.au or can be posted upon request.
<table>
<thead>
<tr>
<th>Amendment Number</th>
<th>Status</th>
<th>Gazette Date/Date Registered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amendment No 1 (general)</td>
<td>Approved and Incorporated</td>
<td>6 November 1991</td>
</tr>
<tr>
<td>Amendment No 2 (general)</td>
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<tr>
<td>Amendment No 3 (general)</td>
<td>Approved and Incorporated</td>
<td>14 July 1993</td>
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<td>Amendment No 4 (Harcourt Hill)</td>
<td>Approved and Incorporated</td>
<td>9 November 1992</td>
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<td>Draft Amendment No 5 (City Hill)</td>
<td>Withdrawn</td>
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<tr>
<td>Amendment No 6 (West Belconnen)</td>
<td>Approved and Incorporated</td>
<td>10 December 1992</td>
</tr>
<tr>
<td>Amendment No 7 (Kingston)</td>
<td>Approved and Incorporated</td>
<td>25 August 1993</td>
</tr>
<tr>
<td>Amendment No 8 (general)</td>
<td>Approved and Incorporated</td>
<td>26 October 1993</td>
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<tr>
<td>Amendment No 9 (Hotel Kurrajong)</td>
<td>Approved and Incorporated</td>
<td>7 December 1993</td>
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<td>Draft Amendment No 10 (service stations – Avenues and Approach Routes)</td>
<td>Withdrawn – did not proceed to publication</td>
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<td>Amendment No 11 (general)</td>
<td>Approved and Incorporated</td>
<td>16 November 1994</td>
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<td>Amendment No 12 (Russell)</td>
<td>Approved and Incorporated</td>
<td>19 June 1996</td>
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<tr>
<td>Amendment No 13 (Symonston)</td>
<td>Approved and Incorporated</td>
<td>8 March 1995</td>
</tr>
<tr>
<td>Amendment No 14 (general)</td>
<td>Approved and Incorporated</td>
<td>11 December 1996</td>
</tr>
<tr>
<td>Draft Amendment No 15 (Barton)</td>
<td>Withdrawn</td>
<td></td>
</tr>
<tr>
<td>Amendment No 16 (Australian National Botanic Gardens)</td>
<td>Approved and Incorporated</td>
<td>11 December 1996</td>
</tr>
<tr>
<td>Draft Amendment No 17 (Signs Policy)</td>
<td>Replaced by Draft Amendment 25</td>
<td></td>
</tr>
<tr>
<td>Draft Amendment No 18 (Telecommunications Policies)</td>
<td>Replaced by Amendment 21</td>
<td></td>
</tr>
<tr>
<td>Amendment No 19 (Federal Highway)</td>
<td>Approved and Incorporated</td>
<td>18 June 1997</td>
</tr>
<tr>
<td>Amendment No 20 (Acton Peninsula)</td>
<td>Approved and Incorporated</td>
<td>5 December 1997</td>
</tr>
<tr>
<td>Amendment No 21 (Telecommunications Policies)</td>
<td>Approved and Incorporated</td>
<td>16 June 1999</td>
</tr>
<tr>
<td>Amendment No 22 (Ginninderra Drive)</td>
<td>Approved and Incorporated</td>
<td>6 March 1998</td>
</tr>
<tr>
<td>Amendment No 23 (Canberra Centre Consolidation)</td>
<td>Approved and Incorporated</td>
<td>27 May 1999</td>
</tr>
<tr>
<td>Amendment No 24 (Northbourne Avenue)</td>
<td>Approved and Incorporated</td>
<td>5 July 1999</td>
</tr>
<tr>
<td>Amendment No 25 (Signs Policy)</td>
<td>Approved and Incorporated</td>
<td>20 June 2000</td>
</tr>
<tr>
<td>Amendment No 26 (Acton House)</td>
<td>Approved and Incorporated</td>
<td>19 May 1999</td>
</tr>
<tr>
<td>Amendment No 27 (Open Space – Public Accessibility)</td>
<td>Approved and Incorporated</td>
<td>16 February 2000</td>
</tr>
<tr>
<td>Amendment No 28 (Blackall Place)</td>
<td>Approved and Incorporated</td>
<td>28 May 1999</td>
</tr>
<tr>
<td>Amendment 29 (Kingston Foreshore)</td>
<td>Approved and Incorporated</td>
<td>11 April 2000</td>
</tr>
<tr>
<td>Amendment Number</td>
<td>Status</td>
<td>Gazette Date</td>
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<tr>
<td>Amendment 30 (Canberra Airport)</td>
<td>Approved and Incorporated</td>
<td>29 September 2000</td>
</tr>
<tr>
<td>Amendment 31 (Forrest/Barton land use policies)</td>
<td>Approved and Incorporated</td>
<td>13 March 2000</td>
</tr>
<tr>
<td>Amendment 32 (ANU – Institute of the Arts)</td>
<td>Approved and Incorporated</td>
<td>14 June 2001</td>
</tr>
<tr>
<td>Amendment 33 (Parliamentary Zone Review)</td>
<td>Approved and Incorporated</td>
<td>18 September 2001</td>
</tr>
<tr>
<td>Amendment 34 (Uriarra Forestry Settlement)</td>
<td>Approved and Incorporated</td>
<td>28 July 2004</td>
</tr>
<tr>
<td>Amendment 35 (Joint Staff College of Weston Creek)</td>
<td>Approved and Incorporated</td>
<td>11 April 2000</td>
</tr>
<tr>
<td>Amendment 36 (ACT Hospice)</td>
<td>Approved and Incorporated</td>
<td>24 November 1999</td>
</tr>
<tr>
<td>Amendment 37 (Tennent Booth Rural Leases)</td>
<td>Approved and Incorporated</td>
<td>15 June 2000</td>
</tr>
<tr>
<td>Draft Amendment 38 (Anzac Park East &amp; West)</td>
<td>Under consideration</td>
<td></td>
</tr>
<tr>
<td>Draft Amendment 39 (Deakin/Forest Residential Area)</td>
<td>Approved and Incorporated</td>
<td>30 May 2005</td>
</tr>
<tr>
<td>Draft Amendment 40</td>
<td>Reserved for Comprehensive Review of Plan</td>
<td></td>
</tr>
<tr>
<td>Amendment 41 (Gungahlin Drive Extension)</td>
<td>Approved and Incorporated</td>
<td>4 March 2003</td>
</tr>
<tr>
<td>Amendment 42 (York Park Master Plan)</td>
<td>Approved and Incorporated</td>
<td>13 September 2005 (Registered)</td>
</tr>
<tr>
<td>Amendment 43 (Campbell Park Offices)</td>
<td>Approved and Incorporated</td>
<td>5 March 2003</td>
</tr>
<tr>
<td>Amendment 44 (Office Employment Location)</td>
<td>Approved and Incorporated</td>
<td>7 March 2005</td>
</tr>
<tr>
<td>Amendment 45 (Existing Non – conforming Use: Quamby)</td>
<td>Approved and Incorporated</td>
<td>19 November 2003</td>
</tr>
<tr>
<td>Amendment 46 (GDE Black Mountain)</td>
<td>Approved and Incorporated</td>
<td>27 August 2003</td>
</tr>
<tr>
<td>Draft Amendment 47 (Diplomatic Use Yarralumla)</td>
<td>Under consideration</td>
<td></td>
</tr>
<tr>
<td>Amendment 48 (Signs Policy: Flexibility)</td>
<td>Approved and Incorporated</td>
<td>7 March 2005</td>
</tr>
<tr>
<td>Amendment 49 (Civic Special Requirements)</td>
<td>Approved and Incorporated</td>
<td>7 March 2005</td>
</tr>
<tr>
<td>Draft Amendment 50 (Main Avenues and Approach Routes)</td>
<td>Withdrawn</td>
<td>20 July 2005</td>
</tr>
<tr>
<td>Draft Amendment 51</td>
<td>Reserved for Pierces Creek</td>
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<tr>
<td>Amendment 52 (Zoo Expansion)</td>
<td>Approved and Incorporated</td>
<td>14 June 2006</td>
</tr>
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<td>6 September 2006</td>
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<td>Amendment 55 (Office, Retail and Community Facility Uses)</td>
<td>Approved and incorporated</td>
<td>6 September 2006</td>
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<tr>
<td>Amendment 56 (Griffin Legacy – Principles and Policies)</td>
<td>Approved and Incorporated</td>
<td>5 December 2006</td>
</tr>
<tr>
<td>Amendment 57 (Blocks 12 &amp; 13 Section 9 Barton)</td>
<td>Approved and Incorporated</td>
<td>29 June 2010</td>
</tr>
<tr>
<td>Amendment 59 (City Hill Precinct)</td>
<td>Approved and Incorporated</td>
<td>5 December 2006</td>
</tr>
<tr>
<td>Amendment 60 (Constitution Avenue)</td>
<td>Approved and Incorporated</td>
<td>5 December 2006</td>
</tr>
<tr>
<td>Amendment 61 (West Basin)</td>
<td>Approved and Incorporated</td>
<td>5 December 2006</td>
</tr>
<tr>
<td>Amendment 63 (Molonglo and North Weston)</td>
<td>Approved and Incorporated</td>
<td>24 September 2008</td>
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<tr>
<td>Amendment 66 (Diplomatic Mission Yarralumla)</td>
<td>Approved and Incorporated</td>
<td>27 July 2007</td>
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<tr>
<td>Amendment 67 (Provisions for Mobile Home Park Blocks 6 &amp; 8 Section 97 and Block 17 Section 102 Symonston)</td>
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<td>Amendment 70 (Section 87 and Part Sections 83 and 85 Fyshwick and Appendix E)</td>
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<td>29 June 2010</td>
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FOREWORD

A little over a decade from now, in the year 2001, Australia will celebrate the centenary of Federation – 100 years of existence as, in the words of the Preamble of the Commonwealth of Australia Constitution Act 1900, the "one indissoluble Federal Commonwealth...under the Constitution hereby established," whose home is the National Capital.

Canberra symbolises above all else this conscious act of Federation which took Australia from a group of imperial colonies to a nation, and by which colonists became Australians. The creation and subsequent development of the National Capital in its own Territory, independent of the former colonial settlements, expressed the nation’s desire to start from fresh fields and to make its own mark.

Canberra is a planned city, and a conscious creation of an emerging nation. It is still only partly developed and it is still maturing. By international standards it is still small.

In many ways, the city remains the Bush Capital, set into an environment as Australian as bush flies. It reflects both the imposition of European settlers’ ideals on to the harsh setting of the new continent, and, perhaps fortuitously, the gradual education of Australians in the ways of adapting to and respecting the environment which the earliest settlers, the Aborigines, had themselves learned over thousands of years.

During the next decade, in the lead up to the centenary of Federation, the National Capital needs to reflect and symbolise the changing and maturing character of the nation as a whole.

To date, the city has developed primarily under the influence of that segment of Australian society whose cultural values, origins and intellectual biases were essentially British in origin.

But Australian society today comprises a number of major cultural groups with widely varied origins and backgrounds. All these groups make important contributions to Australian society.

In the coming decades of Canberra’s development, it is important to establish ways in which the influence of these major cultural streams on Australian society can be reflected in the form and character of the National Capital.

In the lead up to the centenary of Federation, a celebration of nationhood, it is fundamental that the change in the nature of Australian society in the 100 years since the nation was established and the National Capital was first conceived, is firmly identifiable.

Precisely how this is to be achieved is an open issue. At one end of the spectrum of possibilities there is always scope, in a city of Canberra’s character and role, for monuments and memorials, commemorating the contributions to Australian society of key groups and individuals. Indeed, as the nation matures, an Australian equivalent of the Lincoln Memorial might be seen as a powerful symbol of the nation – although who might occupy its central place of pride is a matter which would not easily be resolved.

At the other end of the spectrum lies the continuing need to ensure that there are opportunities now and into the future for activities and organisations of a national and international character to locate in and form part of Canberra, shaping its character and its functions.

Increasingly, Canberra’s public buildings, monuments, activities and landscape need to represent and symbolise the achievements of the past, the Australia of today, and the emerging Australia of the future. This need for symbolism must combine and harmonise with the day-to-day Canberra of public activity, commerce, industry, agriculture, education, culture and community life.
With these ideals before it, the National Capital Planning Authority has prepared this first National Capital Plan to guide the development of Canberra and the Territory towards the close of the first 100 years of Federation and the beginning of the second.
CONTENTS

INTRODUCTION 1

The Australian Capital Territory (Planning and Land Management) Act 1988 2
The National Significance of Canberra and the Territory 4
The National Capital Plan 6
Elements of the Plan 7
Review of Broad Land Use Policies 17

Figure 1 General Policy Plan – Metropolitan Canberra 18
Figure 2 General Policy Plan – Australian Capital Territory 19
Figure 3 Designated Areas 20

PART ONE 23

Principles, Policies and Standards. Designated Areas, Special Requirements

1. The Central National Area 24

1.1 The Parliamentary Zone and its Setting 24
  1.1.1 Background 24
  1.1.2 Principles for the Parliamentary Zone and its Setting 26
  1.1.3 Policies for the Parliamentary Zone and its Setting 26

1.2 Lake Burley Griffin and Foreshores 27
  1.2.1 Background 27
  1.2.2 Principle for Lake Burley Griffin and Foreshores 27
  Figure 4 The Central National Area – Key Map (City) 28
  1.2.3 Policies for Lake Burley Griffin and Foreshores 30

1.3 City Hill Precinct 31
  1.3.1 Background 31
  1.3.2 Land Use for City Hill Precinct 31
  Figure 10 The Central National Area (City) 33

1.4 West Basin 34
  1.4.1 Background 34
  1.4.2 Principles for West Basin 34
  1.4.3 Policies for West Basin 34
  1.4.4 Land Use for West Basin 35
  Figure 11 The Central National Area (West Basin) 38

1.5 Constitution Avenue 39
  1.5.1 Background 39
  1.5.2 Principles for Constitution Avenue 39
  1.5.3 Policies for Constitution Avenue 39
  1.5.4 Land Use for Constitution Avenue 40
  Figure 12 The Central National Area (Constitution Avenue And Anzac Parade) 43

1.6 Remaining Parts of the Central National Area 44

1.7 Detailed Conditions of Planning, Design and Development 44

ix
2. Main Avenues and Approach Routes

2.1 Background

2.2 Designated Area “Main Avenues and Approach Routes”

2.3 Special Requirements for Main Avenues

2.4 Special Requirements for Approach Routes

3. Employment Location

3.1 Background

3.2 Principles for Office Employment Location

3.3 Policies for the Location of Office Employment

4. Urban Areas

4.1 Background
4.2 Additional Urban Land in the Territory 86
4.3 Principles for Urban Areas 87
4.4 Policies for Urban Areas 87
4.5 Special Requirements for Urban Areas (refer Figure 20) 88
  4.5.1 National Land Not Included Within a Designated Area of this Plan 88
  4.5.2 Australian Institute of Sport 89
  4.5.3 Haig Park and Telopea Park 89
  4.5.4 Civic 89
  Figure 20 Special Requirements 90
  Figure 21 Special Requirements For Civic 91
    4.5.4.1 Principles for Civic 92
    4.5.4.2 Policies for Civic 93
  4.5.5 Symonston Section 1 94
  4.5.6 Kingston Foreshore 95
5. Broadacre Areas 98
  5.1 Background 98
  5.2 Policies for Broadacre Areas 99
    Harman Industrial Area 99
  5.3 Special Requirements for Broadacre Areas 102
    5.3.1 National Land Not Included Within a Designated Area of This Plan 102
6. Transport 104
  6.1 Background 104
  6.2 Principle for Transport 105
  6.3 Policies and Standards for Transport 105
7. Urban Design 107
  7.1 Background 107
  7.2 Principles for Urban Design 107
  7.3 Policies and Standards for Urban Design 107
8. National Capital Open Space System 109
  8.1 Background 109
  8.2 Principle for the National Capital Open Space System 110
  8.3 Policies for the National Capital Open Space System 110
  8.4 Special Requirements for the National Capital Open Space System 111
    8.4.1 Lanyon Bowl Area (Refer Figure 27) 111
    8.4.2 National Land Not Included Within a Designated Area of this Plan 111
  8.5 Hills, Ridges and Buffer Spaces 112
    8.5.1 Background 112
    8.5.2 Principle for Hills, Ridges and Buffer Spaces 112
    8.5.3 Policies for Hills, Ridges and Buffer Spaces 112
    Figure 23 The Inner Hills 113
    Figure 24 The Inner Hills 114
8.5.4 Special Requirements for Hills, Ridges and Buffer Spaces 120
8.5.5 Designated Area “The Inner Hills” 120

8.6 River Corridors 120
8.6.1 Background 120
Figure 27 Special Requirements 121
8.6.2 Principle for River Corridors 123
8.6.3 Policies for River Corridors 123
8.6.4 Special Requirements for Murrumbidgee and Molonglo River Corridors 124

8.7 Mountains and Bushlands 124
8.7.1 Background 124
8.7.2 Principle for Mountains and Bushland 125
8.7.3 Policies for Mountains and Bushland 125
8.7.4 Special Requirements for Namadgi National Park Area 126

9. Rural Areas 127
9.1 Background 127
9.2 Principle for Rural Areas 127
9.3 Policies for Rural Areas 127
9.4 Special Requirements for Rural Areas 128
9.4.1 Tidbinbilla Deep Space Communication Complex (Refer Figure 20) 128
9.4.2 Lanyon Bowl Area (Refer Figure 27) 129
9.4.3 National Land not Included Within a Designated Area of this Plan 129

10. Heritage 130
10.1 Background 130
10.2 Principle for Heritage 130
10.3 Policies for Heritage 130

11. Environment 131
11.1 Background 131
11.2 Principle for Environment 131
11.3 Policies and Standards for Environment 131

12. Infrastructure 132
12.1 Background 132
12.2 Principle for Infrastructure 132
12.3 Policies for Infrastructure 132
12.4 Policies for Telecommunications Facilities 133
12.4.1 General Policies 134
12.4.2 Specific Policies 135

PART TWO 141
Administration and Implementation

Effect of the Approved Plan 142
Relationship to the Territory Plan 142
Development and Management of National Land 142
Gazetted Policies of the Former National Capital Development Commission 143
Planning Appeals 144
Review Process for Aspects of the Plan 145
Review Programme 145

PART THREE 151

Background Notes

The Future of the Capital 152
ACT Employment Growth 1961–1986 161
Industry Sector ACT 1986 161
Industry Shares of ACT and Australian GDP 1986–1987 162

Employment Projections 162
Figure 1 Location of Office Space in the ACT January 2004 163
Figure 2 Change in Office Floorspace Distribution from 1981–2002 163
Employment by Sector 1990–2002 164
Industry Distribution ACT 1986 166
Population Growth – Actual and Forecast ACT 1972–2001 168
Age Structure – 1986 169
Age Structure – 2001 169
Population Growth 1976–2001 – South Eastern Region (NSW) 170
Household Size – ACT 1961–2001 170

Canberra and the Region 177
Canberra’s Region 183
Canberra–Queanbeyan Subregion 186

Commonwealth Funding and the National Capital Plan 188

APPENDIX A: Land Use Definitions
APPENDIX B: General Definitions
APPENDIX C: NCDC Policies Revoked by The National Capital Plan
APPENDIX D: Declared National Land
  Declared National Land D:2
APPENDIX E: Water Quality Policies
APPENDIX F: Requirements For Murrumbidgee River Corridor
<table>
<thead>
<tr>
<th>APPENDIX G: Requirements for Namadgi National Park and Adjacent Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure 1 Sub-Catchment Policies</td>
</tr>
<tr>
<td>Figure 2 Policy Plan</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPENDIX H: Design and Siting Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canberra Airport Outdoor Signage Plan</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPENDIX I: Jerrabomberra Wetlands Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jerrabomberra Wetlands Policy Plan</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPENDIX J: Lake Burley Griffin Technical and Management Guidelines</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX K: Commonwealth Grants Commission 1986 Classification Criteria</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX L: Civic Centre Townscape Conditions</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX M: Residential</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX N: The Conduct of Business on Residential Land</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX O: Aged Persons Accommodation</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX P: Dual Occupancy of Detached House Blocks</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX Q: (Deleted in Amendment 30)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX R: Morshhead Drive Widening</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX S: (Deleted in Amendment 59)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX T: Master Plans Detailed Conditions of Planning, Design and Development</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>APPENDIX T1: Royal Military College Duntroon Master Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diagram 1 Site Location</td>
</tr>
<tr>
<td>Diagram 2 Current Site Activities</td>
</tr>
<tr>
<td>Diagram 3 Land Use Precincts</td>
</tr>
<tr>
<td>Diagram 4 Heritage Area</td>
</tr>
<tr>
<td>Diagram 5 Internal Road Hierarchy</td>
</tr>
<tr>
<td>Diagram 6 Perimeter Roads</td>
</tr>
<tr>
<td>Diagram 7 Fairbairn Avenue Entrance</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPENDIX T2: York Park Master Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure 1 Indicative Development Plan</td>
</tr>
<tr>
<td>Figure 2 Indicative Development Plan</td>
</tr>
<tr>
<td>Figure 3 Indicative Development Plan</td>
</tr>
<tr>
<td>Figure 4 Indicative Development Plan</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPENDIX T3: (Deleted in Amendment 30)</th>
</tr>
</thead>
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<table>
<thead>
<tr>
<th>APPENDIX T4: Australian National Botanic Gardens Master Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure 1 Australian National Botanic Gardens – Master Plan</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPENDIX T5: Acton Peninsula</th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure T5.1 Urban Structure</td>
</tr>
<tr>
<td>Figure T5.2 Open Space</td>
</tr>
</tbody>
</table>
Figure T5.3 Built Form
Figure T5.4 Conservation
Figure T5.5 Movement and Access

APPENDIX T6: Master Plan For The Parliamentary Zone
Figure T6.1 Master Plan For The Parliamentary Zone

APPENDIX T7: City Hill Precinct
  City Hill Park as Central Open Space
  Indicative Land Use
  Indicative Avenue Connections and Vistas
  Indicative Vernon Circle
  Indicative London Circuit
  Indicative Building form, height and landmark buildings
  Indicative Traffic
  Indicative Parking
  Indicative Public Transport
  Indicative Laneways
  Indicative Pedestrian Links
  Indicative Development
  Indicative Street Cross Section: Constitution Avenue to City Hill Park
  Indicative Street Cross Section
  Artist’s Impression of Vernon Circle
  Indicative development: an aerial perspective looking towards the National Triangle
  An artist’s impression of City Hill Park looking towards the National Triangle

APPENDIX T8: Constitution Avenue and Anzac Parade
  Indicative Urban Structure
  Indicative Main Pedestrian Connections
  Indicative Landscape Structure
  Indicative Public Transport, Access and Circulation
  Indicative Road Hierarchy
  Indicative Cycleways
  Indicative Streetscape Design
  Typical Cross Section Parkes Way
  Indicative Active Frontage
  Building Heights
  Indicative Stormwater
  Indicative Development
  An artist’s impression of Constitution Avenue
APPENDIX T9: West Basin
- Indicative Urban Structure
- Indicative Extension of City to the Lake
- Indicative Lake Reclamation and Land Bridge
- Heritage
- Indicative Landscape/Streetscape
- Indicative Section Waterfront Promenade
- Indicative Waterfront Promenade
- Indicative Cycleway and Ferry
- Indicative Car Parking (on-street)
- Indicative Active Frontages
- Indicative Water Sensitive Urban Design
- Indicative ROad Hierarchy
- Indicative Street Cross Sections
- Indicative Development
- West Basin – Extending the city to the lake and waterfront promenade

APPENDIX U: Section 6 and Blocks 12 & 13 Section 9 Barton - Detailed Conditions of Planning, Design and Development
- DETAILED CONDITIONS OF PLANNING, DESIGN AND DEVELOPMENT
- Building Height and Form
- Active Frontages
- Parking and Access
- Landscape/Streetscape
- Public Domain and Off-Site Works
- Sustainable Development
- Public Domain and Off-Site Works
- Sustainable Development
- Public Notification

APPENDIX V: Special Requirements Gold Creek Tourist Area and Harcourt Hill
- Figure V1 Gold Creek Tourist Area

APPENDIX W: West Belconnen
- West Belconnen

APPENDIX X: Approach Routes
- APPENDIX X1: Federal Highway Detailed Conditions of Planning, Design and Development
  - Federal Highway Road Design Characteristics
  - Federal Highway Landscape Realm and Patterns
Introduction
INTRODUCTION

Australia’s National Capital officially came into being in January 1911, when title to 911 square miles of land in the “district of Yass–Canberra” was passed to the Commonwealth by the State of New South Wales. The Seat of Government Acceptance Act of 1909 provided that the Territory would be acquired by the Commonwealth for the Seat of Government and that it would be known as the Federal Capital Territory.

Today, almost eighty years later, Canberra’s role as Australia’s National Capital is firmly established. Its significance as the Commonwealth’s Seat of Government was brought into national and international prominence with the opening of the new and permanent Parliament House on Capital Hill in 1988. This major new national building replaced the original, provisional Parliament House, which had been the home of the Commonwealth Parliament since 1927.

Canberra’s function as the Seat of Government and as the nation’s Capital has been the basis for the establishment here of Australia’s principal governmental, judicial, cultural, scientific, educational, and military institutions. It has resulted in foreign governments establishing legations and diplomatic residences, and in an increasing number of national organisations and institutions seeking a presence in the Capital.

The gradual accumulation of important national functions has been accompanied by a growing awareness of Canberra’s significance in Australia’s national and international life.

The present city of Canberra is far bigger than most of its founders ever imagined. But at each stage of its growth, care has been taken to maintain a quality and standard of development appropriate to the National Capital.

The introduction of self-government for the Australian Capital Territory has created a circumstance where two governments, the Commonwealth Government and the ACT Government, now share responsibility for the further development of the Territory.

The ACT Government is responsible for managing the affairs of the Territory on a parliamentary, legislative, administrative and financial basis comparable to the Australian States. The ACT Government also manages those functions which, in the States, are performed by local government. The ACT Legislative Assembly has the general power to make laws for the peace, order and good government of the Territory.

Canberra’s role and functioning as the National Capital remains a responsibility of the Commonwealth Government.

The Australian Constitution provides that:

\[
\text{The Seat of Government of the Commonwealth shall be determined by the Parliament, and shall be within territory which shall have been granted to or acquired by the Commonwealth, and shall be vested in and belong to the Commonwealth...}
\]

Under the Constitutional provision, the Commonwealth remains the owner of land in the Territory, even after the granting of self-government. The Australian Capital Territory (Planning and Land Management) Act 1988 provides that land used by or on behalf of the Commonwealth may be declared National Land, and managed by the Commonwealth. The remaining lands of the Territory are Territory Land and these lands are managed by the ACT Government on behalf of the Commonwealth.
Management of National Land in the Territory is a function shared by the Commonwealth Department of Administrative Services and the Commonwealth Department of the Arts, Sport, Environment, Tourism and Territories. Certain other Commonwealth agencies, such as the Department of Defence, also manage land on which their activities are located.

Financing of the construction of Commonwealth facilities in the Territory is a responsibility shared among the many Commonwealth Departments and authorities.

Maintenance and development of certain National Land is undertaken by the ACT Government on behalf of the Commonwealth, but is financed by the Commonwealth.

In order to maintain a broad oversight of planning in the Territory as a whole, and to ensure its involvement in the planning, design and development of those areas having the special characteristics of the National Capital, the Commonwealth established the National Capital Planning Authority to reflect its interests and carry out its intentions.

The Australian Capital Territory (Planning and Land Management) Act 1988

The Australian Capital Territory (Planning and Land Management) Act 1988 was proclaimed on 31 January 1989.

The Act introduced new arrangements for the planning and development of the Territory, designed to provide for continuing Commonwealth involvement in the development of the National Capital, while ensuring that the interests of the people of Canberra are both fully represented and protected.

The necessity for the new planning arrangements was a consequence of the Commonwealth’s decision to introduce self-government to the Australian Capital Territory. This was provided for by the Australian Capital Territory (Self Government) Act 1988 which established the ACT Legislative Assembly to govern the Territory. Elections for the membership of the new Assembly were held in February 1989, and by May 1989 the first ACT Government had assumed office.

The self-government legislation conferred on the citizens of the ACT the rights and responsibilities associated with the introduction of State-style government, including most State and municipal functions found elsewhere in Australia. The Commonwealth nonetheless retains a fundamental interest in the future of the Australian Capital Territory as the Seat of Government of the Commonwealth and the National Capital, and the Authority’s functions and responsibilities embody the planning aspects of that Commonwealth interest.

The Authority and its Functions

The Australian Capital Territory (Planning and Land Management) Act 1988 established the National Capital Planning Authority as a Commonwealth Government agency with the following functions:

a) to prepare and administer a National Capital Plan;

b) to keep the Plan under constant review and to propose amendments to it when necessary;
c) on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in
accordance with the Plan where neither a Department of State of the Commonwealth nor any
Commonwealth Authority has the responsibility to commission those works;

d) to recommend to the Minister the carrying out of works that it considers desirable to maintain or
enhance the character of the National Capital;

e) to foster an awareness of Canberra as the National Capital; and

f) with the approval of the Minister, to perform planning services for any person or body, whether
within Australia or overseas.

[S.6]

The National Capital Plan must be accepted by both Houses of the Commonwealth Parliament, after
approval by the Minister responsible for administration of Commonwealth legislation relating to the
Australian Capital Territory.

The Act also requires that there shall be a Territory Plan prepared by a Territory planning authority
responsible to the ACT Legislative Assembly. The Act requires that the Territory Plan shall not be
inconsistent with the National Capital Plan.

Scope of the Plan

The object of the National Capital Plan is “to ensure that Canberra and the Territory are planned and
developed in accordance with their national significance.” [S.9]

In prescribing matters to be covered in the National Capital Plan, the Act [S.10(2)(a) and (b)] requires the
Plan to set out:

- the planning principles and policies for giving effect to the object of the Plan
- standards for the maintenance and enhancement of the character of the National Capital
- general standards and aesthetic principles to be adhered to in the development of the
  National Capital
- general policies for land use, and for the planning of national and arterial road systems
  throughout the Territory.

The Act [S.10(1) and 10(2)(c) and (d)] also provides that the Plan may specify:

- areas of land that have the special characteristics of the National Capital as Designated Areas.
The Plan may set out detailed conditions of planning, design and development in Designated
Areas, including priorities for carrying out these activities
- special requirements for the development of any area, being requirements that are desirable in the
  interests of the National Capital.

In other words, the National Capital Plan at its most general policy level provides a framework determined
by the Commonwealth Parliament, for land use and development throughout the Territory. At its most
detailed level, it becomes the means for guiding the planning, design and development of the Designated
Areas – those areas having the special characteristics of the National Capital.
The Territory Plan

The object of the Territory Plan is “to ensure, in a manner not inconsistent with the National Capital Plan, the planning and development of the Territory to provide the people of the Territory with an attractive, safe and efficient environment in which to live and work and have their recreation.” [S.25(2)]

The Act [S.25(3)] requires the Territory Plan to define the planning principles and policies for giving effect to the object of the plan and provides that it may include the detailed conditions of planning, design and development of land and the priorities in carrying out such planning, design and development.

The Territory Plan does not apply to land included within Designated Areas of the National Capital Plan [S.25(1)(b)(i) and S.25(6)]. In all other areas, and within the framework of the National Capital Plan, the Territory Plan will guide the day to day planning and development of Canberra and the Territory.

Effect of the National Capital Plan

Section 11 of the Act states that:

(1) An enactment that is inconsistent with the Plan has no effect to the extent of the inconsistency, but an enactment shall be taken to be consistent with the Plan to the extent that it is capable of operating concurrently with the Plan.

(2) The Commonwealth, a Commonwealth authority, the Territory or a Territory authority shall not do any act that is inconsistent with the Plan.

It is noteworthy that this is the only provision of any planning legislation in Australia that is binding on the Commonwealth.

Section 26 of the Act describes the specific nature of the relationship between the Territory Plan and the National Capital Plan:

The Territory Plan has no effect to the extent that it is inconsistent with the National Capital Plan, but the Territory Plan shall be taken to be consistent with the National Capital Plan to the extent that it is capable of operating concurrently with the National Capital Plan.

The National Significance of Canberra and the Territory

In order to establish an effective relationship between the Commonwealth’s interest in the planning and development of Canberra and the Territory as the National Capital, and the ACT Government’s interest in the planning and development of the Territory in the interests of good government of the Territory, it is essential to have as complete an understanding as possible of the implications and intent of the concept of “national significance” as presented in the object of the National Capital Plan.

Canberra is recognised as one of Australia’s great achievements – a beautiful city of identifiably Australian character, in which the National Capital’s roles and functions operate efficiently and with proper regard to their place and importance in a modern federal democracy. It is a city which offers a high quality of life for its citizens, many of whom came to Canberra to contribute to the nation through employment supporting the Parliament and Executive, national administration, and national institutions. It is a city which symbolises Australian life and achievement, and is the actual as well as symbolic home of the key elements of our federal democracy and other aspects of national life.
The character and setting of Canberra are unique. Many elements of the planning which has produced today’s Canberra are of great practical import: they have produced a city in which the work of government and national institutions, as well as the life of its citizens, can be conducted efficiently. Of no less import are the visual elements of the plan, those which have created fitting spaces, approaches and backdrops for the institutions, symbols and ceremonies of our federal democracy, and those which create the setting for the National Capital. This achievement is the realisation of the dreams and aspirations of those charged with expressing the national interest in the first days of Federation. Almost from the time of Federation the setting of the National Capital and its structure, its beauty and its efficiency, were seen by the representatives of the people as of national significance.

Realisation of the aspirations of the “founding fathers” has served only to heighten the sense of significance attached to preservation of the character of the National Capital and the Australian Capital Territory established to accommodate it, and of the effectiveness with which national capital functions can be fulfilled in the city.

In his 1907 analyses of potential sites for the National Capital, Sir John Forrest included as significant selection criteria that the site must have the potential for “water frontage for recreation, sport and beauty; good approach and commanding views”, as well as “commanding sites for public buildings” and “surrounding and adjacent scenery with great natural features, and within convenient distance”.

In sending the District Surveyor, Mr Scrivener, to examine the Yass–Canberra district in 1908 to identify a suitable site for the Seat of Government the then Minister for Home Affairs, Mr Hugh Mahon, recommended that “the Federal Capital should be a beautiful city, occupying a commanding position, with extensive views and embracing distinctive features which will lend themselves to the evolution of a design worthy of the object, not only for the present but for all time”.

An international competition for the design of Australia’s National Capital was announced in 1911. Walter Burley Griffin’s winning plan, on which the development of Canberra was first based, was more than sympathetic to the aspirations of those in Federal Parliament. Griffin used the topography to provide fitting sites, approaches, outlooks and backdrops for great buildings to house the nation’s major institutions of democracy, for ceremonial occasions, and for other purposes related to the national functions of the city. The open space system, the hills, and grand avenues accentuate natural axes and become both the symbolic and functional base for the Capital. Griffin tried to ensure that sensitive areas were protected from excessive traffic, while providing for an efficient transport system.

Adherence to the vision of the National Capital as a “great and beautiful city”, has ensured that the immediate landscape setting of the City as well as the distant mountains in the Australian Capital Territory have been consciously protected from development; has protected the environment of the ACT from excessive pollution; has created the open space system which separates the individual towns yet binds the whole together into the city of Canberra; and has preserved the integrity of land and buildings for national purposes.

It has ensured that fitting sites are available for overseas missions and others establishing a presence in Canberra because it is the National Capital. It has maintained grand avenues and protected sensitive areas while providing for the reasonable traffic and transport demands of a growing city.

The major criteria defined in the aspirations of our first Members of Parliament and translated so eloquently in Walter Burley Griffin’s plans, are the keys to the character of the Canberra of today. These principles and
the city they produced were judged to be of national significance when first espoused in 1907, and remain so today.

Matters of National Significance in the planning and development of Canberra and the Territory include:

- The pre-eminence of the role of Canberra and the Territory as the National Capital.
- Preservation and enhancement of the landscape features which give the National Capital its character and setting.
- Respect for the key elements of Walter Burley Griffin’s formally adopted plan for Canberra.
- Creation, preservation and enhancement of fitting sites, approaches and backdrops for national institutions and ceremonies as well as National Capital Uses.
- The development of a city which both respects environmental values and reflects national concerns with the sustainability of Australia’s urban areas.

The National Capital Plan

As required by the Australian Capital Territory (Planning and Land Management) Act 1988, the object of this National Capital Plan is to ensure that Canberra and the Australian Capital Territory are planned and developed in accordance with their national significance.

Within the framework of this legislative object or goal, key objectives of the National Capital Plan are to:

1. Recognise the pre-eminence of the role of Canberra and the Territory as Australia’s National Capital.
2. Further develop and enhance a Central National Area which includes the Parliamentary Zone and its setting and the main diplomatic sites and national institutions, as the heart of the National Capital.
3. Emphasise the national significance of the main approach routes and avenues.
4. Respect the geometry and intent of Walter Burley Griffin’s formally adopted plan for Canberra.
5. Maintain and enhance the landscape character of Canberra and the Territory as the setting for the National Capital.
6. Protect the undeveloped hill tops and the open spaces which divide and give form to Canberra’s urban areas.
7. Provide a plan offering flexibility and choice to enable the Territory Government properly to fulfil its functions.
8. Support and promote environmentally responsible urban development practices.

The draft National Capital Plan was prepared in two volumes. Volume One, published in July 1989, dealt with the proposed Designated Areas. Volume Two, published in October 1989, responded to the remaining statutory provisions for the scope and content of the National Capital Plan by setting out the principles and policies of the draft Plan and special requirements for the development of selected areas.
Both volumes were the subject of public consultation as required by the Act. The consultation program undertaken by the Authority included the Australia-wide distribution of the draft Plan, accompanied by an invitation to comment, and the organisation of public seminars, meetings and workshops, both locally and interstate.

A draft Plan which combined both volumes and which incorporated many alterations as a result of the comments received and the Authority’s own deliberations, was “certified” by the Minister on 9 March 1990 under Section 16.(2) of the Act. Certification, which remains in force for 6 months unless sooner revoked, gives the draft Plan a measure of legal authority while it is being further considered. The period of certification was extended by the Minister on 21 August 1990 under Section 16.(4) of the Act.

At the same time as the Authority was undertaking its consultations, the Commonwealth’s Parliamentary Joint Committee on the ACT enquired into Volumes One and Two of the draft Plan. After tabling its findings on Volumes One and Two in the Senate, the Joint Committee reviewed the certified draft Plan. This final Plan is substantially the same as the certified draft Plan. However it incorporates a number of changes in matters of detail. These changes have resulted primarily from the Joint Committee’s report on Volumes One and Two, from discussions with the Joint Committee during its review of the certified draft Plan, and from further consultation with the Territory planning authority and Commonwealth Government Departments and agencies.

At one level, the Plan describes the broad pattern of land use to be adopted in the development of Canberra and the Territory. The Plan adopts seven major categories of land use ranging from Urban Areas at one end of the spectrum to Mountain and Bushland Areas at the other. For each category the Plan sets out planning policies, including a range of permitted uses.

General policies of the Plan also cover such matters as policies relating to National and Arterial Roads, location of Commonwealth employment, heritage issues and other relevant matters of broad policy.

At a more detailed level, the Plan identifies areas which have the special characteristics of the National Capital – Designated Areas – and sets out detailed conditions for their planning, design and development.

Finally, the Plan sets out Special Requirements for the development of selected areas, not being Designated Areas. In general, the requirements seek to ensure that the development of National Land accords with agreed plans, and that the Territory Plan contains appropriate development controls in certain sensitive areas. For areas that are Designated or affected by Special Requirements, the General Policies of the Plan will continue to also apply.

Elements of the Plan

The National Capital Plan is required to ensure that Canberra and the Territory are planned and developed in accordance with their national significance. A separate Territory Plan deals with the particular qualities of the Territory which affect the day-to-day lives of Canberra citizens. The National Capital Plan provides a framework for the Territory Plan while advancing those aspects of Canberra and the Territory which are special to the National Capital role.
The Griffin Legacy: Canberra the Nations Capital in the 21st Century

The Griffin Legacy is a blueprint for Canberra and the Territory. The Griffin Legacy directs future public and private investment in core areas of the capital where opportunities are created for vibrant, mixed use precincts alongside cultural institutions, government buildings and major national attractions. It restores the intended urbanity and vitality of Canberra as a cosmopolitan lakeside city.

The following general policies (derived from The Griffin Legacy Propositions) will form a basis for planning and urban design decisions for the Central National Area (CNA), its landscape setting and approaches. These include:

1. **Protect The Griffin Legacy by:**
   
   (a) fostering recognition of the 1918 Griffin Plan as a work of national and international cultural significance, and conserve those elements that contribute to this significance in a sustainable manner whilst allowing for the evolution of the city in contemporary terms.
   
   (b) recognising that Canberra is a young city and ensure that future development continues to give expression to the visual geometry, built form, landscape and cultural vitality of the 1918 Griffin Plan.
   
   (c) recognising that some elements (for example, the Australian War Memorial and Parliament House) are successful reinterpretations of the 1918 Griffin Plan which are consistent with and strengthen the framework and spirit of the Plan.

2. **Build on the Griffin Legacy by:**
   
   (a) maintaining the 1918 Griffin Plan as the primary organising framework of the city’s urban form, landscape and symbolism.
   
   (b) fostering Canberra’s unique sense of place that has evolved from Griffin’s planning principles.
   
   (c) maintaining the Garden City and City Beautiful values which underpin Canberra’s quality of life.
   
   (d) continuing to give expression to the principles of the 1918 Griffin Plan – its visual geometry, built form, landscape spaces and cultural vitality – in order to maintain its integrity as a work of cultural significance which is internationally recognised.
   
   (e) continuing to reinforce and, where possible, express the integrity of Griffin’s visual structure by strengthening the geometry and form of main avenues, vistas and public spaces.
   
   (f) refocusing the symbolic framework of the 1918 Griffin Plan by consolidating development of national symbols and spaces for commemoration and celebration on the land and water axes, and within the National Triangle.
   
   (g) maintaining the geometry and where practicable the fine-grain pattern of the streets and blocks of the 1918 Griffin Plan.
   
   (h) strengthening the landscape framework from the natural setting of the hills, water courses and parks to the character of its streets as generously-scaled corridors for formal plantings of broad-canopy trees.
(i) maintaining the metropolitan structure principles of Canberra’s planning legacy of environmentally balanced urban extensions: design with nature; undeveloped hills and valleys; landscape containment and greenbelts; low traffic congestion; long-term public transport reservations; provision for walking and cycling; and protection of the Central National Area.

(j) maintaining a mix of tree species which enriches the landscape by providing beauty, shade, shelter and wildlife habitats and enhance the built environment.

3. Revitalise the Vision with Growth in the Central National Area by:
   (a) reinstating Griffin’s intended unity between the Central National Area, its setting and the everyday life of the city.
   (b) delivering the richness and vitality of Griffin’s vision by ensuring that Civic Centre and surrounding neighbourhood precincts are strongly connected with the Central National Area, especially with Lake Burley Griffin and its surrounding parks.
   (c) accommodating growth in central Canberra to contribute to a compact, sustainable city that fosters a healthy community, and offers: increased housing, employment and recreation choices; ease of movement; integrated transport and land-use; and respect for the natural environment.
   (d) developing the central areas of Canberra, such as Civic and Constitution Avenue, to the urban scale and diversity intended to consolidate the central areas of Canberra.
   (e) managing change – particularly in terms of traffic and development – to preserve the historic landscapes, Garden City and City Beautiful values, and the dignity of the Central National Area.
   (f) using public investment in infrastructure to guide private investment, to enhance the vitality, accessibility and national significance of the public domain of the 1918 Griffin Plan, and to generate economic growth.
   (g) fostering a greater level of activity, choice, connectivity and accessibility in the central areas of Canberra.

4. Link the City to the Central National Area by:
   (a) reducing the physical barriers between the Central National Area, Civic Centre and surrounding neighbourhood precincts.
   (b) fostering exchange between local and national activities.
   (c) harnessing the cultural and economic links between the Civic Centre and surrounding neighbourhood precincts.
   (d) facilitating the development of physical connections and urban form to enable greater interaction and exchange between the Australian National University, the Central National Area and Civic Centre.

5. Extend the City to the Lake by:
   (a) developing a variety of waterfront activities on Lake Burley Griffin which are diverse in urban, recreational and ceremonial character and are accessible to the public along the waterfront.
(b) enhancing lake-based tourist facilities and experiences.
(c) maintaining and enhancing the ecological integrity of the lake shore through environmental management requirements for any new development adjacent to or on the lake.
(d) developing natural drainage corridors as linear parks and pedestrian/cycle paths to connect with the lake parklands.

6. **Reinforce the Main Avenues by:**
   (a) realising the identified main avenues of Constitution, Northbourne, Commonwealth, Kings, University, Sydney, Brisbane, and part of Canberra and Wentworth Avenues as multi-use boulevards providing corridors of higher-density mixed-use development, public transport, broad tree-lined footpaths with potential for outdoor dining and street parking.
   (b) preventing the Central National Area from being overwhelmed by through traffic.
   (c) providing a flexible, efficient and sustainable public transport and pedestrian and bicycle systems that reduce car dependency.
   (d) developing a sufficient density and mix of land uses to support public transport.
   (e) improving the urban design and streetscape qualities of the main avenues as approaches to the Central National Area.
   (f) maintaining the ease and comfort of movement around the city to cater for a diversity of pedestrian, cycle, vehicular and public transport modes.
   (g) providing streets with a quality architecture and landscape character that fosters a compact, connective and pedestrian-friendly environment for central city living.
   (h) reducing the barriers of major roads to make it easier for people to access the public spaces of the city, particularly in the Central National Area.

7. **Link National Attractions by:**
   (a) maintaining the Central National Area as the appropriate setting for the presentation of events, ceremonies and celebrations of national and international significance, so that Australians might better understand their culture and history — and showcase them to the world.
   (b) consolidating national and international tourism activity in the Central National Area to enhance the visitor experience and appreciation of the symbolic role of Canberra as the National Capital.
   (c) developing existing and new national cultural attractions to complement the settings of existing memorials and national symbols, and to enhance economic benefits for the Australian Capital Territory community.
   (d) developing network concepts to link national attractions in the Central National Area, improving legibility and way finding for visitors, and linking existing public domain and transport networks.
   (e) engaging new cultural and government buildings with the daily life of the city by connecting them to diverse and mixed-use districts that support a range of public activities, including shopping, dining and entertainment.
(f) reinforcing corridors of tourist activity with additional attractions and supportive land uses such as retail, restaurant and hotel developments.

(g) protecting and enhancing ecological values of the Central National Area as a site for eco-tourism.

(h) identifying opportunities for developing eco-tourism activities in the Central National Area, provide connections to the National Capital Open Space System, and reinforce Canberra’s identity and environmental integrity as the ‘Bush Capital’.

(i) enhancing the provision of lake and land-based recreational and tourism opportunities within a predominantly public open space setting.

(j) enhancing the sense of arrival for visitors to the National Capital by improving the quality of the approach routes and by progressively formalising the gateway experiences at key city thresholds, culminating in arrival at the Central National Area.

(k) enhancing the vistas to the national attractions and icons.

Principles and Policies
To meet the obligations imposed by the Act, general principles and policies of the Plan combine to set the broad framework for land use in the Territory. The Plan shows which areas are planned for urban development and which areas are not to be developed. It also contains provisions relating to aesthetics and the environment, to protect and enhance the character of Canberra and the Territory.

The Plan sets out a wide range of permitted land uses for each Land Use Category. The use of land for a purpose not included in the specified range may be permitted where the Authority has been consulted and, after satisfying itself that a particular proposal is not inconsistent with relevant Principles and Policies of the Plan and The ‘Griffin Legacy’ and has given its agreement in writing. The policies identifying permitted uses do not confer any rights to use land for any purpose. They set out the range from which uses may be selected for inclusion in the Territory Plan or in Detailed Conditions of Planning, Design and Development relating to Designated Areas of this Plan. The statutory requirement for the Territory Plan to not be inconsistent with the National Capital Plan permits consideration of any or all, or any sub-category of, the identified uses for inclusion in the Territory Plan.

Urban Development
The Plan provides for additional urban development within the Territory. The urban areas of North and South Canberra, Woden–Weston Creek and Belconnen have already been substantially developed. Additional urban development in these areas will largely take place through measures generally described as urban consolidation. In the case of Belconnen, some additional urban development may be accommodated at the north-west fringe of the township on currently rural land.

Tuggeranong is still being developed at its southern extremities, but is expected to be substantially completed by 1991/92. The opportunity remains for intensification within Tuggeranong, guided by the provisions of the Territory Plan.

It is anticipated that the ACT Government will commence to release land for urban development in the new town of Gungahlin during the 1990s, and that “greenfields” subdivision in Gungahlin will continue over the subsequent 10 to 15 years.
The National Capital Plan provides for the continuation of urban development in the form of separate and distinct townships set in broad landscaped valleys, with the immediate hills and ridges providing separation between towns, and the distant mountains providing a natural landscape backdrop.

The Griffin Legacy provides a strategic framework to inform the principles and policies for urban development and redevelopment of Canberra and the Territory.

**Employment and Offices**

Office employment is to be encouraged in Civic, in the Town Centres and in other Defined Office Employment Centres within the two transport corridors as indicated in Figure 19 of the Plan.

In terms of broad land use policy, the Plan envisages Civic as being the dominant centre for business activity, retailing, commerce, culture, entertainment and recreation. Residential development in and around Civic is also encouraged.

**Broadacre Land Uses**

To the east of the city, substantial areas of land are set aside in the Plan for broadacre uses. These areas offer the opportunity long-term for the siting of future industry, transport facilities, defence installations, institutions and other activities requiring significant and large sites. These areas will become of considerable economic importance to Canberra over time, and offer a basis for the future economic development of the city in a manner complementary to its function as the National Capital.

Much of this land is presently reserved for Commonwealth use, most notably the Majura Field Firing Range utilised by the Department of Defence. If land ceases to be utilised by the Department of Defence at some time in the future, there may be scope for other development on some of this land.

The Plan shows areas under investigation for urban use at Jerrabomberra–Symonston and in the south Mitchell/north Lyneham area. Final resolution of land uses in these areas will be made following the completion of detailed studies.

**Areas Under Investigation**

A number of areas were originally identified in the Plan as subject to further investigation by the ACT Government as areas which may be suitable for urban development. These areas – West Belconnen, Jerrabomberra – Symonston and Mitchell – were identified in Figure 1 of the Plan as “Future Urban Areas – Subject to the Territory Plan” or as “Areas Under Investigation”.

Studies have been conducted by the ACT Planning Authority of West Belconnen which have resulted in a revision to the extent of the proposed Urban Area as shown at Appendix W.

The area originally identified in Figure 1 of the National Capital Plan as “Future Urban – Subject to Territory Plan” to the west of Belconnen has been divided, through a process of formal amendment, into “Urban Areas”, “Broadacre”, “Rural” and “National Capital Open Space – Hills, Ridges and Buffer Spaces”. The definition of these areas is shown in the figure at Appendix W together with an area identified as an “Investigation Area”.

In the case of West Belconnen the land use policy for the “Investigation Area” is “National Capital Open Space – Hills, Ridges and Buffer Spaces”. This area will be reviewed in the context of a planning study of the long-term development of Canberra and the surrounding sub-region. Before this area can be used for
other than those uses permissible in “Hills, Ridges and Buffer Spaces”, the ACT Planning Authority will need to obtain the agreement of the National Capital Planning Authority to propose an amendment to the National Capital Plan, and any such amendment would need to be approved and gazetted. Fundamental to the future consideration of this area will be the need to retain an open space buffer which effectively separates West Belconnen from possible future urban development in New South Wales.

An Implementation Plan and Program for the treatment of the area of “Hills, Ridges and Buffer Spaces” between the amended boundary to the Urban Area and the ACT–NSW border is to be prepared by the ACT Government, and agreed to by the National Capital Planning Authority, concurrently with land development in the area beyond the suburbs of Macgregor and Charnwood. The Implementation Plan and Program should detail measures which minimise the impact of existing and any future utilities or engineering services located in the service corridor. They should also show how the open space can be developed to perform its function as an effective buffer space between major urban areas, and to meet the demand for a range of activities, particularly recreational uses. The Implementation Program should indicate the nature, extent, cost and anticipated timing of public works involved.

Land at Jerrabomberra–Symonston and at south Mitchell is identified in the Plan as under investigation for urban use in the future. In the case of Jerrabomberra–Symonston, decisions on the nature, scale and timing of urban development in this area need to be taken in the context of a wider land use policy review. The review would consider the need for a buffer zone around the National Biological Standards Laboratory which is located within this area, and the future of major Defence facilities such as the Bonshaw radio facility. This review would encompass long-term land use and transport relationships and address, from the view point of both the National Capital Plan and the Territory Plan, the key issues of traffic flows and transportation infrastructure in the city’s inner areas, especially in the Parliamentary Zone and its setting. The review would be conducted jointly with Territory agencies.

The impact of the proposed Very Fast Train (VFT) could be of major importance in determining the land uses preferred for Jerrabomberra–Symonston if the route of the train were to pass through this area.

Various proposals exist for the use of land at south Mitchell for the development of a business park and for additional facilities for the Canberra Racecourse and the National Exhibition Centre. \(^1\) In addition, it is possible that route decisions for the proposed Very Fast Train may have an impact on this area. The resolution of final routes for the proposed arterial road link between the Federal and Barton Highways and the public transport links between north Canberra and Gungahlin also affect this area.

Joint studies will be commenced with the Territory planning authority on the area, and amendments will be prepared to the National Capital Plan when detailed plans for the future of the area are resolved, and incorporated after public consultation.

**Non-Urban Land Use**

Beyond the urban areas, the Plan contains a variety of non-urban land use categories which provide a setting for the city and possible recreational opportunities, conservation of the National Capital's bushland environment, and land resources for rural and future urban purposes.

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\(^1\) Renamed *Exhibition Park in Canberra* on 10 October 1993
A major feature of Canberra and the Territory is the system of hills and ridges which form part of the National Capital Open Space System (NCOSS). Also included within NCOSS are the river corridors and mountain bushland areas.

Another major feature is Namadgi National Park. The Plan provides for its long-term maintenance through a special requirement that the development of the area conform to the existing Namadgi Policy Plan.

In a similar manner, the Plan incorporates the provisions of the Murrumbidgee River Corridor Policy Plan as a special requirement guiding development of the Murrumbidgee as it passes through the Territory. The river corridor provides a major environmental and recreational resource which, under the terms of the policy plan, is also a long-term natural asset of the Capital.

The Plan also provides a basis for the continuation of longer-term rural production in the Territory, by identifying as rural lands, areas where the continuation of sustainable rural pursuits is considered both feasible and highly desirable.

National and Arterial Roads
The Plan sets out general policies with respect to the planning of national and arterial roads within the Territory.

For the purposes of this Plan, National roads are deemed to include the major approach routes to the city which link Canberra with other capital cities and with the national highway network. These are the Federal, Barton, Kings and Monaro Highways from the Territory border to their eventual junction at State Circle in the vicinity of Parliament House. In addition, all roads within the National Triangle formed by Commonwealth, Kings and Constitutions Avenues, are classed as National Roads.

The arterial road network in the Territory comprises two elements – the arterial roads within Canberra’s urban areas, which are major traffic collectors and distributors, and the network of peripheral parkways which serves to carry traffic between towns along routes lying largely at the periphery of the built-up areas.

Designated Areas
The Act provides that the National Capital Plan may:

- specify areas of land that have the special characteristics of the National Capital to be Designated Areas
- set out the detailed conditions of planning, design and development in Designated Areas and the priorities in carrying out such planning, design and development.

In identifying lands that have the “special characteristics of the National Capital” and deciding the extent of the Designated Areas, three primary factors are relevant:

- Canberra hosts a wide range of National Capital functions – activities which occur in Canberra because it is the National Capital and which give Canberra a unique function within Australia.
- Griffin’s strong symbolic design for Canberra Central has given the National Capital a unique and memorable character.
- Canberra’s landscape setting and layout within the Territory have given the Capital a garden city image of national and international significance.
The National Capital functions include Parliamentary uses; key Commonwealth Government policy departments which have a close association with Parliament; official residences of the Prime Minister and the Governor General; embassies, legations and high commissions of foreign countries; major national institutions such as the High Court, Australian National Gallery and the like; and major national associations.

Land has also been set aside and developed for non-building uses. Examples are Anzac Parade, which performs a ceremonial purpose as well as functioning as a roadway, and Anzac Park which is effectively set aside for memorials. All of these examples and like activities and functions have the "special characteristics of the National Capital", and should be included within Designated Areas of the Plan for their national significance to be recognised, and assured.

Griffin’s design incorporated the hills of (inner) Canberra – Mount Ainslie, Black Mountain, Red Hill and Mount Pleasant – and the lake and its foreshores into the plan, as much as buildings and roads.

Griffin’s design had four main elements:

- The use of topography as an integral design feature and as a setting
- A symbolic hierarchy of land uses designed to reflect the order and functions of democratic government
- A geometric plan with the central triangle formed by grand avenues terminating at Capital Hill, the symbolic centre of the nation
- A system of urban centres.

These elements will be implemented through The Griffin Legacy.

Canberra has been developed as a series of separate but linked towns, established in valleys and shaped and separated from each other by a system of open space. This arrangement has protected the major hills and ridges from development, and has created a scenic backdrop and natural setting for the urban areas. It has reinforced the garden character for which Canberra is renowned. This landscape setting makes a major contribution to the environmental quality which is a feature of Canberra’s character. There is a need to conserve and enhance the landscape setting.

Within Designated Areas the National Capital Planning Authority will have responsibility for determining Detailed Conditions of Planning, Design and Development, and for Works Approval.

The use of land within a Designated Area for a purpose not specifically set out in the Detailed Conditions of Planning, Design and Development may be permitted by the Authority where it is satisfied that a particular proposal is not inconsistent with relevant Principles and Policies of the Plan.

Any proposal to subdivide land within a Designated Area will require the approval of the Authority.

The Designated Areas comprise:

- Lake Burley Griffin and its Foreshores
- the Parliamentary Zone
- the balance of a Central National Area adjoining the lake and the Zone, and extending from the foot of Black Mountain to the airport
• the Inner Hills which form the setting of the Central National Area
• the Main Avenues and Approach Routes between the ACT border and the Central National Area.

Within the Designated Areas, the Authority believes that significant additional developments should be proposed for the next decade, the lead-up to the centenary of Federation. In particular:
• a program of works in the Parliamentary Zone is proposed to complete the Mall roads linking the new Parliament House and the lake; to provide a setting for the old Parliament House and to provide sites and buildings flanking the Mall for appropriate National Capital functions
• completion of the Lake Foreshore promenade within the Zone, and the completion of cycle paths and walking tracks around the entire lake are key proposals
• further development of Anzac Parade as a formal memorial avenue is intended
• the possibility of extending Constitution Avenue, both to establish it as a formal urban avenue reflecting its role in Griffin’s plan, and to provide for increased traffic, is being examined
• the development of foreshore activities in selected development nodes around the lake, including at Kingston, Acton, Yarralumla and at Yarramundi Reach is a possibility
• development of Kings Park as a more formal park, with an emphasis on suitability for large public gatherings, is proposed
• improvements to the landscaping and signage of the main avenues and approach routes to establish a consistency of treatment between them and a planned approach to landscape development which ensures that each has a character appropriate to its role, will be an on-going program.

Special Requirements
The Plan also sets out special requirements which take effect under the Territory Plan, for certain areas where the requirements are desirable in the interests of the National Capital.

The difference between Designated Areas and areas where special requirements apply is that in Designated Areas the National Capital Planning Authority has the planning responsibility, including works approval, whereas in areas where special requirements apply, any development proposal is administered through the Territory Plan by the Territory planning authority in compliance with the special requirements specified in the National Capital Plan.

Given this dual system of planning requirements and in order to make the system as simple as possible, “Development Control Plans” are proposed as an appropriate mechanism for specifying and applying special requirements. Such plans can be prepared jointly between the Territory and the Commonwealth and subsequently administered by the Territory.

Development Control Plans may be maps, drawings, photographs, specifications and written statements. They should include sufficient detail for the guidance and management of development in the area, and may include design, siting, scale, purpose, timing and phasing, construction, landscaping and other relevant matters.

Development Control Plans may be prepared by either the National Capital Planning Authority or the Territory planning authority, or undertaken jointly by agreement. For certain large sites like the University
of Canberra, and in particular on National Land, the occupiers of the sites, or agents acting on their behalf, may be responsible for the preparation of the plan.

For Territory Land, requirements for Development Control Plans may generally be met through the normal processes of preparing and approving the Territory Plan for the areas specified. Prior to release for public consultation, draft proposals must be agreed by the Authority as meeting its requirements, and the Authority may require elements of the plan to be identified as Special Requirements of the National Capital Plan (and therefore not able to be altered through the processes of the Territory Plan). The Authority may then incorporate these elements in the National Capital Plan as its Special Requirements.

As an interim arrangement pending the introduction of Development Control Plans, the gazetted planning policies for the ACT, as varied by the NCPA or the Territory planning authority, together with any requirements, set out in the Plan, to be met by the Development Control Plans, are accepted as the current Development Control Plans.

**Review of Broad Land Use Policies**

The areas identified as urban, future urban and areas under investigation for urban use have a capacity, at current population densities, to accommodate a population of the order of 400,000 people. Lead times for urban development, however, are substantial and planning needs to commence in the near future for development which will be required to meet the needs associated with population growth beyond that level.

Additional areas for urban expansion, if required, will be identified as a consequence of a review of Canberra’s long-term urban development options. Possibilities which need to be considered, in terms of land use, economic development, transport and traffic implications, infrastructure costs, environmental and social issues and related concerns, and the impact on Commonwealth and ACT Government finances, include at least the following:

- the maximum possible concentration of future urban development within the boundaries of the Territory, compared with alternatives such as extensive urban development outside the Territory boundaries
- alternative possible scenarios for the location of various types of employment within the Territory and beyond
- strategies which maximise the potential for the use of public transport for major trip purposes
- strategies which minimise the volumes of traffic and hence the need for major road infrastructure in the vicinity of the National Triangle
- strategies which maximise economic returns on capital invested in infrastructure and facilities to date, and/or which minimise Commonwealth and Territory outlays for future urban expansion.

The review which addresses these possibilities will result in amendments to the National Capital Plan.
Figure 2  General Policy Plan – Australian Capital Territory

Refer Figure 1
GENERAL POLICY PLAN
Metropolitan Canberra

NATIONAL CAPITAL OPEN SPACE
- Hills, Ridges & Buffer Spaces
- River Corridors
- Mountains & Bushland
- RURAL AREAS
Part One
PART ONE

Principles, Policies and Standards

Designated Areas

Special Requirements
1. The Central National Area

The Central National Area shown in Figure 4 is specified as a Designated Area under the Provisions of Section 10.1(1) of the *Australian Capital Territory (Planning and Land Management) Act 1988*. Development in the Central National Area will be guided by *The Griffin Legacy*.

The Central National Area includes the Parliamentary Zone and its setting; Lake Burley Griffin and Foreshores; the Australian National University; the Australian Defence Force Academy; Duntroon; Campbell Park and Canberra Airport/RAAF Base Fairbairn. Also included are diplomatic lands at Yarralumla, O’Malley, West Deakin and Red Hill.

1.1 The Parliamentary Zone and its Setting

The Parliamentary Zone and its setting are defined in Figure 4 as areas 5–8 and 10–12.

1.1.1 Background

The National Capital and Seat of Government is the legislative, judicial, administrative, executive, ceremonial and symbolic centre of the nation.

The role of Canberra as the National Capital warrants high environmental and aesthetic standards for development generally. It also requires that national functions are located where they may operate effectively and efficiently.

Areas that clearly exhibit the special characteristics of the National Capital primarily have the Parliamentary Zone and its setting as their focus. They embrace the main National Capital uses and national institutions, and other centrally located areas of National Land, the diplomatic areas, and nearby lands where planning, design and development are critical.

The core of those areas is the Parliamentary Zone (Figure 5) – the physical manifestation of Australian democratic government and the home of the nation’s most important cultural and judicial institutions and symbols.

The area designated ensures that the essential relationships between Parliament and its setting are planned, developed and conserved in an integrated way, with the Commonwealth providing the requisite leadership of design and ensuring that construction and maintenance operations are carried out to the highest standards.

Urban design is concerned with the arrangement of buildings and spaces to achieve harmony, interest, attractiveness, vitality and legibility. Specific urban design policies are concerned with ensuring that the quality of the built environment results in a composition which is consistent in scale and image.

The subject area is the centre for all the nationally significant activities of Parliament, the Judiciary and government and is the focal point of visitor interest in the National Capital.

A Master Plan for the Parliamentary Zone (refer to Appendix T6) guides all future development in the Zone. The Statement of Principles set out in the Master Plan is as follows:
The Parliamentary Zone will be given meaning as “the place of the people”, accessible to all Australians so that they can more fully understand and appreciate the collective experience and rich diversity of this country.

To do this, the place of the people must reflect:

- The political and cultural role of Australia’s Capital;
- Federation and Australian democracy;
- The achievements of individual Australians in all areas of endeavour;
- The diversity of Australia, its peoples, natural environments, cultures and heritage; and
- The unique qualities of Australian creativity and craftsmanship.

The place of the people must have:

- A sense of scale, dignity and openness;
- A cohesive and comprehensible layout;
- A large forum for public ceremony and debate;
- Intimate, enjoyable spaces for individuals and groups;
- A dynamic program of national, state and regional events; and
- Public facilities that are accessible and affordable.

Within the Parliamentary Zone, the Authority’s statutory responsibility for the approval of works in Designated Areas does not affect section 5 of the Parliament Act 1974 which provides at subsection (1) that no building or other work is to be erected on land within the Parliamentary Zone unless:

- if the land is within the precincts as defined by subsection 3(1) of the Parliamentary Precincts Act 1988 – the President of the Senate and the Speaker of the House of Representatives jointly have; or
- in any other case – the Minister has;

caused a proposal for the erection of a building or work to be laid before each House of the Parliament and the proposal has been approved by resolution of each House.

The combined effect of the Australian Capital Territory (Planning and Land Management) Act 1988, the Parliament Act 1974 and the Parliamentary Precincts Act 1988, is that within the Parliamentary Zone (which includes the Parliamentary Precincts), Works as defined by the Australian Capital Territory (Planning and Land Management) Act 1988 require approval by NCPA in addition to any Parliamentary approvals necessary under the other Acts.

Within the Parliamentary Precincts (generally within Capital Circle) the Presiding Officers (the President of the Senate and the Speaker of the House of Representatives) have responsibility for control and management. In the exercise of this responsibility, any actions falling within the definition of Works set out in the Australian Capital Territory (Planning and Land Management) Act 1988 continue to require approval by NCPA.
Of particular importance in the near future will be the resolution of future development in and around City Hill Precinct. This has been addressed in The Griffin Legacy which proposes City Centre – City Hill as the symbolic heart of City.

The Plan includes City Hill and the area inside London Circuit as part of the Designated Area. City Hill is one of the three corners of the National Triangle formed by Commonwealth, Kings and Constitution Avenues, and as such the character of its future development and that of the area adjoining it is crucial to the long-term character of the National Capital. There is a major opportunity for the Territory Government to achieve development within London Circuit which is outstanding in national and international terms, and this should clearly be the objective.

Linking City Hill with Russell is Constitution Avenue, and over the next decade the Plan will provide for development beside the Avenue which establishes it as a formal urban avenue. Since design issues will be crucial in setting the character of the Avenue, both sides of Constitution Avenue are included in the Designated Areas, except in the immediate Civic area.

Land fronting the approach routes and avenues which were an important symbolic component of Griffin’s plan is also considered to have special National Capital interest. Special requirements have been established for these areas.

1.1.2 Principles for the Parliamentary Zone and its Setting

(1) Canberra’s role as Australia’s National Capital is of continuing and paramount importance. National functions, organisations and activities are actively encouraged to locate in Canberra. They should be housed and located in prominent positions where they serve, individually and collectively, as effective symbols of the Nation and its Capital.

Note: Additional Principles specific to the Parliamentary Zone are set out in the Master Plan for the Parliamentary Zone at Appendix T6.

(2) Opportunities should be taken progressively to enhance the international role of Canberra as Australia’s National Capital. Diplomatic representation, the establishment in Canberra of international organisations, and the holding of international events in Canberra are all encouraged as means of enhancing the National Capital’s international role.

(3) The planning and development of the National Capital will seek to respect and enhance the main principles of Walter Burley Griffin’s formally adopted plan for Canberra.

(4) The Parliamentary Zone and its setting remain the heart of the National Capital. In this area, priority will be given to the development of buildings and associated structures which have activities and functions that symbolise the Capital and through it the nation. Other developments in the area should be sited and designed to support the prominence of these national functions and reinforce the character of the area.

(5) Planning and development of the Territory beyond the Parliamentary Zone and its setting should enhance the national significance of both Canberra and the Territory.

1.1.3 Policies for the Parliamentary Zone and its Setting

(a) Major national functions and activities that are closely connected with workings of Parliament or are of major national significance should be located in or adjacent to the National Triangle formed
by Commonwealth, Kings and Constitution Avenues, to provide a strong physical and functional structure which symbolises the role of Canberra as the National Capital.

(b) The preferred uses in the Parliamentary Zone are those that arise from its role as the physical manifestation of Australian democratic government and as the home of the nation’s most important cultural and judicial institutions and symbols. The highest standards of architecture will be sought for buildings located in the Parliamentary Zone.

(c) Diplomatic activities should be established in places which are prestigious, have good access to Parliament House and other designated diplomatic precincts, and meet security requirements. They should be planned and designed to establish a distinct character and setting for each area reflecting their national and international significance.

(d) National and international associations and institutions will be encouraged to locate in Canberra, and whenever practicable the District of Canberra Central will be the preferred location for them.

Note: Additional Principles specific to the Parliamentary Zone are set out in the Master Plan for the Parliamentary Zone at Appendix T6.

1.2 Lake Burley Griffin and Foreshores

1.2.1 Background
Lake Burley Griffin is an integral part of the design of Canberra and is a vital and key element in the plan for the National Capital. The lake is not only one of the centrepieces of Canberra’s plan in its own right but also forms the immediate foreground of the Parliamentary Zone.

Lake Burley Griffin has become an important recreational resource for Canberra’s residents and visitors, but there is a need to identify ways in which the lake can be used to further unify the city as a whole both functionally and in landscape terms.

The Authority will support the development of recreational, tourist and National Capital uses of the Lake and its foreshores. A well defined system of lakeside drives, park access roads and public transport access should be maintained so that residents and visitors can get to the lake and its parks without disturbing nearby areas unduly.

The lakeside pedestrian/cycle path around the entire lake needs to be completed. The link around the eastern part of the lake is to be built in a manner which does not compromise the conservation values of the Jerrabomberra Wetlands. If it is commercially feasible, a ferry service from the ferry terminal to the Parliamentary Zone and other tourist nodes will be supported.

Lake Burley Griffin and Foreshores are part of the National Capital Open Space System. The principle and policies set out at 8.2 and 8.3 will apply as well as the principle and policies below.

1.2.2 Principle for Lake Burley Griffin and Foreshores
To conserve and develop Lake Burley Griffin and Foreshores as the major landscape feature which unifies the National Capital’s central precincts and the surrounding inner hills; and to provide for National Capital uses and a diversity of recreational opportunities.
1.2.3 Policies for Lake Burley Griffin and Foreshores

(a) Lake Burley Griffin and Foreshores should remain predominantly as open space parklands while providing for existing and additional National Capital and community uses in a manner consistent with the area’s national symbolism and role as the city’s key visual and landscape element.

(b) Lake Burley Griffin and Foreshores are intended to provide a range of recreational, educational and symbolic experiences of the National Capital in both formal and informal parkland settings with particular landscape characters or themes. These should be maintained and further developed to create a diversity of landscape and use zones which are integrated into the landscape form of the city and reflect the urban design principles for the National Capital.

(c) Jerrabomberra Wetlands will be protected as a wildlife refuge in a National Capital and urban context, with facilities designed to realise the area’s potential as a significant conservation and education resource for Canberra residents, tourists and international visitors.

(d) The water quality and hydraulic operation of the lake should be maintained in a manner designed to protect Lake Burley Griffin and Foreshores’ visual and symbolic role and its water uses as set out in Appendix E.

(e) The range of uses permitted in Lake Burley Griffin and Foreshores will be the following:

- Aquatic Recreation Facility
- Club (related to lake use only)
- Community Facility
- Landscape Buffer
- National Capital Use
- Outdoor Education Establishment
- Park
- Pathway Corridor
- Public Utility
- Regatta Point Exhibition
- Reserve
- Restaurant
- Restricted Access Open Space
- Road
- Scientific Research Establishment
- Tourist Facility (not including a service station)

The nature of uses permitted in Lake Burley Griffin and Foreshores is defined in Appendix A.
1.3 City Hill Precinct

1.3.1 Background

City Hill Precinct

City Hill Precinct is central to the implementation of The Griffin Legacy. The precinct should take its rightful place as the municipal heart of central Canberra. City Hill Precinct will be reclaimed as Griffin’s symbolic and geographical centre for City – a corner completing the National Triangle as a gateway to the Central National Area and a hub connecting significant main avenues and vistas.

The objectives of the Canberra Central Taskforce are set out below. The objectives of the Canberra Central Taskforce form the background to principles and policies set out in Appendix T7.

Objectives for City Hill Precinct

1. Vitalise City so that it becomes first amongst equals in the hierarchy of town centres within Canberra – with the City Hill Precinct as the pre-eminent heart of City.

2. Recognition that vitalisation will make City a genuine City Centre; attracting people to live, work, play and stay – with City Hill Precinct self-evidently the focus of public and private life and activity.

3. The planning and development of the City Hill Precinct must stimulate high levels of human activity, including accessibility, density and variety of use.

4. Development must command the highest standards of urban design, sustainability, exemplary architecture and social inclusion reflecting the character of the National Capital and providing a model for city development in Australia in the 21st century.

5. The development of the City Hill Precinct must complement and actively relate to and integrate with the existing and committed structure of the rest of City.

6. The planning of the City Hill Precinct must be primarily directed to those demographics of the population most likely to be attracted to city living – the purpose being to maximise population and diversity of activity in City.

7. The planning approach to the City Hill Precinct should be guided by and extend the legacy of the Griffin Plan for a vital and urban city heart by embracing contemporary realities.

8. The development of the City Hill Precinct and City must produce an asset for the community, not a burden for taxpayers – this requires economic viability and the creation of a positive climate for private sector investment and appropriate public sector investment.

9. Flexibility to allow for future social and technological change must be a basic tenet of planning for the future development of the City Hill Precinct and City.

1.3.2 Land Use for City Hill Precinct

Development and redevelopment shall accord with the Detailed Conditions of Planning Design and Development set out in Appendix T7 City Hill Precinct.

Primary land uses permitted for City Hill Park are:
Permitted land uses for City Centre are:

- Administrative use
- Car park
- Café, bar restaurant
- Casino
- Community protection facility
- Cultural facility
- Education establishment
- Hotel
- Health centre
- Motel
- Indoor recreation facility
- Park
- Office
- Place of assembly
- Personal service
- Public utility
- Residential
- Retail
- Scientific research establishment
- Social/Community facility
- Tourist facility

- Park and limited ancillary uses
Figure 10 The Central National Area (City)

Refer to Appendix T.7 for Detailed Conditions of Planning Design and Development which apply to all blocks.
1.4 West Basin

1.4.1 Background

West Basin

West Basin is central to the implementation of The Griffin Legacy. West Basin will be a vibrant cultural and entertainment precinct on a waterfront promenade. The area will create a new city neighbourhood, extending the city to the lake with a cosmopolitan mixture of shops, businesses, cafes and recreation and tourist activities and accommodation.

1.4.2 Principles for West Basin

1. Create a legible network of paths and streets that extends the city to the lake.
2. Create a vibrant public waterfront promenade in the Central National Area.
3. Enhance the range of tourism and recreation experiences available on Lake Burley Griffin.
4. Enhance continuous public access to the lake shore with links to the surrounding national attractions.
5. Provide a mix of land uses.
6. Realise key elements of the geometry and intent of the 1918 Griffin Plan at West Basin.
7. Develop a built environment which demonstrates design excellence.

1.4.3 Policies for West Basin

a) Extend the city grid of streets and paths to enhance connectivity and accessibility to the lake.
b) Create a waterfront promenade involving reclamation of a part of the lake and the construction of a new lake wall.
c) Develop West Basin with a mix of uses and create a public domain which demonstrates urban design excellence.
d) Provide continuous public access around West Basin linking the Parliamentary Zone and other national attractions.
e) Contribute to the visitor and recreation experience of the Lake Burley Griffin parklands with an active water front promenade, permitting a high level of tourist, entertainment, accommodation and leisure uses.
f) Enhance Commonwealth and Edinburgh Avenues as important physical, visual and symbolic links of Canberra.
g) Reinforce Commonwealth Avenue, a significant approach route and vista to Parliament House, as a corridor of activity leading pedestrians from the city into the Parliamentary Zone.
h) Develop a significant public building, cultural attraction or landscape space on the water axis at the western shore of West Basin.

i) Implement best practice environmental design and management, including water sensitive urban design.

Note: Additional principles specific to West Basin are set out in Appendix T9

1.4.4 Land Use for West Basin

Development and redevelopment shall accord with the Detailed Conditions of Planning Design and Development set out at Appendix T9 West Basin. The following land uses relate to areas identified on The Central National Area, Figure 11 (West Basin).

Land Use A

Primary land uses permitted are:

- Motel/Hotel
- Place of assembly
- Residential

Other land uses permitted are:

- Bank and co-operative society
- Cafe, bar, restaurant
- Car park
- Club
- Cultural facility
- Indoor recreation facility
- Office (ancillary to primary use)
- Park
- Personal service establishment
- Place of assembly
- Public utility
- Retail (ancillary to primary use)
- Road
- Social/Community facility
- Tourist facility

Land Use B

Permitted land uses are:

- Bank and co-operative Society
- Cafe, bar, restaurant
- Car park
- Club
- Cultural facility
- Indoor recreation facility
- Hotel
- Motel
- Office
- Park
- Personal service establishment
- Place of assembly
- Public utility
- Residential
- Road
- Social/Community facility
- Tourist facility

Ancillary land uses permitted are:
- Retail

Land Use C

Permitted land uses are:
- Cultural facility
- Place of assembly
- National Capital use
- Waterfront promenade

Ancillary land uses permitted are:
- Car park
- Hotel
- Park
- Public utility
- Recreation
- Tourist facility (not including a service station)
Open Space/Waterfront Promenade
Permitted land uses are:

- Aquatic recreation facility
- Car park
- Cultural facility
- Indoor recreation facility
- Kiosk, café, bar, restaurant
- Park
- Pathway Corridor
- Public utility
- Recreation
- Road
- Tourist facility (not including a service station)
Figure 11 The Central National Area (West Basin)

Refer to Appendix T.9 for Detailed Conditions of Planning and Design Development which apply to all blocks.
1.5 Constitution Avenue

1.5.1 Background

Constitution Avenue

Constitution Avenue is central to the implementation of The Griffin Legacy. Constitution Avenue will become an elegant and vibrant mixed use grand boulevard linking London Circuit to Russell, increasing the vitality of the Central National Area and completing the National Triangle. This will be supported by an integrated transport system, broad tree-lined footpaths and outdoor dining and street parking.

1.5.2 Principles for Constitution Avenue

1. Establish Constitution Avenue as a diverse and active grand boulevard lined with shops, cafes and a mix of commercial, entertainment and residential uses.

2. Establish Constitution Avenue as a prestigious address for National Capital Uses.

3. Link education and high-tech employment clusters located in the corridor between the Australian National University and the Canberra International Airport.

4. Complete the base of the National Triangle.

5. Support Constitution Avenue with an integrated transport system and mix of land uses contributing to the life of the National Triangle.

6. Establish Constitution Avenue with higher density development, public transport, broad tree-lined footpaths and outdoor dining and street parking.

7. Develop a built environment which demonstrates design excellence.


1.5.3 Policies for Constitution Avenue

a) Built form and landscape design should respond to the primacy of the geometry of Constitution Avenue and the Russell apex of the National Triangle with building form emphasising the alignments of Constitution Avenue, Kings Avenue and Parkes Way.

b) Reinforce the city’s three-dimensional structure based on its topography and the landscape containment of the inner hills.

c) Develop Constitution Avenue (generally east of Anzac Parade) as a prestigious setting for national capital uses, related employment and amenities.

d) Reduce the barrier created by Parkes Way and its high speed intersections along its length by changing the character of Parkes Way to become a boulevard addressed with prestigious buildings, at grade pedestrian crossings and appropriately scaled road reserves and intersections.

e) Provide a mix of land uses that contributes to the creation of a 24 hour community with dynamic activity patterns including retail, restaurants, residential and hotels close to
public transport, employment areas, cultural attractions and the parklands of Lake Burley Griffin.

f) Integrate public transport priority in the design of Constitution Avenue including provision for future light rail.

g) Development should include a high level of access to a diversity of uses and activities, have cohesion and diversity in design character and detail, and be able to respond to changes over time.

h) Provide a transition in building scale and use to protect the amenity of adjoining residential areas.

i) Ensure conveniently located parking in a manner that does not dominate the public domain.

j) Create an open and legible network of paths and streets that extends and connects City Hill and the adjoining suburbs of Reid and Campbell to Constitution Avenue, Kings and Commonwealth Parks and Lake Burley Griffin.

k) Create a public domain that forms a linked sequence of spaces that are accessible, safe, comfortable, and pedestrian-scaled, that promotes walking and use of public transport and minimises reliance on cars.

l) Integrate perimeter security, if required, with streetscape elements that enhance the public domain.

m) Architectural character should develop a contemporary palette of styles and materials, reflecting the varied land uses and providing activity and interest, particularly at street level. Particular attention should be paid to building form and roof profiles in areas of high visibility.

n) Design proposals should be site responsive, taking maximum advantage of varying characteristics and features of each site, complementing adjoining development – both existing and proposed – and expressing physical and environmental features.

o) The street network, building form and facilities should be inherently flexible to accommodate changing uses and demands across the site and within buildings over time.

p) Development should command high standards of urban design, sustainability, architecture and social inclusion reflecting the character of the national capital and providing a model for city development in Australia in the 21st century.

Note: Additional principles specific to Constitution Avenue and Anzac Parade are set out in Appendix T8

1.5.4 Land Use for Constitution Avenue

Development and redevelopment shall accord with the Detailed Conditions of Planning Design and Development set out at Appendix T8 Constitution Avenue and Anzac Parade. The following land use relate to areas identified on The Central National Area Figure 12 (Constitution Avenue and Anzac Parade):
Land Use A

Permitted land uses are:

- Administrative Use
- Aquatic recreation facility
- Bank and co-operative society
- Cafe, bar, restaurant
- Car park
- Club
- Cultural facility
- Indoor recreation facility
- Education establishment
- Hotel
- Motel
- Office
- Park
- Personal service establishment
- Place of assembly
- Public utility
- Residential
- Road
- Social/Community facility
- Tourist facility

Ancillary land uses permitted are:

- Retail

Open Space

Permitted land uses are:

- Car park
- Cultural facility
- Child care centre
- Indoor recreation facility
- Kiosk, café, bar, restaurant
- Park
• Pathway corridor
• Public utility
• Recreation
• Road
• Tourist facility (not including a service station)

**National Capital Use**
The primary land use permitted is National Capital Use.

Ancillary land uses permitted are:
• Bank
• Cafe, bar, restaurant
• Car Park
• Child care centre
• Consulting rooms
• Co-operative society
• Club/indoor recreation facility
• Health centre
• Personal services establishment
• Public utility
• Retail
• Social/community facility
Figure 12  The Central National Area  
(Constitution Avenue And Anzac Parade)

Refer to Appendix T.8 Constitution Avenue and Anzac Parade for Detailed Conditions of Planning, Design and Development.
1.6 Remaining Parts of the Central National Area

The remaining parts of the Central National Area include the Australian National University, ADFA, Duntroon, and Campbell Park.

The Authority will ensure that these areas also achieve high qualities of planning and development within a design context appropriate to their localities.

The Authority will liaise directly with the ANU and the Department of Defence on the preparation of master plans for these major sites.

The Master Plans may be prepared by or on behalf of the relevant organisations and are subject to approval by the National Capital Planning Authority and incorporation into the National Capital Plan as Detailed Conditions of Planning, Design and Development. It is intended that the approval of Master Plans will expedite works approval requirements, especially in relation to routine and minor activities.

1.7 Detailed Conditions of Planning, Design and Development

The following apply to the Central National Area:

(i) In the Parliamentary Zone (the area bounded by the southern edge of Lake Burley Griffin, Kings Avenue, State Circle and Commonwealth Avenue)

(a) land uses will comprise:

- Parliamentary Uses and National Capital Uses, including national legislative, judicial and executive functions, and Commonwealth cultural institutions
- such other uses, including a limited range of commercial uses and tourism facilities, as may be approved by Parliament, which will complement and enhance the function and character of the Area.

(b) development shall be guided by the principles, policies and Indicative Development Plan for the Parliamentary Zone set out in the Master Plan for the Parliamentary Zone at Appendix T6.

(ii) Other parts of the Designated Area will be used in accordance with detailed conditions of planning, design and development shown at Figures 5–17 and, where applicable, to the provisions of a Master Plan set out in Appendix T.

(iii) Land uses will relate primarily to national functions. This should not, however, preclude the establishment of appropriate ACT Government functions, suitably located.

(iv) Consideration of commercial uses in those parts of the Designated Area that lie in the City Division will have regard to the planning effects on Civic Centre as well as on the Central National Area.

(v) Special consideration will be given to community, cultural, residential, tourism, entertainment and leisure uses which complement and enhance the function and character of the Designated Area.

(vi) Traffic capacity and traffic arrangements on major routes in the Designated Area will be planned to ensure safe and dignified access for all ceremonial occasions, and for residents, staff, tourists and visitors.
(vii) The transport system within the Designated Area will be planned and managed for volumes of traffic and parking consistent with the significance and use of the Area. Transport infrastructure should foster the use of transport systems which minimise adverse effects from vehicular traffic.

(viii) The urban design of the Area is to achieve an integrated design of the highest quality by managing building height and bulk, and by encouraging building forms and layouts on consistent building alignments which enhance the structure of Griffin’s plan.

(ix) New development should seek to respect the design and character of adjacent buildings in terms of scale, colour, materials, massing and frontage alignment.

(x) Individual development proposals will be assessed on their merits in respect to sunlight penetration, amenity, pedestrian and vehicle access. No buildings taller than RL 617m will be permitted in the Designated Area, but the general building height will be 3–4 storeys except where the Authority determines otherwise.

(xi) Buildings in the Area must show an appropriate quality of architectural design consistent with their location in this area of special national concern.

(xii) Direct access to and from major roads will be permitted where practicable and not inconsistent with traffic safety requirements. The design and maintenance of all roadways and parking areas, including their associated landscaping, signs and lighting, will be of a consistently high quality.

(xiii) Commonwealth, Kings and Constitution Avenues, the avenues connecting the nodal points of the National Triangle, are of critical significance in delineating the geometric form of Griffin’s plan. They are not only the primary movement routes, but they are powerful generators of structure and urban form. Their formal expression is paramount and is to be achieved by strong avenue planting, consistent road design, special lighting and detailing. Building heights and setbacks will be planned to ensure consistency and continuity.

(xiv) Landscaping is to enhance the visual setting of the Designated Area and integrate the buildings with their landscape setting. This will be carried out in accordance with a landscape master plan to be prepared by the Authority which particularly emphasises the following landscape themes:

- the formal and consistent landscaping of main avenues and mall spaces
- the combination of formal and informal landscaping which occurs around the lake edge and is the setting for Parliament House and its adjacent areas.

(xv) Residential blocks shall not be subdivided for separate occupation.

(xvi) As soon as practicable after this Plan comes into operation, building, road and landscape maintenance is to conform with Management Plans prepared by the Authority in consultation with the Department of Arts, Sport, Environment, Tourism and Territories and the ACT Government, which will consider traffic and parking operations, temporary uses and ceremonial events. The Management Plans will also establish levels of maintenance for land, water and infrastructure appropriate to the principles and policies for the Area and shall take into account the Technical and Management Guidelines for Lake Burley Griffin at Appendix J.

(xvii) Any proposal to subdivide land within the Central National Area will require the approval of the Authority.
Figure 5 The Central National Area (The Parliamentary Zone)

Refer to Appendix H for Design and Sitting conditions which apply to all blocks

Refer to Appendix T.6 for the Master Plan for the Parliamentary Zone
Figure 6  The Central National Area (Yarralumla)

Note A: Albert Hall may be used as a Cultural Facility and for ancillary short-term commercial/retail activities.

Refer to Appendix H for Design and Siting Conditions which apply to all blocks.

Open space in its natural state accommodating a possible pedestrian route to Capital Hill.

Indoor Entertainment Facility

LAKE

PARKES

DEAKIN

CAPITAL HILL

New Parliament House

National Capital Use
Diplomatic Mission
Offices
Commercial
Road
Carpark
Restricted Access Open Space
Open Space
Cultural
Adjoining Central National Map Areas
For all blocks located within Residential Areas, refer to Appendices for the following policies which apply:

- Appendix M Residential Land Use
- Appendix N The Conduct of Business on Residential Land
- Appendix O Aged Persons Accommodation
- Appendix P Dual Occupancy of Detached House Blocks

Refer to Appendix H for Design and Siting Conditions which apply to all blocks, except as set out in the notes following Figure 7 for the Deakin/Forrest Residential Area.
Deakin/Forrest Residential Area
The land between State Circle and National Circuit

Objective:
To ensure that the residential areas of Deakin and Forrest that lie between State Circle and National Circuit maintain and enhance the character of the National Capital and are planned and developed in accordance with its national significance.

Land Use Policy:
The primary land use is:
• Residential (refer Appendix M)

Other land use permitted is:
• Home business (refer Appendix N)

Commercial accommodation including serviced apartments is not permitted.

General Development Conditions:
To ensure excellent urban design for this important residential precinct adjacent to Parliament House, the quantitative standards, with the exception of building height and plot ratio, may be varied where it can be demonstrated that this would result in excellence in the urban design outcome. All residential development proposed are subject to public notification and consultation with lessees and residents in the Deakin/Forrest Residential Area.

The general development conditions are:
• The principal residential character of the area and the use of the land for residential purposes are to continue.
• Development throughout the area, except for sites fronting State Circle, shall not be more than two storeys in height and generally no more than 8 metres above the natural ground level.
• Development throughout the area, except for sites fronting State Circle shall have a maximum plot ratio of 0.4.
• Design of buildings in proximity to the Prime Minister’s Lodge should reflect the dominant urban design character of the locality.
• Roof mounted aerials, masts and satellite dishes should be located to have a low visual impact.

Development Conditions for sites fronting State Circle:

Objectives:
The objectives of these development conditions are to:
• Provide for high quality residential development of a scale and character appropriate to the setting of Parliament House and the Main Avenue role of State Circle.
• Protect the residential amenity of rear neighbours in terms of privacy, sunlight access and provision of a landscape buffer.

• Reduce traffic access from residences to State Circle.

• Provide for a variety of housing types and sizes.

Conditions:
The following conditions apply to residential sites fronting State Circle between Hobart and Adelaide Avenues, being Blocks 1–8 Section 6 Forrest and Blocks 5–9 Section 3 Deakin:

(i) Block Amalgamation – block amalgamation may involve more than two blocks.

(ii) Building height – any redevelopment of blocks shall result in buildings that address State Circle and shall be two storeys in height. If blocks are amalgamated 3 storeys is permissible. If a block is isolated by amalgamation three storeys may be permissible.

(iii) Plot Ratio – the plot ratio for residential redevelopment of existing blocks is 0.4. If sites are amalgamated the plot ratio may be up to 0.8. An exception applies to blocks flanking Melbourne Avenue (Block 1 Section 6 Forrest and Block 9 Section 3 Deakin) which are permitted to develop to a plot ratio of 0.8 without amalgamation. For other blocks, including blocks isolated by amalgamation, a plot ratio higher than 0.4 and up to a maximum of 0.8 may also be permissible (where it can be demonstrated that this would result in excellence in the urban design outcome).

(iv) Architecture – Architectural treatment shall be of the highest quality, reflecting the prestigious character of the area. The provision of legible entries, accessible from the street, is encouraged as a means of enriching the streetscape. Buildings should be modulated and provided with articulation elements such as porches, balconies, bay windows and shade devices, to provide visual interest to the streetscape. Balconies off living areas should generally have a minimum dimension of 2.5 metres.

Due consideration should be given to the roof form and roofscape of buildings. Roof top plant and equipment, if required, should be carefully integrated with the roof form and design of the building and screened from public view from the street. Internal floor to ceiling dimensions should generally be a minimum of 2.7m to promote natural lighting and cross-ventilation, consistent with energy efficiency objectives and creation of generously scaled facades.

(v) Vehicle Access – vehicle access should generally be consistent with the principle shown in Figure A. Blocks, including amalgamated blocks, with a frontage to a road other than State Circle may have access to that road. Site planning should ensure that vehicles are able to enter and leave the site in a forward direction.

The number of vehicular access points to and from State Circle should be minimised in the interests of traffic safety, convenience and streetscape quality.

(vi) Building Envelopes – Buildings should generally be contained within the building envelopes depicted in Figure B.
(vii) Set Backs – setback from State Circle shall be 10 metres. Building articulation elements such as balconies, entries and shading devices may be permitted forward of the primary set back.

The minimum setback of buildings from side boundaries for three storey development is 6 metres. For two storey development, the minimum side boundary set back may be less than 6 metres provided it is generally in accordance with the building envelope depicted in Figure B.

The minimum set back for buildings from rear boundaries for three storey development is generally 18 metres. Lower scale development may occur within the rear landscape zone subject to the protection of privacy, the avoidance of overshadowing and the retention of existing substantial trees.

(viii) Car Parking – Where the plot ratio exceeds 0.4, car parking other than parking for visitors, should be in a basement. If car parking is in a basement it will not be considered to be part of the gross floor area (GFA) of the building. The basement level is also not considered to be a storey.

The finished floor level of the floor above the basement should not exceed 1 metre above natural ground level. Vent openings are to be integrated with landscape and architectural elements, and generally concealed from public view.

Undercroft parking, carports, and free standing garages are to be avoided.

(ix) Landscape – The front landscape zone to State Circle shall be developed to provide a high quality landscape setting with space for planting medium to large trees.

The rear landscape zone is to provide for a substantial landscape buffer that will afford privacy to rear neighbours and maintain winter sunlight to those properties.

The use of hedges is encouraged in lieu of, or combined with, garden walls when forward of the building line. Any front retaining or garden wall should be integrated with the landscape treatments. Garden walls forward of the building line should generally be transparent in character. The maximum average height of fencing shall be 1500mm.

Large expanses of exposed paved surfaces except for necessary vehicle driveways, should be avoided.

(x) Off-site Works – Off-site works to be provided by the proponent, may be required as part of the approval for development.

(xi) Indicative Development Plan, Section and Elevation – Development of amalgamated blocks is to be guided by the Indicative Development Plan, Section and Elevation at Figure C.
Indicative Block Amalgamation & Access
Building Envelopes and Setbacks
Indicative Plan, Elevation and Cross Section for State Circle

Indicative Plan

Elevation

Cross Section
On-site car parking shall be provided, at a rate of 1 space per 100 square meters of gross floor area, for new offices approved throughout the Central National Area (Barton). A higher on-site and/or off-site provision may be required by the Authority in specific cases, after taking into account the relationship between on-site parking, off-site parking opportunities and the capacity of public transport in the area.

- Refer to Block specific Land Use Policies on the following page
- Numbers refer to section number
LAND USE POLICIES

A

Block 22 Section 6 Barton

Objective
The objective of the land use policy for this site is to encourage high density residential development, together with appropriate forms of commercial accommodation and other minor commercial uses.

Land Use Policy
The primary land use policy intended for this block is:

- Residential

Other land uses permitted, ancillary to and in association with the primary use, are:

- commercial accommodation;
- retail;
- community facility; and
- recreation.

B

Blocks 12 & 13 Section 9 Barton

Objective
The objective of the land use policy for the sites is to provide an opportunity for the development of mixed use facilities, including office, retail and residential, incorporating a car parking structure and active street frontages.

Principles and Policies
1. Promote a range of land uses including Office, Residential, Retail, Café and Restaurant which contribute to the vibrancy, amenity and convenience of Barton as an attractive place in which to work and live.
2. Provide a prestigious development reflecting the national significance of Barton in the Central National Area.
3. Provide a scale of development commensurate with the location’s accessibility to nearby infrastructure, cultural attractions and parklands and its location within the Central National Area.
4. Provide a scale of development that increases private investment in the precinct to deliver public infrastructure including local retail and professional services, café/restaurant establishments, and a parking structure.
5. Promote environmentally sustainable development including increased pedestrian accessibility and public transport use while reducing dependency on private vehicles.

Land Use Policy
Development and redevelopment shall accord with the Detailed Conditions of Planning, Design and Development as set out in Appendix U (Section 6 and Blocks 12 & 13 Section 9 Barton).

Permitted land uses are:

- Bank;
- Car Park;
- Child Care Centre;
- Commercial Accommodation (Serviced Apartment only);
- Consulting Rooms;
- Co-operative Society;
- Office;
- Open Space;
- Personal Service Establishment;
- Residential;
- Restaurant, Bar, Café;
- Retail; and
- Road.

Section 10 Barton

Objective
- The objective for section 10 Barton is to enable the Hotel Kurrajong and its setting to be used as an Hotel and Hotel School without detriment to its heritage values.

Conditions of Planning, Design and Development:
- The land use policy for Section 10 Barton is “Hotel and Educational Establishment”.
- Block 3 Section 10 Barton is to be retained and maintained as public open space by the lessee, giving special consideration to heritage values.
- Landscape and building development works on Section 10 Barton shall give special consideration to the heritage values of the Hotel Kurrajong.
- Development must address street frontages.
Blocks 3, 4 & 6 Section 29 And Blocks 2, 3, 9 & 11 Section 30 Forrest

Objective
The objective of the land use policy for these sites is to allow office development in general in addition to National Capital Use purposes to enable the York Park precinct to achieve its maximum potential as an office employment area.

Land Use Policy
The primary land uses permitted are:

- National Capital Use; and
- Office.

Block 2 Section 1 Barton

Objective
The objective for the site is to allow development for National Capital Use in the southern part of the Block and for purposes consistent with protection of the whole heritage listed York Park North Tree Plantation (commonly known as the Oak Plantation) at the northern end of the block, and to include provision for parking, either in basements and/or in a parking structure, and ancillary/small scale retail and personal services at building ground level.

Land Use Policy
The primary land uses permitted are:

- National Capital Use; and
- Open Space.

Other land uses permitted, ancillary to and in association with the primary uses:
- Car Park; and

Retail (small scale shop), Personal Services Establishment, Café, Bar and Restaurant at building ground level and within a carpark structure if provided.
Figure 9  The Central National Area (Acton)

Refer to Appendix H for Design and Siting Conditions which apply to all blocks.
City: Block 16 Section 28

Objectives
The objectives of the land use policy are to:

• enable a mix of Office, Retail and Community Facility uses;
• present a formal address to University Avenue and to Marcus Clarke Street;
• maximize active street frontages; and
• present a seamless transition between the premises and University Avenue by having consistent paving, planting and street furniture.

Land Use Policy
The permitted land uses, subject to a Community Facility (being an educational establishment for Australian National University being part of any development) are:

• Community Facility;
• Office;
• Retail.

Other land uses are permitted, ancillary to and in association with the permitted uses.
Figure 13 The Central National Area (Duntroon, Adfa & Campbell Park)

- Community Facility
- Defence Installation
- Road
- Adjoining Central National Map Areas
- Rural

- Refer to Appendix H for Design and Sitting conditions which apply to all blocks
- Note: Office (up to a maximum of 55,000m² gross floor area) is permitted land use for Campbell Park Offices
Refer to Appendix H for Design and Sitting conditions which apply to all blocks.
Figure 15  The Central National Area
(Diplomatic Areas – Deakin And Yarralumla)

Refer to Appendix H for Design and Sitting conditions which apply to all blocks.
Figure 16 The Central National Area (Diplomatic Area – O’malley)

Refer to Appendix H for Design and Sitting conditions which apply to all blocks.
Figure 17  The Central National Area (Lake Burley Griffin & Foreshores)

The natural shoreline will be maintained with a walkway and cycleway across Yarramundi Inlet to protect the wetland/waterbird habitat at the northern end.

Prior to a decision to use the northern foreshore at Yarramundi Reach for a National Capital Use in accordance with this Plan, the future needs of the national Museum of Australia must be taken into consideration.

Yarralumla Bay to be the main location for boatsheds, including the AIS Rowing Centre, and for recreational tourist development near a public quayside (following the relocation of Alexandrina Drive).

The head of Yarralumla Bay to be kept open on the south eastern side to provide direct lines of sight to the Lake, to provide a linking open space corridor back into the suburb, and to enhance the visual environment of the school and its associated open space.

The site of Government House at Yarramundi Reach will remain reserved for this purpose and access will continue to be restricted.

The official Establishments Trust has been considering Stirling Park and Atunga Point as possible future sites for the Prime Minister’s residence. These areas will be reserved for this purpose until a decision is made.

Dividing line indicative only. Other environmentally sensitive solutions may be acceptable, subject to the approval of the NCA.

For details of proposed widening of Morshead Drive refer to Appendix R
Figure 17 The Central National Area (Lake Burley Griffin & Foreshores)

- National Capital Use
- Diplomatic Mission
- Clubs
- Water Features (see Note B on following page)
- Road
- Administrative and Utility Service
- Development Node (see Note C on following page)
- Community Facility (see Note E on following page)
- Nature Conservation (see Note D on following page)
- Restricted Access Open Space
- Open Space (see Note A on following page)
- Uncommitted Land
- Adjoining Central National Map Areas

For details of proposed widening of Morshead Drive refer to Appendix R
Parkland Recreation

The following areas are to be generally available for public recreation and free public access:

- Commonwealth Park
- Kings Park
- Grevillea Park
- Bowen Park
- Lennox Gardens
- Weston Park
- Black Mountain Peninsula
- Yarralumla Beach

For significant recreational events public access restrictions may be imposed in respect of limited parts of the above areas for limited periods and entry fees may be charged for access to those parts set aside for the event, including for the annual Floriade event in Commonwealth Park. In deciding specific proposals the Authority will require continuity of access to the beaches and shores of Lake Burley Griffin and will consider the need for access to other public facilities such as cycle paths, toilets, picnic shelters and children’s playgrounds.

Some Commercial concessions such as refreshments and other facilities for visitors will be allowed in these areas but only when they are compatible with the recreation use.

The policies are to provide parkland with particular landscape character or themes for particular areas so as to achieve a diversity of recreation settings, some of which will be less developed than others.

- Commonwealth Park will continue to be developed as an intensely used horticultural park (which will include a Bicentennial Floriade) for informal recreation and for major group and festive activities. Stage 88 Music Bowl has been developed in Commonwealth Gardens near Nerang Pool and Commonwealth Park will be linked to Kings Park by a pedestrian promenade along the Lake foreshore.

The north western part of Commonwealth Park will be developed for detailed horticultural display, including a conservatory and walled and scented gardens. Another kiosk refreshment room / restaurant may also be built in Commonwealth Park.

- The development of Kings Park will be reviewed in the context of pressures on Commonwealth Park.

- Grevillea Park, Bowen Park and Lennox Gardens are to be major lakeside vantage points and special landscape parks with emphasis on seasonable landscape effects. In Grevillea Park and Lennox Gardens, sites may be provided for small scale developments which relate directly to the recreational use and enjoyment of the Lake.
Weston Park, Yarralumla Beach, Black Mountain Peninsula and Acton Park will continue to be predominantly urban recreation parks with beachside swimming, special playgrounds, and barbecue areas. Beachside recreation areas are to be extended in suitable places.

Development is to be limited to small scale items that help recreation and tourism. They may include commercial concessions for kiosks, refreshment rooms, restaurants, other entertainment, and hire facilities as appropriate to the area.

This will not include the development of private licensed clubs or the extension of facilities other than those that already exist at the Canberra Yacht Club.

New clubhouses or boatsheds for rowing or canoe clubs may be located on the western side of Black Mountain Peninsula if they cannot be accommodated in Yarralumla Bay. The buildings will be subject to design controls to ensure that they fit in with the landscape of the Lake (Refer to Appendix J for Design Controls).

The Lake

The policy is to allow all users of the Lake access to all its waters and its foreshore (except as may have been agreed under provisions of the Lakes Ordinance) while minimising the problem of conflicting demands. It may therefore be necessary to:

- Limit the facilities and number of access points for some activities, and restrict launching areas to specific sections of the Lake where there will be no danger to swimmers
- Restrict parking so that it does not prevent the enjoyment of any area or downgrade the appearance of the lakeshore.

These steps will be considered in the light of any potential conflict of uses and with due consideration for questions of hydraulics and water quality.

In Yarramundi and Tarcoola reaches and in Westlake, the degree of diverse natural shoreline and good water quality are to be maintained. The shoreline macrophyte areas which are important fish and waterbird habitats in Yarramundi Inlet and Nursery Bay are to be protected.

Yarramundi Reach is to accommodate a rowing course as well as other boating. Westlake and West Basin are to remain the main areas for sailing, sailboarding and beachside swimming. Moorings for Yachts are to be provided in selected locations and consideration may be given to constructing a marina in Lotus Bay. The formal national capital character of the Lake as a key element of the Griffin Plan is to be fully expressed in the Central Basin, while East and West Basins are to respond to the architectural character of the central area.

Existing facilities for the floating gate in Yarramundi Inlet (used to operate Scrivener Dam) are to be retained.

Molonglo River is to provide a quiet backwater for boating, fishing and birdwatching. The tree-lined banks and marginal habitats for waterbirds, fish and aquatic mammals are to be protected. Upstream of Dairy Road Bridge, the Molonglo River may be used for power boats and water skiing.
The masses of submerged aquatic plants between Springbank Island and Acton Peninsula are to be controlled and the Lake may be deepened if necessary. Macrophyte beds in East Basin may be retained as a means of controlling algae.

Ferry wharfs may be provided in various places. Fishing and viewing platforms may also be provided in selected locations.

C

Development Nodes
Development is to be limited to uses related to recreation and tourism and may include commercial concessions for kiosks, refreshment rooms or restaurants, other tourist purposes, and fire facilities, subject to agreements made under the provisions of the Lakes Ordinance. Tourist accommodation will not be permitted at Acton Park or Yarralumla Bay.

The types of use and development are to conform to the Technical and Management Guidelines at Appendix J and will be subject to stringent conditions to ensure that development harmonises with the surrounding areas. In all cases public access to the lakeshore will be preserved.

Development of Part Block 1502 Belconnen is to be limited to a zoo and associated tourist facilities. The development is to be generally screened from the Tuggeranong Parkway with the site having an appropriate open woodland landscape character.

Buildings and structures will be subject to design controls to ensure that they are of high quality complementary to the Lake Burley Griffin western foreshores landscape and are generally unobtrusive when viewed from the Tuggeranong Parkway.

The National Capital Authority (NCA) will require a Master Plan to be submitted and approved before the proposal to perform works is submitted to the NCA.

D

Conservation
Yarramundi Reach’s natural shoreline and key wetland waterbird and aquatic mammal breeding habitat in Warrina, Yarramundi and Acacia Inlets will be conserved and protected.

The following sites of significance around the Lake will be given special consideration to protect them in the most appropriate way, and conservation plans will be prepared for key sites:

- Jerrabomberra Wetlands
- Blundells Cottage
- Acton Geological Site
- Black Mountain Peninsula
Community Facility

ACT Hospice Site

Development of the site for the ACT Hospice, on the northern foreshore of East Basin, is to be integrated with the landscape of the foreshore. The landscape of the site should be of an open parkland character consistent with that of Grevillea Park. The plantings near Morshead Drive should be predominantly native as a backdrop to the deciduous trees along the Lake edge. There should be limited views into the site from Menindee Drive with predominant views from the development being to East Basin and the Molonglo River. The site, which is exclusively for the use of the ACT Hospice, is to be set back from the Lake edge to allow for public recreation and free public access along the immediate Lake foreshore. The site is to be the subject of detailed Site Planning, Design and Development Conditions, in accordance with the Guidelines for Lakeshore Development and the Guidelines for Siting of Buildings in the Lake Flood Zone in Appendix J of the Plan set out below. Appendix H, Design and Siting Conditions, is also applicable to development, however, in the event of any contradictions, the Detailed Conditions below take precedence.

Detailed Site Planning, Design and Development Conditions

Visual Impact

The foreshore of East Basin is an important landscape vantage-point with emphasis on seasonal landscape effects. Development on the site should therefore be designed to blend with the surrounding environment.

Built Form

Buildings are to be of a domestic scale and designed to avoid the appearance of a large building mass, when viewed from the Lake and from adjoining land. Buildings are to be single storey construction.

Roof forms are to be flat or gently sloping with a view to keeping the height of the buildings as low as practicable.

Materials

Materials and colours selected for buildings should be compatible with the adjoining “Boat House by the Lake” building and be inconspicuous to achieve a high degree of integration with the setting.
Siting
Buildings on the site should be positioned as far as practicable away from the adjacent development so that each development appears in its own landscape setting.

Buildings should be sited to ensure that members of the public are not deterred from moving freely through the foreshore public open space.

Parking and Access
Parking areas are to be generally located to the north of the site with a clearly identified safe entry point off Menindee Drive.

Parking for the development is to be provided at a minimum rate of 1 space per bed plus 1 space per staff member.

Service Areas
Service areas are to be located on the northern/eastern side(s) of the development and should be screened from view.

Environmental Impact
Works designed for the site are to have regard for environmental impacts of the development.

- Adverse impacts on the Jerrabomberra Wetlands (a protected habitat for migratory birds) are to be avoided;
- A conservation management plan, that records any heritage values and provides relevant management recommendations, is to be prepared.

Off-site works
An all weather pedestrian pathway is to be provided and maintained along the southern edge of the site within the public open space reserve. This work is to be carried out at the same time as the first stage of the hospice development.

Landscape
The landscape treatment is to reflect the seasonal planting scheme applying to the Grevillea Park land with deciduous planting on the site towards the Lake edge and native planting towards the Morshead Drive side of the site.

The existing plantings on the site should be retained as far as practicable. In particular the poplar stand and other plantings adjacent to the “Boat House by the Lake” should be retained as far as practicable, as part of the site landscape.

Site Establishment Works
A site establishment plan is to be provided as part of the application for works approval. That plan is to show where materials are to be stored and how significant existing trees are to be protected throughout the construction phase. The arrangements should minimise any disruption to the general access by the public along the foreshore area and to the operation of the “Boat House by the Lake” restaurant.
• Refer to Appendix I for Jerrabomberra Wetlands Conditions which apply in Area D
• Refer to Appendix H for Design and Siting Conditions which apply to all blocks
• Refer to the Master Plan for Acton Peninsula at Appendix T5 for further Detailed Conditions of Planning, Design & Development.
2. Main Avenues and Approach Routes

2.1 Background
Canberra’s main avenues and approach routes have historically been subject to rigorous planning scrutiny and care has been taken to ensure that suitably high standards of development and landscaping have been observed.

A traveller’s first perception of a city’s character is gained upon approach and arrival. When arriving in Canberra it is important that the traveller is immediately aware of the special symbolic and functional significance of the National Capital.

Design policies are concerned with achieving awareness of this special significance through the following:

- marking the boundary of the ACT
- establishing a clear and identifiable route from the boundary to the symbolic centre of the city, by providing visual cues and strong structural links eg. avenue planting
- building up expectations by progressively formalising the design character as travellers approach the Central National Area
- enhancing views to recognisable and popular images of the National Capital so as to further build expectation and define the approach
- ensuring that the structure, detailing and signage is consistent along each approach route into the National Capital.

To create an identifiable approach, which increases in formality as the Central National Area is neared, and which clearly signifies the symbolic and functional roles of the National Capital:

- buildings which enhance the approach route function should front these roadways
- the main avenues are to be enhanced in their formal character and maintained to the highest standards.

Main avenues and approach routes have also previously been identified as “Areas of Special National Concern” in a 1964 Cabinet decision subsequently incorporated in the gazetted planning policies for Canberra. It is important that development within the road reservations, including signs and landscaping, continues to be subject to high standards of design and landscaping and continues to recognise the importance of these routes as introductions to the National Capital.

The Main Avenues and Approach Routes include the land within the boundaries of the reservations of the following roads:

Main Avenues
- State Circle
- Commonwealth Avenue
- Brisbane Avenue
- Canberra Avenue (to Hume Circle)
- Kings Avenue
- Sydney Avenue
- Hobart Avenue
- Melbourne Avenue
Approach Routes

- Barton Highway
- Federal Highway
- Fairbairn Avenue
- Morshead Drive/Pialligo Avenue to the ACT border
- Canberra Avenue from Hume Circle to the ACT border
- Monaro Highway and its extension as the Eastern Parkway to Morshead Drive.

2.2 Designated Area “Main Avenues and Approach Routes”

The areas identified at Figure 18 are specified as Designated Areas under the provision of Section 10.(1) of the Australian Capital Territory (Planning and Land Management) Act 1988.

The objective for planning and development is to establish and enhance the identity of the approaches to the Central National Area as roads of national significance and, where relevant, as frontage roads for buildings which enhance the National Capital function and as corridors for a possible future inter-town public transport system.

This will be achieved by ensuring that works within the reservations are carried out to the highest standards, by maintaining and enhancing landscaping, and by facilitating the flow of traffic as far as may be possible in consistency with this principle.

Detailed Conditions of Planning, Design and Development

(i) Road pavements, medians, footpaths and verges will be developed to consistently high standards. Signs will generally comprise traffic, directional and visitor information signs, and unnecessary repetition will be avoided. Commercial roadside signs, are not permitted in road reservations, except on bus shelters. Non-commercial signs may be permitted where they comply with the Design and Siting Conditions for signs as set out in Appendix H.

(ii) The Main Avenues and Approach Routes will be developed and maintained as high quality landscaped corridors. In built-up areas, the established design theme of irrigated grass verges and medians and formal tree plantings will be maintained. In areas of intensive pedestrian use, high quality paving is to be used. The Authority will prepare landscape plans for Approach Routes beyond the built-up areas.
(iii) Traffic is to be managed to ensure the continued effective function of the Main Avenues and Approach Routes. The Main Avenues will provide access to fronting buildings where practicable, and where traffic safety and flows are not adversely affected.

(iv) As soon as practicable after the coming into operation of this Plan, all road and landscaping maintenance is to be programmed and scheduled in accordance with a Management Plan approved by the NCPA, which will set the standards for maintaining medians and verges, including landscaping, lighting and street furniture. Pending the preparation of the Management Plan, maintenance works shall be the subject of liaison with the Authority, and the Authority will identify those works or classes of work which require more formal approval.

(v) Development within the Federal Highway Approach Route from its intersection with Stirling Avenue to the ACT border is to comply with the detailed conditions at Appendix X.

2.3 Special Requirements for Main Avenues

It is in the interests of the National Capital that development flanking main avenues in the city is of a type and quality that will enhance the role and status of the city. For the purposes of Special Requirements the Main Avenues are:

- Northbourne Avenue, between Antill/Mouat Streets and Barry Drive/ Cooyong Street
- Adelaide Avenue, outside the Central National Area
- Canberra Avenue, between Hume Circle and the Central National Area
- Brisbane Avenue outside the Central National Area
- Constitution Avenue

These Special Requirements apply to development on land (not included within any Designated Area) adjacent to the Main Avenues.

Special Requirements

Development, except in relation to Northbourne Avenue, is to conform to Development Control Plans (agreed by the Authority) which seek to secure the integrity of the Main Avenues as approaches to the Parliamentary Zone and ensure that the setting, buildings and purposes of development enhance that function.

For Northbourne Avenue, the requirement for a Development Control Plan has been met by the passage of Variation No. 96 to the Territory Plan. The integrity of the approach to the Parliamentary Zone remains an objective, however, and Special Requirements for development continue to be necessary.

Development Controls Plans and (in relation to Northbourne Avenue) development, shall:

i) make provision for national uses, offices for national associations, tourist accommodation and residential development

ii) seek high standards of building design and finish. External materials should be predominantly light in tone and require little maintenance. Continuous glass facades should be avoided. Criteria for controlling the use of reflective glass should be incorporated
iii) incorporate the following where Main Avenues are the final approaches to the Parliamentary Zone:

- building height controls, to ensure that buildings are at least 3 storeys in height unless specifically shown otherwise in an agreed Development Control Plan. Plant rooms to be additional to these heights

- building lines, to be 10 metres unless specifically shown otherwise in an agreed Development Control Plan. The area in front of the building line is to be landscaped, and exclusive of parking. Minor encroachment of basement parking into this area may be considered where this would not detract from the quality of the landscape treatment and where the parking is located beneath a driveway or other paved area. Canopies may cover set-down areas forward of the building line. Minor encroachment by balconies, awnings and porticos may be considered if the materials and designs are such that the visual integrity of the building line is retained

iv) for Main Avenues having predominantly commercial frontages:

**Building Height**

- ensure that buildings adjacent to Northbourne Avenue are not less than 3 storeys plus plant rooms in height, provided that for special non-commercial uses such as a tourist information centre exceptions to this requirement may be considered

- ensure that the parapets of buildings adjacent to Northbourne Avenue are not higher than 25 metres above natural ground level except for the two ‘landmark nodes’ at the intersections of Mouat/Antill Streets and Macarthur/Wakefield Avenues with Northbourne Avenue where parapets may be up to 32 metres above natural ground level

- provide that buildings adjacent to Main Avenues other than Northbourne Avenue may be up to 4 storeys, plus plantrooms, in height

*Note:*
Where these maximum heights are already exceeded by existing buildings, extensions or rebuilding up to the height of the existing building may be permitted.

**Building Lines**

- for Northbourne Avenue, ensure building lines are 10 metres except for the east side of the Avenue between Wakefield Avenue and Ipima Street and for the “landmark nodes” where Northbourne Avenue is crossed by Mouat/Antill Streets and Macarthur/Wakefield Avenues, where increased building lines may be permitted

- for Main Avenues other than Northbourne Avenue, ensure building lines are 10 metres except within the City Division or unless specifically shown otherwise in an agreed Development Control Plan

*Note:*
The area in front of the building line is to be landscaped, and exclusive of parking. Minor encroachment of basement parking into this area may be considered where this would not detract from the quality of the landscape treatment and where the parking is located beneath a driveway or other paved area. Canopies may cover set-down areas forward of the building line. Minor encroachment by balconies, awnings and porticos may be
considered if the materials and designs are such that the visual integrity of the building line is retained.

v) for Main Avenues having predominantly landscaped frontages, generally provide for buildings to not exceed the height of the established tree canopy (typically 3–4 storeys).

vi) consider parking, vehicle access, and the traffic impacts of development. Access from and to the Avenues shall be permitted where practicable and where traffic safety will not be affected adversely.

2.4 Special Requirements for Approach Routes

It is in the interests of the National Capital that development flanking Approach Routes to the city is of a type and quality complimentary to the role and status of the city. For the purposes of Special Requirements the Approach Routes are:

- the Barton and Federal Highways from the ACT borders to their junction with Northbourne Avenue, and extending to include Northbourne Avenue north of Antill Street/Mouat Street
- the Monaro Highway from the ACT border and including its extension as the Eastern Parkway to Morshead Drive
- Canberra Avenue from the ACT border to Hume Circle
- Pialligo Avenue from the ACT border to Morshead Drive
- Fairbairn Avenue

These Special Requirements apply to development on all land (not included within any Designated Area) which fronts directly onto the Approach Routes AND is not more than 200 metres from their middle lines.

Special Requirements

Development is to conform to Development Control Plans agreed by the Authority, which seek to enhance the surrounding predominantly rural character and landscape outside the urban areas. As the Approach Routes enter the built up areas, the emphasis shall shift to a more formal character.
3. Employment Location

3.1 Background

Urban Development and Office Employment

Canberra’s urban development has, to date, taken place in a series of separate towns created by providing new suburban housing areas in the city’s several major valleys, and by keeping development off the intervening hills and ridges.

In the early 1980s an examination of options for the location of major employment and retailing activities in Canberra took place. Following on the recommendations of the earlier Y-Plan outlined in Tomorrow’s Canberra, the 1984 Metropolitan Canberra Policy Plan examined a number of options for future urban settlement.

One option was to direct growth in employment opportunities and retail floor space into the “Central Area” – extending from Acton across Civic to Duntroon and including Parkes and Barton – and into the Woden and Belconnen Town Centres. This option did not include Tuggeranong and Gungahlin Town Centres. At an ACT population of about 400,000, this option envisaged Civic growing in employment to 35,000, out of a total “Central Area” employment level of 78,000. Woden and Belconnen Town Centres would each reach about 18,000.

The second option assumed Town Centres for Tuggeranong and Gungahlin, each with significant levels of employment and retailing. Under this option, at an ACT population of about 400,000, Civic would have 25,000 employees, out of a total “Central Area” figure of 64,000. Employment in Woden and Belconnen Town Centres would be of the order of 12,000 and 14,000 respectively.

The 1984 Metropolitan Canberra Policy Plan concluded that the latter option would confer a number of benefits. The National Capital Development Commission identified these benefits in a submission to the Commonwealth Government Joint Parliamentary Committee on the ACT dated May 1986. The benefits are paraphrased as follows:

- It would have less physical impact, as it would not require the construction of a third crossing of Lake Burley Griffin and as a lower level of road capacity would be required
- Lower concentrations of air pollutants, a lower incidence of noise pollution and lower traffic volumes in residential streets would occur
- A more efficient use of the road system. The reverse loading on roads would be higher and there would be fewer congested traffic links
- There would be a 12 per cent saving in fuel costs
- A saving of at least $120 million on the investment required for urban arterials and parkways
- Fewer structured car parks would be required, producing a saving of $80 million to $100 million
- A lower public transport deficit, as peak hour demand would be lower… (with) …more evenly balanced directional flows
- (reduced) … length and cost of journeys by residents of all towns, in particular those of Gungahlin and Tuggeranong.
A 1987 review of Canberra’s metropolitan development by the Commonwealth Government Joint Parliamentary Committee on the ACT concluded that the Commonwealth should limit the further expansion of Commonwealth employment in Civic and should take steps to locate additional offices in the city’s Town Centres.

In 1988 in response to this issue, and partly as a result of major departmental restructuring and a desire for co-location of the functions of new and large departments, the Commonwealth Government developed a long term strategy for Commonwealth office location. The strategy recognised that while there may be little growth in total employment, there was a need to replace substantial accommodation, to ease overcrowding and to provide additional space in response to the impact of technological change on office space requirements.

The Strategy:
- limited further growth of Commonwealth offices in Civic
- gave priority to the development of additional office space in Town Centres, particularly Tuggeranong and Belconnen
- limited office accommodation in Parkes and Barton to Commonwealth Departments and agencies requiring close working relationships with the Executive and the Parliament.

In response to this strategy the Commonwealth in 1989 commenced a major new office development in Tuggeranong for the Department of Social Security.

Impact of Changes since 1990

By 1989, with a Canberra population of just 274,000, Civic had almost reached 25,000 employees and the total “Central Area” figure stood at some 59,000. By the early 1990s, public sector employment, which had long been the engine of growth in Canberra, had begun to noticeably slow. A broad reform of the Commonwealth Public Service in 1996 resulted in policies of outsourcing, downsizing, increased competition, and a Commonwealth property divestment programme. These initiatives, combined with managerial principles in the Commonwealth of greater freedom in choice of office location, contributed to a more open market and generally less interventionist Government approach – in this case influencing the location of offices.

By the end of 2002 the ACT population was 322,680 people. The employment level at November 2002 was 174,300. In trend terms a total of 74,800 people were employed in the public sector in the February quarter of 2003 (77% Commonwealth and 23% Territory Government employment). This represents a level of public sector employment of 43% – down from 55.4% in 1986.

Due to the diminishing importance of the Commonwealth Government as a property owner, policies dealing with Commonwealth office employment location are now of lessening importance. The policy of divestment of property also included Federal Airports. In 1998 the Commonwealth Government granted a long term lease to the Canberra International Airport Pty Ltd.

Office Employment Location

In the light of changing circumstances and factors affecting decisions about office employment there is a need to adopt new policies that ensure Canberra’s continuing economic growth in the office employment
sector while maintaining the fundamental objectives that are of importance to the quality and significance of the National Capital. These are to:

- avoid traffic congestion in the “Central National Area”
- avoid deterioration of the environmental and visual quality of the Central National Area of Canberra
- maintain the option of further employment in the Town Centres
- preserve the setting and significance of the Central National Area as a location for major national institutions
- ensure the dominant role of Civic is maintained in the hierarchy of centres.

For these reasons, and in the context of broad land use policies relating to national and arterial roads, the Authority’s principles and policies with respect to office employment location are as follows:

### 3.2 Principles for Office Employment Location

Canberra’s distinctive urban structure that builds on the legacy of Griffin and Voorhees is of national significance.

Within the broad land use policies and other Commonwealth policies, decisions on the location of employment in Canberra and the Territory should enhance rather than detract from the City’s role as the national capital.

Decisions should have regard to the transportation and environmental impacts of all major office employment location proposals. They should also recognise the market demand for small and medium scale offices for the private sector in the commercial areas of Town, Group and Local Centres and in other defined office locations.

### 3.3 Policies for the Location of Office Employment

(a) Major office employment should be located within Defined Office Employment Centres located within the two transport corridors developed from Belconnen Town Centre to Queanbeyan and from Gungahlin Town Centre to Tuggeranong Town Centre as indicated in Figure 19.

(b) Defined Office Employment Centres within the East-West Corridor comprise:

- Belconnen Town Centre (as defined* in Part B2B of the Territory Plan)
- Bruce [as shown in Figure 7 (Office Sites – Bruce) in Part B2E of the Territory Plan]
- Civic Centre (as defined in Part B2A of the Territory Plan and also the Designated Areas shown in Figure 10 of the National Capital Plan)
- Russell (the Designated Areas shown in Figure 12 of the National Capital Plan)
- Canberra International Airport (the Designated Areas shown in Figure 14 of the National Capital Plan)

(c) Defined Office Employment Centres within the North-South Corridor comprise:
- Gungahlin Town Centre (as defined in Part B2B of the Territory Plan)
- Parkes (the Designated Areas shown in Figures 5 and 11 of the National Capital Plan)
- Barton and Forrest (the Designated Areas shown in Figure 8 of the National Capital Plan)
- West Deakin [as shown in Figure 6 (Office Sites – Deakin) in Part B2E of the Territory Plan]
- Woden Town Centre (as defined in Part B2B of the Territory Plan)
- Tuggeranong Town Centre (as defined in Part B2B of the Territory Plan)

(d) Offices are permitted at Group and Local Centres but should be of a scale appropriate to the particular centre. As a general guide, offices should not exceed the total retail floor space in a Local or Group Centre.

(e) Private sector offices may be located in any Defined Office Employment Centre.

(f) Public sector office employment should be encouraged to locate in Civic and the Town Centres.

(g) Public sector office employment established in the Town Centres should be encouraged to remain in that Town Centre or, where relocation is proposed, to locate in another Town Centre.

(h) The location of office employment outside Defined Office Employment Centres should generally be discouraged and only permitted when considered to be in the public interest after the full transport and environmental effects of such decisions have been considered.

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1 The precise boundaries of each Defined Office Employment Centre may change over time. Any such changes will be made through the statutory processes of amending the National Capital Plan and/or varying the Territory Plan.
Figure 19  Defined Office Employment Centres
4. Urban Areas

4.1 Background
This chapter covers the General Planning Principles and Policies that will apply to urban areas in the Territory, and sets out the special requirements for development of areas, being requirements that are desirable in the interests of the National Capital.

In the Authority’s view, urban land in the Territory should continue to be organised as a series of distinct and relatively self-contained towns separated from adjacent towns by hills, ridges and other major open spaces.

The National Capital Plan therefore provides for the continuation of urban development in the Territory as separate and distinct towns set in broad landscaped valleys, with the immediate hills, ridges and other major open space providing separation between towns and the distant mountains providing a natural landscape backdrop.

For the foreseeable future, urban land in Metropolitan Canberra will comprise:

- the existing towns
- the new town of Gungahlin
- the existing villages of Hall, Oaks Estate and Tharwa
- and those industrial areas not yet within towns; Mitchell and Hume
- Molonglo and North Weston.

Additional urban development in the Districts of Canberra Central, Woden–Weston Creek and Belconnen is anticipated through procedures of the Territory Plan.

This land-use structure will accommodate much of the development needs of the next decade (especially if urban consolidation proves effective) but it will need to be reviewed to assess how cost effective it will be in the long term and whether it will continue to be viable as the basis for future decision-making. Part Three of this Plan, in a section on the Future of the Capital, provides background notes on population, employment and housing projections.

Protected airspace provisions in relation to Canberra International Airport apply to development independently of the National Capital Plan. To satisfy a requirement of the Airports (Protection of Airspace) Regulations 1996, Canberra International Airport Pty Ltd has prepared a diagram prescribing protected airspace. The diagram is incorporated in the Airport Master Plan prepared under the Airports Act 1996. Detailed information may be obtained from the Commonwealth agency with responsibility for protected airspace (currently Department of Transport and Regional Services).

Centres
One of the key principles of Canberra’s urban structure has been that a hierarchy of centres has been developed, with each town having a centre acting as a focal point for higher order retail functions, commercial services, offices and community facilities.

This hierarchical principle, at the metropolitan level, means that:
• Canberra Central continues to be the main location of metropolitan employment
• Civic has been encouraged to develop as the most specialised retail, commercial, cultural, entertainment and tourist centre
• town centres provide retail, commercial, cultural, entertainment and other facilities to meet community needs, and serve also as locations for office-based employment.

Centres at each level in the hierarchy form the focus of a range of retail, commercial and community facilities and services, in which specialisation increases at successively higher levels.

The integrity of the hierarchy of centres has broadly been maintained with the levels of fulfilling distinct but complementary functions.

Pressures are now being felt for major redevelopment in some centres such as Dickson, Kingston and Manuka. This would be undesirable if major changes to the three centres went counter to the purpose of the hierarchy of established centres.

Continued expansion of services and facilities should be provided for and encouraged in each of the town centres, including Tuggeranong.

Each town should have a town centre. The Territory Plan will provide for a range of lower order centres to meet the varying needs of residents.

Industry
Canberra’s industry has been accommodated in industrial estates at Fyshwick, Mitchell, Hume and Bruce and in the area immediately west of Oaks Estate. The location of industry within estates, the placement of these estates where they contribute to overall transport efficiency, and the avoidance of haphazard industrial location throughout the Urban Areas, have contributed to the structure and character of Canberra’s development.

The established industrial estates have limited capacity to accommodate additional development. Within the next two to three years sites for new estates need to be established, and planning and design commenced. The Authority supports the development of further industrial estates as a means of increasing the industrial base of Canberra’s economy, and to provide a greater diversity of employment opportunities.

4.2 Additional Urban Land in the Territory
The Authority is required to set out in the National Capital Plan general policies of land use throughout the Territory. It therefore intends to examine, in depth, the potential for and desirability of defining additional areas of land for urban use.

The need to do so arises because:
• the supply of urban land in the Territory is likely to be exhausted in the next ten to fifteen years, given the lead times for development, even if policies of urban consolidation are effectively applied
• there is a need for some flexibility of choice in locating new housing in the Territory
• it is necessary to establish now how much time there is likely to be before substantial development has to take place outside the present Territory boundary
The Parliamentary Joint Committee on the Australian Capital Territory in its Report on Metropolitan Canberra in 1987, recommended that areas occupied by the Department of Defence in Belconnen, Jerrabomberra and Harman/Bonshaw (Bonshaw being the non-residential component) should be vacated and possibly used for development.

The Authority has included the Defence Department’s area in Belconnen within the existing urban area identified in the National Capital Plan.

4.3 Principles for Urban Areas

1. Canberra’s future growth is to be accommodated by continuing the development of distinct and relatively self-contained towns.

2. A hierarchy of centres will be maintained, with each town having a centre acting as a focal point for higher order retail functions, commercial services, offices and community facilities.

3. Industrial estates will continue to be located on the edge of the urban areas in locations which conveniently serve the workforce of the towns and have good accessibility for long-distance freight movements.

4.4 Policies for Urban Areas

(a) The urban area of Canberra will comprise:

- the towns of Canberra Central, Woden/Weston Creek, Belconnen and Tuggeranong
- the villages of Hall, Oaks Estate and Tharwa
- the new town of Gungahlin
- Molonglo and North Weston
- land at Hume and Mitchell.

(b) The planning of urban areas should seek to introduce measures through which urban consolidation may occur.

(c) The hills, ridges and other major open space will form the separation between towns and will be kept largely free of urban development, to act as a backdrop and setting for the City.

(d) Except where boundaries are already computed, the detailed planning of urban development by the Territory planning authority will determine the boundary between Urban Areas and other land use categories. Before detailed plans are approved, certification shall be obtained from the National Capital Planning Authority that the proposals are not inconsistent with the National Capital Plan.

(e) Industrial development shall be located in the main industrial areas of Fyshwick, Mitchell and Hume and in the Fern Hill Technology Park at Bruce and the Advanced Technology Park at Symonston.

(f) The Authority will co-operate with the Territory planning authority to investigate and define appropriate areas for new industrial development.
(g) Within 5km of Mount Stromlo, development or installations which may, through night time illumination or significant vibration, adversely affect the operation of the Mount Stromlo Observatory or the associated seismological vault at Mount Stromlo, shall be referred to the Australian National University for examination and comment and reasonable steps shall be taken to mitigate adverse impacts.

(h) Development proposals for National Land, including subdivision, and proposals to lease National Land, shall be referred to the National Capital Planning Authority. The Authority will assess proposals to ensure they are not inconsistent with the provisions of the National Capital Plan.

(i) The range and nature of uses permitted in Urban Areas includes those uses generally compatible with residential, commercial, community, cultural, recreational and industrial activity, other than uses not permitted in the Territory Plan. In particular, however, the range of permitted uses includes:
   - Parliamentary Use, National Capital Use and Diplomatic Missions, within Designated Areas
   - other Commonwealth purposes, on National Land.

(j) Symonston Section 1 Block 4: The range of uses permitted in respect of Symonston Section 1 Block 4 shall be:
   - Advanced Technology Park
   - Public Utility
   - Open Space.

   Land Use definitions are at Appendix A.

(k) Any areas potentially affected by Scrivener Dam flood inundation may only be developed where it is demonstrated that Scrivener Dam meets flood safety and operational requirements, based on the applicable Australian National Committee on Large Dams (ANCOLD) guidelines.

(l) Planning of urban areas in Molonglo should make provision for a distinct, accessible and legible link, of a minimum width of seventy (70) metres between Stromlo Forest Park and Canberra International Arboretum and Gardens.

4.5 Special Requirements for Urban Areas (refer Figure 20)

4.5.1 National Land Not Included Within a Designated Area of this Plan
It is in the interests of the National Capital that all National Land achieve a quality of development which reflects Canberra’s significance as the National Capital, and that proposals be assessed in relation to the provisions of both the Territory Plan and the National Capital Plan.

Special Requirements
Development, including subdivision and leasing proposals, of all National Land not included in a Designated Area of this Plan, is to conform to Development Control Plans agreed by the Authority.
Development Control Plans are to reflect the relevant provisions of the Territory Plan, and meet the following requirements:

(i) Adverse environmental impacts from on-site developments, on adjacent land and development, shall be identified and redressed to the extent practicable.

(ii) Adequate provision should be made where appropriate for visitors to sites.

(iii) Functional relationships between uses within and external to the site shall be provided for.

(iv) Consistency in the external design and site layout of buildings and landscaping shall be sought.

(v) Satisfactory arrangements shall be made for parking accommodation and vehicular access and egress. Traffic impacts of development shall be taken into account.

4.5.2 Australian Institute of Sport
The Special Requirements at 4.5.1 shall apply also to the Australian Institute of Sport.

4.5.3 Haig Park and Telopea Park
It is in the interests of the National Capital to ensure that important open space places are conserved.

Special Requirements
Development of land within open space places shall conform with development control plans agreed by the Authority and forming part of the Territory Plan. The Plans are to meet the following:

(i) To conserve landscape and environmental qualities, having regard to the historic and aesthetic importance of the areas the following requirements will apply:

(ii) Historical context will be considered and established planting patterns respected.

(iii) Functional linkages to other open space elements should be enhanced.

(iv) Utility of the areas for recreation should be optimised to the extent possible within aesthetic constraints. Provision should be made for appreciation and use of the areas by visitors to the city.

4.5.4 Civic
National Interest in Civic
Civic, as part of Canberra’s central area (which includes the Parliamentary Zone and therefore has a dual national capital and local role), and as the dominant metropolitan centre, has a special role in the context of the National Capital Plan. The functional and symbolic relationship between Civic and the Parliamentary Zone is critical. Because of this both the Territory and Commonwealth Governments have a legitimate interest in its future planning and development. The Territory interest relates mainly to Civic’s role as the prime commercial and retail centre and as a location for Territory administration, major private sector business, regional and metropolitan head offices, recreational and entertainment, tourist accommodation and important cultural community activities.

The Commonwealth’s interest in Civic is different and is related to:
• maintaining the geometry and intent of the plan for Civic which is integral to the integrity of the Griffin Plan as a work of national and international significance and the role of the Griffin Plan as the principal organising framework for Civic and the Central National Area.

• its location at the apex of the National Triangle, the centrepiece of Griffin’s Plan. The point of the apex is City Hill which will ultimately become the symbolic and geographical centre of Civic as it develops to the south and west.

• its position as a visible and identifiable element within the “amphitheatre” ie the central basin, which contains Canberra Central. It is a major component of the vista north from Parliament House and other parts of the Parliamentary Zone. Consequently, it can not be considered separate or isolated in a visual sense from these key national capital elements. Existing policies on height and colour have also ensured that Civic is seen as a cohesive and homogeneous mass when viewed from various vantage points within and on the edge of this amphitheatre

• its location straddling the most important entrance route to Canberra (ie. Northbourne Avenue) in general and the Parliamentary Zone in particular

• the nature of the topography surrounding Canberra Central (rolling hills and sweeping horizontals) the predominance of the landscaping, and the comparatively low profiles or silhouettes of the majority of the features of the Central Basin, which demands that development in Civic does not overwhelm or detract from key national capital features (the Parliament House in particular) in terms of height, bulk, colours and materials.

• the Main Avenues converging on Civic provide important strategic corridors linking major centres of Commonwealth and municipal activity in the Central National Area – eg Government, University, Defence and Civic administration. These Main Avenues are suitable for the development of higher densities of retail, employment and residential activity to support key public transport corridors and provide the principal visual and symbolic connections between the city and the landscape.

National Capital interests in Civic can be summarised as:

• overall consideration of height, colour, materials, and architectural and environmental quality, aimed at ensuring that Civic’s continued development is of a harmonious and high quality nature, consistent with its role and its location within the Central Basin in general, and its relationship with the Central National Area in particular.

• specific interest in areas within London Circuit because of their critical importance at the apex of the National Triangle

• specific interest in the avenues which form axes terminating on City Hill. They have symbolic importance on Griffin’s Plan in visually connecting the city to its natural setting, and their treatment and their landscaping should be of a high standard

• particular interest in ensuring that Civic’s future development conforms with the metropolitan strategies for a decentralised distribution of employment to Defined Office Employment Centres as set out in the Office Employment Location policies in Chapter 3 of the Plan.

Civic Centre has a multi-faceted role as the most important metropolitan centre, as the apex of the National Triangle, a location astride an important entrance route to Canberra and the Parliamentary Zone, and a significant element in the physical structure of central Canberra.

It is in the interests of the National Capital that the development of Civic Centre balances these roles.
Figure 20  Special Requirements
Figure 21 Special Requirements For Civic

Area for Civic Policies
4.5.4.1 Principles for Civic

Civic’s continued development should recognise its metropolitan significance and role, achieve a satisfactory relationship between Civic and other development and features of the Central area, and meet the following Principles:

a) Future development and redevelopment in Civic should aim both to reinforce Civic’s role as the prime metropolitan centre, and contribute to a diverse, lively and attractive character.

b) The design of buildings and the amenity and environmental quality of the main public spaces should result in an accessible, attractive, high quality and distinctive centre consistent with Civic’s role as the major metropolitan centre and its location at one point of the National Triangle, Griffin’s major organizing element of the Central National Area.

4.5.4.2 Policies for Civic

The following Policies shall apply within those areas of Civic identified in Figure 21:

(a) Transport and movement

Long term impacts of development shall be taken into account. Measures for discouraging through traffic from using the Civic road network in peak periods must be considered. Future demand for car parking should be met by the construction of structured car parks in locations that service needs throughout Civic while aiming to minimise congestion, and/or by on-site provision of parking spaces. Vehicle access and traffic management throughout the area should seek to maintain the ease and comfort of moving around the city, catering to a diversity of pedestrian, cycle, vehicular and public transport modes.

(b) Urban Design

(i) The symbolic importance of the Main Avenues radiating from City Hill (Northbourne, Ainslie, Constitution, Edinburgh and University Avenues) and their role as the main public transport corridors should be complimented through the landscape and architectural treatment on abutting blocks.

(ii) The design and development of Civic should continue to reflect the geometry and fine grain pattern of streets and blocks of the Griffin Plan.

(iii) The design and development of streets should provide a continuous planting of large scale street trees and high quality landscape character that fosters a compact, connective and pedestrian-friendly environment for central city living.

(iv) The massing, height, colours and materials used for buildings in Civic should result in a harmonious and high quality urban design outcome with a recognisable city edge.

(v) Buildings in Civic must be of permanent construction.
The height of buildings in Civic may be less than but not more than 9 storeys provided that:

- plant rooms and other service elements may be allowed above this height subject to being set back from the building edges and screened from street level view.
- one or more taller building(s) per section up to a maximum height of RL 617m shall be considered only in accordance with an approved comprehensive design for the whole section. Comprehensive section designs shall seek to use building height to emphasise and reinforce the geometry of the Griffin Plan and the symbolic Main Avenues radiating out from City Hill. and
- where an existing building exceeds the height limitations set out above it shall be permissible to consider rebuilding to the same height as the existing building or lower.

4.5.5 Symonston Section 1

It is in the interests of the National Capital that an advanced technology industrial park within Symonston Section 1 achieves a high quality of development consistent with the prominence of the site and its important location on a major Approach Route.

The Canberra Avenue approach route corridor at Symonston, between the Monaro Highway and Newcastle Street, represents a transitional area changing in character from rural to one of a built up nature. The character of this transitional area should be reinforced to identify it as one that has special processional qualities. Development controls and landscape requirements should seek to ensure that buildings, landscape and land use are consistent with this concept.

Special Requirements

Development is to conform to a Development Control Plan agreed by the Authority. The Development Control Plan, which may be completed in stages, shall meet the following requirements:

(i) Land uses are to be primarily those involved in the research, development, manufacture, processing, assembly and marketing of advanced technology and scientific products including allied goods and services and supporting processes, and to public utilities and open space.

(ii) All buildings along the Canberra Avenue edge of the site are to address the Avenue with car parking and service areas to the rear. Special attention is to be given to the integration of building design, landscape and signage along the Avenue to be consistent with the approach route concept. The height, massing and spatial arrangement of the buildings and the distribution of the buildings on the site should respond to and balance that which has been achieved on the northern side of Canberra Avenue.

(iii) The first stage of development should commence with sites having frontage to a service road parallel to Canberra Avenue.

(iv) Access to the site will not be permitted from Hindmarsh Drive or the Monaro Highway. Access should be confined to a maximum of two points from Canberra Avenue and, if practicable, be
located directly opposite the access roads on the northern side of the Avenue. Entrances should be consistent with and not detract from the approach route landscape context.

(v) The crest of the hill at the intersection of Canberra Avenue and Newcastle Street represents the start of the transition from a rural to an urban setting. It is important to identify this edge to distinguish the change in landscape character as a perceived entrance to the National Capital, framing and enhancing the first view of Parliament House. The form of this gateway should represent a significant change in the character of the planting and reflect the distinct landform either side of the Avenue. A plantation gateway of formal rows of closely spaced Eucalypts at this point, will provide a link with the open rural landscape and the formal exotic planting which defines the corridor between Monaro Highway and Hume Place.

Planting along Canberra Avenue in this location should therefore continue the gateway composition of species comprising formal rows of indigenous trees in dry land grass and allow views into the site. Development of the estate shall be in the context of a comprehensive landscape plan with a predominant tree canopy of indigenous Eucalypt species. The landscape design should integrate with the environmental protection measures for the site.

(vi) Environmental protection measures are required to ensure that the sensitive elements of the site, including the environment of Jerrabomberra Creek, are protected.

4.5.6 Kingston Foreshore

The Commonwealth’s interest in Kingston Foreshore is to ensure the Lake Burley Griffin Foreshore in East Basin continues to be developed as a major landscape feature helping to unify the National Capital’s central precincts.

The Kingston Foreshore area forms a prominent urban environment when viewed from within and across East Basin, and from key tourist vantage points such as from Mt Ainslie and Mount Pleasant. Ensuring a notable visual quality, as part of the lake foreshores vista, will be important to maintaining the unity of the central precincts of the National Capital.

The Kingston Foreshore area, which is subject to the following Special Requirements, is that land at Kingston bounded by Bowen Park, Wentworth Avenue (and including the Avenue), Cunningham Street, The Causeway through to Jerrabomberra Creek, Jerrabomberra Creek and a line approximately 7 metres behind the wall of Lake Burley Griffin.

**Special Requirements**

Development in the Kingston Foreshore area (the “area”) is to retain a working boat harbour and lake maintenance facility and conform to the following Aesthetic Principles.

(i) **Foreshore Precinct Landscape**

The landscape of the precinct adjacent to the Lake Burley Griffin foreshore Designated Area should be of an open space parkland character consistent with that in Bowen Park. The landscape should permit views into the development through informal tree planting and should include landscape treatment of a high quality allowing for pedestrian and cycleway movement through the area.
The edge of Jerrabomberra Creek should be landscaped as open space allowing for pedestrian movement and have a character not inconsistent with the role of the Creek as the edge to the Jerrabomberra Wetlands.

(ii) **Built form and materials**

- **Massing of building development addressing the lake edge**
  The massing of building development directly addressing the lake edge is to be articulated and modulated to present a varied appearance and avoid an apparent unbroken wall of development when viewed from the lake.

- **Colour**
  The colour scheme of development is to be generally light in tone. Some highlighting with darker colours may be acceptable where these do not present the dominant colour scheme when viewed from or across the Lake.

- **Roofs**
  A variety of roof forms, materials and colours should be introduced into the area.

- **Building Height**
  The overall height of buildings in the area is to be generally consistent with that of the tree canopy of mature trees in the area. This can be achieved through buildings being a maximum of 4 storeys except for some taller buildings or focal elements where these do not significantly impact on the landscape of the area or detract from the massing of the Kingston Powerhouse building.

- **Materials and Finishes**
  Materials on buildings and structures near the Lake edge are to be of a durable and low maintenance nature with a high quality in the materials used. Buildings fronting the Lake edge should generally avoid the use of highly reflective materials.

(iii) **Lighting**

Outdoor lighting in the area should generally use full cut-off light fittings and up-lighting of buildings and structures should be carefully designed to keep night time overspill lighting to a minimum.

The overall lighting impact should not compete in prominence with the lighting of the National Triangle. The area should be lit predominantly with high pressure sodium light sources for streets and mercury vapour for pedestrian routes. Lake frontage external lighting should use metal halide sources.

(iv) **Wentworth Avenue**

The landscape of Wentworth Avenue is to create a strong balanced planting regime of trees along the Avenue in terms of the species used and spacing. Planting used on both sides should generally be consistent in terms of type and spacing.

The landscape of the median area is to be progressively upgraded to a character consistent with that of Telopea Park being large canopy trees in a grass setting. Car parking in the median may be permitted in the short term pending the phasing out of such parking consistent with the implementation of a parking strategy for the Kingston area which does not involve parking in the median of the Avenue.
The design of street furniture (including lighting) used in the Avenue should generally be consistent with the design of such facilities used on other major Avenues leading to the centre of the national capital. Signage in the Avenue should be limited to traffic control signs and to direct the public to commercial centres in Kingston and the foreshore area.

Developments along the Avenue should address the Avenue but should generally have vehicular access from a road other than directly from the Avenue. Development having direct vehicular access to the Avenue should include a predominantly landscaped frontage treatment exclusive of parking but may include canopies covering set down areas. The landscape of the frontage should respond to the pattern of movement systems created from the Kingston Centre to the foreshore area.
5. Broadacre Areas

5.1 Background

Broadacre Areas are defined on the General Policy Plan (refer Figure 1).

Broadacre Areas may act as buffers between towns, provide sites for uses which require large land areas or may benefit from or be best located within a non-urban setting, and in some cases provide a land bank for future urban areas.

To the east of the city, substantial areas of land are set aside in the Plan for broadacre uses. Subject to the outcome of detailed study and the qualifications detailed below, these areas may offer the opportunity in the long-term to be considered for the siting of future industry, transport facilities, defence installations, institutions and other activities requiring significant large sites. They may become of considerable economic importance to Canberra over time, and offer a basis for the further economic development of the city in a manner complementary to its function as the National Capital.

The Majura Field Firing Range occupies a substantial part of this area. The Department of Defence has advised that the Firing Range is a very important operational facility and there are currently no plans to relocate the Firing Range. If land ceases to be utilised by the Department of Defence at some time in the future, there may be scope for consideration of alternative development.

Aircraft noise under airfield approaches is an unavoidable by-product of flying operations associated with airports. The Australian Noise Exposure Forecast (ANEF) system, expressed by noise contours centred on the airport, is a scientific measure of forecast noise exposure levels based on current and future projections of operational activities in the vicinity of the runway approaches. The system can assist in planning and development decision making. Information about forecast noise exposure in relation to Canberra International Airport can be obtained from the Commonwealth agencies with responsibility for aircraft noise regulation (currently Airservices Australia, and Department of Transport and Regional Services. The Department and Canberra International Airport Pty Ltd both hold copies of the Airport Master Plan which includes detailed information about aircraft noise).

Protected airspace provisions in relation to Canberra International Airport apply to development independently of the National Capital Plan. To satisfy a requirement of the Airports (Protection of Airspace) Regulations 1996, Canberra International Airport Pty Ltd has prepared a diagram prescribing protected airspace. The diagram is incorporated in the Airport Master Plan prepared under the Airports Act 1996. Detailed information may be obtained from the Commonwealth agency with responsibility for protected airspace (currently Department of Transport and Regional Services).

The Naval Receiving Station at Bonshaw is located within the Jerrabomberra/Symonston Broadacre Area. All reasonable steps shall be taken to protect Department of Defence wireless communications from significant adverse physical and generated effects of urban and associated development.

Some of the Broadacre Areas are included in the Central National Area (Designated Area) shown at Figure 4. These include the Duntroon Military College; the Australian Defence Force Academy; Campbell Park offices and the Canberra Airport/RAAF Fairbairn site.
5.2 Policies for Broadacre Areas

(a) Building, site and landscape development shall be sympathetic to and not be discordant with the landscape setting of the National Capital.

(b) Development proposals for National Land, including subdivision, and proposals to lease National Land, shall be referred to the National Capital Planning Authority. The Authority will assess proposals to ensure they are not inconsistent with the provisions of the National Capital Plan.

(c) Broadacre Areas may act as buffers between towns, provide sites for uses which require large land areas or may benefit from or be best located within a non-urban setting, and provide a landbank for future urban areas.

(d) All proposals for development within 2km of the Bonshaw radio station shall be referred to the Department of Defence for examination and comment and such comment shall be taken into account in arriving at a decision.

(e) Within 5km of Mount Stromlo, development or installations which may, through night time illumination or significant vibration, adversely affect the operation of the Mount Stromlo Observatory or the associated seismological vault at Mount Stromlo, shall be referred to the Australian National University for examination and comment and reasonable steps shall be taken to mitigate adverse impacts.

(f) Pine plantations permitted under 5.2(g) should be retained as multiple use areas. Native vegetation in plantations should be retained, particularly along plantation edges, public roads and rivers and creeks, to preserve wildlife corridors and habitats.

(g) The range of uses permitted in the Broadacre Areas is as follows:
   - Administrative and Utility Services
   - Agriculture
   - Animal Care Facility
   - Airport (Canberra International Airport only)
   - Caravan Park/Camping Ground
   - Community Facility
   - Education and Office establishments used by the Department of Defence
   - Forestry (Majura and Kowen Pine Plantations only)
   - General Farming
   - Industries restricted to the Harman Industrial Area as delineated at Figure 4, Page 228 of the Territory Plan Written Statement (as Gazetted on 14 September 1994), subject to environmental assessment (as shown below)
   - Intensive Farming
   - Landscape Buffer
   - Open Space
• Outdoor Recreation Facility
• Park
• Retail Plant Nursery
• Scientific Research Establishment
• The Royal Australian Mint on its present site only
• Tourist Facility
• Transport Facility, including Road and Rail

and may include Dwelling if necessary for the operation of any of these uses.

The nature of uses permitted in Broadacre Areas is defined in Appendix A.

In addition, the nature of uses shall be influenced by the following:

1. The Broadacre Areas at the junction of the Barton and Federal Highways and at the Jerrabomberra/Symonston area, are subject to planning studies. Pending completion of the studies, uses should remain rural in nature, or be of short duration and involve minimal improvements.
2. The Broadacre Area between Curtin and Yarralumla is a buffer area between the towns. The nature of permitted uses in this area will be subordinate to the landscape setting.

3. Within all Broadacre Areas, the land uses will be of a nature that they either require large sites that are not available within urban areas or, for their effective operation, need or would benefit from a non-urban setting.
Canberra International Airport

The range and nature of uses permitted at Canberra International Airport is as follows:

**Primary Uses:**
- The landing and departure of aircraft
- The housing, servicing, maintenance and repair of aircraft
- The assembly and dispersal of passengers and goods
- Uses determined by the Authority to be associated with and ancillary to and enhance the operation of the airport.

**Other Uses:**
- The range of uses scheduled at clause 5.2(g)
- Commercial Accommodation
- Dwelling if necessary for the operation of any permitted use
- Light Industry
- Retail, provided that individual retail establishments outside the Terminal Building (other than “Retail” associated with a Primary Use) shall not generally exceed 500 square metres in Gross Floor Area.

**Office Use**
- Office is a permitted use at Canberra International Airport.
- There is no gross floor area limit for any office use, or for any particular office building, at the Airport where the office use is permitted as ‘Primary Uses’ or ‘Other Uses’.
- The total gross floor area of all offices permitted as ‘Office Use’ shall not exceed 120,000 m². This gross floor area limit applies to offices which are permitted only as ‘Office Use’. The limit does not include offices which are permitted as ‘Primary Uses’ or ‘Other Uses’.
- Subject to the gross floor area limitation, and subject to any other relevant provisions of the Plan, there is no gross floor area limit on any individual office building at the Airport.

Campbell Park Offices

The range and nature of uses permitted at Campbell Park Offices is:
- Defence Installation
- Office (up to a maximum of 55,000 m² gross floor area).

5.3 Special Requirements for Broadacre Areas

5.3.1 National Land Not Included Within a Designated Area of This Plan

It is in the interests of the National Capital that all National Land achieve a quality of development which reflects Canberra’s significance as the National Capital, and that proposals be assessed in relation to the provisions of both the Territory Plan and the National Capital Plan.
Special Requirements

Development, including subdivision and leasing proposals, of all National Land not included in a Designated Area of this Plan, is to conform to Development Control Plans agreed by the Authority. Development Control Plans are to reflect the relevant provisions of the Territory Plan, and meet the following requirements:

(i) Adverse environmental impacts from on-site developments, on adjacent land and development, shall be identified and redressed to the extent practicable.

(ii) Adequate provision should be made where appropriate for visitors to sites.

(iii) Functional relationships between uses within and external to the site shall be provided for.

(iv) Consistency in the external design and site layout of buildings and landscaping shall be sought.

(v) Satisfactory arrangements shall be made for parking accommodation and vehicular access and egress. Traffic impacts of development shall be taken into account.
6. Transport

6.1 Background
The National Capital Plan is required to set out general principles and policies to be implemented throughout the Territory, for planning national and arterial road systems.

The interaction between land use activities and transport is important. The disposition and size of the centres for major employment and other uses places different demands and stresses on the transport system and the physical fabric of the City.

The hierarchical system of roads, developed successfully in the new towns of Canberra, provides a high standard of safety and service to all road users.

The overall transport system comprises the road network, car parking facilities and public transport. The efficiency of the road system depends, not only on the physical provision of infrastructure, but also on the operational policies adopted for the use and control of facilities including public transport.

The main elements of the national and arterial road systems are shown in the General Policy Plan at Figure 1.

The National road system are those roads and highways which support the role of Canberra as the National Capital by:

- providing the principal means of access between the National Capital and the State capitals, and between Canberra and the major national highways
- being designed for symbolic, formal or National Capital purposes
- being roads whose principal purpose is to provide access to National Capital facilities and vantage points within the Territory or, being roads located on land declared as National Land under the Act.

Roads which provide principally for intra and intertown traffic collection and distribution are arterial roads, which in the ACT have been classified under earlier planning policies as parkways (or freeways) and arterial roads. The main elements are shown on the General Policy Plan (Figure 1).

The arterial road system supports the urban structure of Canberra by:

- forming the principal access between town centres, industrial centres, major retail centres and residential areas
- providing access between the separate towns of the urban area.

Standards used in the planning of national and arterial roads should reflect the transport and symbolic functions that they perform and support the urban design, environmental, heritage and land use requirements of the corridor in which they are located.

The National Capital Plan defines the national and arterial road systems within Canberra and the Territory. The effective operation of these systems of roads depends on the planning and design of the total road network.
To ensure the efficiency of the national and arterial road systems, planning and design of all roads should meet nationally recognised practices and standards consistent with the traffic function of the road.

Efficient operation of the national and arterial road systems also requires that an effective public transport and priority system be established. It is important that the provision of public transport and the implementation of related policies by the ACT Government keeps pace with residential, commercial and industrial development needs. These policies should aim to minimise the consumption of energy and to enhance the physical environment of the Territory.

Provision will be made for the Very Fast Train route through the ACT following resolution of land use, transport and environmental concerns. After resolution of those concerns, a specific route would be the subject of an amendment to the National Capital Plan.

The General Policy Plan (Figure 1) identifies some of the arterial roads as “proposed”. Final alignments of these roads are not yet determined. Some flexibility as to the precise alignments shown on this plan for proposed arterial roads must be expected. However, the interpretation placed on the intent of the Plan shall, in each case, be the subject of consultation with the Authority to ensure that detailed proposals are not inconsistent with the Plan.

Some of the proposed roads were the subject of the Gungahlin External Travel Study, initiated by the National Capital Development Commission and completed by the National Capital Planning Authority.

The final resolution of the location, scale and timing of these roads will depend on the outcome of consideration of the proposals by the Commonwealth Joint Parliamentary Committee on the Australian Capital Territory; similar consideration by the ACT Government; and environmental impact assessments. Final roads as approved following these processes will be incorporated in the National Capital Plan at an appropriate future time.

6.2 Principle for Transport

Transport planning and provision will:

- reserve a route for the development of a public transport service to link major employment nodes. As far as practicable the service will be segregated from other transport systems and will operate with priority of right-of-way
- incorporate nationally recognised practices and standards consistent with the role and function of each road, or additional standards set out for the Designated Areas of this Plan.

6.3 Policies and Standards for Transport

(a) The National and Arterial Roads System will:

- generally not provide frontage access to development except where such access will meet appropriate design standards and road safety needs
- generally intersect with the local road network through distributor roads.

(b) A corridor between Civic, the town centres and major employment nodes, suitable for priority or segregated right-of-way for use by public transport services will be reserved against a possible
future need to develop a system of inter town and express routes suitable for buses or other technologies as appropriate.

(c) Transport strategies should promote the convenience and efficiency of public transport use.

(d) The final alignment of proposed arterial roads shall be subject to consultation with the Authority and to a determination by the Authority that proposals are not inconsistent with the Plan.
7. Urban Design

7.1 Background

The role of Canberra as the National Capital and its development, since its inception, to an overall design concept, has resulted in an urban environment of a high quality compared with other Australian and overseas cities.

The quality of appearance that has emerged emphasises and complements Canberra’s natural landscape setting. This character, often referred to as “garden city”, should continue. It is part of the national perception of Canberra, and Canberra’s national image would be impaired if the emphasis on landscape, both within urban and non-urban areas, became diminished. This is particularly important to Canberra Central having regard to its proximity to the main National Capital functions.

Within Canberra’s residential areas there is an emphasis on space for landscape treatment in front of buildings on detached and semidetached housing blocks. This has added to the “garden city” character of the residential streets and is part of Canberra’s national image. The Authority would be very concerned to observe any significant change in these values, and within Designated Areas will ensure that this does not occur. In other areas it is considered that their continuation is properly a matter for the Territory Plan rather than the subject of the National Capital Plan.

7.2 Principles for Urban Design

(1) The National Capital role requires that planning and development in Canberra Central in particular and generally throughout the Territory, should have a high aesthetic and environmental quality. Planning controls should seek to ensure that development in all forms, including landscaping in urban and non-urban areas, complements and enriches its surroundings.

(2) Substantial works of architecture, engineering and landscape within Canberra Central should be designed to contribute positively to the overall composition and symbolism and dignity of the National Capital.

7.3 Policies and Standards for Urban Design

(a) Management of both public and private development in the National Capital should, wherever practicable, seek to achieve harmony between buildings and landscaping to give continuing effect to the garden character of the city.

(b) Within Canberra Central, roads, bridges, waterways and public landscaping projects should reinforce and complement the geometric lines of the Main Avenues.

(c) Buildings in Canberra Central should be of a height generally not greater than the height of the mature tree canopy (typically 3–4 storeys), with the exception of the buildings in the Parliamentary Zone, Civic Centre, Russell and Campbell Park, and on sites adjoining Northbourne Avenue and Constitution Avenue. In Canberra Central no building or structure which protrudes substantially above the tree canopy shall exceed a height of RL 617m.
(d) The siting, bulk, landscaping and external treatment (including materials, colours and the quality of finish) of development in Canberra Central should seek to ensure that buildings, ancillary structures and other works are appropriate to and not discordant with the general development and amenity of the locality.

(e) The conditions for the Siting of Satellite Dishes and Other Telecommunications Equipment, set out in Section 12.4, shall have application where relevant within areas to which Special Requirements of the Plan apply.
8. National Capital Open Space System

8.1 Background

The importance of the natural setting of the National Capital has been recognised by the creation and formal adoption of the concept of the National Capital Open Space System (NCOSS). This system essentially comprises the inner hills and ridges which surround and frame the urban areas, the major lakes and river corridors, and the distant mountains and bushlands to the west of the Murrumbidgee River. Closely associated with NCOSS are the Territory’s rural lands which also contribute significantly to the landscape setting.

There are four different types of open space in the NCOSS, each with its own planning and management requirements.

First, there are symbolic spaces that provide the unique and monumental landscapes necessary in a National Capital.

Conservation spaces protect the natural and cultural heritage of the ACT and consist generally of national park, heritage and wilderness areas, and nature parks and reserves.

Living space consists of the network of regional and metropolitan parks which are generally accessible for a broad variety of recreation and tourist uses.

Finally there are linking spaces consisting of fingers of urban land and open space that physically join and visually unite the city and the countryside.

Together these open spaces constitute a system which protects the environmental quality of Canberra’s present and future water catchments, river systems, and important ecological and heritage areas from the increasing pressure of Canberra’s growth. While each part has its own land use and character they are all interrelated as parts of a total system. It is important therefore that the system is planned, developed and managed on an integrated basis.

Mount Stromlo Observatory is within NCOSS. It is a nationally and internationally prominent centre for astronomical research. The amount of night sky light pollution suffered at the observatory impacts on the effectiveness of its operation. Two factors have bearing on this:

- the area of given urban development and its proximity to the observatory
- the nature of the development insofar as it affects the amount of light radiated into the night sky.

The gradual encroachment of urban development into areas previously undeveloped or used for non-urban purposes, has contributed to the deterioration of observing conditions. Because of the observatory’s national significance, a measure of protection is necessary.

The principles and policies that follow establish NCOSS as a multiple-use system which protects the environment while providing for the recreational and other needs of the National Capital.

Planning and management for NCOSS in the interests of both the National Capital and Territory residents will require co-operation between Commonwealth and Territory authorities. The National Capital’s requirements will be specified through its detailed land use policies in those parts of NCOSS which are Designated Areas, and through the general policies and special requirements of the National Capital.
Plan for other NCOSS areas. The Territory will provide for its requirements through the Territory Plan. Management plans, usually prepared by Territory authorities, will be the key to successful implementation of these policies and plans. Consistency of planning and management and the realisation of an open space system which symbolises the character of the National Capital and provides a unique landscape for the city must be achieved through consultation and by means of joint studies in those areas where both the National Capital Planning Authority and Territory planning authority have a significant interest. The National Capital Open Space System is incorporated in this Plan under four separate land use categories:

- Lake Burley Griffin (refer 1.2)
- Hills, Ridges and Buffer Spaces
- River Corridors
- Mountains and Bushlands.

Principles and policies for each of these categories are preceded by the following principle and policies for the National Capital Open Space System as a whole.

Protected airspace provisions in relation to Canberra International Airport apply to development independently of the National Capital Plan. To satisfy a requirement of the Airports (Protection of Airspace) Regulations 1996, Canberra International Airport Pty Ltd has prepared a diagram prescribing protected airspace. The diagram is incorporated in the Airport Master Plan prepared under the Airports Act 1996. Detailed information may be obtained from the Commonwealth agency with responsibility for protected airspace (currently Department of Transport and Regional Services).

8.2 Principle for the National Capital Open Space System
The National Capital Open Space System (NCOSS) is required to protect the nationally significant open-space framework, visual backdrop and landscape setting for the National Capital. NCOSS will blend city and country in a way that symbolises the character of the National Capital and provides a balanced range of uses which reinforces the natural, cultural, scenic and recreational values of the ACT.

8.3 Policies for the National Capital Open Space System

(a) NCOSS will be planned as an integrated system so as to protect its environmental qualities, to promote a continuum of natural and park-like settings for the National Capital, and to frame and enhance existing and future urban areas.

(b) The natural and cultural resources of NCOSS shall be protected in order to provide educational, cultural and recreational opportunities.

(c) Public utilities and roads will be located in NCOSS only where technical, environmental and visual assessments clearly demonstrate that the impacts on an area’s conservation and landscape values can be reduced to an acceptable level.
(d) Within 5km of Mount Stromlo, development or installations which may, through night time illumination or significant vibration, adversely affect the operation of the Mount Stromlo Observatory or the associated seismological vault at Mount Stromlo, shall be referred to the Australian National University for examination and comment and reasonable steps shall be taken to mitigate adverse impacts.

(e) As soon as practicable after the coming into operation of this Plan, Management Plans should be prepared for the major NCOSS elements to assist in determining financial responsibilities and as a means of enabling the NCPA to authorise works in Designated Areas. Such Management Plans will be the responsibility of the Commonwealth on National Land and the ACT Government on Territory Land. The ACT Bush Fire Council should be consulted.

(f) Within Designated Areas of the Plan all Management Plans shall be prepared in close consultation with the NCPA. Pending the preparation of the Management Plans, maintenance and other works shall be the subject of liaison with the Authority, and the Authority will identify those works or classes of work which require more formal approval.

(g) Development proposals for National Land, including subdivision, and proposals to lease National Land, shall be referred to the National Capital Planning Authority. The Authority will assess proposals to ensure they are not inconsistent with the provisions of the National Capital Plan.

8.4 Special Requirements for the National Capital Open Space System

8.4.1 Lanyon Bowl Area (Refer Figure 27)
It is in the interests of the National Capital that nothing shall adversely affect the historic landscape significance and heritage values of the Lanyon Bowl Area.

Special Requirements
(i) The Commonwealth, a Commonwealth authority, the Territory or a Territory authority shall not do anything which adversely affects the historic landscape and heritage values of the Lanyon Bowl Area.

(ii) Proposals to subdivide or lease land and carry out Works within the Lanyon Bowl Area, shall be referred to the Authority. The Authority will assess proposals to ensure that they are not inconsistent with the provisions of the National Capital Plan.

8.4.2 National Land Not Included Within a Designated Area of this Plan
It is in the interests of the National Capital that all National Land achieve a quality of development which reflects Canberra’s significance as the National Capital, and that proposals be assessed in relation to the provisions of both the Territory Plan and the National Capital Plan.

Special Requirements
Development, including subdivision and leasing proposals, of all National Land not included in a Designated Area of this Plan, is to conform to Development Control Plans agreed by the Authority.
Development Control Plans are to reflect the relevant provisions of the Territory Plan, and meet the following requirements:

(i) Adverse environmental impacts from on-site developments, on adjacent land and development, shall be identified and redressed to the extent practicable.

(ii) Adequate provision should be made where appropriate for visitors to sites.

(iii) Functional relationships between uses within and external to the site shall be provided for.

(iv) Consistency in the external design and site layout of buildings and landscaping shall be sought.

(v) Satisfactory arrangements shall be made for parking accommodation and vehicular access and egress. Traffic impacts of development shall be taken into account.

8.5 Hills, Ridges and Buffer Spaces

8.5.1 Background
The hill areas do not attract the same intensity of use as the lakes and rivers of NCROSS but they play a greater role in satisfying the landscape function of NCROSS. It is therefore critical that the hill areas be preserved from urban development and their essential landscape/environmental character retained and reinforced to provide the unified background and landscape setting for the National Capital.

It is not intended that the hills and ridges serve only as public open space. They are intended for multiple-use appropriate to the location and character of each hill area. They will be used as vantage points from which people can view the city and to provide a quiet refuge from urban living. They will also serve as wildlife and access corridors linking urban areas with other parts of the Territory’s open space system. Their continued use for recreation, tourism and appropriate urban services must be in a manner consistent with maintenance of their environmental qualities.

Hills, ridges and buffer spaces around Gungahlin and in other locations will be more precisely defined through the detailed planning of urban development. Before detailed plans are approved by the Territory planning authority certification shall be obtained from the National Capital Planning Authority that the proposals are not inconsistent with the National Capital Plan.

8.5.2 Principle for Hills, Ridges and Buffer Spaces
Hills, ridges and buffer spaces are to remain substantially undeveloped in order to protect the symbolic role and Australian landscape character of the hills and ridges as the scenic backdrop to the Parliamentary Zone, Civic and other National Capital precincts, to maintain the visual definition and physical containment of the surrounding towns and to ensure that their landscape, environmental and recreation values become an integral part of the National Capital.

8.5.3 Policies for Hills, Ridges and Buffer Spaces
(a) The inner hills will be protected as key symbolic and landscape elements in the National Capital Plan expressing the defined land, water and municipal axes and providing the dominant backdrop feature to the city.
(b) The hills and ridges shall be planned and managed as a multiple-use recreation and environmental system with different parts having their own special character and use.

(c) The hilltops will continue to be used as key vantage points for viewing and understanding the National Capital. Development will be sited so as to minimise its visual impact on the Central National Area and any environmental impact on the hill tops.

(d) Pine plantations permitted under 8.5.3(h) shall be managed in a manner which reinforces the landscape character and which allows their use as multiple use areas. Native vegetation in plantations should be retained, particularly along plantation edges, public roads and rivers and creeks, to preserve wildlife corridors and habitats.

(e) The environment and Australian landscape character of the hills and ridges will be protected and enhanced to provide a unified landscape setting for the National Capital.

(f) The rural landscape in the areas adjacent to the ACT border between Hall and the Murrumbidgee River and along the Barton Highway will be retained as an intrinsic part of the National Capital character and with additional landscape treatment provide physical containment to this part of Belconnen and a buffer between Belconnen and Gungahlin.

(g) Black Mountain, Mt Taylor, Tuggeranong Hill and Isaacs Ridge will continue to provide locations for current telecommunications facilities. (Refer to Policies for Telecommunications Facilities at 12.4).

(h) The range of uses permitted in the Hills, Ridges and Buffer Spaces part of the National Capital Open Space System will be the following:

- Agriculture
- Extractive Industry (Mugga Quarry only)
- Forestry (Green Hills, Tuggeranong, Ingledene, Stromlo and Fairbairn pine plantations and woodlots only)
- General Farming
- Landscape Buffer
- Nature Conservation Area
- Open Space
- Outdoor Education Establishment
- Outdoor Recreation Facility (not including stadiums, showgrounds, racecourses, motor racing and like activities)
- Park
- Pathway Corridor
- Public Utility
- Road
- Scientific Research Establishment
Figure 23  The Inner Hills
Figure 24 The Inner Hills
Refer Rural Areas for permitted land uses

Figure 25  The Inner Hills
Figure 25 The Inner Hills.
Figure 26 The Inner Hills
8.5.4 Special Requirements for Hills, Ridges and Buffer Spaces
Special requirements apply to the development of the “Harcourt Hill” resort and to the Gold Creek Tourist Area. These special requirements are set out in Appendix V.

8.5.5 Designated Area “The Inner Hills”
The area identified at Figures 23–26 is specified as a Designated Area under the provisions of Section 10(1) of the Australian Capital Territory (Planning and Land Management) Act 1988 and will be known as the Inner Hills.


The Inner Hills provide the scenic backdrop and natural setting for Canberra’s urban areas, and within Canberra Central they are integral to Griffin’s composition. Accordingly their planning, design and development as open space areas are central to the maintenance and enhancement of the character of the National Capital. Designation is the most appropriate way of securing this.

The Design and Siting Conditions at Appendix H apply as Detailed Conditions of Planning, Design and Development within the Inner Hills Designated Area. A further condition is that any proposal to subdivide land within the Inner Hills Designated Area will require the approval of the Authority.

8.6 River Corridors
8.6.1 Background
The corridors of the Murrumbidgee and Molonglo Rivers define zones for which the primary aim is to reinforce and preserve their landscape and heritage values and their ecological continuity, while providing for a balanced range of recreational and tourist related uses.

Established planning and management policies for the Murrumbidgee River Corridor already recognise that recreation is the key land use, and conservation of its natural and cultural values is the primary goal. Detailed policy development of a similar nature is necessary for the Molonglo River (excluding Lake Burley Griffin). This should reflect principles similar to those established for the Murrumbidgee River Corridor, recognising the importance of the Molonglo being a tributary of the Murrumbidgee River and an integral part of NC OSS.
In addition to general principles and policies, the Plan incorporates the provisions of the Murrumbidgee River Corridor Policy Plan as a special requirement guiding development along the Murrumbidgee as it passes through the Territory. The river corridor establishes a definable edge to Canberra’s development, and provides a major recreational resource which, under the terms of the policy plan is also a long-term natural asset of the Capital. Special requirements for the Molonglo River Corridor are also set out.

8.6.2 Principle for River Corridors

To protect and enhance the environmental quality, landscape setting and the natural and cultural resources of the Murrumbidgee and Molonglo River Corridors. The Murrumbidgee River Corridor is to be conserved as an important national resource and a key open space element which provides a definable edge to the developed urban areas.

8.6.3 Policies for River Corridors

(a) Corridors for the major rivers in the ACT will be protected from urban encroachment and inappropriate development. The ecological resources and environmental quality should be conserved and the character of their landscape retained and reinforced.

(b) The streamflow and water quality of the rivers shall be protected from adverse external influences and maintained in a manner which ensures compatibility between land uses, water uses and the environmental character of the rivers and in accordance with criteria for the use of rivers and the protection of the aquatic environment set out at Appendix E.

(c) The River Corridors shall primarily provide a balanced range of recreational activities appropriate to the characteristics of the river and adjacent land and in a manner that reinforces and protects them as unified systems.

(d) Built facilities for use of the Murrumbidgee River and Molonglo River Corridors shall provide for access at levels consistent with the protection of their natural and cultural resources, and primarily be located at development nodes identified in appropriate Development Control Plans.

(e) Cultural heritage resources and their landscape context will be protected from inappropriate uses and development. Lanyon shall be maintained as an important cultural resource providing for public access and use consistent with its national significance.

(f) Extraction of sand and gravel may be considered in order to maintain stream channel and floodplain stability or to protect aquatic habitats and recreation areas and to control flooding. Extraction is to be undertaken in a manner consistent with protection of downstream land and water uses and in accordance with the Commonwealth’s Environment Protection (Impact of Proposals) Act 1974 (or equivalent Territory legislation) and with an agreed management and restoration plan.

(g) Development may be limited by constraints related to the Tidbinbilla Deep Space Communication Complex. For details refer to Policies for Rural Areas.

(h) The range of uses permitted in the River Corridors will be the following:

- Agriculture
- Cotter Hotel
- Forestry (Ingledene, Kowen, Stromlo and Uriarra pine plantations and woodlots only)
Figure 27 Special Requirements

Molonglo River Corridor
Murrumbidgee River Corridor
Lanyon Bowl
Namadgi National Park and adjacent areas
Figure 28  Tidbinbilla Deep Space Communications Complex

See Inset

Inset

Zone Constraints
• General Farming
• Intensive Farming
• Nature Conservation Area
• Park
• Public Utility
• Recreation
• Road
• Special Development

and may include Dwelling if required for the operation of any of these uses.

The nature of uses permitted in the River Corridors part of the National Capital Open Space System is defined in Appendix A.

(i) Development within the Molonglo River Corridor is to comply with all relevant principles and policies of Appendix F and any other relevant principle or policy of the Plan.

8.6.4 Special Requirements for Murrumbidgee and Molonglo River Corridors
It is in the interests of the National Capital to ensure that the Murrumbidgee and Molonglo River Corridors are conserved and managed in accordance with an agreed plan.

The Murrumbidgee and Molonglo River Corridors are shown in the General Policy Plan (Figures 1 & 2) and at Figure 27. The Murrumbidgee River Corridor is defined in greater detail at Appendix F.

Special Requirements

(i) To conserve the natural and cultural resources, and landscape and environmental qualities of the rivers while providing for a balanced range of compatible secondary uses.

(ii) Development within the Murrumbidgee River Corridor shall be in accordance with the general and specific policies set out at Appendix F.

8.7 Mountains and Bushlands

8.7.1 Background
The Bullen Range, together with the mountain ridges of the Tidbinbilla and Brindabella Ranges provide the middle and distant landscape backdrop to the National Capital. A major feature of the Territory is Namadgi National Park. Like Gatineau Park in Ottawa, Canada, Namadgi provides a secure, long-term semi-wilderness backdrop to the National Capital, and one which increasingly will become nationally and internationally known as a feature of this city.

Namadgi National Park will continue to be regarded as part of the regional system of alpine parks of south-east Australia and a part of the Australian Alpine National Parks Agreement. Because of its important national role, the Plan provides for its long-term maintenance through incorporation of the Namadgi Policy Plan as a special requirement for the development of that area.
In the Tidbinbilla/Paddy’s River area there are development opportunities which take advantage of its location on Tourist Route 5 and proximity to Canberra. The area’s diverse natural, cultural and rural resources can provide a rich setting for additional tourist uses, and there is scope for the Tidbinbilla Nature Reserve to develop its international potential as a major Australian fauna display on the doorstep of the National Capital.

8.7.2 Principle for Mountains and Bushland

The Mountain and Bushland area is to be maintained as an important visual background to the National Capital; to protect both its nature conservation values and Canberra’s existing and future water supply and to develop appropriate National Capital and tourist uses, particularly in the Tidbinbilla/Paddy’s River area.

8.7.3 Policies for Mountains and Bushland

(a) The water resource, nature conservation, cultural and wilderness values of Namadgi National Park are to be maintained and protected for public appreciation, research, education, natural resource based recreation, and water supply to the National Capital.

(b) The Cotter and Gudgenby catchments should be managed to protect the water supply to the National Capital in a manner consistent with their nature conservation values. The quality of water supply in the Cotter catchment is to be assured primarily by controls over catchment uses.

(c) The area comprising Tidbinbilla Nature Reserve, Bullen Range, Paddy’s River, and Gibraltar Creek should be used for appropriate National Capital and tourist uses consistent with protection of the area’s natural, cultural and rural resources. This area should be protected and used as an important transition and open space system linking urban Canberra and the remote mountain and bushland area.

(d) The North Cotter area should be planned and managed in a manner consistent with Namadgi National Park in terms of protection for nature conservation and water supply requirements, with the additional potential of use for low to medium intensity recreation particularly in the pine plantations and adjacent Uriarra rural area.

(e) The Tennant area should be planned and managed to protect its long term use as the location for an additional water supply reservoir for the National Capital. Interim use for rural and nature conservation purposes is to be permitted with steeper slopes progressively revegetated to protect and enhance the area’s future role as a water supply catchment.

(f) Pine plantations permitted under 8.7.3(h) should be retained as multiple purpose areas. Native vegetation in plantations should be retained particularly along plantation edges, public roads and rivers and creeks to preserve wildlife corridors and habitats.

(g) Urban development may be limited by constraints related to the Tidbinbilla Deep Space Communication Complex. For details refer to Policies for Rural Areas.

(h) The range of uses permitted in the Mountains and Bushlands part of the National Capital Open Space System will be the following:

- Agriculture, General Farming, Intensive Farming, (in each case not in Namadgi National Park or the Cotter catchment)
- Educational Establishment (Birrigai)
- Forestry (Pierce’s Creek, Uriarra, Tidbinbilla, Ingledene and Gibraltar Valley pine plantations and woodlots only)
- Nature Conservation Area
- Overnight Camping
- Public Utility
- Recreation
- Road
- Scientific Research Establishment
- Tourist Facility
- Wilderness Area

and may include Dwelling if necessary for the operation of any of these uses.

The nature of uses permitted in the Mountains and Bushlands part of the National Capital Open Space System is defined in Appendix A.

8.7.4 Special Requirements for Namadgi National Park Area

It is in the interests of the National Capital to ensure that the Namadgi National Park Area is conserved and managed in accordance with an agreed plan.

The Namadgi National Park Area is the Namadgi National Park and adjacent areas in the Gudgenby and Cotter Catchments (refer Figure 27).

Special Requirement

Development within the Namadgi National Park and adjacent areas in the Gudgenby and Cotter catchments shall be in accordance with the general and specific policies set out at Appendix G.
9. Rural Areas

9.1 Background
Much of the Territory’s rural land has the potential to support agriculture on a long term sustainable basis and this should be supported in leasing and other arrangements. However some provision will be necessary for future National Capital and Territory needs but these should be planned for and located so that rural activities can be continued and the distinctive rural landscape character of each area retained.

These rural lands, and the wider National Capital Open Space System, provide a unique and dramatic setting for Australia’s National Capital, one which increasingly marks this city as internationally distinct and at the same time one of Australia’s most significant achievements.

The ACT contains a number of national communication installations which, to operate efficiently, require protection from the effects of urban settlement and associated development.

The Commonwealth has obligations to protect tracking stations from any electrical or other interference from urban settlement, power transmission lines, radio transmitters or electrical, scientific, medical and industrial equipment. The Tidbinbilla Deep Space Communication Complex will be protected.

Protected airspace provisions in relation to Canberra International Airport apply to development independently of the National Capital Plan. To satisfy a requirement of the Airports (Protection of Airspace) Regulations 1996, Canberra International Airport Pty Ltd has prepared a diagram prescribing protected airspace. The diagram is incorporated in the Airport Master Plan prepared under the Airports Act 1996. Detailed information may be obtained from the Commonwealth agency with responsibility for protected airspace (currently Department of Transport and Regional Services).

9.2 Principle for Rural Areas
The rural areas of the ACT should be retained and utilised on a sustainable yield basis whilst providing a distinctive rural landscape setting for the National Capital.

9.3 Policies for Rural Areas
(a) Land uses or developments should not significantly diminish National Capital landscape values. Rural holdings shall not be subdivided into units which cannot support long term economic farming or agriculture, or which create small units primarily used for residential purposes, except where a Development Control Plan for a clearly defined area identifies smaller holdings and is agreed by the Authority.

(b) On rural lands soils should be conserved and natural tree cover enhanced in order to protect both the resources and the landscape setting of the National Capital.

(c) Pine plantations permitted under 9.3(h) should be retained as multiple purpose areas for other compatible uses, including grazing, recreation, roads and engineering services. Native vegetation in plantations should be retained particularly along plantation edges, public roads and rivers and creeks to preserve wildlife corridors and habitats.
(d) Development proposals for National Land, including subdivision, and proposals to lease National Land, shall be referred to the National Capital Planning Authority. The Authority will assess proposals to ensure they are not inconsistent with the provisions of the National Capital Plan.

(e) Within 5km of Mount Stromlo, development or installations which may, through night time illumination or significant vibration, adversely affect the operation of the Mount Stromlo Observatory or the associated seismological vault at Mount Stromlo, shall be referred to the Australian National University for examination and comment and reasonable steps shall be taken to mitigate adverse impacts.

(f) The Tidbinbilla Deep Space Communication Complex is located within a Rural Area of the ACT. Urban development near Tidbinbilla Deep Space Communication Complex is limited by the following zone constraints (refer Figure 28)

- Zone ‘A’ – no development is permitted within a 1.25 km radius from the centre of the complex
- Zone ‘B’ – no industrial development is permitted within a 3 km radius of the centre
- Zone ‘C’ – an arc from the north-west to the south-west which is modified by the terrain.

(g) The range of uses permitted in Rural Areas will be the following:

- Agriculture
- Forestry (Kowen and Pierce’s Creek pine plantations only)
- General Farming
- Intensive Farming
- Landscape Buffer
- Outdoor Recreation Facility (not including sportsgrounds, stadiums, showgrounds, racecourses, motor racing and like activities)
- Overnight Camping
- Park
- Public Utility
- Road
- Scientific Research Establishment

and may include Dwelling if necessary for the operation of any of these uses.

The nature of uses permitted in Rural Areas is defined at Appendix A.

9.4 Special Requirements for Rural Areas

9.4.1 Tidbinbilla Deep Space Communication Complex (Refer Figure 20)

It is in the interests of the National Capital that any further development of the Tidbinbilla Deep Space Communications site is sympathetic to the rural landscape character of the surrounds.
Special Requirement
Development is to conform to a Development Control Plan agreed by the Authority.

9.4.2 Lanyon Bowl Area (Refer Figure 27)
It is in the interests of the National Capital that nothing shall adversely affect the historic landscape significance and heritage values of the Lanyon Bowl Area.

Special Requirements
(i) The Commonwealth, a Commonwealth authority, the Territory or a Territory authority shall not do anything which adversely affects the historic landscape and heritage values of the Lanyon Bowl Area.

(ii) Proposals to subdivide or lease land and carry out Works within the Lanyon Bowl Area, shall be referred to the Authority. The Authority will assess proposals to ensure that they are not inconsistent with the provisions of the National Capital Plan.

9.4.3 National Land not Included Within a Designated Area of this Plan
It is in the interests of the National Capital that all National Land achieve a quality of development which reflects Canberra’s significance as the National Capital, and that proposals be assessed in relation to the provisions of both the Territory Plan and the National Capital Plan.

Special Requirements
Development, including subdivision and leasing proposals, of all National Land not included in a Designated Area of this Plan, is to conform to Development Control Plans agreed by the Authority. Development Control Plans are to reflect the relevant provisions of the Territory Plan, and meet the following requirements:

(i) Adverse environmental impacts from on-site developments, on adjacent land and development, shall be identified and redressed to the extent practicable.

(ii) Adequate provision should be made where appropriate for visitors to sites.

(iii) Functional relationships between uses within and external to the site shall be provided for.

(iv) Consistency in the external design and site layout of buildings and landscaping shall be sought.

(v) Satisfactory arrangements shall be made for parking accommodation and vehicular access and egress. Traffic impacts of development shall be taken into account.
10. Heritage

10.1 Background
The Commonwealth and the ACT Governments both have a continuing interest in protecting heritage sites in the ACT. In the Commonwealth sphere, the Australian Heritage Commission maintains the Register of the National Estate which includes places of aesthetic, historic, scientific or social significance or other special value, being components of the natural or cultural environment.

It is considered necessary that the Commonwealth and ACT Governments should, as a matter of course, respect each other’s register. In any case, where either wishes to depart from the other’s register, any differences should be subject to consultation between the two and with the public.

10.2 Principle for Heritage
The Territory’s natural and cultural heritage should be identified, preserved, protected and conserved in accordance with internationally accepted principles, and in order to enhance the character of Canberra and the Territory as the National Capital.

10.3 Policies for Heritage
(a) Planning and development should give due protection to any natural or cultural heritage place in the ACT included on the Register of the National Estate and/or heritage register of the ACT Government.

(b) Within Designated Areas the Authority will require Conservation Plans for listed heritage places. The Conservation Plans for cultural heritage sites will follow the principles of the Australia ICOMOS Guidelines for the Conservation of Places of Cultural Significance (Burra Charter).

(c) Planning policies and the applicable development conditions should conform with the requirements of any such Conservation Plan.
11. Environment

11.1 Background

Previous planning and development of Canberra and the ACT has provided for growth of the National Capital while maintaining a distinctive environmental setting and protecting key national and cultural resources for future generations to enjoy. The challenge facing the ACT is that of maintaining and enhancing its environmental qualities under the pressures of population growth and associated urban development.

Long term metropolitan planning must incorporate recognised guidelines and goals for water quality (particularly in the built environment) and reflect national and international concerns for efficient use of energy and effective responses on the Greenhouse effect. Use of national resources and the impact of development on environmental systems in both the ACT and the surrounding region must reflect national goals for sustainable development and regional needs.

Meeting these challenges in a manner which maintains a proper balance between conservation of the environment and development of the city will require a greater focus on the integration of environmental parameters with the economic, social and other forces shaping the National Capital.

11.2 Principle for Environment

The environmental quality of the National Capital and the Territory should be maintained and improved.

11.3 Policies and Standards for Environment

(a) Action will be taken by the Authority in accordance with the Environment Protection (Impact of Proposals) Act 1974 where the scale or nature of a development proposal under its jurisdiction is likely to have a significant impact on the environment of the ACT and the adjoining region.

(b) Nationally recognised guidelines and standards will be the minimum basis for assessing environmental quality in relation to the Authority’s policies and in the approval of projects by the Authority.

(c) The ecological resources of the ACT shall be planned and managed in an integrated manner to maintain or enhance the overall quality and stability of the environment of the National Capital, having regard to such issues as soil conservation, nutrient recycling, water balance regulation, salinity control and protection of water quality.

(d) As wide a range as possible of the naturally occurring plant and animal communities and species of the ACT should be protected in situations where their long-term survival can be expected and the propagation of rare or vulnerable species in suitable protected habitats will be encouraged.
12. Infrastructure

12.1 Background
Infrastructure requirements include water treatment, water supply and reticulation, sewage treatment and dispersal, stormwater control, solid waste disposal, and electricity, gas and communications installations, facilities and services. The Authority is seeking to ensure that, in the provision of these basic services in the ACT, the orderly development of the National Capital is assured and the visual and physical environments are protected and in particular that the provision of infrastructure should keep pace with residential and other development. It is critical that water over which the Commonwealth has paramount rights should be allocated, as a matter of priority, to serve the needs of the National Capital.

12.2 Principle for Infrastructure
The public infrastructure of Canberra and the Territory shall be planned and provided in an integrated and timely manner to facilitate the continued development of the National Capital and ensure safety and security of supply and operation.

12.3 Policies for Infrastructure
(a) Existing and proposed water catchment areas should be protected from development and other activities likely to adversely affect water quality, to ensure the safe supply of high quality water to the National Capital.

(b) Stormwater and sewage treatment facilities should minimise the effects of stormwater runoff and wastewater on the lake and river systems of the ACT and in particular the Murrumbidgee River.

(c) The planning and provision of electricity and telecommunications facilities should be undertaken in a manner which takes all reasonable steps to minimise the visual effects of transmission lines, substations and telecommunications facilities on the natural and built environments of the National Capital. Detailed policies for the installation of telecommunications facilities are set out at 12.4.

(d) Subject to any future Commonwealth Government policy decisions on the matter, waters over which the Commonwealth has paramount rights shall be supplied only to users within the ACT and the presently gazetted area of Queanbeyan.

(e) The water quality objectives set out at Appendix E are the standards for the quality of water to be discharged from stormwater runoff and waste water treatment facilities into Lake Burley Griffin, and the Molonglo and Murrumbidgee Rivers.

(f) Public utilities infrastructure and facilities for Commonwealth needs and activities, including those on National Land, shall be established and maintained at adequate capacity.
12.4 Policies for Telecommunications Facilities

These Policies apply to the installation and erection of telecommunications facilities, being facilities subject to the *Telecommunications Act 1997.*

**Items subject to these policies**

The following items are subject to the Policies for Telecommunications Facilities:

- ground based towers, antenna masts and headframes;
- underground and aerial cabling;
- rooftop antennas, headframes and associated structures;
- microwave or satellite antennas or dishes (this includes both ground and rooftop mounted installations); and
- any equipment structures (buildings and fenced enclosures) associated with the above.

**Network Master Plans**

The development of network master plans in newly developing areas and established areas where no telecommunications networks exist would facilitate the process of considering and approving new facilities. Accordingly, carriers are encouraged to prepare and maintain a *Network Master Plan* for their existing and proposed operations (including cable rollout) in the ACT.

It is envisaged that *Network Master Plans* will identify existing and proposed sites and indicate the type, height and function and EME levels of the principal elements of the planned network. Carriers should consult with the relevant authority to agree to the content of the *Network Master Plan* and to agree to the process for any community consultation.

**General and Specific Policies**


General Policies are broadly based and define the key objectives and general policies for the design and siting of telecommunications infrastructure throughout the ACT. Carriers, service providers and individuals will need to take account of the General Policies when installing facilities within the ACT. Proponents of Low-impact Facilities exempt from formal approval are required to consult with the National Capital Authority prior to carrying out works to ensure that the provisions of the General Policies are satisfied.

Specific Policies define the conditions and standards for the siting of telecommunications infrastructure within Designated Areas and on land adjacent to specified Main Avenues.
Objectives

The objectives of the General and Specific Policies are:

(i) To ensure that the operation of a functional telecommunications service meets community expectations and does not adversely affect the character of Canberra as the National Capital, including the landscape setting of the city and the national significance of land specified in this Plan as Designated Areas.

(ii) To minimise environmental and visual impacts arising from the construction, operation, maintenance, decommissioning and removal, and site rehabilitation of telecommunications infrastructure.

12.4.1 General Policies

(a) Erection of Telecommunications Structures

(i) Choice of site – Sites where a tower, mast or antenna will be visually incongruous should be avoided wherever possible. Where a choice of site exists, low rise, small scale residential areas should be avoided and commercial, industrial or transport related land with existing utility structures such as lighting columns or other vertical structures should be selected. Where practicable, sites having environmental, nature conservation or heritage significance, and sites of community concern such as schools, childcare centres or where a facility may interfere with existing emergency or safety equipment, should be avoided.

(ii) Choice of antenna location and mast sharing – The mounting of antennas on a building or an existing mast is the preferred way of accommodating a new facility. Where there are several antenna mounting and locational options, care is to be taken to choose the most appropriate option that has the least visual impact on the community and surrounds.


(iv) Ameliorative Actions – Wherever possible, sites should be either screened from the most prominent views or have a backdrop of trees, buildings or high ground. Ideally sites should have both a well-screened foreground and background keeping to a minimum the height of mast and antenna exposed to view. Where parts of an antenna or mast are exposed, they are to be finished in a colour that is not highly reflective and that minimises their intrusiveness.

(v) Decommissioning and Restoration – When a facility is no longer required, or is to be superseded by a replacement facility, the facility is to be removed from a site within a period of three (3) months and the site is to be left in a condition consistent with the surrounding land.

(b) Rollout of Cable

(i) Method of rollout dependent on site sensitivity – For any proposal to rollout telecommunications cable, the method of rollout should be considered in relation to the
sensitivity of the site. For areas of high sensitivity, such as Designated Areas, urban parks and new subdivisions, underground cabling is the preferred method.

(ii) Co-location to minimise impacts – For any proposal to rollout telecommunications cables in areas where an existing public utility is in place, the method of rollout should be considered in relation to the existing utility infrastructure. In new subdivisions, or areas where underground infrastructure already exists, the rollout of telecommunications cable should be co-located with existing cable or undertaken in a similar manner.

(iii) Avoiding duplication – As far as practicable and where the technology permits, cable rollout should be carried out in a coordinated fashion to avoid duplication. A proliferation of overhead telecommunications cables should be avoided in situations where a single cable is capable of delivering the proposed telecommunications service. In cases where more than one cable is proposed, carriers should demonstrate that the use of a single cable is not practical for technical, environmental or economic reasons.

12.4.2 Specific Policies
(a) Policies within Designated Areas
(i) Large scale facilities – Large-scale facilities, such as towers and masts will only be approved where no other alternative exists and where the proposal does not create any significant disruption to the visual environment.

(ii) No additional towers and masts will be approved on Red Hill, Mount Mugga, Black Mountain, Isaacs Ridge, Mount Pleasant or Mount Ainslie which:
- break the natural skyline
- significantly impact on the side slopes.
(This does not preclude the use of existing masts and towers subject to a detailed assessment of the impact of any additional antennas.)

(iii) Ground level facilities – Ground level facilities such as equipment shelters and electrical equipment boxes are to be located in the least conspicuous position and are to be suitably screened from public view. Such facilities will generally not be permitted in front of buildings.

(iv) Satellite and Microwave Dishes – Roof top mounted dishes will be considered only where it can be demonstrated that a ground level location is not available or is technically unsuitable. In considering roof mounted facilities, any impact on the following shall be avoided:
- active pedestrian streets and urban spaces
- key public spaces
- building frontages
- heritage buildings.
(v) Roof mounted facilities – Roof mounted facilities should, as far as practical, be incorporated within, or integrated with, structures on the roof in a purpose designed roofscape. Where no other structure exists above the roof line, and it is practical to do so, the proposed facility should be set back from the parapet line of the building or integrated into the building design to minimise the visual impact.

(vi) Cable Rollout – Approval within Designated Areas for overhead cable rollout will only be given where overhead services already exist and where the National Capital Authority is of the opinion that the proposed cable will not impact adversely on the locality.

(vii) Procedure – In Designated Areas, the National Capital Authority may withhold approval in any particular case where it is of the opinion that the proposed facility would impact adversely on the appearance of the building and locality to an unacceptable degree.

(viii) The current Australian Standard AS2772.1 for Electromagnetic Energy (EME) will be used as the basis of determining acceptable energy emissions. All proposals must meet the Australian Standard for EME.

(ix) Applicants should seek any required clearances for access and development prior to an application being submitted to the National Capital Authority. It should be noted that the Conservator of Flora and Fauna is responsible for approving licences over land identified in the Territory Plan as Public Land.

(x) Carriers are required to:

• maintain network master plans showing the principal existing and proposed elements of their planned network relating to Designated Areas, and

• make such network master plans available to support individual applications if and as requested by the National Capital Authority.

(xi) Community Consultation – Public notification may be required by the National Capital Authority where it is of the opinion that facilities within Designated Areas will create a high visual impact. Facilities defined as Low-impact Facilities in the Telecommunications Act 1997 are not subject to public notification.

Where public notification of a proposal is required by the National Capital Authority, the applicant will advertise the proposal in the principal newspaper circulating in the locality. The advertisement (the content of which must be agreed to by the National Capital Authority) will invite interested parties to submit written comments to the National Capital Authority. The period within which submissions may be lodged will be specified and will be not less than 14 days from the date of the advertisement. Any comments received by the National Capital Authority will be provided to carriers for their response and will be used in the final assessment of the proposal.

(xii) Information Requirements for Applications to the National Capital Authority – The detail and level of information required should reflect the specific nature of each proposal, its context and its likely impact. Accordingly, the emphasis and detail will be much less for Low-impact Facilities. Applicants are encouraged to consult with the National Capital Authority before a proposal is submitted to better determine the extent of detail required
for each proposal. The following information will be required for applications to the National Capital Authority:

- A description of the proposal and location of the proposed activity, including the purpose and need for the facility, design drawings (plan and elevation) of the facility including antenna(s), towers and ground installation, and the description of material and finishes.
- A description of any visual impacts from the proposal, including design and siting factors, the extent and nature of visual impact, and the scale of the impact.
- Details of any electromagnetic emission levels.
- A description of any environmental impacts arising from the construction and maintenance of the facility, including any impacts concerning flora and fauna, noise, health, electronic interference on community infrastructure such as emergency and safety equipment, erosion and run-off control, construction of access and power supply, and heritage and archaeological aspects.
- Evidence that a range of sites has been investigated and that the site and type of installation is the least visually obtrusive within technical operational requirements. Separate evidence from an independent source, may be required where the National Capital Authority is concerned about the visual or environmental impact of a proposal.
- A description of any mitigation measures (safeguards and contingency plans where relevant) to be undertaken to help prevent or reduce the actual or potential impacts.
- An indication that the land lessee has been advised of the proposed activity.
- Network master plans referred to in (x) above or a statement of compliance with a previously submitted network master plan, as requested.

(b) Policies for land adjacent to specified Main Avenues

The following policies are specific to the installation of facilities on land immediately adjacent to specified Main Avenues being:

- Northbourne Avenue, between Antill Street/Mouat Street and London Circuit
- Adelaide Avenue, outside the Central National Area
- Canberra Avenue, outside the Central National Area including the section of Canberra Avenue between Hume Circle and the ACT border that is defined at 2.1 as an Approach Route
- Wentworth Avenue, from Hume Circle to Brisbane Avenue
- Brisbane Avenue, outside the Central National Area
- Constitution Avenue outside the Central National Area.

(i) The installation of facilities, including Low-impact Facilities and satellite dishes, on buildings and structures on land immediately adjacent to Specified Main Avenues, should be undertaken in accordance with the following standards:
• the facility is to be positioned to reduce the visual impact of the facility when viewed from street level and nearby vista points;

• roof mounted facilities are to be incorporated within, or integrated with, structures on the roof in a purpose designed roof scape. Where no other structure exists above the roof line, the proposed facility is to be set back from the parapet line of the building or integrated into the building design to minimise the visual impact; and

• if visible from the Main Avenue, the facility is to be colour matched with the surrounding finish of the building or structure to which the facility is attached.

(ii) If it is impracticable to fully comply with the above standards, carriers and service providers must consult with the National Capital Authority to determine the best method to ensure reasonable compliance.
Part Two
PART TWO

Administration and Implementation
Effect of the Approved Plan

This plan takes effect on publication of the notice of approval in the Commonwealth Gazette by the Commonwealth Minister for the Arts, Tourism and Territories.

Upon such notice Section 11 of the Australian Capital Territory (Planning and Land Management) Act 1988 takes effect. Section 11(2) of the Act states that “the Commonwealth, a Commonwealth Authority, the Territory or a Territory Authority shall not do any act that is inconsistent with the Plan.”

Following approval of the Plan by the Minister any works in Designated Areas are to be subject to the Plan and to the approval of the National Capital Planning Authority. The Act defines works as including:

“(a) the construction, alteration or extension of buildings or structures;
(b) landscaping;
(c) tree-felling; or
(d) excavations;

but excludes anything done inside buildings or structures.”

Relationship to the Territory Plan

The Act requires the ACT Legislative Assembly to make laws to establish a Territory planning authority and confer functions on that authority to prepare and administer a plan in respect of all land other than Designated Areas, in a manner not inconsistent with the National Capital Plan.

The Territory planning authority will therefore be responsible for approving development in all areas of the Territory other than Designated Areas. In the case of areas where special requirements have been set out in the National Capital Plan, the Territory planning authority will be responsible for approving development providing that the proposal is not inconsistent with the requirements as specified in the Plan.

The National Capital Plan therefore provides a framework within which the Territory Plan can be prepared. Section 25(2) of the Act states that the object of the Territory Plan is

“to ensure, in a manner not inconsistent with the National Capital Plan, the planning of the Territory to provide the people of the Territory with an attractive, safe and efficient environment in which to live, work and have their recreation.”

The National Capital Plan has set out the general policies of land use and the planning of national and arterial road systems, to be implemented throughout the Territory. The Territory Plan will provide more detailed planning controls within the context of these general policies.

Development and Management of National Land

Section 27(1) of the Act provides that the Minister may, by notice published in the Commonwealth Gazette, declare specified areas in the Territory to be National Land. However the Minister shall not declare an area to be National Land unless the land is, or is intended to be, used by or on behalf of the Commonwealth [Section 27(2)].
On 2 March 1989 the Minister published a notice in the Commonwealth Gazette declaring the lands shown on the map forming Appendix D to be National Land.

The Act provides at Section 11(2) that

“The Commonwealth, a Commonwealth authority, the Territory or a Territory authority shall not do any act that is inconsistent with the Plan.”

Except within Designated Areas and areas subject to Special Requirements, the National Capital Plan is necessarily general and provides little effective control over the Commonwealth’s operations.

Given the significant presence of Commonwealth Departments and authorities in the Territory and the extent of their National Land holdings, it is appropriate that procedures be established to assess Commonwealth development proposals and that the provisions of both the National Capital and Territory Plans be observed. Accordingly the National Capital Plan:

- includes large National Land sites within Designated Areas where it is considered that they have the special characteristics of the National Capital to satisfy the requirements of Section 10(1) of the Act
- contains Special Requirements for Development Control Plans to be prepared and agreed by the Authority in respect of the remaining National Land sites which are not included within Designated Areas. Amongst other requirements, the Development Control Plans are to reflect relevant provisions of the Territory Plan
- requires that proposals to develop, subdivide or lease National Land shall be referred to the Authority who will assess consistency with the provisions of the National Capital Plan.

Gazetted Policies of the Former National Capital Development Commission

_The Australian Capital Territory (Planning and Land Management) Act 1988_ provides that where, before the commencing day of the Act, an NCDC policy was in published form and had been notified in the Commonwealth Gazette, and the policy was in operation immediately before that day, the policy continues in effect (Section 62).

The Act makes provision for any such policy to be varied during the transition period, (effectively the period during which the National Capital Plan is being prepared), and provides also that a policy may be revoked in whole or in part by the Plan.

Section 66 of the Act provides that either House of the Parliament, within 6 sitting days of that House after the end of the transition period, may resolve that a policy still in effect becomes part of the National Capital Plan. After that time, a policy that is still in effect and has not become part of the National Capital Plan, shall be taken to be part of the Territory Plan.

It is therefore incumbent upon the Authority to identify the policies which are still in effect in whole or in part. This requires first that the Plan specify the extent to which it has incorporated the policies, and specify the policies which are revoked.

Appendix C sets out details of policies which are incorporated wholly within the Plan or which are superseded by the Plan, and which are therefore revoked. Details of policies which are only partly
incorporated in the Plan and are therefore partly still in effect are also included. Finally the Appendix makes reference to the residue of policies not affected by the Plan.

Examples of policies revoked by the Plan are the Murrumbidgee River Corridor Policy Plan and the Namadgi Policy Plan. The policies from both these documents are incorporated in the National Capital Plan and in each case it is a Special Requirement of the Plan that the policies continue to apply to development in the respective areas.

A number of other revoked policies are carried forward in the Plan as Detailed Conditions of Planning, Design and Development within Designated Areas. These include the Lake Burley Griffin Canberra Policy Plan, the Jerrabomberra Wetlands Policy Plan, and a range of policies which relate to smaller areas and individual sites.

The Metropolitan Canberra Policy Plan Development Plan July 1984 is an example of a policy which is partly incorporated in the Plan and which is therefore partly revoked. The broad policies of land use and the preferred structure of the MPP have formed the basis of the National Capital Plan, although the policies are expressed differently.

Planning Appeals

The Act makes no provision for appeals against the decisions of the National Capital Planning Authority. Parliament has instead provided that, in terms of the plan-making responsibilities of the Authority, the final say should rest with Parliament itself. The Act provides for either House of Parliament to disallow provisions in the National Capital Plan, or alternatively, to determine that gazetted policies prepared by the National Capital Development Commission and not included in the National Capital Plan, may be included by decision of either House of Parliament.

With respect to the Authority’s powers to approve or disallow certain planning and development proposals (the usual area where appeals against the decisions of planning authorities apply), there is no provision for any special appeals process relating to the merits or otherwise of those planning and development proposals. There is the opportunity for recourse under the Administrative Decisions (Judicial Review) Act 1977 to determine if a decision of the Authority is correctly made, or to normal common law processes (for example, seeking an injunction against the Authority, again generally to ensure that its decisions are taken in accordance with the Act).

Appeals normally could be expected to arise in circumstances where a lessee sought to develop his or her site in a particular way, or to use it for a purpose not consistent with the lease, and the Authority was asked to make a decision on that matter. This could only occur within the Designated Areas of the Plan, and the Authority has been careful to try to exclude leased Territory land from Designated Areas wherever possible, consistent with the intent of designation under the Act, to minimise the possibility of this situation occurring.

The Authority’s decisions could generally take two forms:

- The Authority could approve the development proposal, in which case persons other than the applicant may be aggrieved by the decision and may wish to appeal.
The Authority may refuse to approve the development proposal, or may approve it subject to the applicant meeting specific conditions, in which case the applicant may be aggrieved by the decision and may wish to appeal.

In normal circumstances, the Authority would wish to avoid situations where appropriate solutions could not be achieved through negotiation. However, there may be circumstances where this is not possible, and, legally, in such circumstances the Authority’s views on the merits of the proposal would stand.

The Act clearly requires that the National Capital Plan binds the Commonwealth, so that appeals are not an appropriate mechanism where the Authority is dealing with works and development proposals made by Commonwealth agencies. It is only when citizens’ rights are affected that an appeals process may be appropriate, and, because of the very small amount of leased land located within Designated Areas the likelihood of large numbers of either development proposals or consequent appeals is very small indeed. The number would certainly not justify the establishment of any special purpose appeals mechanism.

Review Process for Aspects of the Plan
The approved Plan should not be regarded as a one-off end state, static document. The Plan should be seen as the first National Capital Plan and as the start of a dynamic and evolving process. Section 6(b) of the Act requires the Authority

“to keep the Plan under constant review and to propose amendments to it when necessary.”

The process of amendment as stipulated in the Act follows the same process as set out for the Plan itself. Consequently any proposed amendment is in the first case to be released as a draft for public comment, and also to be referred to the Territory planning authority for consultation.

The draft amendment is ultimately to be referred to the Minister for approval, together with a written report on the consultations that have been carried out. Following Ministerial approval, the amendment has effect when the notice of approval is published in the Commonwealth Gazette. Parliament may subsequently disallow all or part of the amendments.

Review Programme
Much of the content of the Plan represents a continuation of planning policies established by the NCDC and which have been in force in Canberra for some time. In the time available to produce the first Plan, an exhaustive and rigorous review of existing policies was not possible. Accordingly, while the Authority has in a formal sense complied with the statutory requirements, it has not made a statement in a visionary sense. However, now that the task of producing this Plan is complete, the Authority considers that the necessary review should commence.

The review should basically take two forms.

First a review is needed of the broad land use policies of the Plan relating to future urban development, which in effect requires a comprehensive study aimed at producing a strategy which will guide the future development of metropolitan Canberra. This would be the first significant strategic planning study at the metropolitan scale in Canberra since that carried out in the early 80s which led to the 1984 Metropolitan Policy Plan (NCDC). Such a study could take up to 2 years to complete. It would ultimately lead to a major
amendment to the National Capital Plan and would therefore be primarily concerned with ensuring that Canberra and the Territory are planned and developed in accordance with their national significance.

The study would need to address all the strategic planning issues likely to face planners, administrators, the community and the private sector over the next 10 years or so. Even though the revised strategy may only have a realistic 10 year horizon, it would be done in the context of a long term view of Canberra–Queanbeyan, at say, the 500,000 population level.

Possibilities which the study would need to consider, in terms of land use, economic development, transport and traffic implications, infrastructure costs, environmental and social issues and related concerns, and the impact on Commonwealth and ACT Government finances, include at least the following:

- the maximum possible concentration of future urban development within the boundaries of the Territory, compared with alternatives such as extensive urban development outside the Territory boundaries
- alternative possible scenarios for the location of various types of employment within the Territory and beyond
- strategies which maximise the potential for the use of public transport for major trip purposes
- strategies which minimise the volumes of traffic and hence the need for major road infrastructure in the Central National Area
- strategies which maximise economic returns on capital invested in infrastructure and facilities to date, and/or which minimise Commonwealth and Territory outlays for future urban expansion.

The generation and testing of options would need to be preceded by the assembly and analysis of relevant data, and carried out in the framework of agreed strategic objectives. The study would be carried out in partnership with the Territory planning authority, and the Authority also intends to follow a pro-active, consultative approach so that all interested sections of the community have the opportunity to participate in all stages of the review.

The second form of review of the Plan would involve a review of the more detailed components of the Plan, and would result in the Authority developing initiatives, plans and development proposals for important national areas. Some of the early initiatives which the Authority believes need to be considered, include:

- development proposals for Constitution Avenue
- completion of a policy plan for Barton aimed at identifying remaining development options, parking arrangements, and accessibility constraints, jointly with the Territory planning authority
- completion of a master plan for Russell
- preparation of a master plan for Anzac Parade
- preparation of Development Control Plans and Management Plans for Lake Burley Griffin and its Foreshores. These will involve completion of plans for important parks (e.g. Kings Park, Lennox Gardens) and development nodes (Kingston, Acton, Yarralumla)
- preparation of Development Control Plans for City Hill (land inside London Circuit) and Sections 10 and 37 City precincts (Olympic Pool, YMCA area, etc.) jointly with the Territory planning authority
- detailed corridor plans for main avenues and approach routes
- policy plans and management plans for the Inner Hills and other parts of the National Capital Open Space System
- an integrated plan for the Central National Area
- Development Control Plans for key buffer spaces including the North Canberra–Gungahlin area (Racecourse, NATEX [now EPIC]) and North Curtin, jointly with the Territory planning authority
- An outline plan for the airport and associated land, to be prepared by the Authority and the Federal Airports Corporation.

Most of the above studies will result in some form of amendment to the National Capital Plan. Amendments may also be made from time to time in response to major development proposals such as the Very Fast Train or similar projects.

The National Capital Planning Authority and the Territory planning authority will progressively conduct joint planning studies for all leased and leasable Territory Land included within Designated Areas. As the studies are carried out, NCPA will consider recommending amendments to the Plan to provide, where appropriate, for Special Requirements instead of Designation.
Part Three
PART THREE

Background Notes
The Future of the Capital

Influences on Growth

With the establishment of the ACT Government, and with a government in place with strong policies directed at diversifying the economy of the Territory, Canberra is increasingly likely to be the focus for new development, both in the context of national economic and demographic expansion, and as a result of the city’s particular advantages as a location for many new forms of economic activity. Likely influences on growth include:

- More new prestigious institutions and organisations are likely to be established in Canberra, as Australia’s international and regional roles expand.
- 65 nations now have resident diplomatic representation in Canberra. Over the next decade or two, other nations will wish to establish here.
- A larger national population and the nation’s wider international and regional roles are likely to lead to more jobs and more people in Canberra.
- The ACT Government plans to stimulate and diversify the city’s economy through an extensive national and international promotion of Canberra. This, together with related policies of support for private investment, will create more jobs.
- Opportunities for representation and lobbying are rapidly expanding. This trend is likely to continue as organisations increasingly find it necessary to be represented in Canberra for access to government and to attempt to influence its decisions.
- The provision of services to government by the private sector is also growing. Contract services of many types, consultancy, training, management support, computer services, legal advice, and property maintenance are examples of the areas which could expand in the future.
- Businesses which supply government’s physical needs, from computers to paper clips, will continue to be an important part of Canberra’s economy. As new office technologies are introduced, together with improvements to work places and working conditions, new business opportunities will emerge.
- The property industry is likely to expand as the private sector increasingly takes on the task of land development and the provision of a share of the office and other accommodation needs of government.
- The restructuring of tertiary education, and the emergence of new educational and research opportunities for Australia and overseas students, will increase the potential for economic growth in Canberra.
- Travel and tourism are among the nation’s, and Canberra’s, fastest economic growth sectors. As awareness of the role and qualities of Australia’s National Capital grow, we can expect more visitors and more services and facilities to support them.
- The South East Region of New South Wales, and more importantly, the smaller sub-region including the ACT, will contribute to economic and demographic expansion.
- The proposed development of a Very Fast Train (VFT) may dramatically improve accessibility between Sydney, Canberra and Melbourne. The effects on Canberra of being perhaps as little as one hour by train from the heart of Sydney and two hours from the heart of Melbourne may be very great indeed. The possibility even emerges of regular commuting between Sydney and Canberra.
As Australia’s population increases and Sydney and Melbourne continue to expand, Canberra’s superb environment and a growing national concern with quality of life issues will increasingly attract people to live in Canberra because of its attractive character and high quality environment.

Many of these influences build on and relate to the role of Canberra as the National Capital and the Seat of Government; others relate to the city’s current size and the likely future needs of the resident population; while others arise directly from Canberra’s locational and environmental advantages.

Given that these influences will stimulate Canberra’s economy, and increase the city’s attractiveness as an area to live, then employment and population forecasts indicate that a population of 500 000 for Canberra and Queanbeyan may well be reached within the next three decades.

With the likely limits on government expansion however, it is clear that the role of the private sector will be of fundamental importance in underpinning future economic and population growth.

National Capital Needs of the Future

In the context of Territorial self-government, the Commonwealth has elected to share its interests in Canberra and the Territory with the citizens of the Territory and their Government. But because of the national significance of Canberra and the Territory, the Commonwealth retains:

(a) a general concern with the Territory as a whole, because of its constitutional function as the setting of the Seat of Government, and therefore as a place of national significance

(b) a specific interest in the development of particular parts of the Territory, because of their direct or indirect influence on the national importance of the Territory and the Seat of Government

(c) a clear power to directly control the development of those areas whose influence on the character and perception of the National Capital is so great that they are not only of national significance but are also national responsibilities.

These differing levels of Commonwealth involvement are reflected in the provisions of the National Capital Plan. In particular, the areas having the special characteristics of the National Capital, and which may be designated as such under the Plan (and therefore come under direct Commonwealth control) generally reflect those areas which have traditionally been regarded as areas of special national concern.

They include:

- The National Triangle, bounded by State Circle, Kings Avenue, Commonwealth Avenue and Constitution Avenue, including City Hill and Russell, and its immediate environs
- Lake Burley Griffin and its foreshores
- The inner hills and ridges which frame Canberra’s central basin
- The major approach routes and avenues which lead to the Parliamentary Zone
- The diplomatic areas
- Land accommodating major national institutions and defence establishments adjacent to the Parliamentary Zone and within the central basin
- Land in the vicinity of Parliament House.
These core areas are the location for today’s National Capital functions and the formal setting for those functions. They, and other places in the Territory, must continue to fulfil that role in the future.

Twenty years ago, Canberra’s planners defined their ideas of what a National Capital should be:

A good National Capital supplies the buildings and roads that the government and citizens need, but it should also be a city which mirrors the nation’s aspirations and conflicts. It should be a place of debate and intellectual ferment, a place for ceremonies, memorials, and national culture, a place for diplomatic missions, national pressure groups and institutions, for education, communication, conventions and visitors.

Tomorrow’s Canberra 1970

At that time, Canberra was performing increasingly well as a Seat of Government, but not well enough as a place for ceremony and national culture. In 1990 this is still the case.

In looking to Canberra’s future development, there will be a continuing consolidation of the National Capital roles the city performs as:

- the Seat of Government
- the location of the National Parliament and the Executive
- the centre of national administration
- a location for national institutions in research, education, arts, music and sports
- a symbol of Australian national life and a location for memorials and ceremonial events.

From this list, a range of opportunities and needs associated with each role can be identified, assisting the translation of the context of National Capital functions into clearer statements of land and locational requirements which have to be taken into account in planning the future for the National Capital.

The Seat of Government

The Seat of Government is the place where the Head of State resides and where foreign countries establish diplomatic representation at the national level. It is also an appropriate location for the headquarters or agencies of international organisations, either worldwide or regional.

It is expected another 20 to 30 diplomatic missions may be established in Canberra in the next decade or two. Traditionally these have been located in recognised diplomatic precincts. There may be a need for an additional area allocated by the turn of the century which has environmental suitability, prestigious location, proximity to the Government and Parliament House and other diplomatic precincts, and with the ability to provide appropriate levels of security.

International agencies can be expected to locate in the National Capital. This is likely to occur as Australia’s involvement in international affairs, especially in the Pacific Basin, increases.

Accommodation for the Head of State and visiting dignitaries may need augmentation because of its limited capacity to cater for official visitors and for formal occasions.
Impact of National Parliament and the Executive

The completion of the new Parliament House has stimulated growth in the burgeoning government relations industry of lobbyists and national associations representing professional, industry, labour and conservation groups, political parties, and specialist media units. This will generate significant pressures for location in areas adjacent to Parliament House.

Each of these groups of users have different space requirements, ranging from their own building site to rental accommodation, all with good accessibility.

National associations which are research or technology oriented have demonstrated a preference for locations near one of the universities, or adjacent to one of the hospitals.

Office accommodation required by the major commercial element of the government relations industry does not differ significantly in form from that preferred by national associations, but tends to be more “upmarket” in design and prefer more high profile locations such as adjacent to a group centre or along a major access road, for example Canberra Avenue. Minor commercial users will tend to favour older space and may increase pressure for conversion of residential properties.

Provision for a new Prime Minister’s Lodge will require consideration within the relatively near future. A site has been identified at Stirling Ridge.

National Administration

The major space needs associated with the role of the National Capital as the centre of Commonwealth administration will continue to revolve around provision of office space for Commonwealth Government departments.

The expectation is that growth will be slow in the immediate future with only some 300 jobs being added each year, for much of the coming decade. Nevertheless, even if growth is considerably less than predicted, the floorspace needs of Commonwealth Departments are likely to increase. The main reason for this is a steady increase in the average floorspace for each government office employee, which rose from 13.5 square metres in the mid-1980s to 17.8 square metres in 1988. This rise was largely the result of technological change, the needs of libraries and other information services, and the impact of expanding executive offices and other areas associated with status and prestige.

Given there are still a number of departments accommodated in sub-standard conditions, and that the overall space utilisation is likely to continue to increase, substantial areas of new office space are likely to be required over the next 30 years. Requirements for co-location of previously distinct agencies can be expected to add to continuing demands for large buildings to house single departments. In addition, there is a significant amount of Commonwealth owned office space which may require extensive renovation over the next 10 years, and alternative accommodation, even if only temporary, will need to be found for its occupants.

Over the past 10 years, there has been a trend towards leasing office space for Commonwealth use, rather than constructing buildings under the capital works programme. This had the effect of creating a concentration of office space in Civic – the development location preferred by private investors – and an under-representation of offices in the new town centres. A reversal of this trend may be evident in the recent commencement in Tuggeranong Town Centre of the first major new offices to be built by the Commonwealth in Canberra for many years.
The role of the National Capital as the centre of administration also encompasses functions associated with the national elements of the judicial system. Needs over the next ten years are likely to include a new building for the Federal Court, and possibly the upgrading of accommodation for the Family Court. In the longer term, there is also the potential to relocate the Industrial Court to Canberra. Each of these uses would warrant a site within the Central Area, but not necessarily in the Parliamentary Zone.

**National Institutions**

Providing for the needs of national institutions requires coverage of a large number of activities, each of which has different space and locational requirements.

The needs of research institutions such as the CSIRO range from sites for office buildings, laboratories, computer facilities and storage sheds to broadacre areas for extensive experiments. Finding sites for office and associated uses should not present any major difficulties in the future. However, identification and reservation of areas for potential broadacre needs is a considerable problem.

If potential development land is to be protected from urban expansion in order to accommodate national broadacre uses, appropriate areas should be identified as soon as possible. The Molonglo Valley is one location which could be suitable for this purpose given topographic and environmental considerations.

Likely expansion needs of the national tertiary education institutions should be able to be accommodated on their existing sites. However, the vocational element of the defence forces’ educational complex includes a number of field training facilities, such as the artillery range, which require careful consideration. Similar considerations apply to other facilities such as the defence communication stations in the ACT which raise cost and efficiency arguments about relocation.

Some of the greatest growth needs in the next few decades are likely to be associated with museums and cultural institutions. A site has already been set aside for the Museum of Australia, but development has been deferred. Conversion of the old Parliament House to a constitutional museum, the headquarters of the Australian Heritage Commission, a temporary home for the Museum of Australia, or to some other worthwhile use, is also awaiting allocation of funds.

Other expansions and alterations actively under consideration include extensions to the National Library, the Australian War Memorial and the National Gallery. The National Film and Sound Archives may require either a new building or extensive alterations to its present accommodation. Land has been identified for the expansion of the National Botanical Gardens. The Australian Institute of Sport also has proposals for establishment of new facilities including a rowing centre and a field house.

New museums and cultural institutions have been proposed at various times. Similar facilities are present in comparable capitals such as Washington and Ottawa. They include a national portrait gallery, a national performing arts centre, museum of modern art, a national sports museum and a headquarters for the Australian Archives.

**Symbol of Australian Life**

The function of the National Capital as a symbol of Australian national life and the values of our people is one of the most important but also most intangible roles that the city will be called on to play. Developing and enhancing this role will require imagination and consultation with the community at large.
This can be done in a number of ways. For example, the preservation, extension and appropriate development of the National Capital Open Space System is essential. There is great potential to develop the National Botanic Gardens as a symbol of the unique qualities of Australia. Other suggestions include a national farm and an “Australian experimental centre” in the Paddy’s River area, establishment of an Australian National Trail to link points of interest in the Central Area and adjacent lands, and further development of the Jerrabomberra Wetlands and Tidbinbilla Nature Reserve.

There has also been discussion of the possibility of nominating the Namadgi/Cotter Catchment/Tidbinbilla area as a UNESCO Biosphere Reserve – an international study area covering natural and cultural systems which have been subject to impact by man. In parallel, a concerted effort should be made to restore the degraded farmlands of the ACT and in this regard a national land care centre could be considered.

Apart from the War Memorial and the Anzac Parade memorials, there are very few monuments in the National Capital to the achievements and contributions not only of “great Australians”, but of the ordinary people who have shaped the nation. Construction of a national portrait gallery, the provision of better access to the records of the National Archives and development of a constitutional museum of Australian democracy would redress much of this imbalance.

The Role of the Private Sector

There have been several distinct stages in the evolution of the role of Canberra’s private sector.

The first stage can be identified as the “milk-run” economy where the private sector’s main role was to provide public servants living and working in Canberra with goods and services. These activities were largely located in Civic and in the inner suburbs. They were characterised by the small family business.

Similarly, private sector tertiary activities were largely a derivative of the market created by the centralisation of the public service in Canberra. This saw major banks first established in 1926–1927 followed soon after by major insurance companies and legal practices which handled mainly conveyancing and domestic rather than commercial matters.

Accounting services and the main stockbroking firms established during the period to just after World War Two, but in the main were providing services to private sector clients.

Construction has been an important private sector activity over the past 65 years in the ACT. Initial government policies stimulated private sector construction activity, but as time has progressed the need for this stimulation lessened. Much of the construction activity at this stage was undertaken by the private sector either directly or on behalf of the public sector.

One of the overriding features of the “milk run” private sector phase was the small population of the ACT. Even after the influx of bureaucrats and defence personnel during the second world war, the population of the ACT was only 15,156 in 1947, about one-fifth the size of Hobart at the time.

Over the following three decades, however, the ACT’s population grew at an average 9.4 per cent per annum – faster than any other major city in the nation. As a result of this growth spurt, the ACT’s population surpassed Hobart’s by more than 40,000 in 1976. It was the period of rapid growth for the public sector in the ACT. For the private sector, it ushered in a new era.

In this new era, or the second stage, the local private sector developed an additional role – serving the needs of Government and its agencies, with its more sophisticated requirements, in addition to the
needs of individuals. This saw development of higher levels of specialist expertise characterised by a diversification in the range of private sector economic activity. This stage has attracted some of the major international corporations to the ACT.

In this stage the public sector has remained the main engine for growth in the ACT, but in a more equal partnership with the private sector.

The emergence of high-technology industry in the mid 1970s in the ACT probably marked the start of this era, although no single event or clearly defined turning point marks the transition from the “milk-run” economy. The private sector is currently in the midst of this stage, which will probably run on until the end of the 1990s.

The more-equal partnership between the public and private sectors which characterises this phase is evident from the changing patterns of public and private sector employment. The mid-1970s marked the end of the surge in public-sector-driven growth in Canberra. Whereas Commonwealth Government employment in the ACT typically grew at around 7 per cent per annum over the decade to 1975, growth was negative in 1976 and 1977 and remained below 2 per cent per annum until 1983–1985 when it ranged between 3 and 4 per cent per annum. There has been a marked slowdown since.

Over the six years to September 1989 private sector employment grew by 45.7 per cent, compared with growth of only 11.6 per cent in public sector employment. As of September 1989, the private sector accounted for 44.6 per cent of total employment.

The ACT’s experience is consistent with trends nationally. For example, over the five years to June 1989 private sector employment in Australia grew at an average rate of 5.0 per cent per annum, compared with 0.5 per cent per annum for public sector employment.

This era of public sector restraint has had particular significance for the ACT. Public sector employment accounts for only 28 per cent of the total for Australia, compared with 55.4 per cent for the ACT. Given this difference, it is not surprising that total employment in the ACT has grown more slowly than all States except Tasmania over the last five years. What is perhaps surprising is that despite the smallness of the private sector in the ACT, it has (until recently) continued to expand, notwithstanding the slowdown in the public sector.

Printing is an example of an industry which emerged in the ACT well before the mid-70s to service the “milk-run” economy and has seen transition to the second stage.

While the public sector stimulus to the ACT printing industry pre-dates the mid-1970s, there has been very strong growth of the printing industry over the past decade and a half as the balance of printing orders has shifted to the private sector. The number of people employed in the printing trades in the ACT reached 1,700 in November 1989 and accounts for almost one third of total manufacturing employment.

The growth of industry groups and other national organisations with headquarters in Canberra, the centralisation of decision-making authority in Canberra among the bureaucracies of the major political parties and the growth of lobbyists and consultancies in Canberra have all swelled the demand for local printing services. The spur to the growth of the printing industry from the private sector since 1975 is illustrative of another face of the serving-the-public service phase – the emergence of trade within the private sector.
While private sector activity in the ACT has reached the point where firms are establishing in the ACT and Queanbeyan in order to service private sector customers, there is still a long way to go in developing intra-private sector trading, characterised by reduced reliance on imports from other parts of the Australia or overseas.

The ACT has a small manufacturing base, largely because of the relatively small size of its population, and the lack of primary industries to provide inputs into manufacturing processes. As a consequence the ACT has small scale individual private sector operations where, as of May 1989, only 30 per cent of total private sector employees worked in establishments with 100 or more employees. This compares with 38 per cent in Tasmania, about 44 per cent on average in Queensland, Western Australia and South Australia and over 46 per cent in both of the largest States.

There are some notable examples of successful manufacturing ventures located in the ACT. High-technology industry has been growing at double digit rates (in terms of the number of businesses) during the 1980s. It directly employed about 4,000 persons, or 3 per cent of the ACT labour force, in mid-1986.

High-technology developments in the ACT have been stimulated by the presence of the Commonwealth administration, which is one of the principal markets in Australia for computers, electronics and other information technology. The Commonwealth outlays about $1.5 billion per annum on information technology, which makes it the largest single customer for computers in the country. All the major computer manufacturers have developed operations in the ACT.

Another ingredient in the transition from the first stage has been the enhancement of the city as a major domestic and international tourist attraction. To a large extent this derives from the increase in number and stature of buildings of national significance in Canberra, climaxed recently by the opening of the new Parliament House. Anyone with an interest in the national collections of Australia and seeing the most important public institutions in Australia must visit the National Capital. This is aided by the shrinking barriers to travel within Australia.

The private sector responded to the increase in tourism demand with large number of developments in the late 1980s increasing the amount of accommodation. In total, tourism generates about $370 million in revenue for the ACT and employs some 8,000 people, or about 6 per cent of total employment.

Recent years have seen the contracting out of particular tasks to the private sector. This is growing in importance as time passes. Printing was one example mentioned earlier. Another is the increasing use of contractors to meet departmental computer programming requirements. The latter was virtually all performed in-house in the public service in the early 1980s.

Land development is another major area of private sector growth. In the late 1980s the private sector assumed responsibility for the design and servicing of residential subdivisions and began to play a more prominent role in servicing land for commercial and public buildings. For example, the early eighties saw a rapid growth in the rate of office construction. The rates of new construction in 1986 and 1987 were well in excess of historical levels.

While construction remains a major industry, its changing significance to the ACT economy over the past few decades is evidence of the change in the mix of private sector activities.

The third stage of looking ahead — serving the wider market — will mark the maturity of the private sector and will involve building on existing industries and developing new ones. Continued growth of the private
sector then, is contingent on the emergence of private sector activity oriented to reducing the ACT’s dependence on imports and on serving markets outside Canberra.

Attainment of this next phase is dependent on maintaining the momentum currently in progress. This will need to be achieved against the background of likely subdued growth – if any – in the size of the public service in the ACT.

There are a number of important factors that are shaping the pace and nature of expansion of the private sector. The 1990s will see continued upgrading and duplication of the major highways surrounding and leading to the National Capital, encouraging tourism in particular.

In October 1990 the termination of the two airline agreement should encourage greater competition in the provision of airline services throughout Australia and in particular the ACT, with the possibility of direct air links with cities other than Sydney and Melbourne.

The above benefits could be magnified if the Very Fast Train (VFT) project proceeds. Travel times to Canberra would be reduced to one hour from the centre of Sydney and two hours from Melbourne. The VFT would make commuting to Sydney practical. It would also be a tourist attraction in its own right and would boost the ACT’s already favourable share of international tourists. The location of servicing facilities in Canberra and freight possibilities could open up new opportunities for manufacturing and warehousing operations.

Another influence on the growth of the private sector in the 1990s and beyond is the increasing problem of congestion in other capital cities and constraints limiting expansion to Sydney and Melbourne. These factors have the effect of increasing the attractiveness of Canberra as a place to live.

As the population in south-eastern New South Wales is likely to become more dispersed, the Bowral/Mittagong region and the south coast are likely to be growth areas. As a result, Canberra’s role as a regional centre will be further enhanced and the growth of the domestic market will encourage more manufacturers to locate in the ACT. Key factors will be relatively cheap land and ready access, though improved transport links will gradually see the ACT economy drawn more closely into an inter-dependent relationship with the rest of the Australian economy.
ACT Employment Growth 1961–1986

Industry Sector ACT 1986

Source: ABS 1986 Census
Employment Projections

Employment levels
At the end of 2002 the ACT’s population was 322,680. The employment level at November 2002 was 174,300 with a labour force participation rate of 73%. Compared to the national average of 64%, the ACT has a significantly higher labour force participation rate.

In trend terms a total of 74,800 people were employed in the public sector in the ACT in the February quarter of 2003 (or 43% of employees). This public sector component comprised 57,500 Commonwealth employees (77%) and 17,300 Territory employees (23%). The remaining 99,500 (57% of total employees) were from the private sector (ABS 1367.8 Dec/June 2003).

This trend shows the shift from the situation in 1986 when the public sector employment was 55.4% and the private sector comprised 44.6 %.

Office Space
Historically the ACT has experienced low office vacancy rates of between 1% and 3%. In 1997 office vacancy rates peaked at 10% or more, then dropped continuously until 2001 when the vacancy rate was 4.1%. The vacancy rate then increased to 5.3% in 2002. At January 2004, the ACT had the lowest office vacancy rate (5.5%) of all Australian capital cities.

The main location of office employment remains Civic with 28% of the total ACT office floor space. The Town Centres follow with a combined share of 21%. See Figure 1.
In the period between 1981 and 2002, office distribution in the Central Area (Civic, Northbourne Avenue Corridor, Russell, Campbell, Barton, Parkes and Forrest), the Town Centres and the remaining ‘Other Locations’ (Bruce, Deakin, Canberra International Airport and Other areas) has changed. The proportion of offices in the Central Area decreased from 69% in 1981 to 66% in 2002. During the same period, office floor space in Town Centres decreased from 25% to 21% and it increased from 5% to 12% in ‘Other Locations’. See Figure 2.

(Source: Australian Office Market Report January 2004, Property Council of Australia)

Figure 1  Location of Office Space in the ACT January 2004

(Source: Working Paper No.3 PALM, ACT Government)
Projected Office Space Availability

Several different estimates are given for future office space requirements and are generally estimated on a 10 year basis. The following estimate of office space demand and availability is based on Working Paper No. 3 developed by the Planning Policy Section of PALM in October 2002.

For the purpose of estimating the amount of future land required for offices, the assumption is that existing office space in 2002 is occupied by employment in the Government and Administration & Defence and the Property & Business Services sectors only. Assuming an average 22 sq m of office space per employee in predicting future office space, there will be a requirement for additional floorspace in the order of 202,400 sq m by 2010.

The withdrawal of stock, particularly in Civic has played a significant role in reducing the amount of vacant space. Between 1997 and 2002, approximately 50,000 sq m of office floor space has been withdrawn from Civic. This has been partially accelerated by the Civic re-vitalisation policy which provided financial incentives to convert vacant office buildings to other uses, mainly residential. Over the same period approximately 25,000 sq m of new office floor-space entered the Civic office market.

Policy changes to office employment location have been necessary to take account of the significant changes that have occurred over the last 10 to 15 years. Policies such as out-sourcing, down-sizing, competition policy and more particularly the Commonwealth’s property divestment programme have all contributed to a more open market and less intervention by the Commonwealth Government in market decisions – in this case the location of offices. The policies in relation to office employment location are set out in Chapter 3 of the National Capital Plan.

Population Projections

As Australia’s economy diversifies, and as its international and regional influence expands, it is expected that there will be continued population growth through both natural increase and international migration.
Current national population forecasts indicate that Australia’s total population is likely to increase from 17 million at present to some 19 million by the year 2001.

Population growth rates have varied considerably between the States and Territories since 1971. In the period 1971–76 the highest growth rates were recorded in the Australian Capital Territory and the Northern Territory, with average annual growth rates of 6.57 per cent and 2.76 per cent respectively. Since 1976, the Northern Territory has continued to grow at a rate well above the national average, whereas growth in the Australian Capital Territory has slowed to a rate considerably closer to the national rate.

The ACT’s population grew from 103,500 in 1967 to 273,200 in 1988. The ACT Commercial Research Bureau has projected the population to increase by a further 75,000 by the year 2001. These forecasts provide for an average population growth of only 4,500 per year to 1991, the lowest growth recorded in the ACT since 1981, and then a gradual increase because of private sector employment growth in the financial, property and business, retail and tourism sectors offsetting expected low levels of government employment growth and the downturn in the construction industry. Long term population growth is expected to show increases up to 6,000 per year by 1996 reaching 6,800 by 2001. Natural increase, which has remained relatively stable over a long period, is forecast to increase marginally from around 3,200 in 1989 to 3,600 in the same period.

The major component affecting the rate of population growth in the ACT is net migration and is influenced directly by high rates of labour force participation particularly in the resident female labour force. This is expected to remain a major factor in population growth. Increases in net migration range from 1,100 to 3,200 per year towards the end of the forecast period.

Annual population growth is expected to increase overall largely due to changes in the age structure of the population. For example, towards the turn of the century there will be a greater proportion of ACT residents reaching retirement age and at the same time fewer young people will be entering the labour force. Consequently more of the available jobs in Canberra will need to be filled by migrants from interstate or overseas.

Ageing of the ACT population is expected to continue with the median age increasing from 28.9 years in 1989 to 32.8 years in 2001. The proportion of the population in all age groups under 25 years is forecast to decline while the age groups between 25 to 34 years and over 50 years will increase in both proportion and in absolute numbers.

The areas immediately surrounding the ACT are among the most rapidly growing population areas in NSW. For example, Yarrowlumla Shire adjacent to the ACT has experienced a population increase between the 1981 and 1986 Census of almost 50 per cent. Other shires have also experienced growth – Yass 12 per cent and Gunning about 5 per cent. Queanbeyan City has also experienced growth of around 12 per cent.

There have been fluctuations in the population growth rate in the South East Region since the early 1970s. The second half of the 1970s reflected depressed economic conditions in the ACT. However declines in most areas were offset by growth in Young, Yarrowlumla, and to a lesser extent, in Yass and Mulwaree Local Government Areas. The most pronounced growth in the period to 1981 was in the coastal areas of Bega Valley and Eurobodalla.

Since 1981, there has been a general increase in the regional growth rate with population growth accelerating in Queanbeyan and continuing in the Lower South Coast subdivision. Forecasts expect this growth to continue as the South Coast is providing retirement areas for Canberra and Victoria.
Forecasts in 1988 projected the population of the South-East Region to reach between 182,700 and 195,200 in 2001. Within the Southern Tablelands subdivision, Yarrowlumla, Yass and Young are expected to improve their share of population growth. Yarrowlumla and Yass are influenced by proximity to Canberra and attract commuters seeking a rural lifestyle. Queanbeyan’s population growth is closely tied to the fortunes of the ACT public sector expansions and contractions. Goulburn on the other hand is currently beyond recognised commuting time to the ACT and its percentage share of population is expected to decrease. Gunning is assumed to remain stable. Coastal growth is expected to continue to be centred on Eurobodalla Shire. The expected regional growth rate is about one and a half per cent per annum.

Industry Distribution ACT 1986


Source: ABS

Age Structure – 1986

Age Structure – 2001
Population Growth 1976–2001 – South Eastern Region (NSW)


Source: ABS and OIC-GRB
Land and Housing Projections

The demand for housing is not solely a function of population growth but is highly dependent on changes in household structure, the ageing of the population and the composition of the housing stock.

Average household size in Canberra, as in most other Australian cities, is declining. The reasons for this include:

- older people forming a growing proportion of the population
- the number of children per family is decreasing
- there are more single people living alone for various reasons.

Compared to the Australian pattern, the age structure of Canberra’s population has a much lower proportion aged over 65 years; a lower proportion in all age groups over 45 years; and a higher proportion of those aged 0–14 years.

Although Canberra’s population shows a younger age distribution, a number of changes have occurred during the past twenty years, the most significant being a decline in the proportion of 0–4 year olds, consistent with national trends, and an increase in the proportion of those aged over 45 years. This ageing process produces demands for different types of housing and welfare services as time progresses.

Over the past twenty-five years the average household size in Canberra has declined from above 4 persons to about 3 persons per dwelling. This reflects both the ageing of the population and social changes, including smaller family size and, more recently, the greater incidence of single parent families and single person households. Average household size is forecast to decline further to 2.8 persons per dwelling by 2001.

The trend to smaller household size has several implications. To the extent that it reflects increasing numbers of aged persons and single person households, it indicates a need for increased numbers of non-standard dwellings (e.g. townhouses, flats, aged person units). The reduction in family size has required adjustments to the location and size of schools. In the older areas, the demographic change has lead to significant under-utilisation of existing school space.

In the future the increase in the number of households will be proportionally greater than the increase in population. By 2016 there may be a 109 per cent increase in households to around 171,000. Allowing for vacancies, this means that over the next 25 to 30 years, provision will need to be made for about 93,000 more homes. Recent forecasts for the city’s long term development indicate more than 100,000 new homes may be needed over the next 30 years.

**Forecasts For 2016**

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<td>Population</td>
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<tr>
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The housing stock in Canberra in 1986 comprised 82 per cent standard housing at densities around 10 dwellings per hectare, about 2 per cent on small lots at densities of 18 dwellings per hectare and about 16 per cent in medium density housing at densities of about 25 dwellings per hectare.

However, this description does not reflect recent important changes in the housing mix. For example, in the private market from 1985 to 1988, standard housing has been averaging 61 to 63 per cent of the stock, small lots 13 to 14 per cent, and medium density 23 to 25 per cent. The proportion of medium density has been stable around the 20 per cent level since the mid 1970s. However, small lots have gained popularity only in recent years.

A brief review of demographic trends suggests that approximately one third of the housing market could be for small lot and medium density and about two thirds for standard housing. A number of market factors could affect this mix, however. Providing a wide variety of location, price and improved block and house designs could increase markets for small lots and medium density housing.

In 1988 it was estimated that sites for around 20,000 dwellings had either been serviced or were in the pipeline for servicing over the following few years. These were mostly in Tuggeranong, but the total also included remaining pockets in Woden and Belconnen. The 1988 estimates also indicated that other forms of consolidation, including dual occupancy and possibly redevelopment, may yield another 7,000 to 10,000 dwellings by 2016.

There are currently some large areas of vacant or non-urban land within the serviced areas of the established districts which are well suited to urban use and may be appropriate for residential development. These include the Belconnen Naval Station. These areas could accommodate more than 3,100 dwellings.

On the basis of these assumptions there will still be a need for another 60,000 new housing sites to accommodate the expected population growth. While this may be reduced to a degree by intensive redevelopment, it seems unlikely that the demand for dwellings in new areas could be less than 55,000 by 2016. These new areas include Gungahlin and other, as yet unspecified, areas.

**By 2016**

- Additional Dwellings Needed = 93,000
- Existing Stock and Program = 22,000
- Dwellings on Vacant Land = 400
- Dwellings in Minor Peripheral Areas = 3,000
- Dwellings in New Settlement Areas = 61,000

Recent times have seen an increased demand for residential blocks in Yass and Queanbeyan influenced to some extent by their nearness to Canberra and the demand for a different life-style. This brings with it pressures for further releases of residential land in close proximity to existing services. Queanbeyan has the potential for an estimated 4,500 additional residential blocks before it is necessary to look to other areas for additional supply. A limiting factor in the further growth of Queanbeyan is its water supply which is obtained from the ACT water supply system.

There is a small but continuing demand for village living outside the main urban areas of Yass and Queanbeyan. However the potential for such growth is dependent largely on factors such as availability.
of good quality water, the extent to which peripheral land has been fragmented into small lots for rural residential development, and the protection of water supply catchments.

Demand for small-lot rural subdivision in NSW has increased with the growth of Canberra. This is partly related to the fact that no such subdivisions exist within the ACT. By far the bulk of demand comes from people working in Canberra or Queanbeyan and desiring to live within easy commuting distance.

The most pressure for small-lot rural subdivisions is in Yarrawumla Shire, in close proximity to Canberra and Queanbeyan to the east and north-east of the ACT, and in Yass Shire especially around Murrumbateman to the north of the ACT.

Comprehensive planning controls have been introduced in the shires around the ACT in an endeavour to provide opportunities for small-lot rural subdivisions in suitable locations. Primary objectives for these controls include:

- to conserve better agricultural land by preventing fragmentation into unproductive units
- to avoid development prejudicial to orderly and economic expansion of urban centres
- to avoid ribbon development.

Generally opportunities for rural living will continue to be provided in NSW but the extent of such provision will be influenced by economic and social parameters such as the cost of provision of services, water quality in streams, rivers, and water supply catchments, maintenance costs, and pressures on areas of viable commercial farming. Additional pressures will arise from the interaction of activities on either side of the ACT/NSW border, especially following the development of Gungahlin.

**Present Growth Strategy**

The General Plan Concept for metropolitan growth (the ‘Y-Plan’) formulated by the NCDC in the 1960s proposed a policy of developing distinct towns, linked in a linear form by a system of peripheral parkways. An express public transport route was to connect the town centres, running through the built-up spine of each town. Each town was to have a substantial town centre offering its population a wide range of local shopping facilities and services, and also serving as a location for employment, especially government office employment.

Subsequent plans, including the 1984 Metropolitan Policy Plan (MPP), confirmed this strategy as a basis for Canberra’s continuing urban development.

Other major urban structure principles and planning policies from earlier strategic plans were also maintained in the 1984 Plan. The principal elements included:

- the establishment of Civic as the dominant commercial centre and centre for city-wide community services, but with a limitation on the amount of employment, especially government office employment
- the location of employment, especially government office employment, in the separate towns so as to enable people to work closer to their homes, with consequent reductions in the demands on the road network at peak times
- the extension of the parkway network and the arterial road network, to provide Canberra with good roads and low congestion, even during peak hour
- keeping Canberra’s natural setting of river valleys, hills and ridges free of urban development.
In the five years since the adoption of the MPP as policy, these planning principles have continued to guide the city’s development.

A major review by the Joint Committee on the Australian Capital Territory of the 1984 Metropolitan Policy Plan and the implications for the Commonwealth Government of implementing the MPP, concluded that:

- the National Capital Open Space System was a major structural element of the General Plan Concept
- the possible benefits of urban consolidation in the established areas of the city should be fully exploited as an alternative to continued, rapid peripheral expansion
- Gungahlin should be the next new town but development should not proceed until transport links had been evaluated and approved
- land occupied by the Department of Defence in Belconnen and Jerrabomberra should be vacated for possible urban development.

Other recent events of importance to the planning of Canberra’s metropolitan development include the following:

- the establishment in 1989 of the Legislative Assembly, providing self-government for the Australian Capital Territory on a basis similar to that for the Northern Territory and in some ways parallel to arrangements in the States of Australia
- the introduction of a separate ACT budget, requiring Canberra’s residents and ratepayers rather than the Commonwealth to take responsibility for financing most of the city’s development and services
- a greatly increased role for the private sector in undertaking many tasks, notably land development, which were formerly the responsibility of the Commonwealth Government through the NCDC
- growing interest in urban consolidation, through both infill development, and redevelopment of residential areas to higher densities
- indications of a slow-down in public sector employment growth, and of more jobs in the private sector
- the completion of Parliament House, and the resulting pressures for development in south Canberra
- the building of more tourist facilities, such as the National Convention Centre, major hotel developments, and proposals for the development of a casino at Civic Square
- pressures for additional development in and around Civic, with consequent pressure for access and parking in that centre.

*The Australian Capital Territory (Planning and Land Management) Act 1988* requires the National Capital Plan to set out broad policies for land use, applicable throughout the Territory. A major issue in responding to this requirement is the preferred location, scale and timing of development of additional urban areas to accommodate the forecast population growth over the next decade and possibly beyond that time.

The present metropolitan growth strategy provides for the development of Gungahlin, and the ACT Government has commenced planning for initial infrastructure investment and land development in that urban district. Additional areas may be needed however, either as lower cost alternatives to Gungahlin
in the short term, or as areas for additional urban development within the Territory after Gungahlin approaches the limits of its development capacity.

Central to the question of where additional urban development, if any, might best occur, is the matter of the costs of transport infrastructure, public transport services and travel to users of either the road network or the public transport network. The principal variable in determining transport and travel costs is the location of employment. This determines potential travel distances, the extent of congestion and the need for major road works and additional public transport capacity, as well as the costs of parking, car operating costs, public transport operating costs and the cost of congestion.

Land use and employment location policies which encourage the development of a cost-effective urban structure, from the viewpoint of total travel costs, have always and should continue to play a key role in Canberra’s planning. Additional objectives such as minimising Commonwealth and particularly ACT Government capital outlays for transport infrastructure, and minimising the environmental effects of travel, are also of importance.

While a full and detailed review of urban land use policy alternatives has not been conducted in Canberra for some years, and could not be undertaken in the time available for the preparation of this first National Capital Plan, a partial analysis of two possible land use scenarios was commenced by the former National Capital Development Commission, and completed by the Authority. This analysis throws significant light on the most cost-effective policy combinations.

Transport and travel costs for the two scenarios were analysed as follows:

**Scenario 1:**

Normal housing densities, with development taking place in the established urban areas of Canberra plus Gungahlin, Jerrabomberra, the fringes of Belconnen and in the lower Molonglo Valley, and in Queanbeyan, to accommodate in total a population of some 500,000 people by the year 2016.

Employment in Civic totalling 35,000 workers, with substantial employment in town centres and other locations outside Canberra Central — generally a ‘dispersed’ employment option.

**Scenario 2:**

Increased housing densities in the established urban areas of Canberra, and in newly developed areas in Gungahlin, Jerrabomberra and lower Molonglo, again to accommodate a total population of 500,000 people including a population of 40,000 in Queanbeyan.

Employment in Civic exceeding 40,000, and with additional centralised employment located in a corridor between Civic and the airport, and in addition, substantial employment in the town centres and other non-central locations.

While the analysis conducted was at a broad scale, and did not detail the major costs of internal roadworks within towns, it did provide a basis for assessing cost differences between the scenarios and for indicating the most cost-effective policy combination.

The study’s conclusions include the following:
To the extent that urban development at higher densities than apply presently in Canberra can be achieved in the established towns and Gungahlin, expenditure in new areas such as Jerrabomberra and the lower Molonglo Valley would be avoided until late in the planning period to the year 2016, thus saving road and public transport capital costs.

In particular, development in the lower Molonglo incurs very high capital costs for roads and public transport.

Centralised employment concentrations increase the total user costs for both private cars and public transport, including parking costs and the costs of congestion – which arise through increases in travel time on the road network.

Increases in the use of public transport require major increases in capital investment, and if employment is strongly concentrated in Civic and Canberra Central, are also likely to increase public transport operating deficits due to the unbalanced pattern of peak hour loadings.

The net present value of total transport infrastructure capital costs over the period to 2016 is less than the net present value of user costs in the year 2016 alone. A system which reduces user costs is to be strongly preferred, and this means a system where employment is not heavily concentrated in Canberra Central.

The strategy to be preferred is one which achieves higher urban development densities, thus concentrating development in as few new urban areas as possible, while ensuring that employment is also located throughout these urban areas rather than being concentrated centrally.

While this study is preliminary only, and a major review along more detailed lines is planned to commence in the financial year 1990/91, the basic conclusions are reflected in the National Capital Plan in policies which advocate measures to increase urban consolidation and limitations on the concentration of Commonwealth employment in Civic.

In addition, the strategy adopted for the Plan is to provide for additional urban development around the fringes of Belconnen, and on the site of the Belconnen naval station, to increase the population in that district; and an investigation of the future of development in the Jerrabomberra area in the context of a metropolitan review.

Until that review is completed, the broad policy for the location of urban areas in the Territory will conform to the general structure of metropolitan development previously approved. Urban land use therefore comprises:

- the existing developed towns of Canberra Central, Woden–Weston Creek and Belconnen
- Tuggeranong, which will be developed on the east bank of the Murrumbidgee River as far as Lanyon, to accommodate an eventual population of 85,000–90,000
- the new town of Gungahlin which will occupy land to the north of the Federal and Barton Highways and will accommodate an eventual population in excess of 80,000
- additional urban land at the northern and western fringes of Belconnen.

On the basis of this policy, Canberra could accommodate some 350,000 to 400,000 people, depending on the population density of the developing and developed urban areas.

There are three major ways in which population beyond that level could be accommodated:

- by developing more land within the Territory for urban use, for example the Jerrabomberra Valley
• by redeveloping substantial areas at higher population densities
• by developing land across the ACT border in New South Wales.

These courses of action are not mutually exclusive, and will all be examined in the context of a review of long term metropolitan development.

In determining a future long term development strategy however, it will be important to adopt policies which will enhance Canberra’s role as the National Capital, safeguard its landscaped setting and visual character, and ensure that future development is cost effective in terms of both capital and recurrent costs.

Canberra and the Region

Identification of Canberra’s Region

The region, determined for the purpose of this discussion, is by its very nature far broader than that set in place by the NSW Government in 1972 as the South-East Region.

However, with the exception of the City of Shoalhaven, the NSW Local Government Areas (LGAs) coincide with the South-East Region currently coordinated through the Queanbeyan office of the NSW Department of Planning.

Closer to Canberra, and more central to Canberra’s influence, is the Canberra–Queanbeyan sub-region consisting of the Shires of Yarrowlumla, Yass and Gunning, and the City of Queanbeyan and the ACT. This loosely coincides with the “ACT sub-region” demarcated by the 1976 South-East Region Joint Steering Committee (SERJSC) regional strategy report but includes the ACT in its considerations.

The South-East Region’s Human Resources

The population of the South-East region at the 1986 census amounted to a little more than 608,000 persons of whom 47 per cent resided in the Canberra–Queanbeyan sub-region and 86 per cent lived in urban centres of 500 persons or more. By mid 1991, it is estimated that the Canberra–Queanbeyan sub-region’s population will be half the regional total of 636,000.

Demographic characteristics of the region are similar to those for Australia as a whole. These include:

• a declining birth rate (especially since 1984)
• a large component aged 20 to 39 (approximately a third of the population)
• an ageing population (approximately 9 per cent are aged 65 or more)
• more males than females in every age group under 60.

Geographical comparison of 1981 and 1986 census data shows the ACT to possess lower birth rates and lower death rates than the NSW portion of the region. The net result, however, is that the ACT average rate of natural increase is higher than in south eastern NSW (1.3 percent and 0.9 per cent per annum, respectively). When the effect of net migration over the same period is considered as well, a more complex demographic pattern emerges that is characterised by the following main features:

• the City of Queanbeyan demonstrated the highest birth rate for any LGA in the region, with in-migration lifting annual growth to 3.1%
• Canberra’s declining birth rate was balanced by a rising rate of new arrivals to retain the annual growth of 2.4 per cent (this dropped dramatically to 1.6 per cent during 1988–89 with the exodus of a large section of the construction industry)

• Nowra–Bomaderry (1.8 per cent per annum) grew faster than Albury or Wagga

• Shire populations in the urban dormitory zones were boosted by in-migration (Yarrowlumla Shire averaged 9.6 per cent growth per annum and Goulburn’s apparent population decline should be matched against overspill into Mulwaree Shire)

• all coastal shires and the alpine Snowy River Shire exceeded 2 per cent growth per annum (Eurobodalla Shire reached 6.5 per cent and the City of Shoalhaven maintained 4.2 per cent)

• all other shires experienced a net migration loss greater than natural population increase – but no shire has yet reached the crisis point where the rate of natural increase has also dropped below zero

• every NSW shire, with the sole exception of the Snowy River Shire (influenced by winter sports enthusiasts when the census was taken), displayed a deficit of 20 to 24 years olds for both censuses, with the deficit often extended into the upper teenage group and/or the 25 to 29 year age bracket

• the LGAs with the highest percentage of population aged 65 years or more were the three coastal shires, Tallaganda Shire, the City of Goulburn, and the three northern Shires of Temora, Young and Crookwell

• the LGAs with the highest percentage of population of employable age (15 to 64 years) were Goulburn and the surrounding Shire of Mulwaree, and all LGAs of the Canberra–Queanbeyan subregion (including the ACT).

Demographic forecasts suggest that as much as 12 per cent of the regional population could be aged 65 or more by the year 2001. Such forecasts assume no change to the pattern of migration into and out of the region. However, the history of the region has been one of considerable economic change.
Table 1: Scenario 1 – Low Density Residential

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Table 2: Scenario 2 – Increased Density Option

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**Notes:**
1. Developer’s share not included
2. Public Transport deficit not included.
Canberra’s Region
The Employment and Industrial Base

The regional labour force is estimated at 273,000 persons now but this is highly imbalanced. More than half work in Canberra or Queanbeyan and another quarter work in Albury, Wagga, Nowra–Bomaderry or Goulburn. Canberra’s variety and security of employment opportunities, as well as its higher-education facilities, attract between 10 per cent and 40 per cent of NSW high school leavers throughout the region, with the percentage from each school controlled by local job prospects and distance to Canberra.

The five urban growth areas of the region provide a wide range of employment, each with an economic base spread across at least five industrial sectors and each with considerable post-1981 expansion in commercial retail and office space. Outside the ACT, the NSW and Commonwealth Governments are the two largest employers, with Commonwealth interests including regional services and defence bases located in or near Albury, Wagga and Nowra. However, public service employment at Commonwealth and State levels is no longer a growth industry and the future of the region’s cities now depends upon their ability to attract private investment.

Within the ACT, high-growth industries (community services, finance, property and business services and recreation, tourism and personal services) account for 38 per cent of all employment. ACT industries which showed more-moderate growth between 1976 and 1986 (wholesale and retail trade, public administration and defence and transport, storage and communication) employ nearly 50 per cent of the labour force. The percentage in high-growth industries in Queanbeyan is somewhat less (27 per cent) because of greater commitment by nearly a quarter of the workforce to industries of declining employment (construction and manufacturing).

Employment throughout much of the region is linked to the fortunes of the farming and grazing industries. Buoyant wool prices and improved beef and wheat sales have not reversed decreasing jobs in the rural sector which now accounts for less than 8 per cent of the labour force. Mining is far less significant and employs about a thousand persons or 0.4 per cent of regional employment (concentrated at Ardlethan, Marulan South, Woodlawn near Tarago, and including a number of sand, gravel and limestone quarries within the urban dormitory zones).

Regional standards of rural living have not improved greatly for many farms or country towns since the growth of NSW public sector employment during the 1970s. Out-migration since 1961 reflects a contraction of the non-family farm workforce and a rationalisation of rural banking and finance sector activities. Whereas adjustments to the grazing industry include greater integration into the agribusiness system, there is no reason to suggest improved employment prospects in shires away from the coast.

Overall, rural employment remains geared to the unpredictable climate, the efficiency of land management and stock-breeding programs, the cautious investment of capital, access to export markets and variations in exchange rates.

The general incapacity of primary and secondary industries to provide many jobs outside the cities and larger towns is presented as a major regional planning issue of relevance to the development of Canberra.

Regional Environmental Issues

The region includes the highest part of Australia and contains the most valuable alpine national parks as well as extensive forest reserves, winter sports facilities, fishing and recreational resorts. The tourist appeal of the high country and the coastline is internationally attractive. Topographically, the region may be separated into:
• the South Coast lowland, demarcated by the upper Shoalhaven valleys and a distinct escarpment which has acted as an east-west transport obstacle
• the Southern Tablelands, which for convenience could be delineated to the west by a line drawn from Wyangala Weir to the Hume Weir
• a portion of the South Western Slopes.

The overriding environmental issue in the region is the availability of water and its quality. There have been periods of extreme drought, at different times, in almost every district and the inland Australian sequence of flood, fire, drought and bankruptcy is as true here as elsewhere. The region contains six of the ten largest dams of NSW (Eucumbene, Hume, Blowering, Wyangala, Burrinjuck and Talbingo), constructed primarily for generating hydro-electricity and for meeting irrigation, rural domestic and stock requirements. The Jindabyne and Tantangara Dams serve a similar role, but the comparatively smaller Googong, Pejar and Tallawa Dams are designed exclusively for urban water supply. The combined regional dam capacity of 13,825 gigalitres is Australia’s largest mainland water storage and represents 56 per cent of NSW public water availability.

The Commonwealth Government holds paramount rights to water within the ACT, and from the Molonglo River catchment to the east, under the Seat of Government Acceptance/Severance Acts 1909 to 1955 and the Googong Act 1975.

Through the Snowy Mountains Council, the Commonwealth shares with the Victorian and NSW Governments the management of all works associated with alpine dams other than Blowering where water release by the NSW Government is dictated entirely by NSW irrigation requirements.

Potential water supply from at least one proposed dam to be constructed on the Shoalhaven River is reserved for Sydney’s long term needs, and therefore cannot be considered for Nowra or Canberra–Queanbeyan expansion. Water from the Murrumbidgee and Murray River systems (now supplemented by the Snowy River dams) is fully committed as the only permanent, surface flows across the South Western Slopes and from which water is reticulated to several country towns from pumping stations at Jugiong, Wagga and Albury. The movement of groundwater is not fully researched, but the main aquifer intake area is understood to be the western portion of the Southern Tablelands.

The environmental questions of what sized city populations can be supported and whether urban growth should continue around Canberra–Queanbeyan can be answered in part by an assessment of available water supply.

The most recent published estimates, by ACT authorities, identify that with augmentation of the Googong water treatment plant and construction of a fourth weir on the Cotter River, Canberra–Queanbeyan will be adequately supplied with water only until approximately 2010 based on current consumption rates. By this date, the combined metropolitan population could be approaching half a million persons. Clearly, if urban growth here or elsewhere in the region is to be encouraged, the resolution of a total water management program in time for completion of the necessary engineering works has to be of utmost importance.

The Canberra–Queanbeyan Sub-region

Regional planning issues of immediate relevance to the National Capital Plan arise as matters of kinship with LGAs adjacent to the ACT border. Canberra–Queanbeyan symbiosis dates from the first years of surveying and construction of the National Capital, when Queanbeyan operated as the rail head, materials
and stores depot, assembly base, retail centre and home for workers and their supervisors. Since the 1960s a second phenomenon, described as hobby farming or rural retreating, has led to widening of a dormitory zone which now includes at least nine villages and the town of Yass.

Yass, Gunning and Captains Flat draw water from nearby weirs, but Bungendore, Murrumbateman and Dalton rely upon groundwater of mediocre quality. The remaining villages have no reticulated supply and depend entirely upon tank water. Residents on the rapidly expanding number of rural subdivisions look to similar independent water supply, with tanks supplemented by sub-artesian bores.

Localised points of stress in the water system have been identified already as effluent discharge into the Murrumbidgee River (now controlled by the Lower Molonglo Water Quality Control Centre), Lake Burley Griffin and the Yass River Valley. Further rural subdivision of holdings less than 20 hectares could lead to a deterioration of water quality in Lake Burley Griffin, the tributary Jerrabomberra Wetlands and Googong Dam.

Although many commuters to Canberra and Queanbeyan may imagine that they are escaping rapidly rising municipal charges or other elements of city living, a major dilemma confronting the shire councils of the sub-region is the escalation of their expenditure on urban-related services and engineering projects. Methods to balance the costs of the necessary infrastructure appear necessary as the dormitory population continues to increase in numbers and village density.

An issue of notable consternation to the sub-regional shire councils is that ratepayers are obliged to meet the maintenance and upgrading expenses of local roads breaking up under the weight of sand and gravel trucks bringing construction materials to Canberra and Queanbeyan. Approximately 60 per cent of the sub-regional road system is sealed, but much of this is inadequately constructed for the recorded peak traffic densities. The origin and destination of the bulk of traffic is within the sub-region (10 per cent is Sydney-oriented and 15 per cent relates to other NSW and Australian locations).

The main transport planning policy issues arise from deficiencies in the standard of the road network (including the Hume, Barton, Federal, Kings and Monaro Highways for which Commonwealth funding is negotiated through the Sydney-centred NSW Roads and Traffic Authority) and the protection of the main roads from urban ribbon development.

A landmark in intra-regional coordination has been the joint release of a protocol statement of the ACT Chief Minister and the NSW Premier. This relates to the larger region and specifies activities for inter-governmental information exchange and action where either there has been coordination for some time or problems need to be resolved.

Canberra–Queanbeyan possesses a geographical economic catchment to which it has given little attention during the formative years of city development. Regional planning now opens the door across political boundary lines and provides the opportunities to look beyond street design, landscape planning and city building in cement, bricks and mortar. The potential for achieving a common purpose in developing the region’s economic and social fabric should ensure that Australia’s National Capital is a vibrant and dynamic city, and has a clear regional, as well as national, role.
Commonwealth Funding and the National Capital Plan

The basis of financial relationships between the Commonwealth and the ACT Government is set out in the *Australian Capital Territory (Self-Government) Act 1988*, and specifically acknowledges the Commonwealth’s continuing financial responsibility for those aspects of Canberra’s financial needs and circumstances which arise from its role as Australia’s National Capital.

Section 59 of the Self-Government Act provides that:

*The Commonwealth shall conduct its financial relations with the Territory so as to ensure that the Territory is treated on the same basis as the States and the Northern Territory, while having regard to the special circumstances arising from the existence of the National Capital and the Seat of Government of the Commonwealth in the Territory.*

*The Territory is not liable to bear the cost, or part of the cost, of any function retained by the Commonwealth.*

In addition, the Second Reading Speech to the Act set out the following undertaking:

*Commonwealth funding to the ACT will fully recognise the effects of Canberra’s role as the National Capital and Seat of Government, on the standards and costs of works and services.*

In considering the implications of the above commitments, both recurrent and capital expenditures must be considered, together with any limitations on ACT Government revenue raising capacities which might be attributable to provisions within the National Capital Plan (once that Plan is formally approved and accepted by the Commonwealth Parliament) or which might otherwise arise as a consequence of Commonwealth responsibilities and activities in the Territory.

Recurrent Expenditure

Assessment of any impact of the role of Canberra and the Territory as the National Capital and the Seat of Government on the finances of the Territory has been the responsibility of the Commonwealth Grants Commission. The Grants Commission has held three inquiries into the fiscal arrangements associated with the development of the Territory. These inquiries were completed in 1984, 1986 and 1988.

The Inquiries provided an independent comparative assessment of the financial circumstances of the Territory with those of the other States. The scope of the third inquiry, which is the most relevant to today’s circumstances, differed from the previous two in the following respects:

- the comparative assessments made related to all States (not just to NSW and Victoria, as in the previous two Inquiries)
- it was made explicit that the principles and methods of assessment were to be those applied by the Commission in its 1988 State relativities review
- the expenditures to be attributable to the Commonwealth Government, rather than the ACT community, were to include any additional costs resulting from Commonwealth policies which affected the cost of providing services but did not affect the levels at which those services were provided (as well as those directly and indirectly arising from Canberra’s status as the National Capital and Seat of Government)
the government services to be assessed were restricted to recurrent expenditures on State-type services including water and sewerage but excluding services of a municipal or local government nature.

In undertaking its 1988 review and in applying the equalisation principle, the terms of reference required the Commission to base its assessments on the standards of government services and the level of taxes and charges which applied in the States. This contrasted with the Commission’s procedures in previous ACT inquiries where the equalisation standard was explicitly defined with respect to NSW and Victoria only.

The Terms of Reference for the 1988 Inquiry asked the Commission to:

(a) identify and exclude the direct expenditures attributable to the Commonwealth Government (rather than to the ACT community) by virtue of their emanating explicitly from Canberra’s status as the National Capital and Seat of Government

(b) take account of additional costs resulting from indirect National Capital/Seat of Government influences and other Commonwealth policies which affect the cost of providing services but do not affect the standards at which services are provided.

In determining direct expenditure to be considered national, and therefore a Commonwealth responsibility, the Commission applied the criteria approved by the Commonwealth Government for its 1986 Inquiry. These have been referred to earlier in this report, and are presented in full in Appendix K.

They included the costs of facilities and services relating to National Capital functions, such as the Parliament and the defence establishments, the National Library, the Australian National Gallery and the Australian National Botanic Gardens.

The Commission also excluded direct expenditures attributable to the Commonwealth Government (rather than to the ACT community) emanating explicitly from Canberra’s status as the National Capital. Such expenditures included costs relating to the land providing the setting and landscape backdrop to the National Capital (for example, Black Mountain, Mount Ainslie and Mount Majura), land providing landscapes designed and maintained for symbolic, formal or National Capital purposes (for example, the Parliamentary Zone and Lake Burley Griffin) and land utilised for National Capital facilities and infrastructure (for example, some major roads and the Royal Australian Mint).

In cases where National Capital influences indirectly affected ACT revenues and expenditures included within the Commission’s assessments, the Commission assessed National Capital allowances. Those allowances reflected the influences of indirect National Capital factors on the costs of providing standard levels of service. Such allowances were made, for example, for:

- the extent to which the ACT Administration incurred above-standard expenditures in the provision of standard services because of the design and layout of Canberra (such as those in the metropolitan transit and fire protection categories)
- expenditures associated with planning decisions and requirements of relevant authorities which were considered to be integral to the status of Canberra as the National Capital (in the education, public works and local government and town planning categories)
- expenditures associated with the existence of national facilities and services (in relation to such services as recreation and police these allowances could be positive or negative)
• expenditures incurred on the provision of certain services to diplomatic families.

Allowances for other Commonwealth policy influences were assessed in categories where the Commission considered that a Commonwealth policy had increased recurrent expenditure levels but did not raise service standards relative to those prevailing in the States or where a particular Commonwealth policy had served to increase or restrict a revenue base to a level different from that which would have existed had standard conditions applied in the Territory.

The outcome of the Commission’s consideration of the 1988 Inquiry showed that, in total, the indirect National Capital and other Commonwealth policy allowances made by the Commission amounted to $40.224 million or $154.49 per capita in 1986–87.

The major identified areas of above-standard expenditures arising from the form of Canberra’s development as the National Capital were metropolitan transit services and metropolitan water supply and sewerage.

**Metropolitan Transit Services**

The Commission compared the deficit on the bus operations in the ACT with deficits in the States arising from the operations of all metropolitan buses, trams, ferries and rail services.

To identify indirect National Capital influences the Commission estimated the costs imposed by the design and layout of Canberra which result from its status as the National Capital.

To identify other Commonwealth policy influences, the Commission measured costs arising from differences between the standard States and the ACT in operating efficiency, and also made allowance for interest earnings not available to the public transport organisation, ACTION.

In order to quantify the first component, the Commission accepted an estimate of the additional costs incurred by the bus service resulting from the pattern of separate towns in the ACT arising from its planning as the National Capital. The Department of Territories estimated these costs by reference to the above-standard level of “dead running” in the ACT which was interpreted as a percentage of route kilometres travelled outside passenger catchment areas. In addition to the operating costs identified by the Department, the Commission included some notional debt charge expenditure which it derived by reference to the Department’s estimate of the extra buses required as a result of the above-standard level of “dead running”.

The Commission concluded that the Territory faced substantial difficulties in providing standard levels of services, principally as a result of National Capital planning factors which resulted in a significant above-standard level of dead running. It placed a value of $5.1 million per annum, or $20 per capita per annum on this effect.

**Metropolitan Water Supply and Sewerage**

The Commission made its comparisons for this service in terms of the net operating results of the metropolitan water and sewerage operations of the States and those of the ACT Administration, with adjustments made to ACT revenue for a notional reimbursement by the Commonwealth for costs incurred in respect of national responsibilities and to ACT expenditure for debt charges and payroll tax payments. It concluded that the ACT community should not be required to meet the additional costs of providing metropolitan water supply and sewerage services arising from the influences of National Capital factors. Accordingly it made a number of allowances for National Capital and other Commonwealth influences.
These allowances included the additional costs attributable to the Googong Dam and Lower Molonglo Water Quality Control Centre arising from their excess capacities resulting from Commonwealth policy decisions, for the above-standard length of mains required to service the ACT because of its dispersed urban development and for the costs of protecting the environment of Lake Burley Griffin which provided the setting for National Capital areas. It also accepted that the ACT was disadvantaged compared with the States and Commonwealth financial and administrative arrangements meant interest revenue from the investment of cash reserves could not be realised by the ACT Administration as it could in the States. The assessed allowances totalled $10.846 million in 1986/87, or $42 per capita.

**Future Inquiries**

Although in practice the Commission has found it difficult to calculate the proportion of overall expenditure attributable either directly or indirectly to Canberra’s status as the National Capital and the Seat of Government, the NCPA considers that in any future inquiries by the Grants Commission it is appropriate in principle for calculations of allowances for such influences to be made. As these expenditures are due to National Capital requirements, on both equity and efficiency grounds it is reasonable, in the Authority’s view, that taxpayers of the Commonwealth as a whole rather than the citizens of the ACT should finance such expenditures. As long as a distinction is based upon the national scope of associated benefits, it cannot simply be argued that the ACT taxpayer should bear the full costs of such expenditures.

The Commonwealth Grants Commission has announced that it will undertake a further inquiry into aspects of Commonwealth funding of the ACT. Due to the introduction of self-government in the Territory in 1989, the inquiry will be able to be undertaken with a better understanding and determination of Commonwealth and Territory financial responsibilities. The inquiry will also be able to be undertaken with the benefit of the ACT having political autonomy from the Commonwealth.

**Capital Works Expenditure**

The assessment that the impact of Canberra’s role as the National Capital may have on the requirement for capital works in the Territory above and beyond what would be necessary to meet normal Territory needs, is complex. Capital works funding is not a matter addressed by the Commonwealth Grants Commission. Instead, the resolution of Commonwealth and ACT Government responsibilities in this area will essentially take place through processes of negotiation.

The financial arrangements under the Self-Government Act make it quite clear that the Commonwealth will accept funding responsibility for capital works within the Territory designed to meet the Commonwealth’s own purposes – for example, Commonwealth offices and other developments which house or provide for Commonwealth activities.

Certain major works of a national nature are also proposed to be funded by the Commonwealth. These may include works such as the refurbishment of the Old Parliament House and the development of the Museum of Australia.

The Commonwealth has also accepted responsibility for certain capital works undertaken in the interests of maintaining and enhancing the character of the National Capital, and the National Capital Planning Authority in 1989/90 is undertaking a programme of works throughout Canberra Central amounting to a total capital expenditure of $5.5 million. A programme of future capital works to serve this same purpose will be proposed in the context of the Commonwealth Budget. The initial focus of this programme will be the completion of the works involved in the Parliamentary Zone Development Plan, the first stage of which...
presently involves the construction of landscaping and pathways along the Lake Burley Griffin foreshores at the northern end of the Parliamentary Zone.

The immediate implications of the provisions of the National Capital Plan for the Commonwealth are essentially limited to the need, established through the Plan’s identification of Designated Areas (areas having the special characteristics of the National Capital), for Commonwealth funding of programmes of works in those areas. The Designated Areas in the Plan are areas defined using essentially the same criteria as those adopted by the Commonwealth Government for the purposes of the 1986 Commonwealth Grants Commission Inquiry, and set out in Appendix K.

These criteria provided guidance as to the nature and extent of areas to be designated under the National Capital Plan, and hence the areas within which the Commonwealth might reasonably be expected, in the Authority’s view, to accept a significant measure of financial responsibility.

Beyond these categories of works, circumstances may arise where the Commonwealth may wish to influence the nature, timing or standard of works being undertaken essentially to meet the needs of Canberra as a city, but which are either located in areas considered important from the viewpoint of the National Capital, or are considered works whose timing or standard of development should be influenced by consideration of their impact on the National Capital.

In these cases, there will need to be agreement reached between the Commonwealth and ACT Governments, probably in the context of the Premier’s Conference or another appropriate forum, on the extent, if any, of a Commonwealth contribution.

Subsections 6(c) and (d) of the Australian Capital Territory (Planning and Land Management) Act 1988 give the National Capital Planning Authority the following functions:

(c) on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth Authority has the responsibility to commission those works;

(d) to recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital.

Other works may be recommended to the Commonwealth in any area of the Territory, if they are considered desirable in the interests of the National Capital.

Major projects currently being undertaken by the Authority include Stage 1(a) of the Parliamentary Zone Lake Foreshore Promenade and improvements to the lookout on the Mount Ainslie summit.

Major future works proposals include the continued provision of infrastructure in the Parliamentary Zone over the next decade with the aim of completing the infrastructure works within the Zone by the year 2001 – the centenary of Federation.

Possible future capital works of national significance, for which funding could be sought by the relevant Commonwealth agency and/or recommended by the National Capital Planning Authority, may include:

- National Museum of Australia
- National Gallery Extensions – Aboriginal Gallery
- Old Parliament House refurbished and open
• Archives and Exposition Building in the Parliamentary Zone
• Australian War Memorial Technology Pavilion
• National Film and Sound Archive – new building

Municipal Type Expenditures

The Commonwealth has accepted responsibility for contributions to municipal type costs incurred by the ACT Government in providing services to the extensive areas of Commonwealth occupied land in the Territory, and in 1989/90 has provided funding through the Commonwealth budget to cover these costs. The basis for assessing the level of funding was established by the Grants Commission in its 1985/86 Inquiry.

In 1989/90, the Commonwealth paid the Territory $17 million to compensate for the “loss” of revenue from rates on land occupied by the Commonwealth.

In addition, the Commonwealth paid $15 million to the ACT Government to provide for the management and maintenance of National Land and diplomatic areas within the Territory, particularly involving landscape maintenance, road maintenance and related work within the Parliamentary Zone.

This form of financial contribution is planned to continue in future years, and the 1990 Grants Commission Inquiry may further refine the details of the basis and level of contribution required.
National Capital Authority

Consolidated National Capital Plan

Incorporating Amendments

Appendices

NATIONAL CAPITAL AUTHORITY
APPENDICES

APPENDIX A: Land Use Definitions
APPENDIX B: General Definitions
APPENDIX C: NCDC Policies Revoked by The National Capital Plan
APPENDIX D: Declared National Land
  Declared National Land D:2
APPENDIX E: Water Quality Policies
APPENDIX F: Requirements For Murrumbidgee River Corridor
APPENDIX G: Requirements for Namadgi National Park and Adjacent Areas
  Figure 1 Sub-Catchment Policies G:6
  Figure 2 Policy Plan G:10
APPENDIX H: Design and Siting Conditions
  Canberra Airport Outdoor Signage Plan H:26
APPENDIX I: Jerrabomberra Wetlands Conditions
  Jerrabomberra Wetlands Policy Plan I:5
APPENDIX J: Lake Burley Griffin Technical and Management Guidelines
APPENDIX K: Commonwealth Grants Commission 1986 Classification Criteria
APPENDIX L: Civic Centre Townscape Conditions
APPENDIX M: Residential
APPENDIX N: The Conduct of Business on Residential Land
APPENDIX O: Aged Persons Accommodation
APPENDIX P: Dual Occupancy of Detached House Blocks
APPENDIX Q: (Deleted in Amendment 30)
APPENDIX R: Morshead Drive Widening
  Morshead Drive Widening R:2
APPENDIX S: (Deleted in Amendment 59)
APPENDIX T: Master Plans Detailed Conditions of Planning, Design and Development
  APPENDIX T1: Royal Military College Duntroon Master Plan
    Diagram 1 Site Location T1:5
    Diagram 2 Current Site Activities T1:5
    Diagram 3 Land Use Precincts T1:6
    Diagram 4 Heritage Area T1:7
    Diagram 5 Internal Road Hierarchy T1:8
    Diagram 6 Perimeter Roads T1:8
    Diagram 7 Fairbairn Avenue Entrance T1:9
  APPENDIX T2: York Park Master Plan
    Figure 1 Indicative Development Plan T2:8
    Figure 2 Indicative Development Plan T2:9
    Figure 3 Indicative Development Plan T2:10
APPENDIX T3: (Deleted in Amendment 30)

APPENDIX T4: Australian National Botanic Gardens Master Plan
Figure 1 Australian National Botanic Gardens – Master Plan

APPENDIX T5: Acton Peninsula
Figure T5.1 Urban Structure
Figure T5.2 Open Space

APPENDIX T6: Master Plan For The Parliamentary Zone
Figure T6.1 Master Plan For The Parliamentary Zone

APPENDIX T7: City Hill Precinct
City Hill Park as Central Open Space
Indicative Land Use
Indicative Avenue Connections and Vistas
Indicative Vernon Circle
Indicative London Circuit
Indicative Building form, height and landmark buildings
Indicative Traffic
Indicative Parking
Indicative Public Transport
Indicative Laneways
Indicative Pedestrian Links
Indicative Development
Indicative Street Cross Section: Constitution Avenue to City Hill Park
Indicative Street Cross Section
Artist’s Impression of Vernon Circle
Indicative development: an aerial perspective looking towards the National Triangle
An artist’s impression of City Hill Park looking towards the National Triangle

APPENDIX T8: Constitution Avenue and Anzac Parade
Indicative Urban Structure
Indicative Main Pedestrian Connections
Indicative Landscape Structure
Indicative Public Transport, Access and Circulation
Indicative Road Hierarchy
Indicative Cycleways
Indicative Streetscape Design
Typical Cross Section Parkes Way
Indicative Active Frontage
Building Heights
Appendix A

Land Use Definitions

The land use definitions set out the nature of permitted uses for land use categories shown on the General Policy Plans – Metropolitan Canberra and Australian Capital Territory and for the detailed conditions of planning, design and development in Designated Areas.
Appendix A
APPENDIX A: Land Use Definitions
Administrative Use
The use of any land, building or other structure for the purpose of a Court, House of Assembly, Territory Administration Centre, City Hall, Information Centre or other civic administration activities.

Administrative and Utility Services
Any of the following uses:
(a) Administrative Use;
(b) Community Protection Facility;
(c) Defence Installation; or
(d) Public Utility;
as herein defined.

Advanced Technology Park
An industrial park containing uses primarily involved in the research, development, manufacture, processing, assembly and marketing of advanced technology and scientific products including allied goods and services and supporting processes.

Agriculture
The use of land for the cultivation of any plants, fruit, vegetable or flower (including berries or vines) or keeping, breeding and raising of livestock or any other living thing for commercial production but excludes any cultivation or animal husbandry carried out mainly for the enjoyment of, or consumption by, the owner(s) or occupier(s) of the land or any other purpose defined.

Animal Care Facility
A building or place used for the purpose of caring, boarding, breeding or raising predominantly domestic or household animals and may include an animal boarding establishment, kennel or veterinary hospital as defined.

Aquatic Recreation Facility
A building or place used for a sporting, exercise, pastime or leisure activity, whether operated for gain or not which includes uses based on or adjacent to a water feature, such as a boat shed, boat landing facility, wharf, swimming facility and the like.

Bank
Any premises used or intended for use for the purpose of carrying on the business of taking custody of money and includes a private trading or saving bank, but does not include a Co-operative Society as herein defined.
Bar
Any premises or part of a premises primarily used or intended for use for the sale of alcoholic beverages and spirits to members of the public for consumption on the premises, subject to the issue of an on-licence pursuant to the relevant legislation.

Botanic Garden
A reserve established and managed as a botanic garden in accordance with the provisions of the *National Parks and Wildlife Conservation Act 1975*.

Cafe
Any premises used for intended for use for the preparation and sale to the public of food and non-alcoholic beverages for consumption on the premises or elsewhere and includes take-away food, fast food and snack bars and the like.

Car Park
A structure or an area other than part of a road which is allocated for the parking of motor vehicles.

Caravan Park/Camping Ground
Land used for the placement of caravans or tents for the purpose of temporary accommodation and includes cabins for overnight and holiday accommodation, amenity buildings, recreational and entertainment facilities, manager’s office and residence, and shops which cater for the occupants of the caravan park/camping ground.

Casino
A building or place used by the public for the purposes of entertainment and gambling in accordance with the provision of any laws proclaimed in relation thereto.

Child Care Centre
A building or place, without provision for residential care, used for the purpose of supervising or caring for children of any age throughout a specified period of time in any one day which:

(a) caters for two or more children not related to the owner or operator of the child care centre;
(b) may or may not include an educational function but not where this is a principle purpose; and
(c) may or may not operate for the purpose of gain.

Church Associated Building
A building used for the activities by religious organisations other than for religious worship or for offices and may include the residential use by a minister of religion.

Church Use
The use of land for religious activities of religious organisations, groups and members of the public including places of worship and church-associated buildings.
Club
A meeting place for persons associated, or for a body incorporated, for a social, sporting, athletic, literary, political or other like purpose, and includes premises in respect of which a club licence is held in accordance with the provisions of the relevant liquor licensing regulations.

Commercial Accommodation
A building or place used for use for the purpose of providing temporary accommodation and includes a hotel, motel, guest house, caravan park/camping ground, serviced apartment, serviced house and the like.

Commercial Roadside Sign
A sign, other than real estate temporary directional signs, erected within road reservations to advertise goods and services or nearby commercial events, such as auctions or sales, and includes placards, sandwich boards, posters and the like.

Communications Facility
A facility for the purpose of transmitting air-borne signals using radio masts, towers, satellite disks and the like and includes Australia Post and Telecom communications facilities, and television/radio broadcasting facilities.

Community Facility
Any of the following uses as herein defined:
(a) Educational Establishment
(b) Scientific Research Establishment
(c) Cultural Facility
(d) Hospital, Health Centre
(e) Institutional Use
(f) Church Use
(g) Social/Community Facility

Community Protection Facility
Any premises used or intended for use for the purpose of providing emergency services and protection for the community including such uses as a fire station, ambulance station, police station or civil defence depot but does not include a corrections facility as defined.

Consulting Rooms
A building or place used for the provision of health care services (including dental, optical and veterinary services) to members of the public.

Co-operative Society
A building society or a credit union formed pursuant to the provisions of the relevant ACT legislation.
Corrections Facility
A building or place used for the safe confinement or safe custody of persons so confined as the result of legal process and includes attendance centres established for persons sentenced to serve periods of community service.

Cultural Facility
A building or place used or intended for use for the purpose of cultural activities and may include a library, museum, theatre, concert hall, art gallery other than a gallery operated for the principal purpose of selling or trading in art works.

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.

Diplomatic Mission
Any building, parts of buildings and the land ancillary thereto leased specifically for use for the purpose of an embassy, a high commission, a legation, or a consulate. This includes chanceries or diplomatic mission, and combined chanceries and residences.

Dwelling
A room or suite of rooms occupied or used or so constructed or adapted as to be capable of being occupied or used as a separate domicile and includes outbuildings, if any, that are normal to the enjoyment and exclusive use of the dwelling.

Educational Establishment
A building or place used for the purpose of tuition or training, whether or not for the purposes of gain, and includes:

- a school
- a tertiary institution, being a university, a college or advanced education teachers college, technical college or other specialist college providing formal education beyond secondary education
- or any other training or education centre including road safety education centres, adult education centres for continuing education, or sheltered workshops; and may include associated residential accommodation.

Extractive Industry
A building or place used in the course of an industry or undertaking for the mining or extraction of sand, gravel, turf, soil, rock, stone or similar substances and including, when carried out on land from which any such substance is extracted on land adjacent thereto, the treatment of any such substance and the manufacture of products from any such substance; the term does not include Agriculture as defined.
Forestry
Land used for the arboriculture, silviculture, forest protection, cutting, dressing and preparation other than in a sawmill or planing mill of wood and other forest products and the establishment of roading required, for the removal of wood and forest products and for forest production.

General Farming
A form of agriculture utilising traditional methods of farming practice including open grazing of animals on pasture or plant cultivation in open fields or gardens.

Hazardous Industry
An industry which by reason of the process involved, or the method of manufacture or the materials used or produced represents a significant source of hazard to human health or life or property, for any reason, and includes any building or place in which hazardous goods or materials are stored and handled.

Health Centre
A building or place used for the medical care (including diagnosis, preventative care and counselling) of out-patients only and may include medical or dental clinics, family planning clinics, first aid station or other professional or paramedical health care services.

Hospital
A building or place used for the medical care (including diagnosis, preventative care and counselling) of in-patients whether or not out-patients are also provided with care or treatment, and may include associated residential accommodation.

Hotel
A building or place in respect of which a general licence is held in accordance with the provisions of the relevant liquor licensing laws which provides accommodation for visitors and others.

Indoor Recreation Facility
A recreation facility devoted to facilities and equipment for indoor recreation purposes, including squash courts, indoor sports stadium, fitness centre, gymnasium and the like.

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.

Institutional Use
The use of land as a benevolent home, convalescent home, hospital, nursing home, aged persons home, home for persons who are physically or mentally handicapped, or a remand, penal or reformatory establishment.
Intensive Farming
Any form of agriculture which predominantly and usually takes place within the confines of a building or buildings, such as are commonly known as feedlots, piggeries, or poultry farming establishments, trout farms or greenhouses.

Landscape Buffer
The treatment of land for the specific purpose of:
(a) enhancing or protecting the amenity of neighbouring land;
(b) meeting engineering or environmental standards by:
   (i) Screen planting or shelter belt planting;
   (ii) Acoustic treatment including mounds etc;
   (iii) Amenity landscaping;
   (iv) Other landscaping required to supplement adjoining areas.

Light Industry
An industry in which the processes carried on, the transportation involved or the machinery or materials used do not interfere with the amenity of the locality by reason of noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, wastewater, waste products, grit, oil or otherwise.

Motel
A building or buildings used primarily for the temporary accommodation of persons travelling by motor vehicle where common facilities including meals are provided for persons accommodated in the motel or the public generally, and whether or not these facilities are licensed.

National Association Office
Any premises used by the headquarters of an establishment, organisation or association instituted on a national basis for the promotion of some political, professional, commercial, religious, charitable, educational, social welfare or philanthropic object.

National Capital Use
The use of any land, building or structure for the purpose of a work of special status and national interest. This includes the National Library, the National Gallery, the High Court, the National Archives Headquarters, the Museum of Australia, the Australian War Memorial, the Prime Minister’s Residence, the Governor-General’s Residence, the Australian National University, the Australian National Botanic Gardens, Commonwealth Offices needing prestigious locations, national memorials, National Association Offices as herein defined, a hospitality house or a Commonwealth Government conference centre and the like.

National Use
Any of the following uses as herein defined:
(a) Diplomatic Mission;
(b) Parliamentary Use; or
(c) National Capital Use.

**Nature Conservation Area**
An area declared or intended to be declared under relevant ACT legislation to be a Reserve area and may include a Wilderness Area as herein defined.

**Offensive Industry**
An industry which, by reason of the process involved or the method of manufacture or the nature of the materials or goods used, produced or stored, requires to be isolated from other buildings, when all measures to reduce or minimise impact have been employed.

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

**Open Space**
Land intended for use primarily for public recreation, conservation or amenity purposes and which may include facilities for the enjoyment or convenience of the public.

**Outdoor Education Establishment**
Land used or intended for use as an education centre for children or adults where the primary focus is on the natural and/or cultural resources of the area. It may include a residence where this is necessary for the protection or management of the primary facility.

**Outdoor Recreation Facility**
The outdoor use of land for recreation, exercise or leisure including sportsgrounds, riding schools, stadiums, showgrounds, racecourses, equestrian centres, motor racing, and similar activities. The term includes the activities of sporting clubs such as rifle clubs, and group or organised camping activities of schools, churches, scouts, guides, YMCA, Outward Bound and the like.

**Overnight Camping**
Land which is open to public use for holiday and recreational use of tents for overnight accommodation; the term includes any land together with any amenity building erected thereon which is used or intended for use in conjunction with such land.

**Park**
Land open to the public which:
(a) has been or is intended to be ornamentally laid out or prepared
(b) is maintained so as to preserve or enhance its natural beauty including its flora and fauna and geological or physiographic features
(c) has been or is intended to be prepared or maintained as a grassed area either with or without trees or shrubs;

and which is intended for use for open-air recreation; the term includes any facilities provided on such land for the enjoyment or convenience of the public, being:

(i) kiosks or amphitheatres for band-stands or light refreshment booths;

(ii) picnicking areas, public lookouts, routes for nature study or other trails, footways, cyclepaths, equestrian trails;

(iii) information and display areas for the promotion of such land;

(iv) shelters and other conveniences;

(v) playgrounds;

(vi) associated car parks; or

(vii) cycle way;

but does not include any activity associated with a Recreation Facility or playing field other than the occasional taking part in a game, sport or form of athletics on an informal basis.

Parliamentary Use
Any use directly associated with the function of Parliament, including the Parliament House.

Passenger Transport Facility
Any of the following uses:

(a) bus transport facilities, including bus interchanges, interstate bus terminals, driver rest facilities, or bus garaging and equipment maintenance depots;

(b) transport ticket services.

Pathway Corridor
Any public land used for the primary purpose of providing for the movement of pedestrians and cyclists.

Personal Service Establishment
Any premises used or intended for use for the purposes of barbering, skin care, non-professional health and/or body care, photography, and like activities, but does not include any premises used or intended for use for a purpose elsewhere herein specifically defined;

Place of Assembly
A building or place used for the following entertainment purposes:

(a) a trade fair or exhibition;

(b) an auditorium or convention centre;
(c) reception rooms, including any premises not being part of a hotel, managed by a proprietor, and available for the use of parties on formal or ceremonious occasions, but not for unhosted use on general occasions for entertainment purposes.

**Place of worship**
A building or place used or intended for use for the primary purposes of religious worship and associated activities by a congregation, religious group or members of the public whether or not the premises are also used for religious instruction, tuition or training and may include use for other community activities.

**Public Utility**
The use of land for the following utility undertakings:

(a) headwork and network undertakings for the provision of sewerage and drainage services or the reticulation of water, electricity, or gas except for gas manufacture and storage;

(b) communication facilities, including Australia Post facilities, Telecom facilities, television/radio broadcasting facilities, and air navigation communication facilities;

(c) municipal uses, including street cleaning depots, public toilets, parks and gardens depots, works depots and associated uses.

**Quarry**
Land used or intended for use for the purpose of extractive industry as herein defined.

**Recreation**
Land used or intended to be used for the public appreciation and use of the natural and cultural environment, scenic and special features where the provision of facilities is minimal.

The term includes any facilities provided on such land for the enjoyment or convenience of the public, being:

(i) kiosks or light refreshments booths;

(ii) picnicking areas, public lookout, routes for nature study or other trails, footways, cyclepaths, equestrians trails;

(iii) information and display areas for the promotion of such land;

(iv) shelters and other conveniences.

**Reserve**
Land declared as a Reserve under Section 51 of the *ACT Nature Conservation Act 1980*, the *ACT Public Parks Act 1928*, or other relevant ACT legislation for special purpose reserves.

**Residential**
The use of land for the primary purpose of providing shelter for human habitation together with such outbuildings as are incidental to and ordinarily associated with the residential use of the land.
Restaurant
A building or place used for the primary purpose of providing food for consumption on the premises whether or not the premises are licensed to sell liquor and whether or not entertainment is provided. The use includes tea rooms, cafes, bistros and the like.

Restricted Access Open Space
Land used for recreation, exercise or leisure activity, whether operated for gain or not and where public access to the facility may be restricted to certain times.

Retail
The selling of goods and providing personal services in any quantity and by any means other than by wholesale and includes retail shops, restaurants, drink establishments, drive-in facilities, bulky retailing, bulk landscape supplies, vehicle sales, service stations, retail plant nurseries and produce markets.

Retail Plant Nursery
A building or place used for the propagation and sale to members of the public of plants, shrubs, trees and garden supplies but does not include the bulk sale of sand, soil, screenings and other such garden materials.

Road
Any way or street open to the public, which is provided and maintained for the passage of vehicles, persons and animals and which may include footpaths, cycleways or traffic controls.

Scientific Research Establishment
A building or place used for the purposes of scientific research including the development of electronic technology, biotechnology or other scientific disciplines for application to commerce, industry, or government and which may include scientific laboratories, meteorological uses, observatories and facilities operated by the Commonwealth Scientific and Industrial Research Organisation or private organisations.

Social/Community Facility
A building or place used by a public authority or a body of persons associated for the purpose of providing for the social welfare of the community which may include:

(a) meeting rooms, neighbourhood centres, recreation, child minding (including care and ancillary education), cultural activities, social functions and the like;

(b) a community club being a building or place used by persons sharing like interests, but not including a licensed club;

whether or not that building or place is used for another purpose including associated administration.

Special Development
Land set aside to be used for commercial and community/recreation/tourist activities directly related to the use of the river.
Tourist Centre
A location identified for Tourist Facilities.

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.

Transport Facility
The use of land or a building for or associated with the movement of goods and people by road, rail and air.

Wilderness Area
A spacious area of land containing features of the natural environment of particular significance which is substantially undisturbed by European settlement and which may be an area declared or intended to be declared under relevant ACT legislation to be a wilderness.
APPENDIX B:
General Definitions
Appendix B
General Definitions

NB. Place Names and Proper Nouns where used in the Plan have the meaning ordinarily given them or as defined by or under relevant legislation, gazettals or regulations.

ACT Government
means the body politic established under the Australian Capital Territory (Self Government) ACT 1988 and includes the Executive of that body, and agencies established by it, whether by enactment or otherwise.

Authority
means the National Capital Planning Authority.

Commonwealth Authority
means:
(a) a body, whether corporate or not, established by or under a law of the Commonwealth other than the Self-Government Act;
(b) any other body, whether corporate or not, established by the Commonwealth;
(c) an office established by, or appointment made under, a law of the Commonwealth other than the Self-Government Act; or
(d) an appointment made by the Commonwealth.

Conservation Plan
means a statement setting out all the processes of looking after a place so as to retain its cultural or natural significance including maintenance, presentation, restoration, reconstruction and adaptation or a combination of more than one of these.

Designated Area
means an area of land specified in the Plan under Section 10(1) of the Australian Capital Territory (Planning and Land Management) Act 1988.

Development Control Plan
means a plan prepared for the guidance and control of development including design, siting, scale, purpose, timing and phasing, construction, landscaping and other relevant matters. The plan may include maps, drawings, photographs, specifications and written statements.

Land Acquisition Act
means the Act for the time being in force relating to the acquisition of land by the Commonwealth and associated matters.
Land
includes water.

Lanyon Bowl Area
means the area described as follows:

Approximately 5,000 ha, located in the Murrumbidgee Valley 20km south of Canberra, comprising the visual catchment of the Lanyon Homestead complex and defined as the area bounded by a line commencing on the west bank of the Murrumbidgee River at Australian Map Grid point: 8727 -“Canberra”- 868721; then directly to the summit of Castle Hill; then south-west and south-east along the watershed boundary of Sawyers Gully to the summit of Mt Tennant; then generally north-east in a straight line to A.M.G. point 880678; then eastwards directly to 729m ASL at A.M.G. point 889677; then along the ridge to the peak of altitude 858m ASL immediately north of Mt Gigerline; then north-east along the crest of the range to Mt Rob Roy; then north along the ridgeline to the peak of 1067m ASL at A.M.G. point 927706; then north-west along the crest of the spur to A.M.G. point 912711; then via straight lines to the summit of Lanyon Hill and the commencement point; and as amended (by the Australian Heritage Commission in its Commonwealth of Australia Gazette Notice [No S534] of 21 October 1986) by including an extension of the area of approximately 29 ha, adjoining on the north the area proposed for entry in the Register on 26 March 1985, and defined as the area enclosed by a line commencing at the summit of Lanyon Hill (749m), then proceeding directly to the summit of Big Monks Hill, then directly to A.M.G. point: 8727 -“Canberra”- 89577207, then directly to the commencement point.

Management,
in relation to land, includes care, control and maintenance.

Management Plan
means a plan, including statements or programs, setting out the objectives, actions, works, standards, and procedures for the care, control, maintenance and protection of land and for the activities for which the land is used.

National Capital Plan,
means the Plan prepared by the Authority under Part III of the Australian Capital Territory (Planning and Land Management) Act 1988 and includes a stage or part of that Plan.

National Land
has the meaning given by Section 27 of the Australian Capital Territory (Planning and Land Management) Act 1988.

NCDC Policy
means a policy that:

(a) relates to the planning and development of the Territory, and

(b) has been established by the NCDC under the NCDC Act;
and includes a part of such a policy.

**Parliamentary Precincts**
means the area of land specified by the *Parliamentary Precincts Act 1988*.

**Parliamentary Zone**
means the area of land specified by the *Parliament Act 1974*.

**Plan**
unless the context otherwise requires, means the National Capital Plan.

**Policy Plan**
means a plan prepared for the purposes of setting out land uses for an area, whether existing or intended, or to deal with a class or classes of land use within an area.

**Special Requirements Area**
means an area of land specified in the Plan under Section 10(2) (d) of the *Australian Capital Territory (Planning and Land Management) Act 1988*.

**Territory Land**
has the meaning given by Section 28 of the *Australian Capital Territory (Planning and Land Management) Act 1988*.

**Territory Plan**
means the plan referred to in Section 25 of the *Australian Capital Territory (Planning and Land Management) Act 1988*.

**Territory Planning Authority**
means the authority referred to in Section 25 of the *Australian Capital Territory (Planning and Land Management) Act 1988* and includes the interim authority referred to in Section 56 of the Act.

**Works**
includes:
(a) the construction, alteration, extension or demolition of buildings or structures;
(b) landscaping;
(c) tree-felling; or
(d) excavations;
but excludes anything done inside buildings or structures.
Appendix C
APPENDIX C:
NCDC Policies Revoked by
The National Capital Plan
Appendix C

National Capital Development Commission
Policies Revoked by The National Capital Plan

Section 65(1) of the Australian Capital Territory (Planning and Land Management) Act 1988 provides in part that during the transition period an NCDC policy still in effect may be revoked wholly or partly by the National Capital Plan. This Appendix schedules the Policies which are wholly or partly incorporated in the Plan and which are therefore wholly or partly revoked.

The Appendix is in three sections. Section 1 schedules Policies which are wholly revoked. Section 2 describes those revoked in part. Section 3 lists the balance of the gazetted policies.

Any gazetted National Capital Development Commission Policy which relates to land wholly or partly included within a Designated Area of the National Capital Plan, is revoked to the extent that it so relates, whether or not it is scheduled below.

1. Policies Revoked Wholly

1.1 Act Areas Of Special National Concern

Areas of Special National Concern have been redefined as Designated Areas of the National Capital Plan or, in the case of part of Civic and land flanking Main Avenues and Approach Routes, as areas subject to Special Requirements. The Designated Areas are not identical with the previous Areas of Special National Concern, (for example the airport was not previously an Area of Special National Concern but it is included in a Designated Area. Civic Centre on the other hand was an AOSNC but is not generally within a Designated Area), but in other respects there is a marked similarity. The gazetted policy is now redundant.

1.2 Murrumbidgee River Corridor Policy Plan

The Policies contained in the Policy Plan are incorporated as Special Requirements of the National Capital Plan for the Murrumbidgee River Corridor.

1.3 Namadgi Policy Plan (Ap 3413)

The Policies contained in the Policy plan are incorporated as Special Requirements of the National Capital Plan for Namadgi National Park.

1.4 The Following Policy Plans Which Wholly Relate To Land Included Within Designated Areas Of The Plan:

Revocation of Policies for land within Designated Areas is a consequence of the statutory provision that the Territory Plan will not include land which is in a Designated Area. The intent of the gazetted Policies which relate to land within the Designated Areas has generally been carried forward in the draft National Capital Plan either in the General Policies of the Plan or as Detailed Conditions of Planning, Design and Development.
Central National Area:

- ACTON: Section 2 – Turner CSIRO [AP 182]
- ACTON: Black Mountain Peninsula [AP 2127]
- ACTON: Section 33 (Part) [AP 3699]
- ACTON: Section 34 & 71 (Part) [AP 3805]
- ACTON: Section 71 Block 1,2 Section 72 Block 1 [AP 810]
- B2140–6030 (Parts of Campbell and Pialligo) [AP2423]
- BARTON: Section 9 [AP 1050]
- BARTON: Section 9 Block 5 and Section 16 Block 1 [AP 4299]
- BARTON: Section 22 [AP 1078]
- BARTON: Section 12 Block 4 [AP 1729]
- BARTON: Section 9 Block 2 (Part) [AP 1756]
- BARTON: Section 6 (Part) [AP 2885]
- BARTON: Section 6 Block 13 [AP 4128]
- BARTON: Section 10 (Part) [AP 4016]
- BARTON: Section 10 (Part) [AP 4021]
- BARTON CLOSURE PART BROUGHTON STREET [AP 537]

- CAMPBELL: ADFA SITE [AP 154]
- CAMPBELL: EASTERN PARKWAY [AP 4103]
- CAMPBELL: Section 66 Block 1 [AP 3881]
- CAMPBELL: Section 119 (Part) [AP 4058]
- CAMPBELL: MAJURA ADFA SITE [AP 751]
- CAMPBELL: ADFA 132kV [AP 197] – (Partly within Inner Hills)
- CAMPBELL: Section 19 (Part) [AP 4127]
- CCD Block 447 ROYAL CANBERRA GOLF CLUB [AP 1002]
- CITY: Section 37 (Part), PARKES: Section 3 (Part) [AP 2661]
- CITY: Sections 10 & 37 (Parts) [AP 3930]

- DEAKIN: Section 67 Policy Plan Development Plan.
- JERRABOMBERRA WETLANDS Policy Plan Implementation Plan
- LAKE BURLEY GRIFFIN CANBERRA Policy Plan
- MAJURA DISTRICT ADFA FIELDS STAGE 2 [AP 2254]
- MAJURA: Block 113 CANBERRA AIRPORT [AP759]
- MAJURA DIST: ADFA PLAYING FIELDS ST.1 [AP 863]
- MUSEUM OF AUSTRALIA CC. Blocks 1296–1300, 1325, 1355–6 [AP 2593]
- PARKES COMMONWEALTH PARK CYCLEWAY [AP 1079]
- PARKES KINGS PARK BARTON GREVILLEA PARK [AP 2347]
- PARKES: Section 3 (Part) [AP 313]
- PARKES: Section 34 (Part) [AP 3728]
- PARKES: NORTHSIDE PARL TRIANGLE CYCLEWAY [AP 484]
- RUSSELL CAR PARKING [AP 1170]
- RUSSELL: Section 83 (Part) [AP 5571]
- YARRALUMLA YARRAMUNDI REACH CYCLE WAY [AP 1095]
- YARRALUMLA CCD Block 447 ROYAL CANBERRA GOLF CLUB [AP 1101]
- YARRALUMLA: Section 99 [AP 1639]
- YARRALUMLA ROYAL CANBERRA GOLF COURSE [AP 186]
- YARRALUMLA: Section 85 Block 1 [AP 2058]
- YARRALUMLA: Part Section 42 [AP 2235]
- YARRALUMLA: Section 99 (Parts) [APs 2708, 2891 & 3038]
- YARRALUMLA: Section 40 (Parts) [APs 3143 & 3435]
- YARRALUMLA: Sections 40 & 41 (Parts) [AP 4361]
- YARRALUMLA: Section 83 (Part) [AP 3734]
- YARRALUMLA: Section 111 (Part) [AP 3838]
- YARRALUMLA: Section 43 (Part) [AP 4033]
- YARRALUMLA LOTUS BAY CYCLEWAY [AP 420]
- YARRALUMLA: Section 4 Block 1 [AP 684]

Main Avenues and Approach Routes
- BRADDON: Section 53 AINSLIE AVENUE WIDENING [AP 917]
• FYSHWICK: EASTERN PARKWAY [AP 4101]
• GRIFFITH MANUKA CIRCLE RECONSTRUCTION [AP 344]
• GUNGAHLIN/MAJURA DISTR-FEDERAL HIGHWAY [AP 2192]
• THEODORE: MONARO HWY DEVIATION [AP 721]
• THEODORE MONARO HWY [AP 823]
• TUGGERANONG MONARO HIGHWAY RECONSTRUCTION [AP 2193]
• TUGGERANONG 1 MONARO HIGHWAY [AP 2269]
• TUGGERANONG 2 MONARO HIGHWAY [AP 2270]
• TUGGERANONG 3 MONARO HIGHWAY [AP 2271]

Inner Hills
• BELCONNEN: Block 188 CORK PLANTATION [AP 312]
• BELCONNEN: BINDUBI ST – CASWELL DR CYCLEWAY [APs 393 & 466]
• CHIFLEY: KAMBAH CYCLEWAY & MT TAYLOR ROAD [AP 400]
• ISAACS: Section 593 (Part) [AP 3702]
• ISAACS: Section 595 (Part) JERRABOMBERRA DISTRICT BLOCK 2014 [AP 3769]
• ISAACS: Section 594 (Part) [AP 3852]
• JERRABOMBERRA–O’MALLEY–SYMONSTON MUGGA QUARRY [AP 1109]
• JERRABOMBERRA Block 229 BMG QUARRY [AP 1035]
• LYONS: Section 63 [AP 1404]
• MAJURA: Block 406 [AP 4056]
• NORTH CANBERRA: 132kV CITY EAST KINGSTON [AP 2153]
• TUGGERANONG BLOCK 1168 Part DTLG DEPOT [AP 722]
• TUGGERANONG Part Block 1168 [AP 928]

2. Policies Revoked In Part

2.1 Metropolitan Canberra Policy Plan Development Plan July 1984 (Ap 2585)
General Policies of the Plan define urban areas and other major land uses on a pattern very similar to the MPP. The MPP is therefore revoked in respect of its broad policies of land use. The MPP is also revoked to the extent that it makes policy statements about the Parliamentary Zone, Diplomatic Missions and the Airport, all of which are within Designated Areas. Finally, the MPP is superseded by the National Capital Plan with respect to policies relating to the National Capital Open Space System, and is further revoked to that extent.
2.2 Design And Siting Policies 1973
Amendments Incorporated to 4 June 1984

- Part I – Areas of Special National Concern is made redundant by the provisions of the Plan relating to Designated Areas.
- The extent of coverage of the Policies is reduced to exclude the Designated Areas of the Plan.

2.3 The Following Policy Plans Which Partly Relate To Land Included Within Designated Areas Of The Plan:

**Central National Area**

- **ACT WATER POLICY PLAN [AP 4161]**
  Revoked only in respect of Water Use Designations for Lake Burley Griffin.
- **B2120–6030 (Parts of Reid and Campbell) [AP 2742]**
  Revoked in relation to Anzac Park (Reid Section 41 & Part Section 39 and Campbell Section 1 & Part Section 60); Campbell Section 5; Campbell Section 39 (War Memorial).
- **CIVIC CENTRE CANBERRA POLICY PLAN**
  The Civic Centre Canberra Policy Plan January 1989 is revoked on so far as it relates to CITY Sections 7, 8, 10, 18, 19, 24, 34, 37, 62 and 63.
- **INNER CANBERRA (AP 167)**
  INNER CANBERRA UNCOMMITTED LAND (AP 261)
  These Policy Plans together set out land use policies covering the District of Canberra Central. Both Policy Plans set out policies for lands included within the Central National and Inner Hills Designated Areas of the Plan and to the extent that they do this they are revoked. The policies for the land affected are carried forward into the Designated Areas either as General Policies or as Detailed Conditions of Planning, Design and Development.
- **MAJURA: Part Blocks 64, 105 & 113 [AP 731]**
  The Policy Plan is revoked to the extent that it relates to land within the Designated Area of Canberra Airport.
- **O’MALLEY NORTH WEST: Sections 4–7, 15, 16, 46 and Part Sections 8, 11, 14 & 34 Policy Plan [AP 4177]; O’MALLEY: VARIOUS SECTIONS [AP 2736]; O’MALLEY [AP 59]**
  Sections 4 & 5 O’Malley are included within the Designated Area (as Diplomatic Land) and to that extent the Policy Plans are revoked.
- **YARRALUMLA Policy Plan (Reprinted July 1987) [AP 172]**
  The greater part of the Policy Plan relates to land within the Central national Area and to that extent the Policy Plan is revoked.

**Inner Hills**

- **B2060–5910 (Parts of Kambah and Wanniassa) [AP 3085]**
The Policy Plan shows the Land Use for land within the Designated Area, to the north of Sulwood Drive (part of an electrical zone substation and part of the open space between Kambah and Woden), and to that extent is revoked.

- **B2080–6060 (Parts of O’Connor, Turner and Bruce) [AP 2420]**
  
  Revoked in respect of a Reservoir site being Bruce Section 29 Block 3 and O’Connor Section 98 Block 2.

- **B2080–5970 (Parts of Garran and Hughes) [AP 3075]**
  
  Revoked in respect of the land shown as open space on Red Hill and in relation to the undeveloped land on the north side of the Brereton Street cul-de-sac.

- **B2120–6045 (Parts of Ainslie) [AP 2422]**
  
  Revoked to the extent that it shows land use policies for land on Mt Ainslie.

- **B2120–6030 (Parts of Reid and Campbell) [AP 2742]**
  
  Revoked to the extent that it shows land use policies for land on Mt Ainslie to the East of Monash Drive alignment and North of Fairbairn Avenue.

- **B2140–6060 (Parts of Hackett) [AP 2351]**
  
  Revoked to the extent that it shows land use policies for land on Mt Ainslie to the East of Monash Drive.

- **B2140–6075 (Parts of Hackett) [AP 2345]**
  
  Revoked to the extent that it shows land use policies for land to the East of Monash Drive & Watson.

- **BRUCE EAST [AP 3278]**
  
  Revoked to the extent that it shows roads and open space on the O’Connor ridge.

- **CHAPMAN [AP 64]**
  
  Revoked in respect of Section 53 Block 1 – part of the hill area shown in the Policy Plan as a development site.

- **COOK CYCLEWAY [AP 395]**
  
  Revoked in respect of that part of the cycleway shown outside the Division of Cook.

- **FISHER–WARAMANGA–CHIFLEY–LYONS CYCLEWAY [AP 825]**
  
  Revoked in respect to that part to the east of the Tuggeranong Parkway.

- **GUNGAHLIN: Policy Plan Implementation Plan [AP 4172]**
  
  Revoked in respect of part of the National Capital Open Space area and part of the Administrative and Utility Services area adjoining Residential Area B.

- **MACARTHRUR: Section 391 and Part Sections 344, 394 & 398 Policy Plan Development Plan [AP 2278]**
Revoked in respect of Part Section 344 being Open Space now included within the Inner Hills Designated Area.

- NORTH CANBERRA: 132kV [AP 1907]
  Revoked in respect of the part to the east of Monash Drive.

- RED HILL: Section 51 [AP 252]
  Revoked in respect of part shown as “Land Use to be Determined”.

- STROMLO CANBERRA–ROYALLA 330kV LINE [APs 333 & 334]
  Revoked in respect of those parts of the transmission line alignment included within the Inner Hills Designated Area.
Balance of NCDC Policies Gazetted at January 1989

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<th>Title</th>
<th>Date of Publication</th>
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<td>WESTON</td>
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<td>WESTON CREEK GROUP CENTRE</td>
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<td>WESTON: Section 22 Block 1 SCOUT HALL</td>
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<td>169</td>
<td>WODEN WESTON CREEK</td>
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<td>YARRALUMLA BRICKWORKS South Canberra Policy Plan</td>
<td>OCT-88</td>
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<td>3704</td>
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<td>689</td>
<td>YARRALUMLA: Section 102 Block 4, 5</td>
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<td>YARRALUMLA: Section 102 BRICKWORKS AREA</td>
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<td>4119</td>
<td>YARRALUMLA: Section 102 (Part)</td>
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Appendix D
APPENDIX D:
Declared National Land
Declared National Land

Note: Declared National Land not shown – Block 62 & 78 Kowen and Block 548 Majura
APPENDIX E:
Water Quality Policies
Appendix E

Water Quality Policies


Water Use Designations

Summary of ACT Water Use Categories

<table>
<thead>
<tr>
<th>Designation</th>
<th>Description</th>
<th>Water Use Uses</th>
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<tbody>
<tr>
<td>DOM/1A</td>
<td>Domestic Water Supply</td>
<td>Disinfection only, Regulatory Storage</td>
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<td>DOM/1B</td>
<td>Disinfection only, Terminal Storage</td>
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</tr>
<tr>
<td>DOM/2</td>
<td>Partial treatment</td>
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<tr>
<td>DOM/3</td>
<td>Full Treatment</td>
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</tr>
<tr>
<td>IRRIG</td>
<td>Irrigation Water Supply</td>
<td></td>
</tr>
<tr>
<td>STOCK</td>
<td>Stock Water Supply</td>
<td></td>
</tr>
<tr>
<td>SWIM</td>
<td>Primary Contact Recreation</td>
<td>Swimming and sailboarding</td>
</tr>
<tr>
<td>SKI</td>
<td>Primary Contact Recreation</td>
<td>Water Skiing</td>
</tr>
<tr>
<td>BOAT</td>
<td>Secondary Contact Recreation</td>
<td>Boating</td>
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<tr>
<td>VIEW</td>
<td>Passive Recreation</td>
<td>Viewing</td>
</tr>
<tr>
<td>AQUAHAB</td>
<td>Significant Aquatic Habitat</td>
<td></td>
</tr>
<tr>
<td>MIGR</td>
<td>Regionally Significant Movement Route</td>
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<tr>
<td>FISH</td>
<td>Waters which are managed as a fishery</td>
<td></td>
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<tr>
<td>DISCH</td>
<td>Discharge Zone for Municipal and Industrial Wastes</td>
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<tr>
<td>DRAIN</td>
<td>Discharge Zone for Urban Stormwater Drainage</td>
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<tr>
<td>SAND</td>
<td>Sand extraction area</td>
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Designation of Water Uses

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<thead>
<tr>
<th>Catchment</th>
<th>Description</th>
<th>Use Designation</th>
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<tbody>
<tr>
<td>Murrumbidgee River Corridor</td>
<td>Angle Crossing to Molonglo River</td>
<td>DOM/3, IRRIG, STOCK, SWIM, BOAT, VIEW, AQUAHAB, MIGR, SAND, FISH, DRAIN</td>
</tr>
<tr>
<td></td>
<td>Molonglo River to ACT Border</td>
<td>STOCK, BOAT, VIEW, AQUAHAB, MIGR, FISH, DISCH, DRAIN, SAND, IRRIG</td>
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</table>
### Water Quality Objectives

Water Quality Objectives for Lakes and Streams of the ACT

<table>
<thead>
<tr>
<th>Water Quality Characteristics</th>
<th>Designated Water Uses</th>
<th>IRRIG &amp; STOCK</th>
<th>SWIM &amp; SKI</th>
<th>BOAT</th>
<th>VIEW</th>
<th>AQUAHAB MIGR FISH</th>
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</thead>
<tbody>
<tr>
<td><strong>DOM/1</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>DOM/3</strong></td>
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#### Physical

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<thead>
<tr>
<th>Colour (hazen units)</th>
<th>&lt;15</th>
<th>&lt;50</th>
<th>no increase</th>
<th>no increase</th>
<th>no increase</th>
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</thead>
<tbody>
<tr>
<td>Floating debris or scum</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>pH</td>
<td>7.0–8.5</td>
<td>6.5–9.2</td>
<td>unobjectionable</td>
<td>unobjectionable</td>
<td></td>
</tr>
<tr>
<td>Taste &amp; Odour</td>
<td>unobjectionable</td>
<td>unobjectionable</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Temperature (°C)</td>
<td>20–30</td>
<td>&lt;5 change</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Turbidity (NTU)</td>
<td>&lt;5</td>
<td>&lt;50</td>
<td>&lt;100</td>
<td>&lt;100</td>
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#### Chemical (mg L⁻¹)

<table>
<thead>
<tr>
<th>Alkalinity (CaCo3)</th>
<th>&lt;500</th>
<th>&lt;500</th>
<th>&gt;35</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ammonia</td>
<td>&lt;0.10</td>
<td>&lt;0.05</td>
<td>&lt;0.05</td>
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<tr>
<td>Water Quality Characteristics</td>
<td>Designated Water Uses (Raw) Quality</td>
<td>IRRIG &amp; STOCK</td>
<td>SWIM &amp; SKI</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-------------------------------------</td>
<td>--------------</td>
<td>-----------</td>
</tr>
<tr>
<td></td>
<td>DOM/1</td>
<td>DOM/3</td>
<td></td>
</tr>
<tr>
<td>Calcium</td>
<td>&lt;75</td>
<td>&lt;75</td>
<td></td>
</tr>
<tr>
<td>Chloride</td>
<td>&lt;200</td>
<td>&lt;200</td>
<td></td>
</tr>
<tr>
<td>Copper</td>
<td>&lt;0.05</td>
<td>&lt;0.05</td>
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<tr>
<td>Detergent (MBAS)</td>
<td>&lt;0.2</td>
<td>&lt;0.2</td>
<td>&lt;0.2</td>
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<tr>
<td>Dissolved Oxygen</td>
<td>&gt;5</td>
<td>&gt;5</td>
<td>&gt;7</td>
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<tr>
<td>Fluoride</td>
<td>&lt;1.5</td>
<td>&lt;1.5</td>
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<tr>
<td>Hardness (CaCo3)</td>
<td>&lt;100</td>
<td>&lt;100</td>
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<tr>
<td>Heavy Metals</td>
<td>#</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Iron</td>
<td>&lt;0.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Magnesium</td>
<td>&lt;50</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manganese</td>
<td>&lt;0.05</td>
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<td></td>
</tr>
<tr>
<td>Nitrate and nitrite</td>
<td>&lt;10</td>
<td>&lt;90</td>
<td></td>
</tr>
<tr>
<td>Pesticides</td>
<td>#</td>
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<td></td>
</tr>
<tr>
<td>Phosphorous (total)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Lakes</td>
<td>&lt;0.015</td>
<td>&lt;0.025</td>
<td>&lt;0.015</td>
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<tr>
<td>– Streams</td>
<td>&lt;0.015</td>
<td>&lt;0.1</td>
<td>&lt;0.05</td>
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<tr>
<td>Salinity (TSS)</td>
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</tr>
<tr>
<td>Sulphate</td>
<td>&lt;200</td>
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<td>Suspended solids</td>
<td>&lt;80</td>
<td>&lt;80</td>
<td>&lt;80</td>
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<tr>
<td>Zinc</td>
<td>&lt;5</td>
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<tr>
<td><strong>Biological</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Algae nuisance</td>
<td>nuisance free</td>
<td>nuisance free</td>
<td>free of toxic algae</td>
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<tr>
<td>Water Quality Characteristics</td>
<td>Designated Water Uses (Raw) Quality</td>
<td>IRRIG &amp; STOCK</td>
<td>SWIM &amp; SKI</td>
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<tr>
<td>------------------------------</td>
<td>------------------------------------</td>
<td>---------------</td>
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</tr>
<tr>
<td></td>
<td>DOM/1</td>
<td>DOM/3</td>
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<tr>
<td>Chlorophyll-a (ug L-1)</td>
<td>&lt;0.10</td>
<td>&lt;0.10</td>
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<tr>
<td>E.coli (CFU 100ml)</td>
<td>&lt;0.10</td>
<td>&lt;100</td>
<td>&lt;1000*</td>
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</table>

Notes:

# levels not to exceed long term objectives, Desirable Quality for Drinking Water in Australia, NHRMC and AWRC

* monthly mean

** waters shall be considered suitable for drinking when:
- over a 30 day period, the log mean shall not exceed 200 / 100ml, nor shall 10 per cent of samples exceed 400 / 100ml
- a sanitary survey has proven satisfactory and the Health Commission is satisfied as to the absence of any other potential health hazard

@ levels not to exceed values in Table 1

% levels not to exceed values in Table 2

Table 1: Water Quality Objectives – Heavy Metals

<table>
<thead>
<tr>
<th>Heavy Metal</th>
<th>Objective (mg L-1)</th>
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<tbody>
<tr>
<td>Arsenic</td>
<td>0.05</td>
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<td>Cadmium</td>
<td>0.004</td>
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### Table 2: Water Quality Objectives – Pesticides

<table>
<thead>
<tr>
<th>Pesticide</th>
<th>Objective (ug L-1)</th>
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<tr>
<td><strong>Organochlorines</strong></td>
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</tr>
<tr>
<td>Aldrin</td>
<td>0.01</td>
</tr>
<tr>
<td>DDT</td>
<td>0.002</td>
</tr>
<tr>
<td>DDE</td>
<td>0.006</td>
</tr>
<tr>
<td>Dieldrin</td>
<td>0.005</td>
</tr>
<tr>
<td>Chlor dane</td>
<td>0.04</td>
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<tr>
<td>Endosuphan</td>
<td>0.003</td>
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<tr>
<td>Endrin</td>
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<tr>
<td>Heptachlor</td>
<td>0.01</td>
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<td>Lindane</td>
<td>0.02</td>
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<tr>
<td>Methoxychloride</td>
<td>0.005</td>
</tr>
<tr>
<td>Toxaphene</td>
<td>0.01</td>
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<tr>
<td><strong>Carbamates</strong></td>
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<tr>
<td>Carbaryl</td>
<td>0.02</td>
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<tr>
<td>Zectran</td>
<td>0.1</td>
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<tr>
<td><strong>Herbicides</strong></td>
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<tr>
<td>Aminotriazole</td>
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<tr>
<td>Dalapon</td>
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<td>Dicamba</td>
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<td>Dichlobenil</td>
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<tr>
<td>Dichlorone</td>
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<td>Diquat</td>
<td>0.5</td>
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<td>Diuron</td>
<td>1.6</td>
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<td>2, 4-D (BEE)</td>
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<td>Silvex (BEE)</td>
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<td>Silves (PGBE)</td>
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<td><strong>Organophosphates</strong></td>
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<td>Azinphosmethyl</td>
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<tr>
<td>Ciodrin</td>
<td>0.1</td>
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<td>Coumaphos</td>
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<td>Diazinon</td>
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<td>Dichlorvos</td>
<td>0.001</td>
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<td>Dioxathion</td>
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<td>Disulfonton</td>
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<td>Dursban</td>
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<td>Ethion</td>
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<td>EPN</td>
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<td>Fenthion</td>
<td>0.006</td>
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<tr>
<td>Malathion</td>
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<td>Oxydemeton</td>
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<td>Methyl</td>
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<td>TEPP</td>
<td>0.3</td>
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<td>Trichlorophon</td>
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<td><strong>Botanicals</strong></td>
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<tr>
<td>Allethrin</td>
<td>0.002</td>
</tr>
<tr>
<td>Pyrethrum</td>
<td>0.01</td>
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<tr>
<td>Ro tenone</td>
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<td>Other</td>
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<td><strong>Phenolic Compounds</strong></td>
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<td>Pesticide</td>
<td>Objective* (ug L-1)</td>
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<tr>
<td>Simazine</td>
<td>10.0</td>
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* Not greater than the concentration shown

### Streamflow Criteria

**Designated 10 Percentile Low and High Flow Values for Water Quality Objectives**

<table>
<thead>
<tr>
<th>Basin</th>
<th>Station</th>
<th>10 Percentile Low Flow (Cumecs)</th>
<th>10 Percentile High Flow (Cumecs)</th>
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<tbody>
<tr>
<td>Murrumbidgee</td>
<td>Lobbs Hole</td>
<td>0.33</td>
<td>24.5</td>
</tr>
<tr>
<td></td>
<td>Mt McDonald</td>
<td>0.01</td>
<td>45.3</td>
</tr>
<tr>
<td>Cotter</td>
<td>Kiosk</td>
<td>0.09</td>
<td>11.2</td>
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<tr>
<td>Paddys</td>
<td>Riverlea</td>
<td>0.11</td>
<td>2.4</td>
</tr>
<tr>
<td>Gudgenby</td>
<td>Tennant</td>
<td>0.13</td>
<td>4.4</td>
</tr>
<tr>
<td>Molonglo</td>
<td>Burbong</td>
<td>0.003</td>
<td>2.0</td>
</tr>
<tr>
<td></td>
<td>Oaks Estate</td>
<td>0.13</td>
<td>7.9</td>
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<tr>
<td></td>
<td>Below Scrivener Dam</td>
<td>0.05</td>
<td>10.1</td>
</tr>
<tr>
<td></td>
<td>Below Coppins Crossing</td>
<td>0.05</td>
<td>8.2</td>
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<tr>
<td>Jerrabomberra</td>
<td>Four Mile Creek</td>
<td>0.000</td>
<td>0.2</td>
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<td>Narrabundah</td>
<td>0.001</td>
<td>0.4</td>
</tr>
<tr>
<td>Ginninderra</td>
<td>Above Barton Highway</td>
<td>0.000</td>
<td>0.2</td>
</tr>
<tr>
<td></td>
<td>Below dam</td>
<td>0.002</td>
<td>0.5</td>
</tr>
<tr>
<td></td>
<td>Charnwood Crossing</td>
<td>0.02</td>
<td>0.7</td>
</tr>
<tr>
<td>Tuggeranong</td>
<td>Below dam</td>
<td>0.03</td>
<td>0.5</td>
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</tbody>
</table>

### Designated Stream Flow Diversions

<table>
<thead>
<tr>
<th>Basin</th>
<th>Designated Diversion (GL per annum)</th>
<th>Purpose of Diversion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cotter</td>
<td>67</td>
<td>Water supply</td>
</tr>
<tr>
<td>Queanbeyan</td>
<td>40</td>
<td>Water supply and riparian use</td>
</tr>
<tr>
<td>Molonglo</td>
<td>1</td>
<td>Irrigation</td>
</tr>
<tr>
<td>Ginninderra</td>
<td>0.3</td>
<td>Irrigation</td>
</tr>
</tbody>
</table>
Appendix F
APPENDIX F:
Requirements for Murrumbidgee and Molonglo River Corridors.
Appendix F
Requirements for Murrumbidgee River Corridor

Background
The Murrumbidgee River Corridor Policy Plan (Figure 1) is a statement of the National Capital Planning Authority’s proposals for future land and water use in the river corridor.

The Murrumbidgee River Corridor system comprises interrelated values, land and water uses, and streamflow and water quality characteristics.

The river corridor includes a continuous terrestrial and aquatic ecosystem, a migratory route for fish and birds, a recreational resource, a source of water for domestic stock and irrigation purposes, a source of sand and gravel, and a drainage system for the transfer of rural and urban run-off and wastewater discharges through the ACT. Each of these components has implications for the use and management of the river, its banks, riverine ecosystems and corridor land uses.

The ability of the river to sustain a particular water use depends on the nature of river uses upstream and the quality of catchment run-off. Consequently, any change in land and water use on one part of the river may impact on downstream users. Conversely, the determination of water uses at any point has implications for all river and land uses upstream. Thus any policies for the river must be considered in conjunction with the land uses for adjacent areas and for areas upstream and downstream.

Because of the finite nature of the resource, a unified approach must be taken in planning, development and management of the river system and the complex land and water relationships need to be fully recognised. The policies set out below respond to these demands. This is addressed below.

The Policy Plan consists of General and Specific Policies:

General Policies – are broadly based and define the National Capital Planning Authority’s key objective and the primary values for the river corridor as a whole which are reflected in the Policy Plan.

Specific Policies – relate to the particular components, locations and issues within the river corridor and are presented as a series of policy statements referring directly to areas defined on the Policy Plan. These areas have been identified on the basis of their existing characteristics and the predominant future use considered to be suitable in the context of the General Policies.

Following more detailed evaluation and assessment of future recreational pressures more detailed proposals will be prepared for the different parts of the river corridor.

General Policies

Preamble
The Murrumbidgee River Corridor is an important element in the Canberra landscape and provides a diverse ecological, scenic, cultural and recreational resource. Conservation of the natural and cultural values is the primary goal in a system in which recreation is the key use.
The river is increasingly being used by both residents and visitors for a variety of recreation activities, particularly sightseeing, swimming, picnicking, nature study, fishing, canoeing and walking. It is essential that appropriate levels of recreation be planned for and managed in a manner which allows achievement of the primary goal.

The finite and often sensitive nature of the resource requires that its planning, development and management have a unified approach and fully recognise the limitations that must be applied, if essential environmental, cultural, landscape and recreational qualities are to be maintained.

The ACT Government is responsible for management of the corridor. The provisions of a Management Plan are to be prepared in the context of the Policy Plan.

Policies

1. **Key Objective**
   To conserve the essential landscape and environmental character of the river and its natural and cultural values and to provide a balanced range of river and off-river recreation and other uses in a manner that reinforces and protects the river corridor as a unified system.

2. **Streamflow and Water Quality**
   To maintain the streamflow, and to protect the water quality of the river from any adverse external influences, and ensure compatibility between land uses, water uses and the natural character of the river.

3. **Nature Conservation**
   To protect the ecological resources of the river and river corridor, preserving natural areas in a relatively undisturbed state, maintaining a diversity of habitats, protecting significant natural sites and native plants and animals, and sustaining the ecological integrity and continuity of the river system for migrating fish and other wildlife populations.

4. **Landscape**
   To maintain and enhance the scenic and landscape character of the corridor and associated areas, preserving that which is valuable and enhancing unsatisfactory areas; and to ensure that any development is unobtrusive and compatible with its surroundings and the intrinsic landscape qualities of the river corridor.

5. **Cultural Heritage**
   To protect and conserve the cultural heritage resources, including their landscape context.

6. **Recreation**
   To provide opportunities for a balanced range of recreational activities appropriate to the characteristics of the river and adjacent land and in the context of the provision of recreation in the ACT.

7. **Transport and Access**
   To provide for public access to the river corridor for Canberra residents and tourists in a manner compatible with the other planning policies, and which recognises the need for choice and diversity for the different sections of the community. Make provision for a system of walking and interpretation trails within the river corridor.
The boundary of the Murrumbidgee River Corridor as included in the Register of National Estate on 25 March 1986.
Figure 1 Murrumbidgee River Corridor Policy Plan
Figure 1 Murrumbidgee River Corridor Policy Plan

- The boundary of the Murrumbidgee River Corridor as included in the Register of National Estate on 25 March 1986.
8. Education, Scientific Study and Research
   To provide opportunities for appropriate environmental education, interpretation, research and Scientific programmes; these should also enrich and broaden the recreational experience.

9. Timber Production
   To use and manage the existing softwood plantations of the river corridor for continuing commercial timber production.

Specific Policies
The river corridor was included on the Register of the National Estate (March 1986) and the Lanyon area was declared a Landscape Conservation Reserve under the *Nature Conservation Act 1980* (December 1985). Additional studies have identified a number of river gorge areas with high nature conservation values and these are proposed to be reserved under the latter Act.

Gazettal of Nature Reserves is a management matter and the issue is covered under specific policies relating to Nature Conservation Core Areas, Special Rural Landscape Areas and Vegetation Restoration. Details of areas proposed for gazettal are given in the section Areas to be Gazetted Nature Reserves under the *Nature Conservation Act 1980* which should be read in conjunction with the policy statements referred to above. The boundaries of these Reserves have been agreed to by former National Capital Development Commission (NCDC) and the former ACT Administration.

Specific policies relate to particular locations and significant issues and indicate not only land use and water use intentions, but also performance criteria reflecting the overriding concern for conservation of natural and cultural values of the river corridor.

Murrumbidgee River

Preamble
The Murrumbidgee river provides the key tangible link throughout the area covered by the Policy Plan. The entire river is ecologically important for the conservation of habitat (aquatic and terrestrial) and fauna (particularly native fish).

In addition the river provides the high quality resource which is the basis for appropriate recreational activities.

Between the Gudgenby confluence and Point Hut Crossing, including Tharwa Village, the river is used for domestic water supply and discharge of wastewater.

Since the river relates closely to its surroundings, policies for the river itself must be considered in conjunction with the adjacent land.

Policies
1. The existing aquatic and related terrestrial ecological values of the river (particularly routes for the migration of fish, birds and other organisms) to be conserved, protected and, where applicable, used for public appreciation and education.
2. Land uses and management practices in areas adjoining the river to be controlled to limit domestic and other discharges to levels which maintain the pattern of river flow and water quality in consistency with the protection of designated water uses.

3. Developments and management practices adjacent to the river channel and within the flood plain to be controlled to ensure stability of the channel, river banks and flood plain and to control flooding.

4. Previously disturbed areas and eroded river banks and flood plains to be stabilised and regenerated, and usage and access to be controlled to levels consistent with maintaining bank and channel stability, ecological landscape quality, and sites of significance.

5. Extraction of sand and gravel to be considered periodically in reaches where it is deposited, in order to maintain stream channel and flood plain stability, to protect aquatic habitats and recreation areas and to control flooding. Extraction to be undertaken in a manner consistent with protection of designated downstream land and water uses and in accordance with the Commonwealth’s Environment Protection (Impact of Proposals) Act 1974 and with an agreed management and restoration plan.

6. A monitoring programme to be implemented to ensure that use of the river corridor has no adverse effects and water quality objectives are achieved.

7. The key designated water uses of the river are aquatic habitat and fish migratory route. The tables later in this Policy Plan give an understanding of the term ‘designated water use’ and for the other designated uses and their associated water quality objectives.

Nature Conservation Core Areas (Including Gorge Areas in the River Corridor)

Preamble

The entire river corridor functions as a continuous ecological system and is therefore important in terms of nature conservation. However, in and around the river gorges there are specific areas of relatively undisturbed native vegetation that are environmentally significant and of high scenic quality, where the primary purpose is nature conservation and public appreciation of native flora and fauna in their natural environment.

These nature conservation core areas will be included in Nature Reserves declared under the Nature Conservation Act 1980. Additional areas requiring vegetation restoration or which provide secure management boundaries will also be included as buffer areas. These will require further detailed work leading to implementation actions and management appropriate to each sub-zone. Although designated for nature conservation, the gorge areas and other associated parts of the river lend themselves to low intensity recreation that requires a natural setting.

Policies

1. The river corridor to be managed with the aim of preserving and protecting existing natural areas, protecting the routes for migrating fish, birds and other organisms, regenerating previously disturbed areas and controlling use and access so as to restrict environmental damage to a level which does not detract significantly from the values of the area.
2. The river gorge areas – downstream of Guises Creek, Red Rocks, Bullen Range, downstream of Casuarina Sands and on the northern ACT Border – to be retained as nature conservation core areas and together with some adjacent buffer areas to be included in Reserves declared under the Nature Conservation Act 1980. Any development to be kept to the minimum level required for public appreciation and, wherever practicable, to be confined to the perimeter of the reserved area.

Within nature conservation core areas only low-intensity recreational uses such as walking, fishing and nature appreciation to be allowed. Vehicular access, trail bikes, equestrian activities and grazing of domestic stock, sand mining and abstraction of water to be excluded.

4. Areas adjoining the river to be managed to avoid adverse effect on the river’s nature conservation values. This may involve restricted access, control of grazing and restrictions on the use of fertiliser, pesticides, pasture improvement, irrigation, etc.

5. The key water use to apply in nature conservation core areas is preservation of aquatic habitat. Other designated uses and their associated water quality objectives are detailed in the tables.

Recreation Areas

Preamble

Recreation is the key land use in the Murrumbidgee River Corridor in which conservation of natural and cultural values is the primary goal. People differ in their preferences for recreation areas. Some seek out quiet places where there is minimal development, while others prefer areas more intensively developed where there are crowds and ‘more things to do’. Planning should aim to provide for this diversity within the constraints of the existing natural and cultural values of the River Corridor. Planning should also aim at maintaining and reinforcing the established pattern of recreational nodes and linkages.

The extent of development should be related to the ability of an area to absorb recreational development without detriment to its landscape/environmental quality. This will be further explored and will lead to Implementation Plans and management appropriate to each recreation node. Some areas which have the capacity to accommodate more concentrated recreation activity could be used to remove such pressure from more sensitive areas.

Policies

1. Provision to be made for a spectrum from low to high intensity recreation nodes, located to reduce recreational growth pressures on natural and culturally sensitive areas and aquatic habitats.

2. The established pattern of recreation to be retained and promoted for appropriate riverside activities with provision for public access, water activities, picnicking, nature appreciation, scientific study, education and interpretation.

3. The intensity of development to be suited to the physical and ecological characteristics of the site, its relationship to the National Capital Open Space System and the river system as a whole and to streamflow and water quality criteria.
4. High-intensity riverside recreation nodes to be developed only in safe swimming areas where sandy beaches occur and where the terrain is suitable for associated uses, vehicular access and parking. Such nodes are already developed at Cotter, Casuarina Sands and Pine Island.

5. Public access and recreation between the Gudgenby confluence and Point Hut Crossing to complement and be compatible with the surrounding rural landscape and cultural significance of the Lanyon Landscape Conservation Reserve.

6. Public access to the river at the Lanyon Homestead area to be subject to a more detailed study.

7. Sites of cultural and natural significance to be defined and protected in accordance with policies listed under ‘Cultural Sites’ below.

8. Future developments to include measures to protect stream beds, river banks and margins and restore riverine vegetation.

9. Boating (non-powered) in the river to be permitted if consistent with the protection of aquatic habitats and constraints of existing structures and natural stream bed features.

10. Kiosks and other commercial concessions to be provided only at high intensity recreation nodes, in accordance with appropriate development and management conditions to be formulated.

11. Other high intensity multi-use recreation areas to be developed away from the river to ease the pressure on the river and natural areas.

12. The key water uses to apply in recreation zones are preservation of aquatic habitat in low intensity and swimming in high intensity areas. Other designated uses and their associated water quality objectives are detailed in the tables.

Special Rural Landscape Areas (in and adjacent to the River Corridor)

Preamble

In places where the river flows through flood plains and gentle terrain, the river corridor has been highly modified for agricultural purposes. Here, it has a distinctive rural landscape which is typical of the Southern Tablelands. It is important to retain these rural landscape areas along the river corridor as representative examples of the typical Australian countryside close to the National Capital and as visible links with the ACT’s rural past.

On the alluvial flood plains (Lanyon Landscape Conservation Reserve) agricultural farmland extends to the river, with introduced willows and poplars growing along the banks. In other places, open grassland contrasts with areas of savannah woodlands, where the tree spacing gives the area a parklike appearance (west bank).

The sub-zones of this area require further detailed work which may lead to implementation actions and management appropriate to each sub-zone.

Policies

1. Representative examples of the rural landscape, typical of ACT’s rural past to be retained and protected, particularly in the Lanyon, Lambriigg, Bulgar Creek, New Station Creek and McQuoid Creek areas.
2. The Lanyon Landscape Conservation Reserve to be protected under the Nature Conservation Act 1980 pending the availability of more appropriate cultural heritage legislation.

3. Agriculture and General Farming to be retained along the river corridor, to ensure a variety of landscape patterns ranging from open grassland through to dense forest, or because of ecological/management difficulties involved in revegetation of the land.

4. Agriculture and General Farming will be set back from the river banks for public access, stabilisation of the banks and the restoration of the riverine vegetation removed by past agricultural practices and sand mining.

5. Such activities as intensive poultry farming, feed lotting of cattle or the running of goats, deer or other exotic animals, commercial horse studs or racehorse training stables not to be permitted.

6. Removal of trees and natural vegetation in these rural landscape areas to be controlled and tree regeneration to be encouraged, to retain the open savannah woodland character.

7. Stocking rates to be controlled, and other management conditions to be specified if necessary to reduce faecal contamination, nutrient, fertiliser and pesticide inputs and to promote soil conservation in and immediately adjacent to the river corridor.

8. Walking access to the Murrumbidgee River from urban areas to be located and managed to minimise the effects on rural activities.

9. Appropriate River Corridor uses may be permitted, provided they are compatible with the rural landscape character.

10. Designated water uses and associated water quality objectives applicable to the above policies are summarised in the tables.
Pine Plantations

Preamble
As well as affording timber for commercial extraction, the pine plantations serve an important landscape function and offer great potential for recreation. Pine forests, if carefully sited and developed, can add interest to the landscape by emphasising the shape of the land form and adding colour and variety to the general scene. No further pine plantations, however, are proposed within the river corridor.

Policies
1. Pine plantations to be retained as multi-purpose areas for forestry production and recreation and to provide landscape interest and contrast.
2. Tree felling to be managed to minimise the visual effect on the landscape and to increase visual diversity by breaking up large areas of uniform single-age trees.
3. A permanent landscape edge to be maintained along the plantation boundaries of high visibility and along public roads.
4. Native woodland areas to be retained, particularly along plantation edges, public roads and upstream valleys and on the steep slopes to the river.
5. Forestry operations to be compatible with the streamflow and water objectives for the adjoining section of the river. Water uses and objectives are summarised in the tables.

Special Development Areas

Preamble
It is expected that there will be a continuing demand for special development areas for commercial and community/recreation/tourist activities including tourist accommodation, camping, rural conference centres and farm holidays and for national capital purposes. Special Development Areas, in which these uses could occur, are designated within the river corridor.

Management Plans will be progressively prepared for these areas leading to development actions and other measures appropriate to each site. In particular development control will be exercised to ensure that materials and design of the development are in sympathy with site characteristics.

Policies
1. Existing sites within special development areas to be retained and measures taken to minimise their impact on the landscape and environmental character, streamflow and water quality.
2. Special development areas to be used for commercial and community/recreation/tourist activities directly related to the use of the river.
3. Special development areas may need to be identified for service corridors essential for the National Capital. Any such proposals would be subject to assessment under the Environment Protection (Impact of Proposals) Act 1974.
4. Planning for the Tuggeranong Town Centre and residential areas fronting the river corridor to recognise their possible effects on the river and take steps to protect the total environment and designated uses in this section of the corridor.

5. Buildings and structures in these areas to be subject to careful design, siting, landscaping and management to ensure that the development does not impair conservation of the natural and cultural values of the river corridor or adversely affect adjoining areas.

6. Designated water uses and associated water quality objectives applicable to special development areas to be based on the uses detailed in the tables. Each development proposal will be examined in the context of the above policies.

Vegetation Restoration Areas

Preamble

Past land use has resulted in alterations to the landscape in many areas. The number and health of trees in the rural landscape has declined as original trees die or age and current grazing practices prevent new growth. There is a need to develop programmes to revegetate some parts of the corridor.

Rehabilitation of the landscape will also be required to provide a suitable setting for recreation sites, access trails and special developments or to extend and enhance nature conservation core areas.

Vegetation Restoration Areas therefore include areas which buffer the nature conservation core areas and some are to be incorporated into Nature Reserves declared under the *Nature Conservation Act 1980*.

Policies

1. A balance to be established and maintained between forested and partially-cleared areas to give contrast, to retain diversity in the vegetation pattern and to protect important rural and cultural landscape values.

2. Removal of trees and natural vegetation to be controlled and tree regeneration to be encouraged to retain and enhance the riverine environment. Where conditions are unsuitable for natural regeneration, provision to be made for replanting and other methods of tree establishment.

3. Tree species used for replanting to be indigenous to the locality. However, provided they can merge with and not dominate the natural landscape, introduced tree species may be used for functional and limited purposes, such as at high intensity recreation nodes and cultural heritage sites.

4. Introduced plant species to be conserved or replanted in culturally significant locations where this will help to protect the cultural values of the site.

5. Special control measures to be implemented to protect the casuarinas within the river corridor and to encourage regeneration of casuarinas and other trees and shrubs which reinforce the honeyeater migration routes in the river corridor.

6. Low intensity recreational use and/or controlled grazing and other Commonwealth uses may be permitted when revegetation is completed.
Some areas adjacent to nature conservation core areas and where vegetation restoration is required, to be included in Reserves declared under the Nature Conservation Act 1980 or managed as protective buffer zones.

Cultural Heritage Resources

Preamble
The former National Capital Development Commission (NCDC), had already carried out a survey of cultural heritage features and this concluded that many are worth protecting. Where these conclusions are supported by further assessment, every effort should be made to conserve these places to retain authentic links with Canberra’s past for research, interpretation, education and public interest. Their contextual landscape settings need to be conserved and uses arranged that will make their conservation possible.

Policies
1. Sites of cultural significance and their landscape contexts to be conserved and given an appropriate level of protection from incompatible land use or development.
2. Public access and land use compatible with site conservation to be established where appropriate. Public access might not be available to all sites.
3. Planning and management of places entered on the Register of the National Estate and other sites of cultural significance to accord with their approved conservation plans.

Natural Resources of Special Interest

Preamble
The former NCDC also carried out a survey of natural resources and concluded that many are worth protecting. These included features of special geological, geomorphological, botanical and zoological significance. Many of them are outside the areas identified as nature conservation areas. Where the conclusions of the survey are supported by further assessment, individual features need to be adequately protected to maintain a diversity of natural features for scientific and educational purposes, interpretation and public interest.

The appropriate protection status should be given to all natural resource features of special interest not otherwise protected in formally gazetted nature conservation areas.

Policies
1. Features of natural resource interest which lie outside designated nature conservation core areas to be given an appropriate level of protection from incompatible land use and development.
2. Features to be managed to afford appropriate public access and to control the effects of public use. Public access might not be made available to all sites.
3. Significant aquatic and fish habitats to be identified and protected and the continuity of the riverine tree cover to be maintained and enhanced where necessary to protect the routes taken by migratory birds.
4. Planning and management of places of natural resource interest entered on the Register of the National Estate shall be in accordance with their approved conservation plans.

Access

Preamble
Facilities for recreational and other uses have been developed at a number of locations. The established vehicular and pedestrian access routes link these locations and provide crossings of the river. An integrated system of access is needed to build upon the established framework and while providing access to other parts of the corridor, assist in the protection of sensitive natural and cultural values.

Policies
1. An integrated system of vehicular, pedestrian, cycle and equestrian access to be established to provide access to and within the river corridor and to connect to hill areas, urban areas and the metropolitan multi-purpose trail system.
2. Vehicular access to be limited to present locations or to new recreation nodes. Location of access routes is to be subject to detailed site planning and land management considerations to minimise the impact on environmentally and culturally sensitive areas and sites. Access to the river to follow in general the established east-west pattern and link to places of interest and exploit views. Linear routes for vehicle, cycle, equestrian and management use that follow the course of the river are to be avoided where possible or be confined to the outer edge of the corridor. Some trails may be a series of loops and provide for return routes to parking areas located away from the river.

Off-stream Use of River Water

Preamble
Off-stream use of river water includes water for domestic or stock supply and irrigation. The use of river water for domestic supply necessitates more stringent water quality objectives than those which apply to other uses.

Protection is based on three principles:
(a) abstraction points are subject to licensing procedures
(b) water for domestic supply is fully treated prior to consumption
(c) upstream discharges are controlled to maintain a suitable quality at the abstraction point

Policies
1. The use of river water for off-stream purposes to be permitted through a licensing system.
2. Off-stream and in-stream development activities to be limited upstream of abstraction points, consistently with sustaining a water quality suitable for use.

Water quality objectives applicable to the use of water for domestic, stock and irrigation supply are summarised in the tables.
Water Use Designations

The primary beneficial uses of water comprise those uses which are water-quality dependent, and include:

- domestic water supply (full treatment of water)
- habitat for aquatic biota
- migratory route for aquatic fauna
- fishing
- primary contact recreation (swimming)
- secondary contact recreation (boating)
- passive recreation (viewing)
- stock and irrigation water supply.

Designated Water Uses

<table>
<thead>
<tr>
<th>Designated Land Uses</th>
<th>Common to Entire River Length</th>
<th>Specific to Designated Land Uses</th>
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<tbody>
<tr>
<td>Nature Conservation</td>
<td>AQUAHAB*, MIGR, BOAT</td>
<td>VIEW, FISH</td>
</tr>
<tr>
<td>Recreation</td>
<td></td>
<td></td>
</tr>
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<td>– high intensity</td>
<td>AQUAHAB*, MIGR, BOAT</td>
<td>SWIM*, VIEW, FISH</td>
</tr>
<tr>
<td>– low intensity</td>
<td>AQUAHAB*, MIGR, BOAT</td>
<td>FISH, VIEW</td>
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<td>Special Rural Landscape</td>
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<td>DOM*, VIEW, IRRIG, STOCK</td>
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<td></td>
<td></td>
<td>STOCK, DISCH, SAND</td>
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<tr>
<td>Natural Resource Sites</td>
<td>AQUAHAB*, MIGR, BOAT</td>
<td>VIEW</td>
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* Key use with most stringent water quality objectives.

KEY:

DOM Domestic Water Supply (Full treatment)
AQUAHAB Significant Aquatic Habitat
MIGR Regionally Significant Migratory Route
FISH Fishing
SWIM Primary Contact Recreation (Swimming)
BOAT Secondary Contact Recreation (Boating)
VIEW Passive Recreation (Viewing)
IRRIG Irrigation Water Supply
STOCK Stock Water Supply
DISCH Discharge Zone for Municipal and Industrial Wastes
**DRAIN** Stream Receiving Drainage from the Urban Area

**SAND** Sand Extraction Area

**Water Quality Objectives for the Murrumbidgee River within the ACT**

<table>
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<tr>
<th>Water Quality Characteristics</th>
<th>DOM (Raw)</th>
<th>AQUAHAB FISH and MIGR</th>
<th>SWIM</th>
<th>BOAT</th>
<th>VIEW</th>
<th>IRRIG and STOCK</th>
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<td><strong>Physical</strong></td>
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<td>Floating Debris or Scum</td>
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<td>Colour hazen units</td>
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<td>AQUAHAB</td>
<td>SWIM</td>
<td>BOAT</td>
<td>VIEW</td>
<td>IRRIG and STOCK</td>
</tr>
<tr>
<td>-------------------------------</td>
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<td>100</td>
<td>200**</td>
<td>1000</td>
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</table>

**Notes**

+ The uses are ordered from most stringent water quality on the left of the table to least stringent on the right.

∞ Unless shown otherwise, each figure is the maximum acceptable.

# Levels not to exceed longterm objectives listed in *Desirable Quality for Drinking Water in Australia*, Department of Health, NHMRC and AWRC (1980).

* Monthly mean.

** Waters shall be considered suitable for swimming when:

- over a 30-day period, the log mean shall not exceed 200 / 100ml, nor shall 10% of samples exceed 400 / 100ml
- a sanitary survey has proven satisfactory and the Health Authority is satisfied as to the absence of any other potential health hazards.

The secondary beneficial uses of streams comprise those uses which are not quality dependent. They include the discharge of drainage and wastes and the extraction of sand and gravel.

Water uses which apply within the corridor are set out in the following Tables. Some water uses are common to the entire river length in the ACT while others are specific to the designated land use.

The determination of ‘designated water uses’ is undertaken on the basis of existing and planned land use and metropolitan service needs. The water quality objectives associated with each designated use are detailed in the following Tables.

As a number of water uses are in direct conflict in water quality terms, it is necessary to make an allocation of waters in favour of a particular use. The key water use is then defined as the one corresponding to the most stringent water quality objectives.

Water quality varies widely with river flows. In assessing compliance with water quality objectives, flow records are used to account for extreme events of flood and drought. The *ACT Water Pollution Act 1984* sets limits for discharges to the river in accordance with these objectives. References to certain pollutants include a flow calculation which is specified in the Act.
APPENDIX G:
Requirements for Namadgi National Park and Adjacent Areas
Appendix G
Requirements for Namadgi National Park and Adjacent Areas
(Including Namadgi National Park and adjacent areas of the Cotter and Gudgenby Catchments).

Introduction
The Policy Plan comprises General and Specific Policies. General Policies are broadly based and define the basic planning and management objectives within the area as a whole. The objectives of the Policy Plan are reflected in general policies covering key land and water use, environmental, cultural and management aspects. Specific Policies relate to the activities designated within particular parts of the planning area. They include:

• sub-catchment policies which refer to broad zones within the total catchment and relate to particular water harvesting requirements (See Figure 1); and
• area policies which refer to various geographic areas defined on the basis of suitability for certain land-use types (See Figure 2).

General Policies

Preamble
Prior to the inception of Namadgi National Park, water supply was the main recognised use of the Cotter and the intended use of the Gudgenby Catchment. The Catchment areas also provide diverse ecological, scenic and recreational resources which are increasingly being used and appreciated by both residents of and visitors to Canberra. The finite and often sensitive nature of these resources makes it essential that a unified approach be taken in planning, development and management. In particular full recognition needs to be given to the limitations on use that must be applied if the water quality, quantity, reliability and environmental qualities of the Catchments are to be maintained.

Because full water treatment is a high cost procedure in terms of both capital and operating costs, there are considerable economic and other benefits to Canberra consumers in protecting the Cotter and Gudgenby Catchments, particularly in maintaining the Catchments in a condition which allows for appropriate use of the sensitive ecological systems and continuing economical harvesting of water for Canberra’s water supply with only minimal treatment. There are trade-offs in accepting both these aims — in the form of some limitation on the level of use and access to parts of the Cotter Catchment — but it is considered that the operational and land management practices for water harvesting can be in sympathy with the use and management of the Catchment for nature conservation and certain forms of recreation. However, multiple use and management of the Cotter and Gudgenby Catchments will require the preparation of appropriate land management and operational policies.

Policy Statements
Key Objectives: To protect the resources and environmental qualities of Namadgi National Park and adjacent areas of the Cotter and Gudgenby catchments in the interests of Canberra’s water supply and
nature conservation. Plantation timber production in the north of the Policy Area, recreation and scientific study are secondary objectives.

Water Supply: To protect the Cotter and Gudgenby Catchments for Canberra’s water supply so as to maintain or improve yield in terms of quality, quantity and reliability. The quality of water supply in the Cotter Catchment to be assured primarily by controls over Catchment uses rather than by the use of additional treatment.

Nature Conservation: To protect the ecological resources of the Policy Area by conserving vegetation communities in a relatively undisturbed state, maintaining a diversity of plant and animal habitats and assuring the continued viability of land and aquatic habitats.

Recreation: To provide opportunities for appropriate recreational use.

Education, Scientific Study and Research: To use the area for appropriate environmental education, research and scientific study.

Timber Production: To use and manage the existing softwood plantations of the Cotter Catchment for continuing commercial timber production.

Heritage: To protect and conserve the significant cultural and heritage resources, including their landscape context, and to provide for interpretation of sites consistent with the protection of resources within a unified management approach.

Access: To provide and manage access to National Park and related areas for recreation and essential management purposes consistent with the objectives.

Non-Permissible Activities: To prohibit activities which are incompatible with the key policy objectives. These activities may include:

• prospecting and mining in the Cotter Catchment and Namadgi National Park
• off-road use of vehicles other than for management purposes
• commercial grazing in the Cotter Catchment and Namadgi National Park excluding Gudgenby Station
• swimming and other body contact water-based recreation
• use of chemicals likely to cause deterioration in water quality in the Cotter Catchment
• hunting and shooting other than that required for management purposes
• residential accommodation other than required for park and management purposes.

Management is a matter for the ACT Government. The National Capital Planning Authority’s policy regarding management is that management plans and practices will be prepared in a manner that is consistent with the policies in this Appendix.
Specific Policies

Sub-Catchment Policies (See Figure 1).

Preamble

The protection of the Cotter Catchment so as to maintain a water supply yield in terms of quality, quantity and reliability to Canberra requires controls on land uses and appropriate management practices within the Catchment. Consequently, a primary concern in formulating the Policy Plan is to determine land uses for various parts of the Catchment, within the framework of constraints associated with catchment protection requirements.

In terms of catchment protection for water harvesting, the Cotter and the Gudgenby Catchments have been divided into five sub-catchments which have varying protection requirements. These sub-catchments are:

- the upper Cotter (Corin Dam) sub-catchment
- the intermediate Cotter (Bendora Dam) sub-catchment
- the lower Cotter (Possible Future Dam) sub-catchment
- the lower Cotter (Cotter Dam) sub-catchment
- the Gudgenby (Future Tennent Dam) catchment.

The opportunity for use in each sub-catchment reflects catchment conditions, present and potential run-off characteristics and the nature of the water supply operation as explained below.

Within the upper (Corin Dam) sub-catchment, run-off is of a high quality due to the vegetation cover, soil stability, and limited human activity. Corin Reservoir is operated for the regulation of run-off and subsequent release to Bendora Reservoir. As some limited buffering is provided by water retention in Corin Reservoir, minor increases in bacterial levels of run-off are acceptable without jeopardising the water supply. However, effective disinfection of bacteria is ultimately dependent on the maintenance of a discharge to Bendora which is low in turbidity and nutrients. There is thus some scope for public use as long as this is tightly controlled to minimise the impact on the quality of water flowing downstream and there is no added risk of bushfire.

In the case of the intermediate (Bendora Dam) sub-catchment, water is of a high quality due to the forest cover, soil stability and limited human activity. Water is diverted directly from Bendora Reservoir to Mt Stromlo and after disinfection, pH correction and fluoridation treatment, is distributed to Canberra’s water supply system. The adequacy of this treatment is dependent on the maintenance of a high physical, chemical and bacteriological quality of the raw water at Bendora Reservoir. Consequently there is no potential for land uses which involve disturbance to the sub-catchment and very little potential for increasing public access.

The lower sub-catchment currently exhibits run-off having turbidity and bacteriological concentrations such that water treatment is required prior to the delivery of water from this sub-catchment to the water supply distribution system. The quality of water in this zone is a reflection of the more erosion-prone soils of the area, and the greater extent of activities such as softwood logging and recreation. Because the Cotter Reservoir is only used intermittently an opportunity exists to accommodate a wider range of uses.

However, the efficiency of the treatment process when it is in use will be dependent on limitations on turbidity, iron and nutrient levels of the raw water. A restricted access policy is essential when the reservoir is in use, including for a short period prior to such use.
Hydrological studies indicate that the construction of a dam at Vaniyts Crossing or Tennent Dam in the Gudgenby sub-catchment would increase the assured yield for water supply by about 30 per cent – the equivalent of between 110,000 and 120,000 persons for a new Cotter Dam and by 140,000 for the Tennent Dam. The development of one of these options will be required in the future to cater for population growth, possibly as early as 1995.

The catchment of a future dam at Vaniyts Crossing is largely eucalypt forest and although no water quality data is available for the site, it is expected that water quality would be such that a catchment management system similar to that for Bendora Dam may be appropriate.

Run-off in the case of the Gudgenby (Tennent Dam) catchment is of a high quality, reflecting the forest and grass character of the catchment, soil stability and limited human activity. Water from Tennent Reservoir would be fed, after treatment, directly into the water distribution system. As some habitation and a wide usage of the catchment for recreation, camping and nature study is proposed, extensive buffer storage and water clarification and disinfection would be required at Tennent Dam to ensure adequate protection of public health.

The adequacy of this system of protection would be dependent on the maintenance of the high physical and chemical quality of raw water, and on careful control on bacteria discharged in wastewater in the catchment.

The continuation of rural activities in the Naas and Gudgenby valleys is compatible with the planning intentions in the interim, although ultimately these leases would need to be withdrawn as they would be largely inundated by the reservoir. It would not be appropriate, however, to permit substantial capital development, which to be economically justified, would need to be viable beyond the construction date of the reservoir.

In summary, restricted use is possible in the upper Cotter (Corin Dam) sub-catchment, most uses need to be excluded in the intermediate Cotter (Bendora Dam) sub-catchment and a wide range of uses is possible in the lower Cotter sub-catchment and Gudgenby catchment.

**Policy Statements** (See Figure 1)

Upper (Corin Dam) Sub-catchment: To maintain appropriate water quality by permitting only those low intensity uses which have minimal impact on soil stability and vegetation cover and which are free of any discharges to the waters of the sub-catchment.

Intermediate (Bendora Dam) Sub-catchment: To maintain the sub-catchment in a condition which yields high quality water and protects existing ecological values. Public access on existing roads to be controlled to limit any risk to water quality.

Lower (Possible Future Dam) Sub-catchment: To plan and manage this catchment to guarantee water quality with minimal treatment. This will involve strict control of access and land use.

Lower (Cotter Dam) Sub-catchment: In the short term to maintain water quality to at least existing conditions. The only land uses to be permitted are those which will not lead to any further deterioration of water quality. The immediate foreshore area to be closed to public access when water is being taken from the Cotter Reservoir and for a short period beforehand to limit the risk to water quality. Further consideration to be given to the longer term use and water treatment measures appropriate to managing this sub-catchment.
Figure 1 Sub-Catchment Policies
Gudgenby (Future Tennent Dam) Catchment: To manage this catchment for future water harvesting for Canberra’s water supply. To maintain appropriate water quality by permitting only those low intensity uses which have minimal impact on soil stability and vegetation cover, or where more intensive use areas are required, locating such areas and providing wastewater collection and treatment facilities such that the water quality of streams is protected.

Area Policies (See Figure 2)
The total area covered by the Policy Plan has been geographically subdivided into component areas which are designated on the Plan by a letter prefix and a number corresponding to the Area Policy Statements. In a few cases two geographically separate components are covered by a single policy statement.

The letter prefixes relate to the following land-use categories:

A  Nature Conservation
B  Reservoirs
C  Pine Plantations
D  Restoration for Nature Conservation
E  Low to Medium-Intensity Recreation
F  Park Management Centres and Other Facilities
G  Public Utility Easements
H  Roads
The areas, identified by a letter prefix and number, have been identified on the basis of their existing characteristics and the major future uses which are considered to be suitable in the context of the General Policies and Sub-Catchment Policies.

Because of its ecological importance as part of Namadgi National Park a major activity of the two Catchments is designated as nature conservation, which is compatible with Catchment protection for water harvesting. Reservoirs, public utilities and roads are superimposed on these nature conservation areas and therefore certain constraints need to apply to ensure an acceptable degree of compatibility.

A. Nature Conservation

Preamble

Namadgi National Park was gazetted in October 1984 under the Nature Conservation Ordinance 1980 and includes about 70 per cent of the Cotter Catchment and the former Gudgenby Nature Reserve. At that time it was considered that additional areas might be added to the Park at a later stage.

The planning for Namadgi National Park and adjacent areas within the Cotter and Gudgenby Catchments should respond to the varying needs for protection of the ecological resources and essential environmental qualities of each area. For example, there is the potential for the upper part of Namadgi National Park to be managed as a Wilderness Area in sympathy with a proposed Bimberi Wilderness Area extending into the north-eastern corner of Kosciusko National Park and the southern part of the Bimberi Nature Reserve in NSW. In other areas, varying levels of recreational use and other activities may be compatible with nature conservation.

To minimise the risk of over-use of the Wilderness Area, it is desirable to provide a buffer, where practicable, between the wilderness areas and nearby areas suitable for recreational use and other activities of a more intensive kind than is appropriate in the Wilderness Area. This is particularly so on the Gudgenby side where there is easy access from Boboyan Road.

Significant populations of platypus and two nationally endangered fish species, the Macquarie perch and the river blackfish, occur in the Cotter River and reservoir system. Macquarie perch are not secure in the Murrumbidgee River, the only other ACT river in which they occur. Preservation of river, stream and reservoir habitat, maintenance of high water quality and protection of fish stocks are required to ensure long term survival of the fish species in the ACT.

Hardwood logging has been carried out in part of the Cotter Catchment in the past and significant Government funds have been invested in anticipation of re-logging the hardwood stands. However these stands, particularly the associations containing Eucalyptus fastigata, E. viminalis and E. radiata in the north-east of the catchment have been shown to be one of the richest communities for both birds and arboreal mammals. The nearest location of eucalyptus associations containing these species is on the eastern escarpment of the Great Dividing Range. Further evaluation is required before commercial hardwood logging can be recommended because of the potential impact it may have on water quality, wildlife habitats and on recreation.

Policy Statements (See Figure 2)

A. Cotter/Gudgenby Wilderness Area: To be preserved as an area where the concept of wilderness is the primary consideration and where ecological processes are not disturbed by human
interference. The Wilderness Area to be considered as part of a greater Bimberi Wilderness Area extending into adjacent areas of NSW. Cotter Hut to be retained for essential management purposes. Existing tracks to be retained but no new tracks to be provided. Consideration to be given to linking up the existing walking tracks with tracks in the adjoining Kosciusko National Park.

A.2 Upper Cotter Area: Existing ecological values to be maintained and protected for public appreciation, research and education and as a buffer for the Cotter/Gudgenby Wilderness Area. Low level recreational use, compatible with water supply and environmental protection requirements, to be controlled by appropriate means. Existing vehicular tracks to be retained for management purposes.

A.3 Corin to Bendora: This area to receive a high level of protection to maintain the existing ecological values and quality of run-off to the water supply. Public access to be controlled along Mt Franklin Road. Limited access to specific features may be permitted.

A.4 Mt Aggie to Mt Gingera: The crest of the Brindabella Range to be used for low intensity recreational activities compatible with nature conservation and maintenance of water quality. Vehicular access to snowfields in winter to be controlled. Facilities for downhill skiing into the Bendora Catchment not to be permitted. The existing building at Mt Franklin to be used for park purposes as a possible base for bushwalking, cross country skiing and nature study compatible with protection of the Bendora Sub-catchment. The Civil Aviation Authority Radio Link Station on the summit of Mt Ginini to remain until it is no longer required for this purpose when it would be removed. No other buildings to be permitted.

A.5 Lower Cotter: Existing ecological values to be maintained and protected for public appreciation, research and education. Low level recreational usage to be permitted compatible with environmental protection and long-term water quality objectives. Recreational trails and interpretation facilities to be provided. The need for compatible use and management of the portion of the Catchment in NSW to be discussed with the NSW Government authorities.

A.6 Bendora to Bull’s Head: Existing ecological values to be maintained and protected for public appreciation, research and education. Low level recreational usage to be permitted compatible with environmental protection and long-term water quality objectives. Hardwood logging may be permitted in the area previously logged but before any decision relating to hardwood logging on a commercial scale is taken, a programme of evaluation would need to be undertaken, having regard to economic viability and the impact of logging operations on the environment, recreation and on water quality. If the results of such a study favour its reintroduction, commercial logging of hardwood may be permitted subject to there being no detrimental impact on water quality or long-term environmental damage.

A.7 Booroomba/Blue Gum Creek: Existing ecological values to be maintained and protected for public appreciation, research and education. Low level bushland recreation associated with the adjoining Booroomba development to be permitted compatible with environmental protection.

A.8 Mt Tennent: Existing ecological values to be maintained and protected for public appreciation, research and education. Low level bushland recreation with provision for public access compatible with the protection of the steep north-eastern slope and recognition of the constraints
of future development of Tennent Reservoir and associated works on the lower south-eastern slopes. Summit to be used for special purposes, e.g. telecommunications related to the southern part of the ACT including Namadgi.

A.9 Blue Gum Creek–Honeysuckle Creek: Existing ecological values to be maintained and protected for public appreciation, research and education. To be promoted for low-level bushland recreation with provision for public access for bushwalking, rock climbing, orienteering, camping, public appreciation, research and education. Bushwalking and equestrian trails to be provided compatible with environmental protection.

A.10 Orroral Valley: Existing ecological and cultural values to be maintained and protected for public appreciation, research and education. To be used for low-level bushland recreation with provision for public access for bushwalking, orienteering, camping, public appreciation, research and education.

A.11 Buffer Area between Boboyan Road and The Wilderness Area: Existing ecological values to be maintained and protected for public appreciation, research and education. Low level bushland recreation associated with adjoining recreational use areas to be permitted compatible with provision of a buffer between Boboyan Road and the Wilderness Area. Selected vehicle access to points of interest (e.g. lookouts) and starting off points for bushwalking with provision for parking and overnight camping.

A.12 Booth Range: Existing ecological values to be maintained and protected for public appreciation, research and education. To be promoted for low level bushland recreation with provision for public access for bushwalking, orienteering, camping, public appreciation, research and education. Bushwalking and equestrian trails to be provided compatible with environmental protection.

B. Reservoirs

Preamble

The three existing water storages on the Cotter River are Corin, Bendor and Cotter Reservoirs. Water from the highest reservoir (Corin) is released down the River to maintain the level in Bendor Reservoir. From there the Bendor gravity main conveys water to the Stromlo Water Treatment Plant.

Water from Cotter Reservoir has to be pumped to Stromlo where following treatment, it is mixed with Bendor water and distributed to the urban areas of Canberra. Because of the present adequate water supply for Canberra and the high cost of pumping and treating water, the Cotter Reservoir is only used to augment water supply during periods of high demand or when Bendor pipeline is not in use. In the absence of a high level of water treatment, a restricted access policy has been considered essential to guarantee safe and potable water.

Proposals for additional water storage include the construction of a new dam at Vanities Crossing on the Cotter River and Tennent Dam on the Gudgenby River. A new dam could be required as early as 1995 to meet the expected increase in Canberra’s water consumption demands. Because of the location of Vanities Crossing Dam and the current level of usage of the Lower Cotter Catchment, water derived from a storage in this area may not require full treatment provided appropriate catchment management is instituted. A future Tennent Reservoir in the Gudgenby River Catchment could be a major recreation resource as well as providing for water supply.
Policy Statements (See Figure 2)

B.1 Corin Reservoir: Use of Corin Reservoir to be reserved for Canberra water supply. A limited degree of public recreation such as fishing to be considered. Should this prove feasible, boat access to be permitted only from Corin Road, and a boat ramp with sealed vehicular access to be provided at the northern end of the Reservoir. Swimming and other body contact activities not to be permitted. Public access to the Reservoir to be prohibited within a 200 m zone of the outlet tower and spillway. Facilities for picnicking, caretaker’s house and public amenities buildings to be retained in this area.

B.2 Bendora Reservoir: Use of Bendora Reservoir to be reserved for Canberra water supply. No other use of the Reservoir shall be permitted.

B.3 Possible Future Reservoir: This area to be considered for the construction of future water storage. Existing usage to continue in the short term. Planning and management of this area to be on a basis that requires treatment by disinfection only. Use of the future reservoir to be reserved for Canberra water supply. No other use of reservoir shall be permitted.

B.4 Lower Cotter Reservoir: Use of Reservoir to be reserved for Canberra water supply specifically as a secondary storage for use either in the event of a failure of the Bendora or Googong systems or to augment the primary water supply during periods of peak demand. Access to the dam to be permitted for sightseeing purposes. When water is not being drawn from the Reservoir, access for fishing and manually and electrically powered boats may be considered subject to the maintenance of water quality and protection of the environment. Swimming and other body contact activities not to be permitted.

B.5 Future Tennent Reservoir and Environs: Site for future reservoir for water supply and associated recreation and regeneration. Approved grazing and pasture crop production may continue in interim. Natural regeneration to be encouraged on the steeper and forested slopes of Mt Tennent and Billy Range.

Management of future reservoir may allow public recreation, including fishing, rowing, sailing and low-powered boats introduced on the basis of a phased programme of recreation development.

C. Pine Plantations

Preamble

The Uriarra and Pierce’s Creek Pine Plantations, (including the Blue Range–Sherwood Section) cover about 80 km2, of which about 60 km2 are within the Cotter Catchment. The provision of further pine plantations by clearing of native forests is against ACT Government policy. Subject to later review, the existing plantations will be retained in accordance with the Commonwealth Government’s commitment of March 1984 to the ACT softwood production industry as an important source of employment in the ACT.

Pine plantations also provide for a wide range of recreational uses including walking, horse-riding, picnicking, pleasure driving and organised activities such as car rallying, trail bike riding, archery and orienteering. In some parts of the pine plantation there is potential for enhanced development, particularly in the Blue Range, Sherwood and Blundells Flat areas, which could be modified to facilitate further recreational use.
The main issues relating to the existing pine plantations are to minimise the adverse effects of clearfelling, land preparation for replanting, and fertilising on the quantity and quality of run-off to the water supply system. There is also an opportunity to enhance visual diversity by planting other species and breaking up large uniform areas of single age trees.

**Policy Statements** (See Figure 2)

C.1 Pine Plantations within Lower Catchment: Existing pine plantations to be retained in the short to medium term as multiple-use areas for softwood production and recreation. Longer term use to be subject to later review. Clearing of native vegetation to establish new pine plantations not to be permitted. Management practices to be designed to minimise their impact on the quality of run-off to the water supply system. Felling may be implemented to increase visual diversity in the broader landscape by breaking up large areas containing trees of the same age. Selected areas of native vegetation within the plantations, particularly along public roads, plantation edges and water courses to be retained and, where appropriate, extended. When water is not being drawn from Cotter Reservoir, low level recreation such as walking, orienteering, picnicking and fishing to be permitted. Pine plantations in the Blundells Flat area may be modified to facilitate the recreational usage of the pine plantations. Further recreational use to be encouraged by provision of signposted forest drives, trails and picnic/barbecue areas and interpretative facilities.

C.2 Blue Range–Sherwood Area: Pine plantations and open grassland areas to be retained as multiple-purpose areas for softwood production and recreation. Area to be developed as a forest park with provision for car-based camping for both small and large groups. Vehicular access to the area to be improved. Felling may be implemented to improve visual diversity in the broader landscape by breaking up large areas containing trees of the same age. Areas of native vegetation to be retained and extended.

D. Restoration for Nature-Conservation

**Preamble**

Some parts of the Gudgenby area have been extensively modified by past land clearing for grazing which is being phased out. To improve the scenic and nature-conservation values of these areas, it is desirable that the original vegetation cover be re-established. In some areas, this will take place through natural regeneration, while in other areas some planting with indigenous species may be required. Natural grassland areas or open areas of heritage or scenic value would be identified and retained.

The remaining parts of the Boboyan Pine Plantation which survived the January 1983 bushfire are to be removed at maturity.

**Policy Statements** (See Figure 2)

D.1 Mt Tennent (Northern Extension): Native vegetation to be re-established as an extension of the Mt Tennent landscape.

D.2 Gudgenby Station (Western Portion): Existing rural use to be phased out and the area to be restored for nature conservation and as a buffer to the Wilderness Area. Native vegetation to be re-established on the steeper and disturbed areas while retaining and protecting the open valley as a cultural resource.
D.3 Boboyan Pine Plantation (Western Portion): Existing pine plantation to be removed at maturity and native vegetation to be re-established for nature conservation and as a buffer to the Wilderness Area.

D.4 Grassy Creek Area: Revegetation of disturbed areas to be encouraged with a view to achieving a combination of forest and open valley landscapes for low-intensity bushland recreation and as a buffer to the Wilderness Area.

E. Low to Medium-Intensity Recreation

Preamble
While the demand for recreation use and public appreciation of the Namadgi National Park and associated areas in the Cotter and Gudgenby Catchments is expected to increase only slowly and, at present, can be catered for by a low level of facility it is prudent to identify locations for more intense recreational use should these be required in the longer term. Emphasis is placed on concentrating car-based activities towards the more accessible northern end of the Cotter Catchment in the pine plantations (see Policies C.1 & C.2) and in modified areas off Boboyan Road but still permitting a limited level of development in other areas, where this is consistent with public appreciation of Namadgi National Park.

Policy Statements (See Figure 2)

E.1 Booroomba Area: to be used for car-based recreation and associated activities compatible with the protection of Blythburn Cottage as a cultural site adjacent to Namadgi National Park. Blythburn Cottage to be restored for an appropriate use and the existing exotic plantation retained. Natural tree regeneration to be encouraged to enhance the open savannah woodland appearance as part of the landscape surrounds to Blythburn Cottage.

E.2 Open Land Along the Orroral River: To be used for car-based recreation, including picnicking, camping and associated activities related to public appreciation of Namadgi National Park. Orroral Homestead to be protected as a cultural site. Natural tree regeneration to be encouraged while retaining and enhancing the scenic quality of the open grassland valley as a cultural resource and contextual landscape for interpretation.

E.3 Open Land Along the Gudgenby River: To be used for car-based recreation including picnicking, camping and associated activities related to public appreciation of Namadgi National Park. Natural tree regeneration to be encouraged to define activity areas and to reinforce the existing scenic quality.

E.4 Gudgenby Station (Eastern Portion): Existing rural use to be phased out and the area used for car-based recreation and associated activities related to public appreciation of Namadgi National Park. Gudgenby Homestead to be used for park purposes. Natural tree regeneration to be encouraged while retaining and enhancing the scenic quality of the open grassland valley as a foreground to views to the mountains beyond and as a cultural resource and contextual landscape for interpretation.

E.5 Boboyan Pine Plantation (Eastern Portion): To be used as an extension of the Gudgenby Station recreation areas. Existing pines which survived the January 1983 bushfire to be removed at
maturity and native vegetation to be re-established in a form compatible with the provision of suitable locations for car-based recreation, including picnicking and camping.

E.6 Mt Clear: To be used as a centre for car-based bush camping. Natural tree regeneration to be encouraged.

E.7 Riverview: Major car-based camping area relating to Tharwa tourist area and the future Tennent Reservoir and the major entry points into Namadgi National Park Management and interpretation facilities may be provided.

F. Park Management Centres and Other Facilities

Preamble

The effective management of Namadgi National Park requires a strategically-based management headquarters. The major facility is located at Glendale. Minor management functions may be also undertaken in other locations.

The Honeysuckle Creek and Orroral Tracking Station have ceased operation and the facilities are now within Namadgi National Park, but part of the Orroral Tracking Station site will continue to be used. While the future use of the buildings and sites has not yet been determined, it would be desirable to use them in a way that would benefit Namadgi such as a field study centre if this proves practicable.

Orroral Lunar Laser Ranger Facility includes an optical telescope and laser ranging equipment which enables measurements to be made with a high order of accuracy for gathering geodetic information. One of the reasons for its location at Orroral was its superior atmospheric conditions. The existing observatory buildings do not have any significant impact on related nature conservation areas.

Policy Statements (See Figure 2)

F.1 Glendale Management Area: To remain the main management centre for Namadgi National Park for the locations of work depot, rangers’ residences, information centre, paddocks for rangers’ horses, etc.

F.2 Honeysuckle Creek and Orroral Tracking Stations: Sites and buildings to be used for park purposes associated with public appreciation of Namadgi National Park including possible overnight accommodation and minor management uses, compatible with related nature conservation areas.

F.3 Orroral Lunar Laser Ranger Facility: Existing facility to remain until it is no longer required for this purpose when it will be removed. No further development unrelated to Namadgi National Park to be permitted.

G. Public Utilities Easements

Preamble

The main public utilities of concern in the Cotter and Gudgenby Catchments are the Bendora pipeline and the Electricity Commission of NSW’s two 330 kV transmission lines from the Snowy Scheme to the Belconnen bulk supply substation and the 132 kV transmission line from Royalla to Belconnen.
There are no current proposals for further facilities in the Catchments although the need for specific powerlines and telecommunications installations may arise from time to time. Any future proposal would need to be considered in terms of its environmental impact.

**Policy Statements (See Figure 2)**

G.1 Electricity Commission of NSW 330 kV and 132 kV Transmission Lines: Vegetation within the easements to be trimmed and cleared as necessary. Bare swaths through the vegetation to be avoided and the height limit of vegetation within the easement to be varied in accordance with the technical requirements of the powerlines. Special attention to be given to the access tracks to the towers avoiding, as far as possible, tracks along the lines.

G.2 Bendora Pipeline: Access to be maintained for servicing the pipeline. Un-supervised public vehicular access not to be permitted.

**H. Public Roads**

**Preamble**

The main access route into and through the southern part of Namadgi into NSW is the Naas–Boboyan Road. While the northern part of this road will need to be relocated when the Tennent Reservoir is constructed and the southern part is proposed to be upgraded, it is not considered desirable to make major changes to the existing road. To maximise the value of the road for recreational access, spur roads to features of interest or activity will be required.

There is also an opportunity to upgrade the Old Boboyan Road along Hospital Creek for management purposes and a park drive depending on availability of funds.

Brindabella Road and Corin Road provide the main public access to the western part of Namadgi National Park and to the Cotter Catchment. The Brindabella Road also provides access to the Goodradigbee Valley and beyond in NSW. A network of other roads services essential forestry, water supply and general management needs as well as providing opportunities for recreational use.

There are opportunities for improving road access and recreation use in the northern part of the Cotter Catchment based on existing roads such as Vanitys Crossing Road, Warks Road, Blue Range Road and Two Sticks Road. There is a need to minimise the adverse effects of water run-off from roads on water quality in the Cotter Catchment.

**Policy Statements (See Figure 2)**

H.1 Naas–Boboyan Road: To be sealed to the ACT border, on essentially the present alignment, to function as a regional road connecting Canberra and Adaminaby and the major access road into the Gudgenby Area. Provision to be made for lay-bys, picnic areas, etc. and the opening up of views from the road. Access corridor to be retained after construction of the Tennent Reservoir, although some sections of the road would need to be relocated.

H.2 Recreational Access Roads: Roads for public access for recreation and sightseeing to be provided and maintained from the Naas–Boboyan Road to:

- Honeysuckle Creek Tracking Station
- Orroral Tracking Station
- Gudgenby Station and Boboyan Pines
- Mt Clear Station camping area
- Other points of interest close to the Naas–Boboyan Road.

**H.3 Brindabella Road:** Brindabella Road to provide the main public access through the north-western part of the lower Cotter Catchment to Piccadilly Circus and to the Goodradigbee Valley in NSW. Road to be sealed to the ACT border.

**H.4 Blue Range Road/Two Sticks Road:** Subject to agreement from NSW, provision to be made for future upgrading along its existing route for recreational access and a scenic drive to encourage greater recreational use of the northern part of the Catchment. Provision to be made at suitable locations for stopping places and viewing laybys, with adequate signposting and interpretation facilities for public information and appreciation. Picnic and other recreational amenities may also be provided along these roads outside the Cotter Catchment.

**H.5 Warks Road and Vanities Crossing Road:** To be upgraded along their existing routes for recreation access and round trip scenic drives through the lower Cotter Catchment. Provision to be made for stopping places and adequate signposting.

**H.6 Mt Franklin Road to Bulls Head and Beyond:** Mt Franklin Road to serve as an access road to Mt Ginini and for management in the upper Catchment. Vehicular access beyond Mt Aggie to be controlled recognising the importance of protecting the Bendora sub-catchment. During winter snow periods vehicular access beyond Bulls Head to be controlled with adequate provision made for turning vehicles, parking and amenities. Public access along the road to be permitted for cross-country skiing or on foot or other snow-based recreation, compatible with maintenance of water quality and with environmental protection. Part of this road is within the Bimberi Nature Reserve and close consultation to be maintained with the appropriate NSW authorities. Road not to be sealed.

**H.7 Corin Road:** The access road within the Catchment to be maintained in a sealed condition for water supply operations and maintenance purposes and to allow public access to Namadgi National Park.

**H.8 Old Boboyan Road:** Consideration to be give to upgrading along its existing route for management purposes, recreational access and a round trip scenic drive. Provision to be made at suitable locations for stopping places and viewing laybys, with adequate signposting and interpretation facilities for public information and appreciation.
Appendix H
APPENDIX H:
Design and Siting Conditions
Appendix H
Design and Siting Conditions

INTRODUCTION

PART 1: CONDITIONS FOR DETACHED HOUSES

Introduction
1. General Conditions
2. Buildings in Relation to Front Boundaries
3. Buildings in Relation to Side Boundaries
4. Buildings in Relation to Rear Boundaries
5. Plot Ratio
6. Garages, Carports and Outbuildings – Exceptions
7. Height
8. External Appearance of Buildings

PART 2: CONDITIONS FOR BUILDINGS OTHER THAN DETACHED HOUSES

1. General Conditions
2. Relationship between Neighbouring Buildings
3. External Appearance of Buildings
4. Siting of Buildings

PART 3: SIGNS

Preamble
1. General Conditions
2. Signs in Residential Areas
3. Signs on Commercial and Industrial Buildings and on Institutional and other buildings not located within Residential Areas
4. Free Standing Signs
5. Signs on Unleased Land

DEFINITIONS
Introduction

Applicability
These conditions apply as Detailed Conditions of Planning, Design and Development to works within Designated Areas of the National Capital Plan. The conditions are subject to amendment by the Authority from time to time.

Aim
The broad aim that will be applied by the Authority in the exercise of its obligations under the Act may be derived from the paragraphs which follow.

The Authority subscribes to the belief that an individual should, in the ordering of his own affairs, suffer the minimum restrictions and inconveniences imposed by administrative controls. On the other hand, Canberra is a unique city. As a national capital it has special purpose and character and this imposes responsibilities on persons planning the city and obligations on those carrying out development in it. This is particularly the case within Designated Areas.

In exercising control over development within Designated Areas of the National Capital, the Authority is guided by a desire to have quality, character and permanence consistent with the concept of a national capital in all construction. It seeks to develop an atmosphere of civil dignity and domestic amenity. Its aim is to ensure that development in all forms will not take away from but rather add to the value of the total investment in Canberra. That is to say, development must complement and enrich its surroundings.

1. Conditions For Detached Houses

Introduction
In relation to a detached house, the objectives of the policies are to provide for the residential amenity of the occupants of the house and the maintenance of amenity of adjoining houses and to ensure that an acceptable environmental quality is obtained in the neighbourhood.

The Authority expects the builders and owners of houses in Designated Areas to take advantage of opportunities provided by the conditions for achieving a harmonious and satisfying environment for living.

1. General Conditions

1.1 Performance and Quantitative Standard
The quantitative standards contained in these conditions are objective guides to the performance standards adopted by the Authority.

Compliance with the quantitative standards will therefore not necessarily result in works approval unless the performance standards have, in the opinion of the Authority, also been achieved.
On the other hand, works approval may be given under special circumstances when the performance standards can be achieved without complete compliance with the quantitative standards.

1.2 Group Schemes
One objective of offering leases in a group is to encourage a high standard of compatibility and amenity in the design and siting of buildings erected on the leases. Buildings should be related by careful siting and choice of materials, colour and roof lines. Amenity will be served by siting buildings to enable privacy and quietness and to limit the adverse effects of climate and maximise its advantages.

When buildings to be erected on leases, however offered, are planned as a group, the general conditions may be varied to the extent required to give effect to a proposal acceptable to the Authority.

For the purpose of these conditions, two adjoining leases may be considered as a group on the application of the lessees.

1.3 Conditions established prior to the Offer or Grant of a Lease
Any special design and siting requirements contained in the conditions of lease, or in the conditions of building approval, or in any plan or document that is exhibited or otherwise made available for public inspection prior to the offer or grant of a lease, shall constitute the Authority’s conditions in respect of the development of a lease and shall over-ride any other condition stated herein with which it may conflict. If considered by the Authority to be relevant such requirements shall apply to any subsequent alteration, extension or rebuilding. The general conditions will also apply with the exception of those that are modified by any special design and siting requirements notified prior to the offer or grant of a lease.

1.4 Rebuilding
The Authority will consider a proposal for rebuilding or any major alteration of an existing building which materially alters the bulk or appearance of the building, only if it is accompanied by a plan indicating a scheme of comprehensive development of the block in accordance with announced policies for the area in which the block is located.

1.5 Garages and Carports
If it is not intended to erect a garage or carport at the time of lodging a plan for a new detached house, the plan should show by means of a dotted line the place where a garage or carport could be erected.

2. Buildings In Relation To Front Boundaries

Preamble
Since Canberra’s inception the garden city concept has been an integral part of the residential environment. This has been achieved by an emphasis on the landscaping of streets and front
gardens and upon the avoidance of structures in front of dwellings discordant with the suburban streetscape. These principles underlie the performance and quantitative standards which follow.

Performance Standards

2.1 The planning objectives in requiring buildings to be set back given distances from front property boundaries are:

(a) to enable a building to be sited so that its occupants can, as far as possible, be assured of an outlook that will not be obstructed by neighbouring buildings that might otherwise be erected closer to the front property boundary;

(b) to provide an area adjacent to the street or open space for landscape treatment so that the garden character which is a major environmental feature of suburban Canberra can be preserved and maintained;

(c) in certain circumstances, to protect the sight lines of drivers of motor vehicles.

Quantitative Standards

2.2 Main Avenues
The building lines for all buildings on main avenues except in the City Division shall not be less than 10.5 metres from the front property boundary. On certain major roads, the building lines shall be as determined by the Authority.

2.3 One Storey Buildings
The building line of a one storey building may be more than but shall not be less than 6 metres from the front property boundary.

2.4 Buildings of more than one storey
The building line of buildings of more than one storey may be more than but shall not be less than 7.5 metres from the front property boundary.

2.5 Corner Blocks
Each corner block shall have two building lines. The building line in respect to the major frontage shall be in accordance with 2.3 and 2.4 above. The building line in respect to the minor frontage shall be not less than 4.5 metres in the case of a one storey building and not less than 6 metres in the case of a two storey building.

2.6 Structures in front of Buildings

(a) Except where provided for below, no structure, including fences, car shelters or clothes hoists, but excluding lighting posts, letter boxes and retaining walls of a reasonable height shall be permitted between a minimum building line and a front property boundary.

(b) Where a pedestrian walkway abuts a block along the side boundary, a fence or wall not exceeding 1.2 metres in height may be permitted.
(c) Walls and/or fences not exceeding 1.2 metres in height may be erected along frontage boundaries abutting pedestrian walkways.

(d) Walls and/or fences not exceeding 1.2 metres in height may be permitted between the building line and a frontage boundary abutting a designated open space, where in the Authority’s opinion the proposed fence or wall will create no adverse effect on the landscape character of the open space.

(e) Walls, including gates, may be erected to enclose or partly enclose a courtyard in front of the minimum building line provided that:
   - The courtyard so formed shall not at any point traverse more than one half of the width of the block measured at the same point and shall be a minimum distance of 3.0 metres from the front property boundary
   - The walls and gates shall not exceed a height of 1.8 metres above natural ground level
   - Materials shall be the same as or similar to those of the main building
   - The walls and gates shall be at least partially screened and softened in appearance by landscape planting to the satisfaction of the Authority
   - For corner blocks a courtyard may be provided in respect of each property frontage.

(f) Gates may be permitted abutting front property boundaries, provided they are incorporated in existing hedges. Gates in hedges shall not exceed 1.8 metres in height or such lesser height as the Authority may determine in a particular case having consideration for the nature of the hedge. For the purpose of this condition a hedge must be well established and vigorous at the time of lodgement of an application for a gate.

3. Buildings In Relation To Side Boundaries

Performance Standard

3.1 Requirements for side distances are intended to achieve the following objectives:

(a) to allow adequate light and ventilation and to preserve the privacy of neighbours

(b) in some cases to provide a space wide enough for vehicles to pass by the house on one side at least

(c) to provide access for fire control and to inhibit the easy escape of fire

(d) to create a spatial separation between detached buildings for reasons of civic design.

Quantitative Standards

3.2 One Storey Buildings

The minimum distance between the side walls of a one storey building and the side boundary of a block shall be a combined distance of 4.5 metres with a minimum distance on any one side of 1.8 metres.
3.3 Buildings of more than one storey
The minimum distance between the side wall of a building of more than one storey and the side boundary shall be \( \frac{H}{2} \) for an effective frontage of up to 23 metres, plus an additional 0.5 metres for every 3 metres of effective frontage over 23 metres, provided that the distance between the side wall and the boundary is at least 3 metres.

\( H = \) Height of building

“Height of building” means the difference between the mean natural ground level of that length of the side boundary which is adjacent to the building and the highest point or points of the parapet, eaves or fascia in the case of flat roofs or roofs pitched at less than 45 degrees. Where the roof is pitched at more than 45 degrees the highest point shall be measured to a line midway between the top of the eaves or fascia and the ridge.

4. Buildings In Relation To Rear Boundaries

Performance Standard

4.1 Requirements for rear distances are intended to allow adequate light and ventilation to preserve the privacy of neighbours and to ensure the provision of a service yard.

Quantitative Standards

4.2 The minimum distance between the rear wall of a single storey building and the rear property boundary shall be 4 metres and the corresponding distance for a 2 storey building shall be 7.5 metres.

5. Plot Ratio

Performance Standard

5.1 The application of a plot ratio is intended to place an upper limit on the amount of floor space in a building development on a site.

Quantitative Standards

5.2 Plot Ratio
The plot ratio shall not be greater than 0.35 for a block larger than 550 square metres or 0.4 for a block smaller than 450 square metres provided that a building or buildings with floor space of up to 192 square metres may be erected on a block larger than 450 square metres. (N.B. Note definition of gross floor area).
6. Garages, Carports And Outbuildings – Exceptions

Performance Standard

6.1 Exceptions to the above policies with respect to setbacks and building lines of garages, carports and outbuildings are permitted in certain circumstances to achieve greater opportunities for use of the lessee’s block, without adversely affecting the neighbouring blocks.

Quantitative Standards

6.2 Building to Side or Rear Boundaries Behind Rear Wall of Main Buildings
A garage, carport or outbuilding may be erected behind the rear wall of the main building on or adjacent to the side or rear boundary if the walls on or adjacent to that boundary have no perforations and are of an approved material. The wall should not exceed a mean of 2.5 metres in height measured from the natural ground level and shall not exceed 24 square metres in area.

6.3 Building to Side Boundary alongside Main Building
(a) A carport may be erected beside a building on or adjacent to a side boundary and may be enclosed on the side by a wall constructed of brick, masonry or other similar material approved by the Authority provided that the wall does not exceed a mean of 2.5 metres in height measured from the natural ground level, nor 18 square metres in area.

(b) A garage may be erected on or adjacent to a side boundary provided that there is not less than 1.8 metres between the garage and the main building erected on the block and provided that the wall on or adjacent to the boundary has no perforations and is constructed of brick or masonry or other similar material approved by the Authority and does not exceed a mean of 2.5 metres in height measured from the natural ground level nor 18 square metres in area.

6.4 Garages in Front of the Building Line
In special circumstances, for example, where a block has a gradient of more than 1 in 10, the Authority may approve the erection of a garage in front of the building line.

6.5 Walls and Fences
Walls and fences may be erected on or adjacent to the side or rear boundaries (but behind the front building line) to a height of 1.8 metres above natural ground level. Proposals for walls or fences in excess of that height shall be subject to special consideration.

7. Height

Quantitative Standards

7.1 Detached houses shall not be more than two storeys in height. Although certain sites enable the inclusion of basement and/or attic storeys, designs should not be adapted to take advantage of any allowance for basement and attic in circumstances where the design is unsuitable both in relation to the site and the neighbouring buildings.
8. External Appearance Of Buildings

Performance Standard

8.1 The external treatment of buildings including materials, colours and general standard of finish, shall ensure that the buildings, walls, etc shall be appropriate to and not discordant with the general development and amenity of the locality.

Quantitative Standards

8.2 Roofs
Permanently highly reflective metal roofs will not be approved. Tiled roofs having a strong pattern or marked colour contrast will not be approved.

8.3 Structures above Roofs
(a) Except as provided for below, structures above roofs shall not be permitted.
(b) Structures necessary under the ACT building regulations, and solar energy devices, may be permitted. Proposals may be subject to conditions in respect of type, position, size, height or appearance.
(c) External television antennae affixed at the rear of the main building in the least conspicuous position when viewed from public areas, may be permitted to extend no more than 1.5 m above the highest point of the roof.
(d) External television antennae not meeting the requirements of 8.3(c) above may be permitted where the need for the proposal for reasonable reception of Canberra channels is established by a report from an appropriately qualified technician.
(e) A radio transmitter mast or aerial should be on a freestanding structure at the rear of the main building in the least conspicuous position when viewed from public areas.

2. Conditions For Buildings Other Than Detached Houses

1. General Conditions

1.1 Conditions Established Prior to the Offer or Grant of a Lease
Any special design and siting requirements contained in the conditions of lease, or in the conditions of building approval, or in any plan or document that is exhibited or otherwise made available for public inspection prior to the offer or grant of a lease, shall constitute the Authority’s conditions in respect of the development of a lease and shall over-ride any other condition stated herein with which it may conflict. If considered by the Authority to be relevant such requirements shall apply to any subsequent alteration, extension or rebuilding. The general conditions will also
apply with the exception of those that are modified by any special design and siting requirements notified prior to the offer or grant of a lease.

1.2 Re-Building
The Authority will consider a proposal for re-building or any major alterations of an existing building which materially alters the bulk or appearance of the building, only if it is accompanied by a plan indicating a scheme of comprehensive development of the block in accordance with announced policies for the area in which the block is located.

2. Relationship Between Neighbouring Buildings
The height, bulk, form, siting and character of building proposals in relation to neighbouring buildings, roads and landscape shall not be conducive to congestion of parking and road facilities in the locality, and shall ensure a harmonious relationship with adjoining buildings. To implement this general policy, it is necessary for the following design and siting controls to be exercised. In special circumstances, it may be necessary for the Authority to determine additional conditions to those set out hereunder.

2.1 Coverage
Unless otherwise specifically provided for, the area occupied by buildings including any outbuildings on a block shall not generally exceed one-half of the total area of the block.

2.2 Height
Generally, the height of any building shall not exceed two storeys.

2.3 Plot Ratio
The Plot Ratio shall not be greater than 0.40 for residential buildings other than detached houses, and 1.00 for commercial and industrial buildings, unless otherwise specifically provided for.

2.4 Building Line and Set Backs
The Design and Siting Conditions for Detached Houses with respect to set backs from the front, side and rear boundaries shall apply to residential buildings other than detached houses.

The building lines and set backs for commercial and industrial buildings shall be such distances as may be approved in particular circumstances.

3. External Appearance Of Buildings
The external treatment of buildings, including materials, colours and general standards of finish shall ensure that the buildings, walls, fences and other ancillary structures shall be appropriate to and not discordant with the general development and amenity of the locality.

To implement this general condition it is necessary for the following design and siting conditions to be exercised. In special circumstances, it may be necessary for the Authority to determine additional design and siting conditions to those set out hereunder.
3.1 Roofs
Permanently highly reflective metal roofs will not be approved.
Generally, tiled roofs having a strong pattern or marked colour contrast will not be approved.

3.2 Structures above Roofs
The Design and Siting Conditions for Detached Houses with respect to structures above roofs shall apply to buildings other than detached houses.

3.3 Facades
Generally, all facades of commercial and industrial buildings and returns shall be of durable and low maintenance material and be subject to approval in respect of proportions, fenestrations, materials and colours having regard to the building itself and its relationship to adjoining buildings.

3.4 Screening Walls
Generally, where service areas are visible from the road or a public reserve a screening wall or fence will be required. Where a commercial or industrial building is not constructed along the full frontage of the block, a screen wall with gates may be required between the building and the front and/or side boundaries of the block.

3.5 Structures in Front of Buildings
Generally no structures shall be erected between the building line and the front property boundary.

3.6 Landscaping and Other Matters
In order to satisfy the objectives contained in the general conditions it may be necessary for the Authority to require the submission of acceptable landscape proposals as a condition of approval.

4. Siting Of Buildings
The siting of buildings on blocks shall ensure adequate space for access, internal circulations, parking, off-street loading, light, air and landscaping. To implement this general condition it is necessary for the following design and siting conditions to be exercised. In special circumstances, it may be necessary for the Authority to determine additional design and siting conditions to those set out hereunder.

4.1 Access
Vehicular entrances and exits for all blocks shall be of sufficient width having regard to their probable use and be located in a position which, in the opinion of the Authority, is not hazardous to traffic safety and not likely to create traffic congestion.
4.2 Internal Circulation
Where appropriate, adequate provision must be made for internal vehicular circulation on sites leased for residential buildings other than detached houses and for commercial and industrial buildings.

4.3 Parking
Off-street parking spaces, open or enclosed, shall be provided for all new buildings and enlargements or conversions of existing buildings in accordance with the following provisions where relevant or other agreed standards:

<table>
<thead>
<tr>
<th>Type of Building</th>
<th>Minimum parking space requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential Building</td>
<td>2 spaces per dwelling unit if such unit is designed for family accommodation and 1 space per dwelling unit plus adequate space for visitor parking if such unit is designed for single accommodation.</td>
</tr>
<tr>
<td>Motels, Hotels, Guest Houses</td>
<td>1 space per bedroom and/or rooming unit.</td>
</tr>
<tr>
<td>Commercial and Industrial Building</td>
<td>1 space per two employees except in areas where the parking requirement is varied by policy instrument.</td>
</tr>
<tr>
<td>Institutional</td>
<td>To be determined for each building proposal depending on use, building floorspace, employees, visitors and location.</td>
</tr>
</tbody>
</table>

4.4 Off-Street Loading
In order to satisfy the objectives contained within the general conditions, it may be necessary for the Authority to require that facilities for loading and unloading of goods be provided wholly within the boundaries of the block.

3. Signs

Preamble
Carefully designed and positioned signs in addition to fulfilling their roles of informing, directing and advertising may positively enhance and enliven Canberra’s major commercial and tourist areas and aid in giving imageability and form to the city. Conversely, insensitive or poorly designed and constructed signs may detract from the architectural appearance of buildings and adversely affect the pleasantness and general amenity of business and residential areas to a marked degree.

The benefits to be gained from signs in business areas can only occur if scope exists for innovative, imaginative and responsible design. Emphasis should be placed on constructive dialogue between the Authority and applicants to achieve standards of design and construction commensurate with the amenity and sensitivity of the locality of a particular application. Residential development is regarded as being vulnerable to the impact of signage and prescribed standards are considered appropriate to ensure that there is no diminution of residential amenity.
1. General Conditions

1.1 The type, position, size, appearance, illumination, animation, content or other characteristics of any proposed sign shall ensure a quality and character of appearance both by day and night which, in the opinion of the Authority, befits the National Capital.

1.2 The Authority shall refuse to approve any sign where it is of the opinion that the type, position, size, appearance, illumination, animation, content or other characteristics of the sign may adversely affect:

(i) the amenity of the locality or neighbourhood with particular regard to nearby residential development

(ii) the architectural character or appearance of a building

(iii) traffic safety

(iv) a “place” within the meaning of and subject to the provisions of the Australian Heritage Commission Act 1975.

The Authority shall also refuse to approve any sign which it considers offensive.

1.3 The Authority shall not grant approval of an application with the respect to the external design and siting of any structure or sign unless such structure or sign would comply with all other relevant policies or conditions of this Plan.

1.4 The Authority may, either unconditionally or subject to such terms and conditions as it deems necessary, modify or waive the provisions of conditions 2, 3, 4 and 5 that follow, where it is of the opinion that the application of the same to or in respect of any particular sign would be impracticable or unreasonable and provided that the requirements of the General Conditions herein are satisfied.

1.5 Any application for the use, construction or erection on or above the roof or top of any building of any device, advertisement, sky sign, sign, signal or structure of the nature of a sign or signal, excepting flags and flag poles, shall not be approved where the proposal would alter any silhouette of the building by extension beyond or above the walls, parapet or roof of the building, lift tower or plant room.

1.6 Animated or flashing signs and signs illuminated by exposed lamps or neon tubes as distinct from backlighting or floodlighting, shall generally not be approved except where such signs are located on sites within the City Division.

2. Signs In Residential Areas

2.1 Signs on blocks used for:

- residential purposes, including approved home occupations
- purposes approved following lease variation procedures
- institutional or recreation purposes within residential areas
may be approved if such **signs**:

(i) are not animated or flashing

(ii) are not illuminated by exposed lamps or neon tubes as distinct from **backlighting** or floodlighting

(iii) are restricted in content to the name and nature of the permitted occupation or institution

(iv) do not exceed aggregate surface areas of 0.2m² per residential unit and 0.8m² per **site**. Signs depicting **block** layouts are exempted from this standard and will be considered separately

(v) in respect of residential blocks, are affixed to the building facade at ground **storey** level only and are not located on fascias, awnings or free standing on the **site**.

3. Signs On Commercial And Industrial Buildings And On Institutional And Other Buildings Not Located Within Residential Areas

3.1 **Signs** above first storey level, **signs** facing residential development nearby or on the opposite side of the street and any **signs** at local centres within residential neighbourhoods which may be visible from residential buildings nearby, shall not be animated or flashing or be illuminated by exposed lamps or neon tubes as distinct from **backlighting** or floodlighting.

3.2 Illuminated signs at local centres within residential neighbourhoods shall be located at ground **storey** level only.

3.3 Subject to 3.1 and 3.2 above, signs located at ground and first **storey** levels including signs projecting from buildings at these levels and signs on or under awnings, shall not be restricted provided that:

(i) they are consistent with the provisions of the General Conditions, and

(ii) the clearance between pavement level and any sign projecting from a building or affixed to an awning, shall be not less than 2.5 metres.

3.4 Signs above first **storey** level shall be restricted in content to the name of the building and the name, insignia and type of activity of the principal occupant. Such **signs** shall not project from the building and shall constitute only separate characters and/or symbols individually affixed to or represented on the building facade. Generally there shall not be more than one **sign** on each face of the building above first **storey** level.
4. Freestanding Signs

4.1 Freestanding signs may be approved on business leases provided that:

(i) unnecessary repetition or multiplicity is avoided

(ii) **sign** content, other than on billboards at Canberra International Airport, is restricted to the name, insignia and type of business activity combined with the advertising of the principal product or services being offered on the **site**

(iii) the height of freestanding **signs**, other than billboards at Canberra International Airport, shall not exceed 4 metres within residential neighbourhoods and 6 metres in other locations

(iv) the surface area of freestanding signs, other than billboards at Canberra International Airport, shall not exceed 3m² within residential neighbourhoods and 6m² in other locations except that the maximum surface area of a sign identifying a shopping centre shall be determined having regard to the particular circumstances and merits of a proposal

(v) billboards erected at Canberra International Airport are in accordance with the **Canberra International Airport Outdoor Signage Plan** at 4.4

4.2 Freestanding signs may be approved on **sites** used for recreational, institutional, educational or other similar purposes provided that:

(i) **sign** content is restricted to the name, insignia and type of activity

(ii) within residential neighbourhoods there shall not be more than one freestanding sign per **site** and the provisions of 2.1 herein shall apply

(iii) unnecessary repetition or multiplicity is avoided

(iv) subject to 4.2(ii) above the surface area of a freestanding **sign** shall not exceed 3m² and the height shall not exceed 4 metres.

4.3 Freestanding signs, other than billboards at Canberra International Airport, shall not be animated or flashing or be illuminated by exposed lamps or neon tubes as distinct from backlighting or floodlighting.

4.4 **Canberra International Airport Outdoor Signage Plan**

Introduction

(i) The Canberra International Airport Outdoor Signage Plan is a plan for those outdoor signs within the Airport Terminal precinct (Figure H1) which are larger in surface area than 6 square metres.

Location

(ii) The plan indicates the likely location of outdoor signage within the Airport Terminal precinct. These locations may be varied with the approval of the National Capital Authority.
(iii) All such signs must be within the Airport Terminal precinct.
(iv) The signs must be situated so that their scale is sympathetic to the surrounding environment and appropriate for the Airport.

Design
(v) The design of the signs must be of a high quality and character, befitting the National Capital.
(vi) All such signs will be double sided. Alternatively, the rear face of a sign must be screened to the satisfaction of the National Capital Authority.

Size
(vii) The advertising area of billboards will be limited to a standard size no greater than 12.66 metres by 3.35 metres.
(viii) The advertising area of gantries will be limited to a standard size no greater than 22.8 metres by 2.6 metres.

5. Signs On Unleased Land

5.1 Real Estate Roadside Sign
Real estate signs which direct the public to sites currently for sale or lease may be placed on the verge of roadways subject to the removal of the signs at the end of each day. Such signs should generally:
• be of an A-frame structure;
• be located further than 20 metres from a road intersection;
• not be located on Main Avenues adjacent to the Parliamentary Zone, on ANZAC Parade or on the approaches to the Prime Minister’s Lodge or the Governor-General’s residence;
• have a surface dimension not greater than 900 mm width and 1200 mm height and a maximum height above ground level of 1500 mm;
• be firmly secured to the ground while on display;
• not be animated;
• display direction to the property for sale or lease and the agent’s name with the agent’s name/logo occupying an area of not greater than 50 per cent of the sign; and
• not have a highly reflective surface.

5.2 Hawkers’ Signs
Hawkers’ signs in Designated Areas may only be displayed where they:
• are not within the National Triangle or on Main Avenues or Approach Routes (except in relation to events or otherwise approved by the Authority or on or near construction sites);
• are not less than 1 kilometre from other hawkers;
• include one sign of moderate scale at the site of standing and not more than one additional sign on each side of the road approaching the site;
• are approved by a relevant agency of the ACT Government as being safe from a traffic point of view;
• have a surface dimension not greater than 900 mm width and 1200 mm height and a maximum height above ground level of 1500 mm;
• do not have highly reflective surfaces; and
• are removable and only displayed on site during hours of operation.

5.3 Community Roadside Signs
Community roadside signs, which advertise local events not subject to an entry or site fee, may be placed on the verge of roadways or other unleased lands, subject to their removal at the end of the advertised event. Each community organisation may only display a maximum of six movable signs for one week prior to the advertised event. Such signs should generally:
• be of an A-frame structure;
• be located further than 20 metres from a road intersection;
• not be located on Main Avenues adjacent to the Parliamentary Zone, ANZAC Parade and the approaches to the Prime Minister’s lodge and the Governor-General’s residence;
• have a surface dimension not greater than 900 mm width and 1200 mm height and a maximum height above ground level of 1500 mm;
• be firmly secured to the ground while on display;
• not be animated;
• only contain the name of the organisation and information related to the forthcoming event;
• not impede maintenance activities such as mowing of grass;
• not be offensive; and
• not have a highly reflective surface or be iridescent in colour.

5.4 Flags and Banners
Subject to traffic safety assessment by the relevant ACT Government agency flags and banners may be displayed within road reserves. Such signs should generally comply with the following:
• approval may be granted by the National Capital Authority for the display of event banners and flags where these are of a standard which is consistent with the values of the National Capital and are not in the form of a commercial advertising sign;
• banners may be suspended across Northbourne Avenue and London Circuit from vertical supports;
• banners on light poles are not permitted in ANZAC Parade;
• the use of light poles for the flying of banners is to meet the requirements of the ACT Government’s policy in respect of the use of its assets;
• when erected on Territory Land flags and banners may only be installed by direct arrangement with an agency or contractor of the ACT Government;
• the erection of flags in any location is not to be in conflict with the flag protocols administered by the Commonwealth Government’s Award and National Symbols Branch;
• flags and banners identifying the ACT Visitor Information Centre are permitted in the road verge adjacent to the centre, but not in the median;
• banners on light poles should not compromise existing landscapes;
• the use of commercial wording or sponsorship acknowledgment is limited to no more than 20 per cent of the banner;
• all costs associated with the design, manufacture, installation and removal of banners or flags are to be met by the applicant;
• materials used in flags and banners must be able to withstand the effects of rain, sun and wind without colours running or fading or fabrics tearing due to wind loads;
• materials used in flags and banners are not to be highly reflective; and
• flags and banners may be displayed for up to two weeks before an event, during an event and for no more than 48 hours after the event.

5.5 Major Events Signs

5.5.1 Changing Events Signs
Signs promoting or describing an event at an institution may be erected and displayed on approved structures, or in an approved manner, without further approval subject to the following criteria being met:
• the signs are erected and displayed for specific periods during the display, program or event;
• the content of the sign is not offensive and relates to its context;
• commercial wording or sponsorship acknowledgment occupies no greater than 20 per cent of the sign.

5.5.2 Groups of Signs for Events
Groups of signs, promoting a major event conducted for more than two days, may be displayed where such signs are of a similar type to an approved sign without the need for separate approval of each sign where:
• they seek to promote an event or program of special significance and broad community interest;
• they are not displayed in ANZAC Parade or adjacent to the Prime minister’s Lodge or the Governor General’s residence;
• they are not displayed in the median of road reserves;
• the contents of the signs are not offensive and harmonise with the landscape;
• they are not garish or iridescent;
• they are not highly reflective;
• commercial wording or sponsorship acknowledgment occupies no greater than 20 per cent of the sign;
• promotional signs are displayed for no longer than 2 weeks prior to the event;
• directional signs are only displayed during the days of the event; and
• they are removed within 48 hours of the conclusion of the event.

5.6 Services and Commercial Directional Signs

5.6.1 Services Signs
Signs that provide direction to service outlets such as emergency services, food, accommodation, service stations, pharmacies, religious centres, and the like should meet the following conditions:
• signs for services located away from Main Avenues and Approach Routes, should be generally in the form of internationally recognised symbols and not include business names;
• service signs on sites fronting Main Avenues and Approach Routes should only be located on the site on which the service is provided; and
• service venues are to be shown in a list of places and on a services location map agreed to by the National Capital Authority.

5.6.2 Commercial Directional Signs
Signs to provide direction to business centres may only include the name of the relevant Town Centre, Group Centre or Local Centre.

Signs to business activities outside of commercial centres may be erected in the form of finger boards and should comply with the following:
• there are to be no more than 5 commercial directional signs as finger boards attached to poles at any one location;
• the signs are to be erected by, and remain the property of, the ACT Government;
• the display of the signs is to be managed so as to be kept in an orderly fashion and in good repair; and
• the signs should conform to Section 3 of the Australian Standard 1742.5 – 1997: Street name and community facility name signs.

5.7 Site Identification Signs
Signs erected in public places to identify the name of the places such as parks, squares, walks, historic sites, open spaces and the like should comply with the following:
• signs in the National Capital Open Space System should be consistent in design in terms of style, size and materials used and should be part of a hierarchy of signs which
reinforces the significance of the Open Space System. The hierarchy of such signs should be for primary signs at the site entry and secondary signs comprising:

- directional signs
- destination indicators
- place name signs
- interpretive signs;

- sponsorship signs or sponsorship names on signs are not permitted on Main Avenues or Approach Routes, in the National Capital Open Space System, in the Parliamentary Zone (except where such signs comply with a comprehensive Project or Precinct Signage Plan approved by the Authority), near the Prime Minister’s Lodge or the Governor General’s residence.

- markers or signs identifying places may include dedication information or historic information about the place on or near where the sign is located, and

- site identification signs are to be erected by, and remain the property of, the Commonwealth (on National Land) or the ACT Government on (Territory Land).

5.8 Tourist Destination Signs
Signs, which direct the public to major tourist sites and places, should generally comply with the following:

- tourist drives may be identified by a system of numbers and colours on standard signs placed along the drives with detailed information of attractions along the route available for visitors in published form at visitor information centres;

- tourist drive numbers should be incorporated in new tourist destination signs or may be fixed as a separate sign beneath destination signs or traffic signs;

- groups of attractions, located at a single destination, may be identified by displaying the group destination name on a series of signs which lead up to that destination;

- tourist destination signs, other than tourist route signs, are to be at the last major turn-off to the venue;

- individual attractions may be identified as features of this centre on a single sign on arrival at the centre;

- sponsorship will not be permitted on tourist destination signs other than those which have naming rights for the destination;

- the signs should conform to the Australian Standard 1742.6 – 1990: Service and tourist signs for motorists;

- the main entry points to the Parliamentary Zone may be signalled by distinctive signs such as banners or place signs located in the verges of the Main Avenues;

- the signs are to be erected by, and remain the property of, the ACT Government;

- excessive repetition of tourist destination signs should be avoided;

- signs are to be painted metal and all single-sided signs are to be painted on the visible reverse side; and
• a system of standard symbols, lettering and colour schemes should be followed in directing the travelling public to tourist venues.

5.9 Advertising Signs on Street Furniture
Advertising signs may be displayed on bus shelters subject to the following:
• only one advertising sign will be permitted on each bus shelter;
• the sign is to be of a dimension not exceeding 1.5 metres by 1 metre;
• the sign may be side illuminated;
• the sign structure is to be an integral part of the design of the shelter on which it is displayed; and
• such signs are not permitted in ANZAC Parade or on bus shelters in Commonwealth, Kings and Constitution Avenues or the area bounded by these Avenues.

5.10 Tourist Radio Identification Signs
Tourist and visitor information radio identification signs will be considered where they comply with the following:
• a single radio station notice may be displayed on a single pole;
• for multiple station identification in one location the design is to be in the form of a combined notice board which may display up to five radio station frequencies;
• the signs may be located in the Visitor Information Centre on Northbourne Avenue and within car parks of major institutions which function as tourist attractions;
• tourist radio identification signs displaying only the frequency of a station may be permitted in the Information Lay-bys on Approach Routes but not elsewhere on the Main Avenues and Approach Routes; and
• the signs are to be painted metal structures with white lettering on a blue background showing only the frequency and the broadcaster identification letters or numbers.

5.11 Billboards
Billboards are not permitted on unleased land in the Designated Areas.

5.12 Tourist Information Signs
Tourist information signs on Approach Routes, other than tourist directional signs, are to comply with the following:

The hierarchy of signs on Approach Routes is to include:
• a border marker sign which is a single purpose sign to mark the border between the ACT and NSW. Such markers may be on either side of the road at the border;
• a City of Canberra identification sign, of a scale less than that of the border sign, may placed in the road verge away from and following the border sign;
• tourist information lay-bys may contain a number of pedestrian scale sign boards displaying :
  • a guide map of the Territory
  • welcoming messages in different languages
  • changeable signs advertising major events in Canberra; and
  • signs directing visitors to the Visitor Information Centre on Northbourne Avenue.
• Visitor Information Centre signs which identify the distances to the Centre and use the internationally recognised information symbol.

Definitions

Amenity
means those qualities or conditions associated with a site or locality that are conductive to its better enjoyment for any permitted use.

Attic
means any floor area built wholly or partly in the roof of a building but an attic shall not be regarded as a storey if it is wholly contained within a roof pitched at the level of the ceiling of the storey next below the attic.

Backlighting
in relation to a sign shall include the internal illumination of a sign box and the internal illumination of individual letters or characters comprising a sign provided that the sign box, letter of character is constructed of translucent and not transparent materials.

Basement
means that portion of a building of which the top of the floor is below the adjoining finished level for not less than 40% of its area and the distance from the underside of the ceiling to the highest adjoining finished ground level is less than the distance from this level to the top of the floor.

Billboard
means a sign erected for the purpose of advertising products or services which are not being offered on a site on which the sign is erected.

Block
means a parcel of land for which a separate lease has been issued.

Building Line
means a line parallel to the front property boundary drawn along the front face of the building closest to the front property boundary. Where a terrace, landing, balcony or verandah is more than 1.5 metres above the adjoining ground level or is covered by a roof, it shall be deemed to be part of the building and the conditions in respect of the building line shall apply.

Carport
means a car shelter wholly or partially enclosed on not more then two sides.
**Commercial Building**
means a building defined in the ACT Building Manual as Classes V, VI and VII.

**Detached House**
means a house freestanding on its own block.

**Effective Frontage**
means the distance between the side boundaries of a block measured at a distance of 6 metres in the case of a single storey house and 7.5 metres in the case of a house of more than one storey from and parallel to the front property boundary in the case of a regular block and a block widening towards the rear, and a distance of 18 metres from and parallel to the front property boundary in the case of a block narrowing towards the rear.

**Front Property Boundary**
means the boundary line separating a public road form a block, but in the case of a block where the house is required to face an adjoining reserve or pedestrian way, the front property boundary shall be deemed to be the boundary between the block and the adjoining reserve or pedestrian way.

**Garage**
means a car shelter wholly or partially enclosed on more than two sides and includes an outbuilding as defined in the Building Manual.

**Gross Floor Area**
with respect to detached houses, is the sum of the gross areas of the floor or floors of a building or buildings, measured from the external faces of exterior walls or form the centre lines of walls separating two buildings. Without attempting to be exhaustive, gross floor area includes garages and any area capable of being adapted for use as anything other than the storage of goods, and floor space in interior balconies or mezzanines and external balconies which are used as corridors. In the event of no garage or carport being shown on the plan, there shall be included in the calculation of the floor space, 15 square metres floor space for the first 150 square meters of gross floor space shown on the plan and 1 square metre of floor space for every 10 square metres of floor space for every 10 square metres over 150 square metres.

In the case of a commercial, industrial or business building floor space does not include any areas used for elevator shafts or stairwells, fixed mechanical plant or car parking.

**Height of Building**
means the difference between the mean natural ground level of that length of the side boundary which is adjacent to the building and the highest point or points or the parapet, eaves or fascia in the case of flat roofs or roofs pitched at less than 45 degrees. Where the roof is pitched at more than 45 degrees the highest point shall be measured to a line midway between the top of the eaves or fascia and the ridge.

**Height of Sign**
means the difference between ground level and the highest point of the sign.

**House**
means any building used or intended, adapted or designed, to be used as a separate dwelling unit.

**Industrial Building**
means a building defined in the ACT Building Manual as Classes, VII, VIII and VIII A.
**Institutional Building**
means a building defined in the ACT Building Manual as Class IX.

**Main Avenues**
means the Avenues listed in 2.2 of Part Two of this Plan.

**Outbuilding**
means a structure defined in the ACT Building Manual as Class X.

**Parking Space**
means an unobstructed hardstanding or manoeuvring area of 28m² open or enclosed. However, an area of less than 28m², but in no event less than 19m² may be considered as one space, when the layout and design of the parking are adequate to permit convenient access and manoeuvring. In no event, except for detached houses, shall the dimensions of any parking space be less than 5.5m long and 2.6m wide.

**Pedestrian Walkway**
means a strip of land whether paved or unpaved which is designated by the Authority as being set aside for the purpose of foot traffic between two or more places.

**Plot Ratio**
means the gross floor area in a building divided by the area of the site.

**Rear Property Boundary**
means the boundary line of a block located furthermost from the front property boundary. In the case of blocks which have not more than two property boundaries, there shall be deemed to be one front boundary and one side boundary.

**Sign**
means any writing (including letter, word or numeral); pictorial representation (including illustration or decoration); emblem (including device, symbol or trademark); flag (including banner or pennant); or any other figure of similar character; which:

(a) is a structure or any part thereof, or is attached to, painted on, or in any other manner represented on a building or other structure; and

(b) is used to announce, direct attention to, or advertise; and

(c) is visible from outside a building. A sign shall include writing, representation or other figure of similar character within a building only when illuminated and located in a window.

but for the purposes of these conditions does not include:

(a) traffic or similar regulatory devices, legal notices, or warnings at railway crossings;

(b) temporary signs announcing a campaign, drive or event of political, civic, philanthropic, educational or religious organisations;

(c) memorial signs or tablets;

(d) signs denoting architect, engineer or contractor when placed on construction sites and not exceeding 0.5m² in area or combined signs denoting architect, engineer and contractor not exceeding 2.5m² in area;
(e) signs required to be maintained by law or governmental order or regulation, with a total surface area not exceeding 1.0m² on any block;

(f) temporary signs displayed for the purpose only of advertising premises for sale or lease, providing such signs have a total surface area not exceeding 0.5m²;

(g) small signs displayed for the direction or convenience of the public, including signs which identify rest rooms, freight entrances, or the like, with a total surface area not exceeding 0.5m² on any block;

(h) temporary signs displayed for the purpose only of advertising a group development provided such signs have a total surface area not exceeding 2.5m².

**Site**

means block, except that in the case of blocks which include an access driveway or right of way, the area contained within the access driveway or right of way shall not be included in the area of the block for the purpose of the calculation of the site area.

**Storey**

means that portion of any building including any portion used for the parking of vehicles or any portion capable of being adapted for use as anything other than storage or the installation of fixed mechanical plant or equipment which is situated between any floor level and the floor level above, or, if there is no floor above, and the ceiling above.

**Surface Area**

of a sign means that entire area within a single continuous perimeter enclosing the extreme limit of writing, representation, emblem, or any figure or similar character, together with any material or colour form an integral part of the display or used to differentiate such sign from the background against which it is placed. In any event, the supports or uprights on which such sign is supported shall not be included in determining the surface area of a sign.

The surface area of a double-faced sign shall include only one of the sides when:

(i) the sides are back to back; or

(ii) the sides are divergent but display identical writing or other representation in substantially different directions.

Any additional side of a multi-faced sign shall be included in the assessment of surface area.
Canberra Airport Outdoor Signage Plan

Figure H1

Key:
- Airport Terminal Precinct
- Free standing advertising sign locations.

Note: 2 & 7 are proposed gantry signs.
APPENDIX I:
Jerrabomberra
Wetlands Conditions
Appendix I

Jerrabomberra Wetlands Conditions

Preamble

The Jerrabomberra Wetlands were formed following the filling of Lake Burley Griffin, and the expansion of a natural wetland that had developed on the floodplain of the Molonglo River. The wetland and other habitats support a wide range of aquatic wildlife including over 170 species of birds, some of which are protected under an International Treaty between Australia and Japan.

The Jerrabomberra Wetlands are situated in the heart of the national Capital and are an integral part of the parkland system that has been developed around Lake Burley Griffin. The lake provides the key landscape element which unites the city and provides the setting for many of the buildings of the Central National Area as well as being a focus for a wide range of activities for Canberra residents and tourists.

The location of the Jerrabomberra Wetlands close to the centre of Canberra, and therefore to a large population centre and tourist destination, provides a unique opportunity to develop the area’s potential as a nature education and interpretation centre. This would enable residents, tourists and international visitors to develop their understanding about conservation and wetland ecology as part of their enjoyment of the National Capital.

The challenge of the Jerrabomberra Wetlands is to ensure that a significant ecological resource in the centre of Canberra is protected and maintained while being used sensitively for residents and tourists in ways which enrich their experience of the National Capital and develop greater community awareness and appreciation of the natural environment.

General Conditions

Key Objective

To define and maintain Jerrabomberra Wetlands as a protected wildlife refuge, in a National Capital and urban context, with facilities designed to realise the area’s potential as a significant conservation and education resource for Canberra residents, tourists and international visitors.

Conservation

To protect the ecological resources, geomorphological features and aquatic conditions of Jerrabomberra Wetlands and maintain a diversity of wetland and other habitats for wildlife conservation.

Education and Research

To provide for the use of Jerrabomberra Wetlands as a significant educational resource which promote educational activities appropriate to the area such as nature appreciation, fosters public awareness about wetland ecosystems, and facilities interpretation about birds and other aquatic wildlife. The area is also to be available for scientific research related to wetland environments.
Landscape
To maintain and enhance the rural and floodplain landscape character and strengthen the perception and appreciation of the Jerrabombera Wetlands and its surroundings as an integral part of the landscape of Lake Burley Griffin and the setting for the National Capital.

Recreation
To facilitate recreational use for education and interpretation programmes coupled with informal and quiet enjoyment of the area’s natural qualities consistent with the protection of Jerrabombera Wetlands as a significant conservation resource in an urban setting. A range of facilities to be provided from Visitor Information Centres and bird-hides to information signs and paths.

Services
To provide for the continuation of current essential urban service infrastructure (electricity, water supply, sewerage). Any future proposal for new or upgraded services to be required to protect the nature conservation core areas and to be subject to a full environmental assessment.

Planning, Development and Management
To facilitate planning, development and management of the Jerrabombera Wetlands as a part of the National Capital Open Space System and in a manner which sustains specific uses consistent with conservation of its wetlands habitats, protects it from the impacts of external land uses, and ensures the wetlands are maintained and used in the broader context of planning for the whole of the Molonglo River and Jerrabombera Creek floodplain and the Lake Burley Griffin Technical and Management Guidelines.

Specific Area Conditions

A: Nature Conservation Core Area

Preamble
The existing wetland habitat is significant both for its nature conservation value and its potential for public viewing and interpretation in an urban location. The Nature Conservation Core Area is primarily identified for conservation and protection of wetland habitat and associated wildlife, where carefully controlled public access can be provided for interpretative and educational activities. Within the Core Area zoning can provide for bird refuge areas with general public access excluded, and for other areas where public facilities and access is provided. Overall, emphasis will be placed on habitat diversity rather than significant increases in general waterbird populations in order to minimise the risk of birdstrike to aircraft using Canberra Airport.

Conditions

A1: Jerrabombera Backwaters
To be maintained as a wildlife refuge area with a diversity of habitats for aquatic wildlife and particularly birdlife, and protected from uncontrolled access from Lake Burley Griffin and adjacent lands. Controlled
access for public interpretation, consistent with the area’s refuge status, may be provided from Area A2. Existing access track to be retained for management purposes only.

A2: Jerrabomberra Pool And Kelly’s Swamp Environs
To be maintained and developed as a diverse habitat for waterbirds with facilities for public access, viewing and interpretation including information centres, hides and display areas to enable people to view wildlife at reasonably close quarters and understand about wetland ecology. Jerrabomberra land fill area to be rehabilitated and landscaped with a particular emphasis on creating habitat for land birds.

B: Wetland Buffer Zone

Preamble
Dairy Flat provides a distinctive rural landscape with an open, grazed floodplain as the foreground to views of the national area. There is an opportunity to preserve this character within a rural buffer zone which complements and protects the Nature Conservation Core Area. Some of the former farm buildings and land adjacent to Kelly’s Swamp are used for educational purposes.

Conditions

B1: Dairy Flat West
To be maintained as a rural buffer zone to protect the Wetlands and the agricultural landscape character of the Dairy Flat floodplain. The ephemeral wetland area near Molonglo Reach to be maintained and used for public interpretation. The option to be retained for the development of further aquatic habitats for conservation and/or recreation purposes. This would be subject to advice from the relevant Commonwealth Government Department of Authority that this would not increase the risk of birdstrikes to aircraft. Major changes of this type to be subject to action under the Commonwealth’s Environment Protection (Impact of Proposals) Act 1974.

B2: Dairy Flat Centre
Use of the buildings and land adjacent to Kelly’s swamp to continue as an educational facility consistent with the area’s additional role as part of the buffer zone to the Nature Conservation Core Area.

C: Recreation

Preamble
The tree-line margins of the Molonglo River are an important habitat component of the wetland complex. There could be some low intensity recreation and public access compatible with protection of the birdlife and habitats associated with these riverine areas. Such use should be in the context of the Lake Burley Griffin Technical and Management Guidelines which provides for riverside recreation along the northern and southern banks of Molonglo Reach.
Jerrabomberra Wetlands Policy Plan

Policy Plan Area
Y3 Specific Policy Areas
Water Main
Sewer

Stormwater Pipe
Stormwater Drain
Railway
A/g Power Line
Condition

C1:  Molonglo Reach Recreation
The southern bank of Molonglo Reach to be developed and used as an informal riverside area with controlled public access. Wildlife habitat, including the marginal, riverine vegetation, to be protected and maintained for birdlife and other semi-aquatic fauna. The north-eastern portion may be more intensively developed with picnic facilities and will be the location for a new bridge for the Eastern Parkway.

D:  High And Low Voltage Distribution Sub-Transmission Lines

Preamble
A number of high and low voltage lines cross Jerrabomberra Wetlands/Dairy Flat as key elements in the provision of electricity supply to Canberra. They have a visual effect on the landscape and views across Lake Burley Griffin to the Central National Area and can present a hazard to waterbirds. These environmental effects should be minimised when opportunities arise, but this will depend upon the extent and timing of developments in adjacent areas and the degree to which some lines can be removed. For example the establishment of the new Mundaring Drive/Newcastle Street alignment will provide an opportunity to relocate the Causeway to Oaks Estate 66 Kv line onto this alignment and the 11 kV distribution line running east-west could be relocated to align with Dairy Road or the Eastern Parkway.

Conditions

D1:  Causeway To City East And Bruce
132 Kv Sub-Transmission Lines Easement
The two existing 132 kV lines linking the Causeway substation to the City East and Bruce substations to be retained.

D2:  Existing Causeway To Oaks Estate
66 Kv Transmission Line And Adjacent 11 Kv Line
The existing 66 kV line and adjacent 11 kV line to be retained temporarily to provide an 11 kV link between Kingston and Fyshwick, after which they are to be removed.

D3:  Causeway To Gilmore 132 Kv Sub-Transmission Line Easement
An easement is required parallel to or south of the gazetted alignment of Newcastle Street for a 132 kV line connecting the Causeway and Gilmore substations. Construction to be in accordance with the Environmental Impact Statement approved in 1984.

D4:  11 Kv Distribution Lines
Further work to be undertaken to minimise the impact of the 11kV distribution lines.
E: Road Access

Preamble
The Eastern Parkway, which will connect Newcastle Street to Morshead Drive will cross the Molonglo River about 300 metres west of the Dairy Flat Bridge. Following construction of one carriageway, Dairy Road will be used temporarily as the other carriageway. When the Parkway is eventually completed Dairy Road will be retained to provide for access to the southern side of Molonglo Reach, the eastern parts of Jerrabomberra Wetlands, and the Dairy Flat Centre. The gazetted, but not constructed, alignment of the Newcastle Street to Mundaring Drive connection requires relocation because of its proximity to Dairy Flat Centre and Jerrabomberra Pool – the main site for public viewing of waterbirds.

Conditions

E1: Eastern Parkway
The Eastern Parkway to be constructed east of the Fyshwick Sewage Treatment Works and in accordance with an approved Environmental Impact Statement. A new bridge crossing the Molonglo River to be constructed within Area C1 about 300 metres west of the current Dairy Flat Bridge.

E2: Newcastle Street Extension
A new reservation for the possible extension of Newcastle Street to Mundaring Drive to be identified south of the existing gazetted route. When this has been done the existing reservation for this road requires a change of land use and the land incorporated within Wetlands Zone A2.

F: Cycleway

Preamble
The completion of the recreation cycleway system and Lake Burley Griffin is an important objective of the Lake Burley Griffin Technical and Management Guidelines. It requires the construction of a cycleway in or adjacent to the area covered by these conditions.

Condition

F1: Lake Burley Griffin Cycleway System
A cycleway is to be established in order to complete the system around the Lake and to provide a connection to Fyshwick. The route is to be determined following further analysis, but would not pass through Area A1. It would pass through Area A2 in a manner which would be compatible with protection of the area’s nature conservation and interpretation values. It would cross Jerrabomberra Creek east of Jerrabomberra Pool with much of its length being in the eastern portion of Area B1.

G: Water Supply

Preamble
The bulk supply main carrying domestic water between Googong Reservoir and North Canberra crosses the wetland buffer area.
Condition

G1: Googong Bulk Supply Main
The existing bulk supply water main connecting Googong Reservoir and North Canberra to be retained.

H: Sewerage

Preamble
A sewerage rising main existing between the Fyshwick Sewerage Plant and Kingston. Its operation has not been satisfactory in recent years and its replacement is required.

Condition

H1: Fyshwick To Kingston Sewerage Rising Main
Use of the Fyshwick to Kingston sewerage rising main to continue with upgrading to more efficient operation using a similar route.
Appendix J
APPENDIX J:
Lake Burley Griffin Technical
and Management Guidelines
Appendix J
Lake Burley Griffin Technical and Management Guidelines

Hydraulics And Water Quality

Preamble

Hydraulics and Water Quality Criteria
A great many inter-related factors affect the Lake and the quality of its water. The usual coordination mechanism is to adopt a set of designated uses together with criteria for hydraulics and water quality.

Operation of Scrivener and Googong Dams
At present, Scrivener Dam is mainly used to maintain the level of the Lake and prevent flooding in its environs. With the development of the Lower Molonglo River for recreation, it will be necessary to impose new operating criteria.

The construction of Googong Dam has reduced the flow into the Lake and hence the overflow downstream of the Scrivener Dam. There are however Commonwealth/State agreements on riparian and other releases from Googong. In addition, provision has been made for Googong to store enough water to top up Lake Burley Griffin unless there is a severe drought.

Flood Plain Protection
Some major floods have been recorded in the Molonglo River. While development has in general been excluded from the 100-year flood plain, at this stage, there are no formal siting policies with respect to flood levels.

Soil Conservation and Siltation Control
As a result of an extensive programme of soil conservation, the carrying of sediment by the Molonglo River and the consequent siltation of Lake Burley Griffin have been considerably reduced. However, with the increasing pressures on land uses within the catchment, continual monitoring of erosion will be required.

Local and Dispersed Sources of Discharge to the Lake
While the establishment and growth of aquatic plants (eutrophication) is a natural process in the ageing of a lake, it has been intensified in Lake Burley Griffin by the discharge to the Lake of nutrients from sewage effluent, urban runoff, agricultural fertilisers and animal faeces in the catchment and by the depletion of throughflow because of the construction of Googong Dam.

Sewerage
Present recreational areas are well serviced by sewers, but several potential recreation areas around the Lake are still a long way from sewer lines.
Stormwater
There needs to be stronger control over discharges of stormwater to the Lake and discharges to the stormwater drains.

Water Supply
In some situations it may be cheaper to use Lake water rather than town mains for irrigating parks and gardens.

Water Pollution Legislation
Enactment of the Water Pollution Ordinance 1984 has provided a mechanism to control industrial and commercial waste discharges to urban drains and the Lake.

Mine Pollution Abatement
Since the Captain's Flat mine pollution abatement works were completed (1975), there has been much less heavy metal pollution of the Molonglo River.

Management of Aquatic Plants
While aquatic plants may be a nuisance, they do play an important role in the overall ecology and the protection of the water quality of the Lake. In the interests of general Lake water quality, this aspect of the Lake's ecology must be carefully managed.

Lake Deepening
The shallowness of some areas of the Lake, together with aquatic plant growth and siltation, hinders recreational uses.

Development Along the Lakeshore
The opportunity to intercept drainage, monitor water discharges, and construct trash and oil traps may be lost if development takes place right next to the foreshore.

Water Quality Monitoring
The monitoring of the quality of the water in the Lake has so far been geared to particular functions, such as the management of fish, and to dealing with specific problems as they arose. It should be carried out comprehensively to meet the needs both of planning and management.

Maintenance And Management

Preamble

Co-ordination of Planning and Management
The Lake is managed in accordance with the provisions of the Lakes Ordinance 1976 so as to improve the appearance of the national capital, preserve the environment and allow the best use of the Lake for recreation.
Park Maintenance Standards
Because they form the setting for the Lake and the National Area, and are very popular with tourists and locals, the parklands surrounding the Lake are areas of special national concern, and their present high standard of maintenance is therefore justified.

Lake Management Practices
Some established Lake management practices should be reviewed.

Lakeshore Development Sites
Sites for club houses and boatsheds have been provided along the lakeshore and areas have been set aside for future national capital and tourist developments.

Activities not compatible with the key policy objectives for Lake Burley Griffin shall not be permitted.

Guidelines
1. A Guideline is that a Lake Burley Griffin Management Plan will be prepared by the National Capital Planning Authority.

2. The Guideline is that the Designated Uses and the Hydraulic and Water Quality Criteria to protect them, as set out below, shall apply;

Wherever possible Lake waters should not be altered in ways which reduce the quality below the desirable level for the following specific uses. A complete set of water quality objectives is contained in Appendix E – ACT Water Policies. The following objectives are the main ones relevant to particular uses:

(a) Landscape Function

The quality of Lake waters should be consistent with the protection of aquatic plants and animals where this does not conflict with other uses.

Lake water should be free from:

- floating debris, oil, grease, scum or other objectionable matter
- substances that produce undesirable colours, smells, turbidity or foaming
- undesirable aquatic growth such as algae blooms or larger plants.

(b) Water Recreation

For all forms of water recreation the water quality should meet the criteria recommended for landscape purposes as well as the following additional criteria:

Fishing

Changes in water quality should produce only minimal changes in species of fish or their habitat.

Boating
Lake water should be free of:

- toxic or irritant algae
- floating and submerged debris.

Swimming

Ideally, swimming water should have:

- pH within the range of 6.5 to 8.3
- *E. coli* concentrates less than 200 per 100 ml
- sufficient clarity for a Secchi disc to be visible at a minimum depth of 1.2m
- temperature in the range 20–30°C.

In swimming areas, water should be free of floating and submerged debris and of weed growth.

At times, because of natural processes, the Lake water will not meet these criteria. Swimmers should be warned of the extra care required in using the Lake at these times.

(c) Irrigation Water Supply

The total suspended solids of the Lake water should be less than 200 mg/L.

(d) Protection of Aquatic Ecology

Lake waters should have:

- ortho-phosphate less than 0.025 mg/L
- unionised ammonia less than 0.025 mg/L
- suspended solids less than 80 mg/L
- dissolved oxygen greater than 7 mg/L

Water discharged to the Lake should not cause temperature variations of more than 5°C from the naturally occurring temperature.

3. The *Guideline* is that the Operating Criteria for Scrivener and Googong Dams as given below, shall apply:

Scrivener Dam

The ACT Administration has prepared a draft manual, *Scrivener Dam Gate Operation Procedures During Floods* which is currently being reviewed. The first criterion is that Scrivener Dam should be operated so as to minimise flooding of the Lake environs. The normal mode of operation of the flood gates should be to release flow at Scrivener Dam at approximately the same rate as the inflow to the Lake from all sources less losses. This will maintain a nearly constant Lake level in East Basin equal to the normal Lake level of RL 555.93 m, for flows up to 2 000 cumecs. At 2 000 cumecs all flood gates should be fully open and any subsequent increase in inflow will result in a higher Lake level.
Frequent gate operations with small incremental increases in releases from Scrivener Dam, particularly during the initial stage of a flood, minimise the rate of rise in the river level downstream more effectively than infrequent gate operations of large increments. As a safety precaution for downstream, therefore, operations should be in small increments at a suitable frequency.

Flows up to a total of 55 cumecs can be released by the three sluice gates which can be operated either manually or automatically by the level of the Lake. In the initial stages of a flood greater than 55 cumecs, there are constraints on the initial rate of release of water, on the order of operation of the gates, and on the extent to which individual gates are opened, so as to dissipate the energy of tailwater below the dam.

Releases from the Dam should maintain a base flow of 0.03 cumecs in the Molonglo River downstream of Scrivener Dam at the gauging station below Coppins Crossing. However, such releases may be suspended when there are water restrictions in Canberra or when the drawdown in Googong Reservoir is such that water restrictions might be required in the immediate future.

Modifications shall be made to the outlet arrangements at Scrivener Dam to facilitate release of water from the upper level of the Lake at the rate required for base flow maintenance.

Googong Dam

The Googong Reservoir, together with the Cotter River storages, can supply water for a population of 400,000. It can also supply riparian rights along the Queanbeyan river downstream to the ACT border, irrigation for a limited area within New South Wales and along the banks of the Queanbeyan River from Googong Dam to the ACT border, and irrigation for 400 hectares of land around the foreshores of Lake Burley Griffin, as well as topping up the lake so that it does not fall more than 0.25 metres below the normal level of RL 555.93 m.

Releases of water from Googong Reservoir shall be made in accordance with the memorandum of understanding on Riparian and other Releases, as drafted by the Commonwealth.

Releases for topping up Lake Burley Griffin shall be made to maintain the Lake at not less than 0.25 metres below the normal level of RL 555.93 m. the exception to this is during periods of ‘water restrictions’ in Canberra or during periods when the drawdown in storage at Googong Reservoir and/or the three Cotter storages is such that water restrictions might be imposed in the immediate future. The releases from Googong Reservoir will include the water required to compensate for evaporation losses from Lake Burley Griffin, irrigation water withdrawals form the Lake and release at Scrivener Dam to maintain a base flow of 0.03 cumecs in the Molonglo River at the gauging station below Coppins Crossing.

Within the constraints of inlet systems, water level and the requirements of the treatment plant, the quality of the releases made from Googong Dam for riparian rights and other purposes shall be the available at the time of release.

4. The Guideline for Flood Plain Protection, is to exclude structures, habitation and landfill within the floodplains, unless no alternatives are available. (Where structures are necessary, they shall be designed to minimise impacts on the passage of the flood or on flood levels. In the case of water
storages, inundation of upstream land is accepted only on the basis of other benefits derived by the community.

To achieve this objective the following will apply;

(i) Development shall be excluded from the 1:100 AEP flood area unless no alternative is available.

(ii) Peak flood levels shall not be increased above existing levels unless it can be demonstrated that the rise does not adversely affect leases or services.

(iii) Peak flood velocities shall not be increased above existing levels unless it can be demonstrated that the increased velocity does not adversely affect the stability of the flood plain or safety. An average velocity of 2 m/s is the maximum acceptable velocity over the natural flood plain.

(iv) The duration and frequency of flood inundation shall not exceed existing flood inundation frequency and duration unless it can be demonstrated that such changes do not adversely affect the flood plain.

(v) Velocity-depth values shall not be increased above existing velocity depth values unless it can be demonstrated that increased values do not adversely affect safety.

(vi) Ponding or reduction of flows shall not be acceptable if significant sedimentation, which is detrimental to the flood plain, can be expected.

5. The Guideline for Soil Conservation and Siltation Control, is that the Commonwealth shall periodically review erosion in the Lake catchment in conjunction with other authorities and seek agreement to incorporating planning controls over subdivision and land use policies.

Land use and development in the catchment areas draining to the Lake will be coordinated with soil conservation requirements under the ACT Water Pollution Ordinance and the ACT Building Ordinance.

The system of bed load traps is to be extended, covering all discharge outlets to the Lake, and is to be maintained on a regular basis.

6. The Guideline for Local and Dispersed Sources of Discharge to the Lake, is that all discharges of waste to the Lake shall be contained, either by connection to the Canberra sewerage system, or by treatment to remove pollutants before discharge.

7. The Guideline for Sewerage, is that the sewers shall be extended to match a programme of recreational development.

8. The Guideline for Stormwater, is that trash, oil and bed load traps shall be incorporated into all major drains discharging to the Lake.

The location of stormwater drain outlets in relation to Lake water quality zones and designated uses is to be reviewed. Drains are to be relocated in some locations to facilitate the maintenance of parklands.
9. The Guideline for Water Supply, is that the economic and environmental benefits of using Lake water to irrigate parks and gardens be investigated. After the amounts available for such purposes have been determined, all taking of water from the Lake and River is to be controlled.

10. The Guideline for Water Pollution, is that compliance with the requirements of the Water Pollution Ordinance 1984 be monitored.

11. The Guideline for Mine Pollution Abatement, is that the results of monitoring of the Molonglo River downstream of the Captains Flat mine abatement works shall be kept under review to ensure that the pollution of the Lake from this source is controlled.

12. The Guideline for Management of Aquatic Plants, is that established areas of macrophyte growth, including East Basin, Sullivans Creek Inlet and Acacia Inlet shall be protected and managed as weed growth habitats, except for designated recreation uses requiring direct access to the water's edge.

13. The Guideline for Lake Deepening, is that consideration shall be given to deepening the Kingston Boat Harbour, the area between Springbank Island and Hospital Point, Acton ferry terminal and other areas as needs dictate. In the short term, aquatic plant beds in the east end of the Lake will be retained as a nutrient trap to protect the water quality of the Lake.

14. The Guideline for Development along the Lakeshore, is that it shall be so sited that all drainage and waste discharges from the site can be intercepted and discharged to drains and sewers, and the drains equipped with trash, sediment and oil traps.

The drainage requirements for developments may be included as development conditions at the developer's expense.

15. The Guideline for Water Quality Monitoring, is that a comprehensive programme of water quality monitoring shall be agreed on and undertaken.

16. The Guideline for Coordination of Planning and Management, is that these guidelines be adopted as a basis for coordinated planning and management.

17. The Guideline for Park Maintenance Standards, is that the lakeside parkland shall continue to be maintained to a high standard.

18. The Guideline for Lake Management Practices, is that the following Lake management practices be reviewed;

- Lifebuoys, emergency telephone and rescue procedures
- Moorings
- Use of Lake water for irrigation
- Control of dogs and horses on the foreshores
- Resolving conflict between users
- Hire concessions
- Maintenance of clear shorelines
- Licensed Clubs
19. The *Guideline* for Lakeshore Development Sites, is as follows;

- **Commercial concessions:**
  The placement, form and colour of buildings and/or structures on any land leased for these developments are to be subject to detailed site planning standards to ensure that the development is in harmony with the Lake landscape and does no harm to the environment of the Lake. Public access is to be maintained around such buildings and between the buildings and the lakeshore.

- **Boatsheds, clubhouses and other recreational or community development directly related to the use of the Lake:**
  The placement, form and colour of buildings on any land leased for these developments will be subject to detailed site planning standards to ensure that the development is in harmony with the Lake landscape and does no harm to the environment of the Lake. Public access is to be maintained around such buildings and between the buildings and the lakeshore.

- **Major lakeside buildings, special national capital attractions and other tourist developments:**
  The placement, form and colour of buildings on any land used for these developments will be subject to detailed site planning standards to ensure that they are in harmony with the lakeside setting.

- **Lake maintenance and boat servicing**
  The placement, form and colour of buildings on any land used for these developments will be subject to detailed site planning standards to ensure that they are in harmony with the lakeside setting.

20. The *Guideline* for Siting of Buildings in the Lake Flood Zone shall be as set out below;

**Siting Policies**

Buildings in the Lake flood zone shall be subject to the following controls:

(a) **Residential Areas:** All habitable floors are to be above the 100 year flood level.

(b) **Commercial Areas:** Walkways, service areas, basements are to be above the 100 year flood level.

(c) **Institutional Areas:** Walkways, service areas, basement carparks are to be above the 100 year flood level.

(d) **Archives, reference collections, etc** are to be above the 500 year flood, with the establishment of emergency measures to safeguard collections in the event of a more extreme flood.

Structures shall be so designed and sited that they in no way make flood levels worse, upstream or downstream. They shall be capable of withstanding the forces created by flood water pressure and prevent accumulation of flood debris, in accordance with the requirements of the Building Ordinance.
Floating structures must be securely and suitably anchored or be capable of rapid removal to safe anchorage in the event of a very large flood; otherwise they could be a danger to the flood gates on Scrivener Dam.

These gates are approximately 5 metres in height and if damage or blockage prevented them from closing after a flood, the Lake level could fall 5 metres, enough to empty it over much of its area.

A rare flood, e.g. a 500 year flood, would raise Central and East Basin by 2.5 to 3.0 metres. An extreme flood which might have a return period of one in a million or more, would raise the Lake level in these basins by 6.0 to 6.5 metres. (These extreme flood estimates are currently being revised).

Flood Warning System

The present system has been in operation for more than 15 years. The performance of the system should be checked about every 10 years.
Appendix K
APPENDIX K:
Commonwealth Grants
Commission 1986
Classification Criteria
Appendix K
Commonwealth Grants Commission
1986 Classification Criteria

EXTRACT FROM: Second Report 1986 on financing the Australian Capital Territory,

CRITERIA APPROVED BY THE COMMONWEALTH GOVERNMENT FOR THE
CLASSIFICATION OF NATIONAL, TERRITORIAL AND MUNICIPAL EXPENDITURES
AND REVENUES IN THE A.C.T.

Introduction
1. The Commonwealth Grants Commission reported on ACT finances in its "Report 1984 on financing
the ACT". The Commission had been asked to identify and assess the principles which could be
applied to the determination of the financial contribution the Commonwealth seeks to recover from
the ACT community for works and services provided in respect of the ACT.

2. In undertaking this, the Commission required Commonwealth Departments and authorities to
identify elements of their receipts and payments which were of a municipal or territorial nature to
enable it to compare ACT finances with New South Wales and Victoria (the standard States) and
local government authorities in the Melbourne and Sydney metropolitan areas (the standard local
government authorities).

3. Under existing administrative and financial arrangements in the ACT, a classification system
for Commonwealth receipts and payments is necessary to isolate ACT elements within overall
Commonwealth finances. The classification system then forms the basis for preparation of
notional municipal and territorial accounts and municipal budgets.

4. The Commission identified deficiencies in existing notional accounts and concluded, amongst other
things, that:

"the present classification between national, territorial and municipal categories should be
reviewed to take account of the practice of the States and local government with regard to such
classification."

5. In responding to the Report, the Government decided in August 1984 that:

(i) an Interdepartmental Committee be established comprising officers of the Departments
of Treasury, Finance, and Territories and Local Government to recommend appropriate
classification criteria for national, territorial and municipal revenue and expenditure in the
ACT; and

(ii) ACT elements of Commonwealth appropriations be identified in the 1985–86 Budget
context.
The Government has considered the Report of the Interdepartmental Committee and has decided to establish a revised system of classification to take effect from and including the 1985–86 financial year.

General Classification Criteria

6. It has been decided not to specifically define national capital, and seat of government activities in the ACT separately from those of a Commonwealth wide nature. Such a distinction was found to be impracticable, principally because of the existence of a range of works and services in the ACT which are similar to those which the Commonwealth provides elsewhere but which, for reasons such as scale or location, also have special significance in the national capital context. The following general classification criteria have been adopted by the Government:

National

National functions include those which are directly related to the Commonwealth Parliament and the central administration of the Commonwealth Government or integral to Canberra’s role as the national capital as well as activities which are normally the responsibility of the Commonwealth Government elsewhere in Australia (for example Defence or the provision of Social Security pensions).

Territorial and Municipal

Territorial and municipal functions include activities undertaken by the Commonwealth Government for the benefit of the citizens of the ACT and which correspond to services provided or taxes and charges levied by or on behalf of State and local governments in the States. Where there are overlapping responsibilities in State and local government practices the relevant expenditure and revenue items have been classified according to prime responsibility.

(i) Territorial

Any function which is normally conducted by State Governments is considered to be Territorial, such as education, law enforcement, health services, agriculture and forestry operations, traffic control, main roads and public transport. It includes all state-type functions which are not specifically classified as municipal.

(ii) Municipal

Functions considered to be local or municipal are those which are normally conducted by a local government authority in the States. These include additions to or replacement of minor roads and footpaths in municipal areas, recreation areas and sportgrounds, swimming pools, public libraries, public halls and community centres, landscaping, garbage services and stormwater drainage, street lighting and street cleaning in municipal areas.
Criteria For Classification Of ACT Roads

7. The ACT road system is a principal component of the planned layout of the national capital. Classification of ACT roads therefore needs to reflect the responsibility for similar roads in the States but with special recognition that some roads also have national capital significance. Separate criteria for roads have been developed based on classification principles adopted by the National Association of Australian State Road Authorities (NAASRA) with modifications to recognise unique elements of the ACT road system:

National
(i) Roads which are the principal means of communication between Canberra and the capital cities of the Commonwealth, that is national highways.
(ii) Roads designed for symbolic, formal or national capital purposes.
(iii) Roads principally providing access to national capital facilities and vantage points, Commonwealth buildings and associated carpark facilities within the Parliamentary Triangle, Russell Hill complex, Campbell Park complex, the Australian Institute of Sport or other areas of primarily national concern.

Territorial
(i) Major arterial roads that form the principal avenue of communications between city and town centres and suburbs or which distribute large volumes of traffic between residential, industrial and major retail areas.
(ii) Roads linking Canberra with regional centres.
(iii) Roads in ACT rural areas including associated car parks.

Municipal
(i) Roads providing access from Territorial roads to local residential, industrial and retail areas and including roads within rural villages and car parks at local facilities.

Criteria For Classification Of ACT Open Space

8. Separate criteria for the classification of the ACT open space system are also necessary because of the special significance of the ACT as the seat of government and national capital.

National
(i) Land providing the setting and landscape backdrop of the national capital: for example Black Mountain and Ainslie/Majura.
(ii) Land providing (small scale) landscapes designed and maintained for symbolic, formal or national capital purposes: for example the Parliamentary Triangle, Lake Burley Griffin and hilltop viewing points.
(iii) Land utilised for national capital facilities, infrastructure and the setting for its buildings: for example some major roads, Australian Mint, Australian Museum and the Australian National Botanic Gardens.

Territorial

(i) Land providing landscaped surrounds for buildings and functions required for Territorial purposes; for example schools, tertiary educational institutions and health facilities.

(ii) Lands allocated for the conservation of ecological resources and cultural heritage: for example Tidbinbilla Nature Reserve.

(iii) Land required for engineering and water supply services: for example Telecom and ACTEA easements, urban parkways and water supply catchments.

(iv) Unleased land within suburbs and leased and unleased rural lands and major river corridors.

Municipal

(i) Land required for engineering functions related to municipal suburban development and services: for example service locations, roads and floodways.

(ii) Land required for neighbourhood recreation: for example playing fields, local parks and playgrounds.

(iii) Land providing neighbourhood amenity and landscapes: for example screens and shelter planting, laneways and local hill reserves.

Application Of The Criteria

9. The Grants Commission Report found that over the years the classification of certain works and services has not been consistent. It is desirable therefore that the application of the criteria be kept under review. Given the general co-ordinating responsibilities of the Minister for Territories in relation to ACT functions, it is proposed that the Minister for Territories, in consultation with other Ministers as appropriate, be responsible for future reviews of the classification criteria and their application.

Implications For Self-Government

10. The classification criteria now adopted do not pre-empt decisions on self-government for the ACT. The classification of certain expenditures or revenues as either Territorial or Municipal does not necessarily mean that the relevant functions would become the responsibility of an ACT Government. Decisions on the transfer of responsibility for particular functions cannot be made until the Government has made final decisions on its policy relating to responsible government for the ACT. The separate identification of ACT elements of Commonwealth Budgets in accordance with the classification criteria is intended to provide more accurate financial information relating to the ACT, irrespective of future decisions on self-government.
Comparability With State And Local Government Revenue And Expenditure

11. While the classification system identifies revenues and expenditures of a State and local government nature in the ACT, the statement of estimates for 1985–86 does not include items comparable to Commonwealth general and specific purpose payments to the States and local government.

12. These payments form a major part of the financing of State and local government activities. The ACT does not receive such payments directly however because it is part of the Commonwealth and relevant programs are funded by Commonwealth appropriations.

13. The statement of estimates can be used to identify the notional level of Commonwealth subvention to the ACT for 1985–86: that is, the difference between total estimated recurrent expenditure and total revenue.

14. The appropriateness of this level of subvention can only be determined after making adjustments to provide for more direct comparability with State and local government budgets and by taking account of:

   (i) the level of Commonwealth assistance that would be consistent with the principle of fiscal equalisation, that is, the level of assistance which would permit the provision of services in the ACT at a similar average level to that provided in the States, provided that a similar revenue effort was made in the Territory (this can only be determined on the basis of an inquiry by the Commonwealth Grants Commission);

   (ii) special circumstances in the ACT arising form its role as the national capital; and

   (iii) the greater flexibility State and local government authorities have in financing works and services.

National Capital And Seat Of Government Influences

15. The classification criteria are designed to exclude from territorial and municipal expenditures, those costs incurred by relevant Departments on functions which are wholly of a national capital and seat of government nature. Costs directly incurred by the Commonwealth in the ACT on functions of which the Commonwealth accepts responsibility in the States are also excluded.

16. Certain expenditures classified as territorial and municipal, however, reflect the impact of special circumstances that exist in the ACT resulting from the Commonwealth’s national capital and seat of government responsibilities or from other factors such as the use of ACT facilities by residents outside the ACT, particularly from the surrounding region. Such influences are especially evident in the planning and development of the ACT and the status of the ACT as the national capital.

17. The classification criteria are not intended to identify or quantify indirect national capital and seat of government influences and other disabilities such as regional influences which add to the cost of providing municipal and territorial works and services.

18. There is a need to develop appropriate cost sharing formulae to take account of these influences and to assess the extent to which the Commonwealth and the ACT community should be
responsible for contributing to the financing of territorial and municipal expenditures which are affected by national capital and other similar influences.

19. Similarly, in some cases, some functions classified as national may also attract significant local usage by the ACT community which adds to the cost of providing that function. Appropriate cost sharing arrangements in these circumstances also need to be developed.

20. Reviews by the Commonwealth Grants Commission will play a role amongst other things, in providing an assessment of these factors. The final determination of responsibility however must be a political judgement. Under continuing Commonwealth administration the allocation of such financial responsibility would be a matter determined by the Commonwealth. Under self-government it would be a matter for negotiation between the Commonwealth and Territory Governments.

Appendix L
APPENDIX L: Civic Centre Townscape Conditions
Appendix L

Civic Centre Townscape Conditions

Introduction

Townscape is concerned with the design and arrangement of buildings and spaces to achieve harmony, interest, attractiveness, vitality and convenience. Townscape conditions for Civic are therefore designed to ensure that the quality of the design of buildings and spaces will result in a centre of charm, distinctive and vibrant activity, consistent with its important role as a major centre of the National Capital, and one that people will enjoy visiting and using. While Civic is part of the Central National Area, it is also the commercial centre of Canberra and should express its commercial character.

General Conditions

Building and Development

1. The quality sought for any building shall be achieved mainly by negotiation, carried out within the framework of the conditions contained herein and the particular conditions prepared for the site.

2. Plot ratio will not be used as a means of controlling development intensity, except in Turner and Braddon as specified in Development Control Plans and Detailed Conditions of Planning and Development.

3. New buildings shall, where appropriate, respect the design and character of adjacent buildings except that in the main commercial areas, standards suitable to a commercial area will also be considered.

4. Buildings in Civic shall show an appropriate quality of architectural design consistent with their location. Major changes to individual buildings within comprehensively developed complexes should be considered in terms of their effects on the comprehensive design for a whole section.

Streetscape Design

5. Attractive and lively streetscapes shall be sought by:

(a) requiring all developments in the main retail and commercial areas to abut the front property boundaries of their sites

(b) requiring all new buildings and redevelopments abutting Garema Place, City Walk, Petrie Plaza, Ainslie Avenue (between London Circuit and City Walk) the Bus Interchange and other areas as defined in the Precinct Policies, to contain retail uses and shop fronts or other acceptable activity and display windows at street level.

(c) requiring all development and building in the main retail and commercial areas to provide sheltered pedestrian areas along the face of the buildings preferably in the form of colonnades. Permanent awnings would be acceptable in redevelopment projects where they are an established feature of the area.
(d) ensuring that the minimum height of any facade abutting a street or pedestrian system is not less than 2 storeys

(e) allowing buildings on sites outside the main retail and commercial areas to be set back from the property boundary if an appropriate landscaping and paving foreground is provided. Car parking in front of the building will not generally be accepted in Civic.

6. Forecourts or plazas in front of buildings shall generally not be supported, unless the proponent can demonstrate that the plaza will not create adverse wind conditions, and the plaza creates a bonus for the public realm (rather than a better setting for the individual building).

Building Height

7. Building height policies shall apply in the City District as follows:

(a) buildings higher than 7 storeys shall not abut major pedestrian thoroughfares and shall be considered only when part of an approved comprehensive design for a whole section

(b) on sites adjacent to the main pedestrian areas and other public spaces buildings shall be limited in height to ensure firstly that main pedestrian areas remain substantially sunlit, particularly in the hours between 12 noon and 2 pm in mid-winter, and secondly that an attractive environment is maintained in these areas

(c) outside of the main pedestrian areas where blocks have frontages of 30 metres or less, a maximum height of 7 storeys shall apply

(d) no buildings taller than RL 617 m shall be permitted in Civic

(e) as a general rule, high buildings should be set back from the property line and sit on a podium (eg. the CAGA Centre) in order to lessen turbulence at footpath level.

(f) where tall buildings are proposed they shall be sited and designed to ensure that down draught conditions and turbulence do not make pedestrian spaces uncomfortable.

(g) the developer shall be required to carry out wind testing to the satisfaction of the relevant planning authority prior to development approval being considered for all buildings over 7 storeys and may be required to carry out such testing for lower buildings.

(h) service elements of buildings and other rooftop structures should be set back from the building edges and screened from street level view.

Colour of Materials

8. Buildings in Civic shall be of permanent construction and generally white to light buff/grey in colour. The use of colour or materials in external facades shall be considered in accordance with the provisions of the Urban Design Conditions. In addition, the use of colour or materials in external facades other than in the white to grey colour range shall be considered where, in the National Capital Planning Authority’s view:

(a) the coloured elements relate to clearly defined structural or functional units of the building

(b) the coloured elements are subsidiary to the main white to light buff/grey materials
(c) the colours selected are predominantly 'earth' tones such as grey, grey-greens, light browns

(d) metal cladding, which has the capacity for any colour to be baked or painted on to it, is preferred. While colours which would be at odds with the overall intentions of unity and harmony are not favoured, consideration will be given to the use of bright or contrasting colour for accent or relief in a metal facade

(e) modelling of facades using metal cladding is employed to prevent unrelieved smooth and reflective facades of metal and glass.
Appendix M
APPENDIX M:
Residential
Appendix M
Residential

Land Use

1. The National Capital Authority’s policy in respect of residential land use is that it may only be used for the purpose of erecting a dwelling, a residential flat building or a medium density dwelling where that building or dwelling complies with the covenants set out in the lease except that Dual Occupancy may be approved in accordance with Appendix P of this Plan and other residential buildings may be approved that comply with conditions in Appendix H or with other specific conditions for residential development specified elsewhere in the Plan.

2. A residential flat building or medium density dwelling may be erected on those Crown Lease lands where a covenant has been made between the Commonwealth and the lessee permitting such erection.

3. All buildings are required to comply with the relevant Design and Siting Conditions of the National Capital Authority.

4. As part of the consideration of an application for any residential development or redevelopment, other than for a single dwelling house, the National Capital Authority will require the applicant to notify the proposal in the principal daily newspaper circulating throughout Canberra inviting comments within two weeks of that notice appearing and for the comments to be provided to the National Capital Authority. The National Capital Authority will take into consideration such comments received before approving the application. The National Capital Authority will also require written assurance from the applicant that neighbours have been separately informed in writing of the proposal and have been made aware of the intention to invite comments on the proposal by way of a notice appearing in the local newspaper and by a sign describing the proposal being prominently displayed at the front boundary of the site. When comments are received they will be used to assist the National Capital Authority delegates to determine whether or not the stated performance criteria are satisfied and to establish if the intentions of the policy applying to the site regarding residential amenity can be met.

For single dwelling house applications the National Capital Authority will require the applicant to notify the adjoining neighbours of the proposal in writing and by a sign describing the proposal being prominently displayed at the front boundary of the site. Comments received will need to be provided to the National Capital Authority and will be taken into consideration when assessing such applications.

5. For the purposes of residential land use the following definitions will apply:

Dwelling
means a room or suite of rooms occupied or used or so constructed or adapted as to be capable of being occupied or used as a separate domicile and includes outbuildings, if any, that are normal to the enjoyment and exclusive use of the dwelling.
Residential Flat Building
means a building or group of buildings containing two or more dwellings.

Medium Density Dwelling
means a building designed, constructed or adapted for and used as a private dwelling for a single household which forms part of a group of two or more dwellings and includes group houses, villa homes, cottage houses, courtyard houses, town houses and semi-detached or terrace buildings and the like.

Amenity
means in relation to an area, a planning area or a locality, includes such quality or condition in the area, planning area or locality as contributes to its pleasantness and harmony and to its better enjoyment.
APPENDIX N:
The Conduct of Business on Residential Land
Appendix N
The Conduct of Business on Residential Land

Preamble
The National Capital Authority’s planning policies are intended to provide inter alia, a high level of amenity in residential areas and to prevent the erosion of this amenity through the introduction of unsuitable commercial uses. Approval may be given to residents to carry out a home business provided that the use is not offensive, dangerous or a nuisance or it is not contrary to the public interest to do so. Home business means the use of residential land for carrying on a profession, trade, occupation or calling on the land.

The National Capital Authority’s policies establish, in planning terms, the necessary criteria to determine whether a proposed user of land meets the requirements for consent to conduct a business on land leased for residential purposes.

Policy
The National Capital Authority may consent to a home business that is incidental to the residential use of the site provided that:

(a) at least one worker is a bona fide resident of the land;

(b) the operation of the home business does not cause unreasonable annoyance, offence, nuisance or danger to any tenant or occupant of adjoining land;

(c) goods related to the home business are not displayed in windows or outside the building;

(d) provision is made for the parking of all customer/client vehicles on existing driveways on the land or in a suitably screened location on the land;

(e) the home business does not, or is unlikely to cause, pollution, create a health hazard or present a danger which is prohibited under any relevant Territory legislation and/or Code of Practice (as may vary from time to time);

(f) traffic generated by the home business does not unacceptably affect the flow of local traffic;

(g) the use does not result in the storage on the land of materials obtained for or generated by the home business other than within the confines of approved structures; and

(h) retailing associated with home business does not, or is unlikely to generate an increase in traffic, parking demand or noise, which is unreasonably deleterious to the amenity of the surrounding area.

Where a home business had previously been regularly approved under Section 10 of the City Area Leases Act 1936, variation from the above controls may be permitted provided they are consistent with the conditions under which previous approval was granted.
Standards
In order to restrict the agglomeration of non-residential activities and ensure that the scale of home business is compatible with the residential character of the locality, the following performance standards apply:

1. there shall be a maximum of two home business per section;
2. the maximum gross floor area of business (including storage) shall not exceed 40 m²;
3. there shall be a maximum of three persons (including resident workers) employed on the site; and
4. there shall be a maximum of one commercial vehicle operating from or parked within the site.

Definitions
In this policy:

Amenity
in relation to an area, a planning area or a locality, includes such quality or condition in the area, planning area or locality as contributes to its pleasantness and harmony and to its better enjoyment.

Home Business
means the use of residential land for carrying on a profession, trade, occupation or calling on the land.
Appendix O
APPENDIX O: Aged Persons Accommodation
Appendix O
Aged Persons Accommodation
Residential Land

Preamble
This policy describes the National Capital Planning Authority's policies for the development of aged persons accommodation.

The policies are intended to provide for the specific accommodation needs of aged persons and focus on physical aspects of providing aged persons accommodation. The policies provide location, siting and broad design guidelines to address these specific accommodation needs.

All applications for development of aged persons homes will be referred to the responsible ACT Government for advice as to need before consideration under this policy by the National Capital Planning Authority.

General Policies
Objectives
The National Capital Planning Authority’s objectives in relation to the development of aged persons accommodation are:

1. to encourage the development of aged persons accommodation in locations with good access to shops and community facilities;
2. to ensure that new aged persons accommodation avoids an institutional appearance and character;
3. to encourage the maintenance of aged persons’ established social networks and avoid unnecessary environmental change;
4. to encourage the comfort, safety, security and well-being of aged persons;
5. to enhance the opportunities for aged persons to be involved in their community.

Location And Siting
In established areas, the National Capital Planning Authority will give consideration to the redevelopment or conversion of existing housing, and the development of institutional or community land, standard and medium-density housing sites and vacant unleased land, for aged persons accommodation and day care centres for the aged.

The preferred locations for aged persons accommodation are those which provide the opportunity for aged persons to live within walking distance of shops, personal services, community facilities and transport. In particular, proposed sites should provide:

1. easy access to local shopping facilities (i.e. no further than 400m on flat ground, less distance as slope increases);
2. convenient access to public transport (i.e. location either on a bus route or within short walking distance of a bus stop);
3. proximity to an activity area such as a recreation or community facility;
4. close proximity to other residential development to provide a relationship with the surrounding community.

Proposed sites should be protected from major and/or continuous noise and have least exposure to climatic extremes. Cold or windy aspects should be avoided and sites should allow the northern orientation of self-contained units. Steep grades on the proposed site or between the proposed site and other facilities and services should also be avoided. Where practicable aged persons accommodation should be located so that there is no need to cross busy roads to access facilities and sites should be selected to take advantage of existing pedestrian crossings.

In the case of nursing homes for the aged, a location close to shops and community facilities is less important, and the preferred locations are those which are quiet, accessible for visitors and close to medical facilities.

Increasingly day care facilities for aged persons are being provided on nursing home and hostel sites to serve not only the residents of these facilities but other elderly from the community as well.

Sites should be of sufficient size to permit adequate landscaping and off-street car parking. The environment should be pleasant and homelike. Development for aged persons accommodation or day care centres should be compatible with the scale and character of adjacent residential areas.

Specific Policies
1. In assessing applications for sites or proposals for development or change of use, the National Capital Planning Authority will take into consideration a number of circumstances related to the individual merit of each case. These include:
   (a) whether the proposed development or use is consistent with the general planning and development intentions for the area concerned, and specific detailed conditions of planning and development;
   (b) the need in the area for the particular uses or services proposed on the site;
   (c) the effect the proposed development or use is likely to have on the amenity of the locality;
   (d) whether the proposed development or use could be accommodated within the existing utilities and services, in particular, whether support services for aged persons are or will be available in the vicinity within a reasonable time, and are or will be able to provide for the residents of the development in need of such services;
   (e) whether the traffic generated by the proposed development could be accommodated adequately on the road system and whether adequate provision is made for the parking and movement of vehicles.

2. The National Capital Planning Authority will apply established procedures and standards to support these criteria, including the Design and Siting Conditions. In particular, the plot ratio
of aged persons accommodation shall be as specified in Part III of those conditions, namely not greater than 0.40 unless otherwise specifically provided for.

3. The planning and design of aged persons accommodation should be generally consistent with approved standards. The proposed accommodation should be functional and safe, with particular emphasis placed on accessibility and ease of movement for the frail aged and disabled (Australian Standard 1428 applies).

4. Within each site, walking distances to car parking areas and garbage disposal facilities should generally not exceed 75m.

5. Internal and external lighting should be given particular attention on account of the need for security and personal safety.

6. Blocks currently set aside for institutional or community uses may be developed for aged persons accommodation or day care centres if they meet the preceding criteria.

7. The National Capital Planning Authority will also consider proposals for:
   
   (a) the development of self-care units for aged persons on sites currently allocated for standard or medium-density housing;
   
   (b) the conversion of existing housing to self-care units for aged persons;
   
   (c) the development of vacant unleased land for aged persons homes, self-care units for the aged and day care centres for aged or disabled persons;

   if they meet the preceding criteria. As a general rule adjoining owners will be consulted.

8. Privately constructed self-care units for aged persons shall be for aged persons primarily, being persons aged 60 years or over. Any mixture of self-care units for aged persons and standard residential family units on the same site will not be permitted because of the different requirements and characteristics of these forms of housing. It is intended, however, that a person not being an aged person may reside with an aged person in self-care units for aged persons.

9. Approval for mixtures of self-care units for aged persons, hostel accommodation and nursing home accommodation on the same site will be dependent on support from the responsible ACT Government Department.

Car Parking Standards
The requirements for the provision of on-site car parking will be determined after consideration of the type and amount of aged persons accommodation to be provided.

The following standards of provision may be taken as a guide:

1. Self-Care Units for Aged Persons spaces are to be identified on a plan on the basis of one space for each self-care unit for aged persons in locations which permit the construction of a garage or carport. Spaces are to be developed to the following standards:
   
   (a) 7 parking spaces for each ten privately constructed self-care units for aged persons.
2. Access to self-care units should allow for entry by ambulances and para-transit vehicles and particular attention should be given to ease of entry and exit and manoeuvrability.

3. Aged Persons Homes:
   (a) 5 parking spaces for each ten units in a hostel;
   (b) 5 parking spaces for each ten beds in a nursing home;
   (c) 1 parking space for each staff residential unit provided in connection with the development;
   (d) 1 adequately screened space suitable for parking an ambulance.

4. Day Care Centres:
   (a) 3 parking spaces per 100m2 gross floor area;
   (b) an indented covered bus bay at least 20m long to double as a pick up and set down area.

5. Car parking spaces for use by disabled people should be provided at the following standard:
   (a) 1 parking space for each ten car parking spaces, provided that at least one car parking space for use by disabled people is always provided in connection with the development.

6. Wheelchair access should be provided between any car parking space for disabled people and any adjoining pathway or building.

7. Where other facilities such as chapels, therapy rooms and recreation facilities are provided, additional car parking will be required to the National Capital Planning Authority’s satisfaction.

Definitions
In this policy:

**Aged Persons Home**
means a building designed, constructed or adapted for, and used or intended for use to house aged persons as defined in the Commonwealth *Aged or Disabled Persons Homes Act, 1954* as amended, and includes hostel accommodation for aged persons and nursing homes but does not include Self-Care Units for Aged Persons or a Day Care Centre for Aged or Disabled Persons as defined in this policy.

**Day Care Centre for Aged or Disabled Persons**
means a community facility at which therapeutic support services are available on a five day a week basis to aged or disabled people who may be transported to it; therapeutic support services may include some rehabilitation, maintenance or diversionary therapy;
Self-Care Units for Aged Persons
means residential accommodation which is or is intended to be used permanently as housing for the accommodation of persons aged 60 years or over and which consists of a grouping of two or more self-contained dwellings and may include any of the following ancillary facilities provided for use in connection with that accommodation on the same site:

a) accommodation for staff employed or to be employed in connection with that accommodation;

(b) chapels;

(c) medical consulting rooms;

(d) meeting rooms;

(e) recreational facilities;

(f) therapy rooms; or

(g) any other facilities for the use or benefit of aged persons which is ancillary to the residential accommodation provided on site.
Appendix P
APPENDIX P: Dual Occupancy of Detached House Blocks
Appendix P
Dual Occupancy of Detached House Blocks

Preamble
This policy describes the National Capital Planning Authority’s town planning policies for ‘dual occupancy’ or the use of a single residential block for the purpose of two dwellings.

It is the National Capital Planning Authority’s policy, as expressed in the National Capital Plan, to achieve effective development of available land for housing. Within areas designated in the National Capital Plan, there is the potential for increased use and/or occupancy of residential areas. Generally in parts of older Canberra, many houses are now occupied by only one or two people in contrast to the four or five who would have originally occupied the house and block at the time of development. Facilities, services and open space in the area are therefore considerably in excess of the needs of the present population. Further, existing residents have only limited existing opportunities to move to a smaller house in the same neighbourhood.

The National Capital Planning Authority is responding to the need to:
• increase the supply of rental accommodation;
• provide a wider housing choice in terms of type and location;
• encourage additional use of existing open space, services and utilities;
• provide more housing opportunities for special housing groups.

There are a number of ways that these needs can be met but most of them involve the destruction of existing housing stock before new buildings can be constructed. Dual occupancy as described in this policy would allow for a more intensive use of otherwise under-utilised buildings and space but without requiring the vacating or destruction of existing housing.

Change in Canberra’s residential areas along the lines of the dual occupancy policy would provide additional housing including smaller dwellings in existing neighbourhoods.

However, without control, this type of change could lead to reduced residential amenity. The policy, in response to this concern, outlines the conditions which are intended to control the development of additional dwellings on detached house blocks. Generally, it is intended that any development under the policy would conform to the single family dwelling house character of a residential area and that reasonable levels of amenity and the high quality of landscape enjoyed by Canberra residents would be retained.

With respect to the subdivision of land following a dual occupancy development, it is the intention of this policy that a dual occupancy development remains on the original block and is not separately titled. This is because:
• single titles will assist in the maintenance of the character of residential areas;
• single titles will encourage the provision of rental accommodation;
subdivision in many cases would produce small awkward blocks and thereby difficulties with services and utilities;

• subdivision would encourage the different treatment of the two dwellings in design terms;

• later redevelopment of the area may require land assembly and would be impeded by premature block fragmentation.

The National Capital Planning Authority’s policy in respect of land leased for residential purposes is that it may only be used for the purposes of the erection of a single dwelling house that complies with the covenants set out in the lease except that dual occupancy will generally be permitted where certain minimum block size and other suitability criteria are satisfied.

General Policies

Objectives

The objectives of the National Capital Planning Authority in relation to dual occupancy are:

• to supplement the existing supply of housing, particularly rental accommodation;

• to encourage better use of existing services and facilities in established areas;

• to encourage a greater variety of housing types;

• to enable some existing residents to remain in their neighbourhood in housing more suited to their current needs;

• to reduce the decline in population in established areas;

• to ensure that conversions to dual occupancy do not produce undesirable planning, environmental or other consequences in residential areas.

Location and Scope

This policy applies to all detached house blocks within the Central National Area with a minimum area of 730 m². However, in some cases a block may not be suitable to accommodate an additional dwelling unit because of its unusual shape, its exposed boundaries, its topography, etc. The size of the block is not on its own sufficient reason to approve a second dwelling.

Applications for dual occupancy of detached house blocks with an area smaller than 730 m² will be assessed on individual merit to determine whether the policy should be applied, but the policies are more appropriate to the larger blocks.

Applications involving semi-detached house blocks with an area of at least 730 m² would also be assessed on individual merit to determine whether the policy should be applied.

The policy allows:

• the development of an additional dwelling on a block;

• the conversion of an existing dwelling into two dwellings;

• the demolition of an existing dwelling and its replacement by two dwellings;

subject to the specific policies.
The policy may be applied at the time of initial construction on a block or at the time of a later conversion of or addition to the original building.

The additional dwelling may be either detached from the original dwelling or attached to it. In most cases, an attached additional dwelling would provide a more attractive and effective solution for small blocks. Where the additional dwelling is detached, sensitive integration of the two dwellings will be sought.

Subdivision of a block into two separate parcels will not be permitted under the policy. Unit-titling would not be permitted under the provisions currently contained in the *Unit Titles Act 1970*.

**Specific Policies**

In assessing applications for development of a second dwelling on a block, the National Capital Planning Authority will take into account several circumstances in relation to the individual case and its merits. These will include:

(a) whether the proposal would be consistent with the general planning and development intentions for the area concerned, and specific policy plans and development plans for areas where these have been prepared;

(b) the effect the proposed development may have on the amenity of the locality;

(c) whether the proposed development or use could be accommodated within the existing utilities and services;

(d) whether the traffic likely to be generated by the proposed development could be accommodated adequately on the road system and whether adequate provision is made for the parking and movement of vehicles;

(e) whether the proposed development would adversely affect the significant qualities of a conservation area or other places entered in the Register of the National Estate.

Applications would also be subject to the relevant standards of existing legislation, policy statements and the Design and Siting Conditions, (Appendix H of this Plan). Design and siting controls would be as
Development of an Additional Dwelling on a Block

Conversion of Existing Dwelling

Conversion of an Existing Dwelling into Two Dwellings

Demolition of an Existing Dwelling and Replacement with Two Dwellings
specified in Part 1 of those conditions. Applicants should refer to that document prior to preparing their schemes. Additional to such standards would be the controls contained in this document.

Minimum setbacks will be broadly determined on the basis of the setbacks for detached houses. However, greater setbacks may be required in some cases in order to ensure that the occupants of interfacing dwellings may maximise the advantages of daylight, privacy and ventilation. Reference will be made to adjacent dwellings in determining minimum setbacks for dual occupancy schemes.

Applicants will be required to show what impact building or demolition proposals will have on adjacent properties. In particular, car access and parking areas and landscaping proposals will need to be related to adjacent development.

Prior to consideration of an application for dual occupancy, the National Capital Planning Authority will require an assurance from the applicant that neighbours have been informed of the proposal. Neighbours for this purpose are considered to be lessees having a mutual boundary with the subject block. Where comments are received from neighbours they will be used to assist the National Capital Planning Authority delegates to determine whether or not the stated performance criteria are satisfied and to establish conditions of approval so that the intentions of the policy regarding residential amenity can be met.

The invitation to comment will apply to the design and siting aspects of the proposal and not to the applicant’s opportunity to develop an additional dwelling, which will be determined by the National Capital Planning Authority in accordance with this policy.

Architectural Character
The character of a residential street is made up of the architectural character of the houses and the landscape setting. It is most successful where the range of materials and forms is limited. Therefore the addition of an extra dwelling unit will be assessed in relation to the street character as well as that of the house in question.

Development of an additional dwelling is to be harmonious in scale materials, form and character with the existing detached house on the site and with other dwellings in the locality. However, in areas with well-established landscaping, alternative solutions may be considered. Where materials do not match, colour and form will be considered in detail in order to ensure reasonable consistency of approach.

Building Height
The impact on residential amenity of an additional unit to an existing dwelling may be most apparent in the addition of an extra storey. It is therefore considered important to limit building height to the conditions that neighbours could have expected under the existing design and siting policies.

Maximum total height where an additional dwelling is to be attached to an existing detached house shall be two storeys. Where an additional dwelling is to be detached from the existing house, single storey development is preferred. Two storey development will be subject to special consideration. Where the additional dwelling is a second-storey extension to an existing dwelling, any stairway access to the additional dwelling is to be internal or from the side or rear.
Car Parking

Car parking spaces are required to be provided at the following rates and located to permit the erection of a carport or garage that would comply with the National Capital Planning Authority’s Design and Siting Conditions. Car parking spaces are to be located behind the minimum building line and at least two spaces are to have unimpeded access.

<table>
<thead>
<tr>
<th>Combined Number of Bedrooms</th>
<th>On-site Car Parking Spaces</th>
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<tbody>
<tr>
<td>3 or less</td>
<td>2</td>
</tr>
<tr>
<td>4 or 5</td>
<td>3</td>
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<tr>
<td>6 or more</td>
<td>4</td>
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</tbody>
</table>

The area of car parking is included within gross floor area for the purposes of determining plot ratio.

Unless car parking is controlled it will have an adverse impact on the existing residential character of an area. It will therefore be a condition of approval that the area in front of the house is landscaped and not simply converted into a car park. Use of road verges for car parking will not be permitted.
Each dwelling to have at least 150 m² of usable open space with a minimum dimension of 5 m.

Screen for privacy

Road

Car Parking

5m min.
Landscaping
The quality of residential street landscape in Canberra is determined by landscape in the street, reinforced by the landscaping of the residential block and in particular of the front garden. It is essential that in the application of this policy the area between the building and the front property boundary does not deteriorate. Deterioration could occur through the introduction of an additional access, car parking in front of the building or through a lack of significant planting.

Lessees will be encouraged to take access from a single driveway only, in the interests of preserving the existing streetscape. Existing street trees are to be retained in safe and convenient locations. Encouragement will also be offered to maintain existing mature trees on the block. In order to satisfy the objectives contained in the general policies, the submission of acceptable landscape proposals will normally be required. Screening by landscaping or walls may be required to prevent overlooking of service areas from public places or adjacent property. Screen walls shall be 1.8 m minimum height and materials shall be the same as or similar to those of the two dwellings.

Useable Open Space
Each dwelling shall have access to at least 50 m² of useable open space to provide a private outdoor living area for relaxation, recreation, children’s play and other such activities. This is to be exclusive of any space used as a service area. Useable open space is to have a minimum dimension of 3 m. Screening by landscaping or courtyard or fin walls may be required to prevent overlooking and ensure privacy of each dwelling and its open space area. In exceptional circumstances, joint use of common open space may be permitted.

It may be necessary to require the submission of detailed proposals in some cases to ensure that the intention of the policy is met.

The requirements of the appropriate authorities for services and utilities would also apply. The cost of any augmentation of utilities and the cost of service connections is to be borne by the lessee.

Definitions
In this policy:

**Attached**
means joined together by a party wall complying with the requirements of the ACT Building Manual;

**Bedroom**
includes all rooms intended or capable of being adapted for the purpose of sleeping, eg studies, etc;

**Block**
means a parcel of land for which a separate lease has been issued;
Conservation Area
means an area which is entered in the Register of the National Estate by the Australian Heritage Commission;

Detached House
means a dwelling house freestanding on its own block but does not include a Medium-density Dwelling as defined in this policy;

Dual Occupancy
means the use of a detached house block for the purpose of two dwellings; each dwelling is to have its own independent kitchen, bathroom and toilet facilities; laundry facilities may be shared by both dwellings;

Dwelling
means any building or portion of a building used or intended, adapted or designed to be used for living purposes as a self-contained unit;

Dwelling House
means a single building designed, constructed or adapted for and used as a private dwelling for a single household;

Fin Wall
means an extended external wall from floor level to soffit or to the ceiling height of a dwelling;

Gross Floor Area
means the sum of the gross areas of the floor or floors of a building or buildings, measured from the external faces of exterior walls or from the centre lines of walls separating two buildings. Without attempting to be exhaustive, gross floor area includes garages, carports, and any area devoted to use as car parking; any area capable of being adapted for use as anything other than the storage of goods; and floorspace in interior balconies or mezzanines and external balconies which are used as corridors.

Medium-density Dwelling
means a building designed, constructed or adapted for and used as a private dwelling for a single household which forms a part of a group of two or more dwellings and includes group houses, villa homes, cottage houses, courtyard houses, town houses and the like;

Plot Ratio
means the gross floor area in a dual occupancy scheme divided by the area of the site;
Semi-detached House
means a dwelling house on its own block which is one of a pair of dwelling houses erected side by side, joined together and forming, by themselves, a single building, but does not include a Medium-density Dwelling as herein defined;

Service Area
means an area used for car parking, driveways, clothes drying, garbage storage or the storage of bulky items;

Useable Open Space
means a landscaped pedestrian area which may include trafficable roofed areas, excluding any provision for motor vehicles.
APPENDIX Q:

(Deleted in Amendment 30)
APPENDIX R:
Morshead Drive Widening
Proposed new road boundary

Proposed new road

• NOTE: All radii are approx. and subject to survey
Appendix S
APPENDIX S:
(Deleted in Amendment 59)
Appendix T
APPENDIX T:
Master Plans
Detailed Conditions
of Planning, Design
and Development
**Appendix T:**

Master Plans  
Detailed Conditions of Planning, Design and Development

<table>
<thead>
<tr>
<th>Appendix T1:</th>
<th>Royal Military College Duntroon Master Plan</th>
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<tbody>
<tr>
<td>Appendix T2:</td>
<td>York Park Master Plan</td>
</tr>
<tr>
<td>Appendix T3:</td>
<td>(deleted as per Amendment 60)</td>
</tr>
<tr>
<td>Appendix T4:</td>
<td>Australian National Botanic Gardens Master Plan</td>
</tr>
<tr>
<td>Appendix T5:</td>
<td>Acton Peninsula</td>
</tr>
<tr>
<td>Appendix T6:</td>
<td>Master Plan For The Parliamentary Zone</td>
</tr>
<tr>
<td>Appendix T7:</td>
<td>City Hill Precinct</td>
</tr>
<tr>
<td>Appendix T8:</td>
<td>Constitution Avenue And Anzac Parade</td>
</tr>
</tbody>
</table>
APPENDIX T1:
Royal Military College
Duntroon Master Plan
Appendix T1
Royal Military College Duntroon Master Plan

Detailed Conditions Of Planning, Design And Development

Purpose
The purpose of the Master Plan is to guide the future planning, design and development of the Royal Military College (RMC), Duntroon, as a long term military training establishment.

The provisions of the National Capital Plan require that a Master Plan for Duntroon be prepared by or on behalf of the relevant organisation and be approved by the National Capital Planning Authority.

National Capital Significance
The foundation of the Royal Military College in Canberra was initiated concurrently with the competition for the design of Canberra in 1911. Griffin’s plan identifies the site for a ‘Military Post’ at the eastern end of the municipal axis and in a later version, identifies the Military College on its present site.

The pastoral property of Duntroon was acquired by the Federal Government in 1912 and cadets from the College played a prominent role in the life of the new city.

The Site
The site, because of its status as a national institution and because of its location, character and heritage, is considered to have the special characteristics of the National Capital and is therefore included in a Designated Area of the National Capital Plan.

The site occupies an area of 125 ha. near one apex of the National Triangle, on the south-eastern slopes of Mt Pleasant, overlooking the Molonglo Plain. It is located 3 kilometres to the north-east of Capital Hill, and 3.5 kilometres east of the city centre. The site is bounded by Morshead Drive, Fairbairn Avenue and General Bridges Drive (refer Diagram 1).

Background
The Royal Military College, Duntroon, is the Army’s prestigious officer training institution which provides military training for all potential Army General Service Officers. The College was established in 1911 under the direction of Major-General Bridges. The College is an open institution in that generally no access restrictions to the site are applied to the public.

The RMC Conservation Area is listed on the Register of the National Estate and covers approximately 15 ha. of the central area of the College, including the Parade Ground and associated cadet precinct, Duntroon House and Gardens.

The prominence and high visual quality of Duntroon House and Gardens, together with the Parade Ground buildings with their consistent form, fenestration, scale and materials, provides an appropriately military image for the central area of the College. The axial composition of buildings around the Parade Ground, centred on the
Cadets’ Mess, contrasts with the rest of the site, where the road pattern and disposition of buildings provide a sense of informality.

The landscape character of the site varies according to topography and land use. The upper slopes have a native woodland character, linking the site to the Inner Hills. The residential and smaller college buildings are located on the mid-slopes, where the dominant landscape character consists of mixed exotic species, including some Eucalypts, with an understorey of hedges and screen scrubs. An open landscape character dominates the flat areas, where large canopy trees define spaces for playing fields and close training areas.

**Principles**

The site is located within the Central National Area and a high quality of planning and development should be achieved within a design context appropriate to its location.

The functional areas of the site are defined by land use precincts which are to provide the physical planning framework for the site (Diagram 3). The functional areas have been established over time, allowing for appropriate interrelationships between functions and are linked by road and pedestrian networks. The Conservation Area encompasses parts of several zones where public access will be maintained.

Landscape maintenance shall be carried out to a high standard to provide for the efficient long term management of the landscape.

**Development Conditions**

Development is to conform to the conditions annotated on Diagrams 4, 5, 6 and 7.

**Urban Design**

New buildings, site works and landscape treatment shall complement and enhance the existing facilities with special emphasis on the three areas which are of particular national significance:

- the Conservation Area.
- the Main Entry from Morshead Drive (“The Badge Gates”) relocated as shown in Diagram 3
- the Entry from Fairbairn Avenue (“The Gun Gates”).

All new buildings should be related in scale to existing structures and shall not exceed 3 storeys in height, thus maintaining the built form substantially within a landscape setting.

All new work in the Conservation Area is to be consistent with the existing character in scale and by use of materials, treatment of facades and landscape works (refer Diagram 4).

The new Headquarters Building is to continue the architectural character and treatment of buildings around the Central Parade Ground to visually unify the new entrance precinct and the core of the College.

A hierarchy in vehicle, cycle and pedestrian circulation is to be established by varying the road cross-sections, verge treatment and signage (refer Diagram 5).
Landscape

A Landscape Management Plan, to be approved by the Authority, is to be prepared to conserve the parkland character of the site and, in particular, the mature plantings within the Conservation Area. This plan will also include maintenance practices and standards.

A landscape structure is to be devised which adds to the legibility of the site by reinforcing the special identity of each functional zone, establishing pedestrian links and a hierarchy in vehicle circulation.

Landscape treatment of the perimeter areas is to be compatible with the adjacent land use, the adjacent road and the quality and character of the existing landscape. The perimeter landscape treatment must be a minimum of 20 metres wide measured from the road verge except where constrained by existing conditions (refer Diagram 6).

Main Entry ("The Badge Gates"): the landscape treatment and the urban design elements (portals etc) of the entry should reflect the formal, prestigious role of the College. The planting of the entry avenue is to be of a formal, deciduous character, similar to the Conservation Area (refer Diagram 7).

Fairbairn Avenue Entry ("The Gun Gates"): from Fairbairn Avenue to the Conservation Area, the planting of the connecting avenue is to be Eucalypts in order to create a link to the rural surrounds and to allow views under the canopy to the Australian Defence Force Academy (ADFA) and across Duntroon’s playing fields (refer Diagram 7).

At the junction of the entry avenue and the Conservation Area emphasis is given to the change in landscape character. Beyond this point the road verge planting is to be continued in deciduous trees and the character of the spaces formalised.

Strong vegetative screening is required along Morshead Drive adjacent to the Logistics Support Zone and the new residential area.

The open area of land along the ridgeline adjacent to General Bridges Drive will remain as a landscape buffer between the College and ADFA. No buildings should be constructed within this zone.

Architectural Character

The architectural character and quality of all buildings on the campus should be of a consistently high standard and should seek consistency in terms of scale, materials, colours, finishes, roof pitches and detail.

Perimeter development shall be of a consistent architectural character and quality, befitting the national significance of the site and the function of the College. Large stores and workshop buildings close to site boundaries shall be designed so as to limit their bulk and visual intrusion by, for example, modulating the length of facades and by using small scale building elements within such facades.

Car Parking

Car parking is to be provided in small lots, well screened and landscaped.
Diagram 1  Site Location

Diagram 2  Current Site Activities
Diagram 3 Land Use Precincts

Heritage Area Register of National Estate

Development Conditions (Main Entrance & Fairburn Avenue Entrance)
Diagram 4 Heritage Area

Planning
Compliance with Section 30 of Australian Heritage Commission Act 1955 is mandatory i.e. consultation with Australian Heritage Commission is required for works affecting buildings and landscape.

Conservation Area
tlisted on the Register of the National Estate.

Building Works
All building works shall require comment from Australian Heritage Commission prior to works approval.

Building Character
All new building works shall be compatible with the materials, scale and massing of existing buildings. The existing structure of Heritage area is to be maintained.
Diagram 5  Internal Road Hierarchy

Diagram 6  Perimeter Roads

Landscape Zone
A landscape zone of minimum
20 metres in width from the road kerb, is to
be established around the perimeter of the site
except where constrained by existing conditions

Screening
Strong vegetative screening
required adjacent to
logistics area and the
residential area west of the
new Badge Gates Entrance

Landscape Treatment
Landscape treatment
of the perimeter
landscape zone is to
be compatible with
adjacent land use
Diagram 7  Fairbairn Avenue Entrance

Entry Portals/Badge Gates
Portal entry structures required to mark formal entry to college. Badge walls to replace existing Jubilee Avenue brick plants.

RMC Headquarters
Building to be a maximum of two storeys and located symmetrically on the entry avenue axis. Building character, materials and massing should be consistent with the character of Parade Ground buildings.

Planning
Axial planning of entry avenue and road configuration mandatory.

Landscape Treatment
Strong formal avenue planting is to be established with a visual link to round-about. Screening of residential and logistics complex is required from avenues.

Main Entrance

Landscape Treatment
Avenue planting of Eucalypts to create link to rural surrounds and to retain views beneath canopy to ADFA and across Duntroon playing fields.

Robert Campbell Road
APPENDIX T2:
York Park Master Plan
Appendix T2
York Park Master Plan

1. Preamble

The development of York Park and environs is primarily to accommodate prestigious offices requiring proximity to Parliament House. York Park occupies a prominent site in the Central National Area and contributes to the urban form and landscape features which give the National Capital its special character and setting. It forms part of the backdrop and approaches to Parliament House and an edge to the Parliamentary Triangle at Kings Avenue. York Park has a key role in the daily functions of government, provides sites for the headquarters of major national associations and plays an international role in receiving visiting officials and dignitaries. Consequently, it is necessary that development of York Park and its public domain should achieve design excellence of a high order.

‘York Park’ is the gazetted name of the areas contained within Sections 1 & 15 Barton and Section 29 Forrest (named after commemorative tree plantings by HRH the Duke of York in 1927), however for the purposes of the Master Plan, ‘York Park’ refers also to the environs beyond these Sections, and includes all of the area between National Circuit, Canberra Avenue, State Circle and Kings Avenue.

The primary ordering structure of the Central National Area, of which York Park and its main avenues are integral components, is Walter Burley Griffin’s formally adopted Plan for Canberra. It is fundamental to this Master Plan that development respects the geometry and symbolic intent of the Griffin Plan, particularly the vistas to and from Parliament House and the connections to national institutions, monuments and landscape spaces in and around the Parliamentary Zone. The different streetscapes associated with the three major Avenues (Kings Avenue, Brisbane Avenue, Sydney Avenue) and State Circle need to be recognised and reinforced.

The Central National Area is identified as a Designated Area of the National Capital Plan (the Plan). Therefore, York Park is subject to the principles and policies of the Plan for the Central National Area, in particular, section 1.4: Detailed Conditions of Planning, Design and Development. Consequently the urban design criteria of the Master Plan have been formulated on the basis of these Conditions. These include aspirations for a high quality of urban design and architecture. Principles of environmental sustainability will also be applied in the assessment of new developments.

To protect the integrity of views to and from Parliament House, development is generally limited to a maximum height of RL 591m. A general plot ratio control such as that in Appendix H – Design and Siting Conditions, will not be used as a means of controlling development intensity for the Master Plan area. Density Controls will be established in development guidelines for individual sites. The density of sites will be determined by height control, setbacks, parking provision and environmental performance standards such as sun access and provision of landscaped internal courts. Specific height and setback controls will be provided for individual sites prior to land release or design development. (Refer: 4. Development Approval)

The principles and policies that follow should be read in conjunction with the York Park Indicative Development Plan and Indicative Development Sections at Figures 1–4.
2. **Principles**

1. The York Park area should be developed primarily as a prestigious office area and landscape setting to satisfy demand for office accommodation requiring proximity to Parliament House.

2. The urban structure and character of York Park should reflect the geometry and intent of the Griffin Plan, and provide a legible hierarchy of streets and public spaces.

3. Architectural excellence is essential for development in York Park, commensurate with its location adjacent to Parliament House.

4. High quality landscape design is essential for the development of York Park as a prestigious setting for national capital uses and offices.

5. The landscape design of streets, pedestrian paths and open spaces of York Park are to consist of a range of formal and informal spaces that reinforce the Griffin geometry and contribute to the landscape setting of Parliament House.

6. The public domain of York Park should provide for places for local recreation with a high level of pedestrian amenity.

7. Individual buildings should contribute to the coherent definition of streets, blocks and public spaces, forming the public domain of the Master Plan area, and contribute to the public domain’s active pedestrian qualities.

8. Less use of private transport and greater use of public transport should be encouraged, particularly for the journey to work, with more efficient use made of private transport.

9. Safe and convenient movement systems for pedestrians and cyclists should be provided within the precinct.

10. Significant natural and heritage values of the area should be identified and protected.

3. **Policies**

3.1 **Land Use**

(a) The primary land uses permitted in York Park are ‘National Capital Use,’ ‘Offices’ (which may include Commonwealth offices and offices for national associations), and Open Space.

(b) Limited retail and service outlets are permitted as ancillary uses to provide services to those employed in the immediate vicinity. Childcare facilities as ancillary uses are also permitted in the area.

(c) Commercial parking structures, if provided to meet parking supply in York Park, are to be located where identified on the Indicative Development Plan at Figure 1. Retail and personal service outlets may also be permitted in the ground level of the structures as ancillary small scale facilities.

(d) Retail and personal services outlets to serve the needs of those employed in the immediate vicinity should be provided at the street level of office and parking buildings in the location identified for a “Retail Plaza” on the Indicative Development Plans: Figures 1–4.
Large spaces for recreation are to be provided at either end of Windsor Walk including a large space suitable for active recreation at the Canberra Avenue end of Windsor Walk.

3.2 Urban Design

(a) Buildings are to be sited parallel with the Avenues (Kings Avenue, Brisbane Avenue and Sydney Avenue), with National Circuit and State Circle, to provide definition to the geometry of the Griffin Plan with built form.

(b) Individual development proposals will be assessed on their merits in respect to the contribution made to the quality of the public domain – the streets, footpaths and open spaces of York Park – as a safe, attractive and pedestrian active environment.

(c) Surface carparks are inappropriate as foreground to the views from Parliament House and, to the extent they are permitted on a temporary basis, they are to be carefully screened with landscape.

(d) A building height limit of RL 591m generally applies throughout the area covered by the Master Plan. However, on Block 2 Section 1 Barton, buildings up to RL 602m, inclusive of plant and roof height, may be considered where they add visual interest to the skyline, are set back from the Main Avenue frontages, and ensure that Parliament House remains pre-eminent in views from elevated viewing points such as Mount Ainslie and from the eastern sector of the Molonglo Basin.

(e) As Parliament House is sited above York Park, the roofscape of buildings warrant particular attention. Roof plant is to be carefully integrated and enclosed within the roof form. Minor roofscape elements will be permitted to extend above the RL 591m height limit, to an extent not exceeding that of the RG Casey building, to add visual interest to the skyline.

(f) Critical building lines have been established for the Main Avenues. Fifteen (15) metre setbacks are required for buildings facing Kings Avenue, ten (10) metre setbacks on Brisbane Avenue and six (6) metres on Sydney Avenue. Buildings on Block 2 Section 1 Barton that front Kings Avenue will require a greater set back than 15 metres to ensure protection of the oak tree plantation that is on the Commonwealth List of heritage places.

(g) Porte cocheres, drop off points and minor architectural elements, which articulate and enhance the building elevation, will be considered within front setback zones.

(h) On State Circle, a variable setback of a minimum of twenty (20) metres is to apply, to allow the buildings to merge visually and spatially with the informal character of the woodland landscape surrounding Capital Hill.

(i) All buildings on blocks with a frontage to Kings, Brisbane or Sydney Avenue should generally have a significant entry facing the Avenue.

(j) Services and service entries should be concealed from Main Avenues and pedestrian pathways. Basement carparks should be constructed below finished ground level and concealed from public streets and pedestrian areas.

(k) The number of vehicle crossings should be kept to a minimum, to enhance the amenity and safety of pedestrian paths.

(l) Windsor Walk is to be further developed and retained as landscaped open space.
Multi storey parking structures are to be designed to minimise their visual and physical impacts on the important public streetscapes of the Main Avenues and Windsor Walk.

A parking structure, if provided on the corner of Windsor Walk and Brisbane Avenue, shall be located behind a screen of habitable retail/office buildings with address frontages to Brisbane Avenue and Windsor Walk and integrated in design with the retail/office buildings.

Particular attention shall be given to the design of roofing to parking structures to relieve the visual impact of large roof areas. A maximum height below RL 591m may apply to parking structures to relieve their visual and physical impact on the public domain.

3.3 Landscape

The landscape setting of York Park will consist of a range of formal and informal spaces that reinforce the geometry of the Walter Burley Griffin Plan and contribute to the setting of Parliament House.

Landscape design in York Park will be of a high quality, commensurate with the location adjacent to Parliament House and places of national significance within the Central National Area.

The Main Avenues – Kings Avenue, Brisbane Avenue and Sydney Avenue – are to be treated as formal landscaped boulevards that emphasise the street hierarchy and geometry of the Griffin Plan with regular street tree plantings, high quality verges, pavements and streetscape furniture.

Landscaping of frontages to State Circle will generally be informal, and similar in character to the native woodlands surrounding Parliament House, in order to visually connect York Park to Capital Hill and contribute to its landscape setting.

Windsor Walk is to serve as a central linear park and continuous pedestrian spine connecting public car parks, office destinations, the proposed retail plaza and a variety of landscaped recreation areas. It is to provide spaces for active recreation as well as quiet outdoor places for workers to enjoy during the day. Nodes of intimate formal parks are to be developed as accents within an otherwise informal woodland character extending the length of the Walk. Larger spaces for recreation are to be provided at either end of Windsor Walk.

High quality paving, lighting and bollards, integrated with soft landscape treatments, are required within site boundaries to complement the standards set and maintained in the public domain.

The design of parking areas and arrival courts should incorporate generously scaled tree planting beds to provide shade and separation to parking bays. Quality streetscape furnishings and paving treatments are to be utilised to provide visual relief to surface carparks and vehicular areas within or adjacent to places characterised by higher levels of pedestrian use.

Internal courtyards of office buildings should generally provide deep in-ground planting conditions and be of a dimension suitable for establishing large trees.

Spaces in front of building lines are to be landscaped to reinforce the theme of York Park as prestigious buildings in a landscape setting.

External security barriers, if required, such as bollards and retaining walls, should be designed as integral and attractive elements of the civic landscape of York Park.
3.4 Architecture
(a) The highest standards of architecture will be sought for all buildings in the precinct.
(b) Individual buildings should be aligned with and contribute to the coherent definition of streets, blocks and public spaces intended for the Master Plan area.
(c) High quality, prestigious and durable building materials are required to be used for all developments.
(d) Buildings shall be a minimum of 4 storeys on the Main Avenue frontages.
(e) New buildings should complement, but not necessarily imitate, the style, colour, form, scale and finishes of surrounding buildings.
(f) Unpainted or galvanised metal will not be permitted on roofs, parapets or fascias.
(g) Lift overruns, plant rooms and any roof mounted aerials, masts and dishes should be designed and sited to have a low visual impact when viewed from the street or Parliament House.
(h) External signage will be subject to the signs policies of the National Capital Plan.
(i) Floodlighting of buildings will be subject to on-site testing to ensure that brightness levels do not compete with Parliament House.
(j) Undercroft parking, that is, open parking basements projecting above ground level, will only be permitted where the Authority is satisfied that it does not limit the opportunity to create attractive landscape areas, and will generally not be permitted on public street frontages and Windsor Walk.

3.5 Transport and Parking
(a) Parking policies for the York Park area are designed to encourage greater use of public transport for the journey to work.
(b) An overall reduction in the total long-term car parking provision is proposed. This will be achieved by initially limiting the amount of on-site parking permitted in new developments.
(c) On-site car parking shall be provided, at a rate of 1 space per 100 square metres of gross floor area, for new offices approved in the York Park area. A higher on-site and/or off-site provision may be required by the Authority in specific cases, after taking into account the relationship between on-site parking, off-site parking opportunities and the capacity of public transport in the area.
(d) Surface car parks on unleased land will be progressively replaced by strategically located multi-level parking structures and/or underground parking areas. Supplementary car parking in temporary surface car parks may be provided pending the development of these parking facilities.
(e) If for specific sites the Authority determines that the amount of parking to be provided should be above the minimum on-site amount specified in (c) above, this additional parking may be provided either on-site, or by way of a contribution to the Territory Government for off-site provision of that parking in the locality, or by a combination of these methods.
(f) Parking for non-office uses will be provided at rates consistent with the standards of the Territory Government.
3.6 Pedestrian Movement
(a) Windsor Walk will be constructed and landscaped to form the main pedestrian spine through York Park.
(b) Cycle ways and pedestrian paths will be provided to enable safe and convenient movement and should connect to major peripheral paths.
(c) Pedestrian safety and visual amenity should be secured through traffic calming and appropriate streetscape design.
(d) New development should provide a positive address to pedestrian areas, to provide visual interest, activity and passive surveillance. Blank facades and exposed service areas should generally be avoided.
(e) Opportunities for linking pedestrian networks of York Park with surrounding areas such as the trail system in the peripheral parklands of Parliament House should be addressed in the development of Section 1 Barton.

3.7 Environment & Heritage
(a) Part of Block 3 Section 22 (site of investigation for rare moth Synemon plana) will be the subject of further study to determine its ecological and habitat value in the long term. Pending that study, the site is to be protected.
(b) Development of the northern part of Section 1 Barton will be subject to a Conservation Management Plan taking into account the heritage significance of the York Park North Tree Plantation.

3.8 Off Site Works
(a) Public domain works and site infrastructure should be implemented concurrently with new adjoining development.
(b) New developments may be required to provide public infrastructure, including adjacent access roads and landscaped public spaces such as Windsor Walk, in accordance with detailed development requirements set by the National Capital Authority.

4. Development Approval
Development is to comply with the provisions of the York Park Master Plan and generally accord with the Indicative Development Plan at Figure 1 and Indicative Development Sections at Figures 2–4. Site specific design guidelines will be developed, as necessary, based on the Master Plan and the relevant provisions of the National Capital Plan. The site specific design guidelines will provide the basis for the assessment of development applications for Works Approval.
Figure 1: Indicative Development Plan

Notes:
1. Reinforce main avenues as formal vistas to Parliament House.
2. Extend woodland setting of Capital Hill and State Circle into York Park.
3. Develop high quality built form to address Parliament House.
4. Develop Windsor Walk as linear park and pedestrian spine.
5. Sites for large-scale office buildings requiring proximity to Parliament House including a retail plaza on Windsor Walk (see figure 8).
7. Sites for possible public parking structure.
8. Opportunities to extend existing developments to provide (secondary) addresses, activity and passive surveillance to Windsor Walk.
9. Landscape recreation area.
10. Environmental protection area – subject to further study.

All new development including landscape, roads, buildings & extensions to buildings will be subject to detailed feasibility assessment & approval by the National Capital Authority.

Tree Locations are not to survey.

NOTE: These sections illustrate indicative development only. All new development including landscape, roads, buildings & extensions to buildings will be subject to detailed feasibility assessment & approval by the National Capital Authority.
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SCALE 1:200 (DA1)
NOTE: These sections illustrate indicative development only. All new development including landscape, roads, buildings & extensions to buildings will be subject to detailed feasibility assessment & approval by the National Capital Authority.

Tree Locations are not to survey.

SCALE 1:200 (A1)
Figure 4  Indicative Development Plan
APPENDIX T3:
(Deleted in Amendment 30)
APPENDIX T4:
Australian National Botanic Gardens Master Plan
Appendix T4
Australian National Botanic Gardens Master Plan

1. Purpose and Objectives
The Master Plan is intended to act as a framework to guide the future planning, design and development of the Australian National Botanic Gardens site (Gardens). The Master Plan will ensure the continued operation of a major national scientific and educational institution in accordance with the national significance of the activity and the maintenance and enhancement of the special characteristics of the locality.

Preparation of Master Plans including priorities for carrying out these activities is a response to Section 10 of the *Australian Capital Territory (Planning and Land Management) Act 1988* (the Act), for Designated Areas set out in the National Capital Plan. Designated Areas are those areas of land having the special characteristics of the National Capital. The Gardens is situated within the Central National Area Designated Area.

Master Plans may be prepared by or on behalf of the relevant organisations and are subject to approval by the Authority and incorporation into the National Capital Plan as Detailed Conditions of Planning, Design and Development. It is intended that approval of Master Plans will expedite works approval requirements, especially in relation to routine and minor matters. Master Plans in themselves do not confer works approval. They provide a context in which applications for works approval can be considered.

The Gardens through the Australian Nature Conservation Agency has prepared a Plan of Management that sets out matters of management control. Reference should be made to the Plan of Management when necessary to clarify management responsibilities.

2. Special Characteristics of the National Capital
Located on the eastern slopes of Black Mountain, the Gardens enjoys a prominent position within the Central National Area of the National Capital. With Black Mountain and Lake Burley Griffin marking the upper and lower boundaries, the Gardens has a rare scenic beauty. The predominant landscape environment and the sensitive siting of buildings under the natural tree cover further enhance the setting.

The Gardens has been consistently planned to serve as a *scientific institution with an educational role* while also providing visitors with a quiet natural haven complete with walking trails and picnic spots. Looking from the Gardens across the Lake, one can see such Canberra landmarks as Parliament House, and the National Library. Although somewhat camouflaged by the leafy canopy, the Gardens is visible from vantage points all around the Lake and Central National Area, and including other locations such as the Australian National University, Civic Centre and the CSIRO.

As a *key feature of Walter Burley Griffin's original plan*, the Gardens has special national significance. Situated partly within the original location and on adjacent land on the lower slopes of Black Mountain, the Gardens fulfils its role as a landscape backdrop to central Canberra. A favourable micro-climate allows an unequalled array of native flora to flourish thereby contributing positively to the character of the capital.
Burley Griffin included the gardens in his plan because they were an important element in a relationship which united the Parliamentary Triangle, the Central National Area and other Designated Areas.

The commitment of the Gardens to Australian flora has a wider context. Since the inaugural tree planting in 1949, the Gardens has developed as the major national scientific and educational collection of Australian flora. The display of Australian native plants is recognised nationally and internationally as the most comprehensive in the world including, as an integrated resource, a national collection of living and herbarium specimens for study, conservation, interpretation and display.

The Gardens supports the goal of Ecologically Sustainable Development as outlined by the Commonwealth Government. One of the principles of ESD, the maintenance of bio-diversity, is the basis of policies which sustain and expand the environmental resource base. The Gardens recognises the need to extend the range of species in cultivation for Australian flora to be adequately preserved, interpreted and protected for posterity. In so doing it will further increase the botanical significance of the collection. The Gardens has prepared a Plan of Management to assist in site management.

The scientific, aesthetic and recreational values of the Gardens have been recognised by inclusion in the Register of the National Estate (in part) and in the statutory provisions of the National Parks and Wildlife Conservation Act 1975, thereby ensuring the protection of the philosophy, policies and physical structure of this precious natural resource. The Gardens is on National Land and, in the first National Capital Plan (1990), was included within the Inner Hills Designated Area as having the special characteristics of the National Capital. It is now within the Central National Area Designated Area.

The significance of the Gardens and the characteristics which warrant inclusion in a Designated Area recognise that:

- the Gardens is a national institution
- it forms an integral component of Griffin’s composition for Canberra
- it contributes to the visual quality of the National Capital.

The National Capital Plan will ensure that the Gardens, through the collections and operational management, can continue to exhibit the special characteristics of the National Capital. Those characteristics will be protected through detailed conditions as set out in the National Capital Plan.

3. Coverage of the Master Plan

The coverage of the Master Plan includes the existing Blocks (Blocks 1331, 1332 and 1333 Canberra Central) additional land between the southern boundary of Block 1331, Parkes Way and Clunies Ross Street for a possible future extension, additional land resulting from boundary adjustments, and a proposed new gateway to Block 1332. Only Block 1332 is developed. Blocks 1331 and 1333 are undeveloped. Some initial investigation for possible development has occurred on Block 1333. The Master Plan therefore covers all the areas set out above.

The detailed conditions of planning, design and development for the Gardens are set out below and include Figure 1. There is a requirement that development control plans be developed and agreed by the Authority for Blocks 1331 (and any additional land) and 1333. These may be the subject of a future amendment to the Master Plan.
The known constraints to development of the total site for the Gardens are included in the Master Plan.

4. **Permitted Land Use**

The General Policy Plan of the Plan shows the Gardens as being within the urban area of Canberra Central. The land use policy is National Capital Use. This is defined in Appendix A of the National Capital Plan as (generally) the use of any land, building or structure for the purpose of a work of special status and national interest.

The permitted land use is Botanic Garden which means a reserve established and managed as a botanic garden in accordance with the provisions of the *National Parks and Wildlife Conservation Act 1975*.

5. **Principles and Policies**

The following Principles and Policies apply to the total site. Principles are guiding statements which provide the general direction for the development and maintenance of the site while Policies deal with more detailed and specific issues.

5.1 **General Principles**

The site is located within the Central National Area Designated Area and a high quality of planning and development is required to be achieved within a design context appropriate to the Gardens’ function and location. Strong support is exhibited by the Gardens for the Commonwealth’s ESD Strategy through ex-situ conservation and the concomitant contribution to the conservation of biological diversity. The following general principles will apply.

1. The Gardens should continue to contribute to the achievement of the objectives of the Commonwealth’s National Strategy for Ecologically Sustainable Development (ESD) by ensuring all developments are consistent with ESD principles.

2. Development of the Gardens will contribute to the special characteristics of the National Capital within the context of a cohesive framework.

3. Development of the Gardens will evolve incrementally and be capable of incorporating worthy changes within the framework in response to economic, administrative, management and environmental circumstances and in accordance with its national significance.

4. Development will allow for the establishment, maintenance and display to the highest possible standard of the national collection of Australian native flora and related species. This is to include research, conservation, education and recreation enhancing the existing standard of landscape, built form and environmental design.

5. Opportunities for the maintenance and enhancement of the linkages to adjacent sites and in particular the Central National Area, through paths and/or visual landscape corridors will be encouraged.
5.2 Activity Location Principles and Policies

The location of activities within the Australian National Botanic Gardens has an impact on national significance. The following principles and policies for activity location should reinforce national significance and allow the unique qualities of the site to continue.

**Principles**

1. The location of visitor orientated displays shall encourage maximum utilisation of established infrastructure and relate to a clearly defined pedestrian system.

2. Future development shall consolidate similar uses into defined common activity zones located to minimise conflicts between visitors, staff and servicing activities so as to contain dispersion of uses, minimise functional conflicts, and improve the operational effectiveness while maximising visitor amenity.

3. Service trades functions shall be consolidated wherever possible and generally located within the Secondary Building Zone with rear service access from the service road network.

4. Major building development, redevelopment opportunities and the location of major structures shall be carefully determined in relation to their built form, landscape and environmental impacts and should be within either the Primary or Secondary Building Zone.

5. Provide and enhance a ‘gateway’ to the site that befits its location and national significance.

**Policies**

1. Consultation with the Australian Heritage Commission is required for works affecting the heritage values of that part of the Gardens entered in the Register of the National Estate, whether for works within that land or within its immediate surroundings.

2. Generally, visitor access to the Gardens shall be via the major or primary entrance from Clunies Ross Street while service access shall be from Frith Street. Vehicle circulation for service vehicles only is to be facilitated by a primary service vehicle route.

3. Car parking facilities will generally be provided in formal car parks in the Primary Building Zone on the basis of the current provision of 223 spaces for visitors and a further 28 spaces for staff and official use. In addition, there will be four designated coach parking spaces provided.

4. Within the Secondary Building Zone, car parking will be provided on the basis of 40 spaces for staff and 40 spaces for visitors in a landscaped setting well screened from Frith Street. The design of the parking areas shall be in accordance with the appropriate Australian Standard.

5. Development on Block 1331 (and its possible future extension), and Block 1333 shall be subject to the preparation of a plan setting out development concepts, impacts and proposal details to the satisfaction of the Authority. Such a plan may form the basis of an amendment to the Master Plan.
5.3 Landscape Principles and Policies

The overall landscape structure shall assist the integration of the Gardens within the contextual landscape provided by Black Mountain and adjacent land uses and shall exhibit national significance. The landscape structure of the Gardens shall be predicated on the following principles and policies.

Principles

1. The Gardens shall maintain and enhance the site’s unique landscape and environmental character, which is recognised by the entry of Block 1332 on the Register of the National Estate, and exhibit support to the Commonwealth ESD Strategy.

2. Opportunities should be encouraged for the enhancement and reinforcement of the physical, symbolic and visual linkages to adjoining areas of the Inner Hills and the Central National Area.

3. Future development shall recognise and reinforce the visual landscape character of the site as an integral part of the Central National Area, by preserving and reinforcing where possible the Eucalyptus canopy which extends down Black Mountain.

Policies

1. Landscape treatment within the required landscape zone where shown on Figure 1 shall be planned, implemented and maintained to provide a visual screening of carparks and service roads and accentuate the national significance of the Australian National Botanic Gardens. Screening shall generally achieve a minimum planting width of six metres.

2. A clearly defined and signed pedestrian system should be provided that focuses on existing and planned facilities. The system should be developed which takes into account walking distances, gradients, and provides maximum accessibility to as many visitor attractions as possible.

3. The topography of the Gardens offers a range of opportunities for the design of car parks exploiting changes in level. Preference will be given to the planting of appropriate trees, shrubs and cascading ground covers to assist in reducing the visual impact of retaining walls and other hard surfacing.

4. Site furniture should be designed within a coordinated theme reflecting the Australian landscape, and utilising local materials wherever possible.

5. A coordinated thematic signage system integrated with the site furniture shall be implemented to provide locational, directional, thematic and interpretative information.

6. Generally the colour scheme to be used throughout the Gardens should reflect natural colours reflecting the landscape of the Australian native flora.

7. The sensitive siting of artworks will be encouraged in locations which offer opportunities for artistic expression and the creative interaction between art and the forms, textures, and colours of the landscape context.

5.4 Environment Principles and Policies

The Gardens contains elements of cultural significance, remnant vegetation, and sites of geomorphological and geological significance (refer to Figure 1). Block 1332 in particular has significant heritage values, and
for this reason has been placed on the Register of the National Estate. Therefore, consultation with the Australian Heritage Commission is required for works affecting buildings and landscape within Block 1332. Beyond this, the following principles and policies will apply.

**Principles**

1. The identification, conservation and interpretation of sites or elements of cultural or natural significance shall take place, and development shall be in accordance with the conservation values of those identified sites and elements.

2. The Gardens is to conform with relevant Commonwealth and ACT environmental legislation.

**Policies**

1. Sites of cultural significance within the Gardens in general and Block 1331 and its extension in particular, should be identified and if necessary a cultural resource survey carried out to clarify status before any development occurs. The sites will not be disturbed. The opportunity for sites to be available as an educational resource should be investigated.

2. In general, remnant forest should be retained and managed for conservation, education and wildlife habitat. Isolated trees should be retained wherever possible. Trees which are dead or dying or in the senile phase should be retained if they exhibit habitat value, are not hazardous to the public (or can be rendered safe), and do not unduly detract from the aesthetic appeal of horticultural displays or occupy growing space better utilised by living specimens.

3. Water draining from propagation facilities and standing-out areas should not be channelled directly to the stormwater system. Such water is to be retained within the Gardens site in appropriate structures (eg retention ponds), and/or intercepted on-site in effluent filters (eg artificial wetlands). Water retention/interception structures are to be in place before the construction of new development commences, and consideration should be given to their visual integration in the surrounding landscape.

4. Sites of geomorphological significance are to be treated as an educational and scientific resource, and maintained in a way which is consistent with these values (eg minimal disturbance of exposures; periodic removal of colonising plants). Consideration should be given to interpreting these features through appropriate signage and educational materials.

5. Sites of geological significance are to be maintained as an unobscured exposure to preserve the scientific and educational values. Consideration should be given to interpreting these features through appropriate signage and educational materials.

5.5 Building Principles and Policies

Whilst buildings within the Gardens are considered to be secondary to plant material, it is important that they have a character and form that acknowledges their function, the site’s national significance and their location within the site. Therefore, built form should be sympathetic and planned to assist and complement the landscape structure of the Gardens.
Principles

1. Buildings of similar character and function should be grouped generally within the Primary and Secondary Building Zones to create and define spaces and add to the site’s overall landscape structure to create a sequence of built form elements that assist and complement visitor education.

2. Buildings should demonstrate ecologically sustainable development through their planning and construction reflecting the conservation of energy and the environment and demonstrating their positive contribution to enhancing the landscape character within the opportunities and constraints of an Australian environment.

3. Provide for the continued development of the Gardens in accordance with its national significance and agreed plan of priorities set out in the Plan of Management.

Policies

1. The scale and external treatment of buildings, including materials, colours and general standards of finish shall ensure that the buildings, walls, fences and other ancillary structures, support and do not detract from the national significance of the site and are within the unity of an overall design theme.

2. A plan is required to be prepared to the satisfaction of the Authority for any proposed building development within the Primary and Secondary Building Zones. Such a plan will include details of development concepts and, linkages, together with environment, landscape and visual impacts and details of floor area, building footprints, materials, colours and any other matters the Authority considers necessary.

3. Generally, buildings should be of a scale that does not result in the domination of built form over the natural environment. Materials should demonstrate a sympathetic integration of architecture and environmental design, and colours should generally be passive using colour schemes sympathetic to the Australian natural environment.

4. The maximum height of buildings in the Gardens is restricted to the height of the contextual tree canopy to maintain the visual integrity of the Inner Hills. In order to ensure visual integrity is maintained, a visual assessment of the site as viewed from external public vantage points will be required for any building or dominant structure development. Buildings and other dominant structures shall not be placed on or near prominent ridges.

5. The erection of structures above roofs and signage shall comply with the Design and Siting Conditions for the time being contained in Appendix H of the National Capital Plan.

6. Master Plan Review

A review of the Master Plan can be requested by either the Gardens or the Authority. In the case of the Gardens it may be likely that a review may occur when the undeveloped parts of the site (Blocks 1331 and 1333) have endorsed development plans, or significant development is proposed on Block 1332, or in conjunction with a review of the Plan of Management.
Figure 1  Australian National Botanic Gardens – Master Plan
APPENDIX T5:
Acton Peninsula
Appendix T5
Acton Peninsula

Detailed Conditions Of Planning, Design And Development

1. Introduction
Acton Peninsula’s national significance is derived from its importance in Walter Burley Griffin’s plan and its demonstration of the unique relationship between the city and the landscape in the National Capital. The Peninsula visually connects Black Mountain to the Lake and provides a landscape edge and setting to West Basin.

This is further enhanced by Acton Peninsula’s historical and cultural importance in the development of the Australian Capital Territory. The Peninsula was the first site settled by Europeans in the Canberra region and was the administrative centre for the development of the national capital until after World War II.

Its national significance is reinforced through its proximity to the Parliamentary Zone which enables direct views of the National Library, National Gallery, and the High Court of Australia.

The Goals, Objectives, Principles and Development Conditions are designed to provide the statutory framework to direct future development and to ensure the significant qualities, including the heritage landscape and open space, remain and are incorporated into any future development.

2. Acton Peninsula Site Development

2.1 Goals
As a place of national significance, Acton Peninsula has an important functional and symbolic role within the national capital. Activities and uses should contribute to vitality and viability of the city. They should build upon the magnificent setting, preserving and enhancing the existing landform, landscape, heritage and Lake frontage. Uses also should demonstrate the Peninsula’s relationship to the rest of the Central National Area.

2.2 Objectives
To meet these goals, developments on Acton Peninsula should achieve the following objectives:

- To express the importance of the location and the role of the Peninsula in the national capital
- To reinforce the visual connection to Parliament House, the Parliamentary Zone, Civic and west along the Lake to the Brindabella Mountains
- To ensure Acton Peninsula remains accessible to all Australians
- To express the activities and operations of the various institutions as well as the importance of each location
- To acknowledge the importance of, and maintain, the existing landscape setting
To create an urban form which responds to the landscape and topography
• To protect the qualities and features of places of heritage significance
• To encourage the design of sustainable, energy-efficient, environmentally responsive, human
  scaled, timeless architecture and landscape.

2.3 Land Use
These detailed Conditions of Planning, Design and Development apply to the hatched area.

The primary Land Uses intended for upper Acton Peninsula (west of Lawson Crescent) are Open Space
(Park) and Community Facility.

The primary Land Use for lower Acton Peninsula (east of Lawson Crescent) is National Capital Use.
Facilities which provide for local ceremonial or other cultural activities which complement and are ancillary
to National Capital Uses on the site may be permitted. Additionally, the ACT Hospice may temporarily
continue in operation in accordance with the terms of an occupancy licence.

2.4 Principles
The goals are to be achieved through the application of the following planning, design and development
principles. Development proposals must be not inconsistent with any of these principles.

General
• Acton Peninsula should contribute to the urban fabric by providing a location for National Capital
  Uses requiring a less formal setting than the National Triangle.

• Design and development should ensure that the built form and open space are properly integrated,
  that Canberra’s urban structure is recognised, and that the site’s natural features are encapsulated
  in the development.

• The character and quality of the built form and open space on Acton Peninsula should reflect the
  national importance of the site, demonstrate an environmental sensitivity, and epitomise best
  practice in Australian design and construction.

Distribution of Land Uses
• Land uses of special status and national interest should occupy the most eastern section of Acton
  Peninsula.

• Similar land uses should be collocated to create identifiable precincts.

Urban Structure (refer Figure T5.1)
• The siting of the buildings should respond to the historic Lennox Crossing, and to the King Edward
  Terrace and City Hill alignments.

• The built form and site development should respond both to the character of the contextual
  landscape (ie the eucalypt woodland of Black Mountain and the exotic vegetation of West Basin)
  and to the specific landscape qualities and elements of the Peninsula. These include, but are not
  restricted to, such elements as identified heritage sites and trees, and significant views to City
  Hill, the Parliamentary area and Parliament House.
Open Space (refer figure T5.2)

- The development of the Peninsula should establish a clear hierarchy of spaces which will support a variety of visitor activities and experiences and which will create a logical sequence in visitor circulation.
- The contribution of the existing landscape setting should be recognised.
- Landscape and open space design should provide a visual extension of the Black Mountain vegetation along the western side of the Peninsula.

- Landscape and open space design should extend the exotic landscape treatment around West Basin.
- Development on the foreshore should encourage a variety of recreational opportunities.
- Buildings should be separated by contiguous open space.
- Opportunities for interaction between Lake Burley Griffin and development proposals should be maximised.

Built Form (refer Figure T5.3)

- Any new development should be designed to take advantage of the views between the Peninsula and City Hill, Commonwealth Avenue, the Parliamentary Zone, and Parliament House. Opportunities for visitors to enjoy views toward the Brindabella Mountains and the western Lake should also be provided.
- Design should respond to the site topography, views, landmarks, vegetation, orientation, microclimate, drainage and services.
• The architecture and landscape design should contribute positively to the unique identity of the Peninsula.

• Buildings should be consolidated into precincts.

• The massing and bulk of large structures should be modulated to reduce their apparent scale and impact.

• The built form should emphasise the natural terrain.

• The siting of buildings should respond to the alignments of the former Lennox Crossing, King Edward Terrace and City Hill axes.

• The scale and proportion of all structures should integrate the built form harmoniously into the site and environs.

• Buildings should be energy efficient, utilising best practice passive energy strategies.

• Building materials should be of high quality, long life, durable, and requiring low maintenance.

**Conservation (refer Figure T5.4)**

• The historic Lennox Crossing landscape corridor should be maintained.

• The cultural and historic importance of the area should be acknowledged.

• Where appropriate, future developments should incorporate key heritage elements on the Peninsula.

**Movement and Access (refer Figure T5.5)**

• A clear hierarchy of roads and paths which creates a logical, legible and safe visitor circulation and site servicing pattern should be provided.

• Acton Peninsula should be accessible and relevant to all Australians.

• Public access to the entire foreshore should be maintained.

• Facilities suitable for future ferry or water taxi service to Acton Peninsula should be provided.

• The local road and path system should provide a legible and safe network for cyclists and pedestrians.

• Impacts of surface parking should be minimised by use of parking structures, landscaping and basement parking.

• Provision for public transport terminals, stations, alignments and parking should be made.

• Servicing access should meet emergency and functional needs.

**3. Development Conditions**

Proponents of developments on Acton Peninsula shall obtain from the Authority Detailed Site Development Guidelines which will form the basis on which Works Approval will be issued.

These Detailed Site Development Guidelines will expand on the following Development Conditions.
Land Use
- Significant National Institutions shall be located at the eastern end of Acton Peninsula, closest to the National Triangle.

Urban Structure
- The overall configuration and disposition of the built form, circulation systems and the open space shall respond to the key natural and cultural features of the site, incorporating these elements where appropriate.
- The siting and design of the principle circulation systems and the buildings on the Peninsula shall respond principally to the axis of King Edward Terrace and secondarily to the City Hill alignment.
- A significant landmark element is to be developed near or at the end of the Peninsula.

Built Form

Building Height
- Buildings in the areas identified as Community Facility are not to exceed two stories in height except where noted on figure T5.3.
- Generally, buildings east of Lawson Crescent are not to protrude above the tree canopy and will be limited in height to a maximum of 16 metres above natural ground level.
- A landmark structure or building element in excess of 16 metres high may be considered at the end of the lower Peninsula in the locality indicated on Figure T5.3.
- No building or structure exceeding RL 617 in height will be permitted.

Building Design
- Finished floor levels of each building shall comply with requirements of Appendix J: Lake Burley Griffin Technical and Management Guidelines of the National Capital Plan.
- Buildings shall respond to the climate through use of devices such as sun shades which add depth and modelling to the building faces and maximise energy efficiency.
- Roof forms (including mechanical plant, service systems and the like) are to be integrated with the design of the buildings.
- Lift overruns and roof mounted plant and other structures are permitted only if contained within an enclosure appropriate to the roof form.

Material and Finishes
- High quality building materials, finishes and details are required for developments on Acton Peninsula in order to reflect the national significance of the site and its uses.
- Highly reflective wall or roof materials are not permitted.
- Materials shall be low maintenance and durable, with a design life in excess of 50 years.
- The lower portions of buildings from ground to first floor level shall be well articulated and modulated to provide scale and shelter for people circulating around the buildings.
- The size and detailing of the material in the lower portions of the buildings shall similarly be of an appropriate human scale to provide richness and interest.
Open Space

Overall Character

- Development on the Peninsula shall contribute positively to the contiguous system of parks and open space around Lake Burley Griffin.
- The predominant character of the landscape development shall complement the landscape character of Black Mountain and West Basin.
- The principle circulation system, the siting of buildings and the development of key public spaces shall be designed to incorporate key natural and cultural features on the site as well as to take full advantage of the main vistas to City Hill, the Parliamentary Zone and Parliament House.
- The siting of buildings and the detailed design of the open space shall respond to the microclimate of the site to provide wind protection, winter sun and summer shade.
- Structures in the vicinity of Balmain Crescent must be integrated with the slope of the land, enhance the existing landscape character of the Crescent and respect the dominance of the predominantly indigenous vegetative cover.
- Landscape development of all public areas shall be in accordance with a comprehensive Landscape Plan approved by the Authority.

Detailed Site Development

- There shall be a positive relationship between buildings and the landscape with the all main building entries and exits to be from a "natural" ground level. Elevated entries are to be minimised.
- A minimum 3 per cent gradient away from the base of all buildings is to be established.
- Surface drainage shall be collected and dissipated on site. Appropriate measures to reduce runoff to the Lake are to be provided in accordance with *Appendix J: Lake Burley Griffin Technical and Management Guidelines*.
- Overall the developed landscape shall be one that has an efficient energy budget and one that can be effectively and easily maintained and managed.

Plant Materials

- Development shall not damage remnant native vegetation.
- Existing plant species are to form a significant component of the landscape design for the Peninsula.
- Predominantly exotic species are to be used on the eastern side of the Peninsula within a defined theme.

Heritage and Environment

- Developments on Acton Peninsula must respond to and incorporate recommendations and management practices prepared as part of a Conservation Management Plan for the protection and/or conservation of elements considered of significant natural and cultural heritage.
Movement

Roads

- Lawson Crescent is to be maintained as the main access road to the site.
- Separate service and public access roads are to be provided.

Pedestrian and Cyclists

- Continuous pedestrian access is required around the Lake edge of the Peninsula.
- New jetty facilities shall have direct pedestrian links to the main building entry(s).
- Paths shall capable of accommodating guided groups visiting the Peninsula.
- Cycle access between West Lake and West Basin shall be maintained.
- External pathways are to comply with the requirements of the Building Code of Australia, AS 1428.1 and the Anti-Discrimination Act.

Car Parking

- Proponents of new developments on the lower Peninsula are required to provide on-site car parking to meet 95 percentile demand as agreed by the Authority.
- Parking in relation to developments in the upper Peninsula is to be consistent with the parking policies of the National Capital Planning Authority.
- The impact of car parking on the Peninsula is to be minimised by use of structured and/or underground parking and through effective use of landscaping.
Figure T5.1 Urban Structure
Figure T5.2 Open Space

Historic Lennox Crossing (Landscape Corridor)
Predominantly Indigenous (Landscape Character)
Predominantly Exotic (Landscape Character)
Figure T5.3 Built Form
Figure T5.4 Conservation

- Buildings listed or expected to be listed on A.H.C Register of The National Estate
- Trees expected to be listed on A.H.C. Register of The National Estate
- Remnant Savannah Woodland
Figure T5.5 Movement and Access

- Possible Gateway Node
- Main Entrance and Access
- Possible Site Entrances
- Maintain Public Access to Entire Foreshore
- Possible Extension to Balmain Crescent
APPENDIX T6:
Master Plan For The
Parliamentary Zone
Appendix T6
Master Plan For The Parliamentary Zone

Preamble
The Walter Burley Griffin Plan for Canberra was structured on two organising lines – the Land Axis and the Water Axis – and on the great triangle, aligned on the mountains, which created the basic circulation system connecting the government centre south of the lake to urban centres north of the lake. Griffin’s plan for Canberra symbolised democracy and was designed to reflect the values of an emerging nation.

In 1998 the Commonwealth Government announced that the National Capital Authority would undertake a strategic review of the Parliamentary Zone and initiate the development of a master plan for that area.

The review of the Zone, as a focal point in the Griffin plan, was aimed at refreshing and promulgating the historical visions for the Zone. The review also focused on finding an innovative and practical means of translating a new vision into reality.

The Authority carried out the Review with the assistance of a Parliamentary Zone Advisory Panel. The Panel was required to advise on the review process and on the future management of the Zone. The work was completed by the Authority and published in 2000 as The Parliamentary Zone Review Outcomes. Amendment of the National Capital Plan will give a statutory basis to the policy outcomes of the Review.

Key results from the Outcomes report are incorporated in the master plan as the first step towards a contemporary formal Commonwealth Government statement about the physical, and cultural development and management of the centrepiece of the National Capital.

This master plan is intended to guide decisions relating to development, cultural and physical planning and management within the Parliamentary Zone. It is intended to be a “living” document and, where necessary, subject to successive amendment and further studies as the key outcomes are implemented incrementally.

In its present form, this master plan comprises:

- A statement of principles;
- A statement of objectives and intentions;
- Statements of policy relating to the formation of campuses, land use and development, roads and traffic, pedestrian pathways, orientation and interpretation and tree planting; and
- An indicative development plan.

This master plan should be read in conjunction with relevant principles and policies set out elsewhere in this Plan (refer particularly to 1.1 of the Plan) and with relevant Conservation Master Plans.
Statement Of Principles
The Parliamentary Zone will be given meaning as the place of the people, accessible to all Australians so that they can more fully understand and appreciate the collective experience and rich diversity of this country.

To do this, the place of the people must reflect:

- The political and cultural role of Australia’s Capital;
- Federation and Australian democracy;
- The achievements of individual Australians in all areas of endeavour;
- The diversity of Australia, its peoples, natural environments, cultures and heritage; and
- The unique qualities of Australian creativity and craftsmanship.

The place of the people must have:

- A sense of scale, dignity and openness;
- A cohesive and comprehensible layout;
- A large forum for public ceremony and debate;
- Intimate, enjoyable spaces for individuals and groups;
- A dynamic program of national, state and regional events; and
- Public facilities that are accessible and affordable.

Statement Of Objectives And Intentions
To realise the Parliamentary Zone as the place of the people it will be important to:

- balance politics and culture;
- welcome people;
- celebrate Australian history and society;
- represent Australian excellence;
- emphasise the importance of the public realm;
- make access easy and open;
- reinforce the integrity of the visual structure;
- strengthen the relationship between buildings and landscape;
- create a variety of urban spaces; and
- establish comprehensive design management polices for the future.

For each of these objectives, stated intentions that will guide all developmental and cultural and physical planning and management are as follows:
<table>
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<tr>
<th>Objective</th>
<th>Intention</th>
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| Balance politics and culture    | locate national cultural institutions and key government agencies in the place of the people  
facilitate the staging of cultural and political events, activities and ceremonies  
provide opportunities to recognise Australian endeavour                                                                                   |
| Welcome people                  | encourage the diverse population of Australia to visit  
provide spaces that are pleasant and sheltered  
improve the level of amenity and engender vitality (cafes, events, picnic spaces, etc)  
establish a program of appropriate events and activities in quality venues  
provide visitor-friendly public transport and car parking  
discourage through-traffic and encourage pedestrians and cyclists  
make it easy for people to find their destination                                                                                         |
| Celebrate Australian history and society | create ceremonial and community events that reflect our nation’s history, spirit and aspirations  
recognise the rich history and contribution of the Indigenous Australian people and of our multicultural society  
provide opportunities for people to interpret the role of government, the history of our nation and Australian achievement  
foster a sense of affinity and attachment to the National Capital  
conserve the unique heritage of the Parliamentary Zone for future generations                                                               |
| Represent Australian excellence  | encourage the exemplary use of Australian innovation, creativity and diversity  
use Australian materials and craftsmanship  
demonstrate sustainable management practices  
adopt best practice design and building procurement                                                                                         |
| Emphasise the importance of the public realm | encourage pedestrian activity  
improve the amenity of the open spaces  
establish a variety of public spaces that will support a range of activities  
establish a hierarchy of public spaces with the Land Axis as the principal space  
create a major focus for public representation  
provide good signage and interpretative systems                                                                                              |
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<th>Objective</th>
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<tr>
<td>Make access easy and open</td>
<td>provide a comprehensive system of paths, cycleways and roads&lt;br&gt;make public spaces safe&lt;br&gt;ensure that design is barrier free&lt;br&gt;improve public transport&lt;br&gt;locate car parks where they are central, safe and secure&lt;br&gt;establish well signed, convenient routes to major destinations&lt;br&gt;clearly identify the front entries to buildings</td>
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<td>Reinforce the integrity of the visual structure</td>
<td>maintain the integrity and prominence of the Land Axis&lt;br&gt;symbolically recognise the intersection of the Land Axis and Water Axis&lt;br&gt;emphasise Commonwealth and Kings Avenues as landscape edges&lt;br&gt;align buildings normal to the Land Axis and Water Axis and to Griffin’s proposed terraces&lt;br&gt;enhance the existing character and quality of the landscape&lt;br&gt;use lighting to emphasise the organisational structure, buildings and other special features&lt;br&gt;plant trees to reflect seasonal changes</td>
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<td>Strengthen the relationship between buildings and landscape</td>
<td>provide ordered settings and relate buildings of similar functions, using the existing buildings as the focus&lt;br&gt;locate a central court for each development group&lt;br&gt;provide clear address and identity for all buildings from the central court&lt;br&gt;align buildings normal to the Land Axis and Water Axis&lt;br&gt;establish vistas from the Land Axis to the central development courts&lt;br&gt;enhance seasonal, day and night landscape settings for buildings</td>
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<td>Create a variety of urban spaces</td>
<td>establish a sequence of spaces that range from the Land Axis to the development courts&lt;br&gt;provide a major focus for public representation and gatherings of national interest&lt;br&gt;create spaces that will support vibrant activities of discovery and others for reflection or quiet enjoyment&lt;br&gt;link buildings and places with a legible road and pathway network</td>
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<td>Objective</td>
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<td>Establish comprehensive design management polices for the future</td>
<td>reserve sites for new buildings</td>
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<td>plan for a mix of appropriate future functions and land uses</td>
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<td>establish a viable financial framework for development and management</td>
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<td>provide a defined role for private capital, patronage and sponsorship</td>
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<td>develop sustainable environmental management practices</td>
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<td>conserve the unique heritage of the Parliamentary Zone for future generations</td>
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**Statements Of Policy**

**Formation of Campuses**

Identifiable precincts, or campuses, should be created to provide a sensible and flexible rationale for the location of new buildings, public spaces, commemorative works and even some events.

Essentially, the policy is to use the existing buildings as ‘anchors’ for new development that has a compatible function. For example, a new government agency could be sited adjacent to either the John Gorton or Treasury buildings, while a new visual arts building could be located near the National Gallery of Australia. Similarly, any planned extensions to Parliament would be ideally placed on what was Camp Hill between the Old and New Houses of Parliament.

While the existing buildings will determine the character of the functions and uses for each campus, a court, plaza or garden should provide the focus to their layout. Each building in the campus, existing and new, should have a pedestrian entry fronting the court, and the courts themselves should be developed so that they encourage people to use them for informal lunch time sports, or for celebrations or perhaps protests.

The existing buildings will also influence the architectural and landscape character for each of the campuses. Urban design guidelines addressing aspects such as form, materials, scale and footprint should ensure that successive development contributes to the integrity of the campus. Gradually this will break the Zone into distinguishable precincts, which in turn will make the Zone more visitor-friendly.

To ensure that people can move easily between the campuses, the campuses will be connected by paths and vistas created from one central court to the other. To ensure that people can orientate themselves in the Zone, view corridors from the courts to the Lake or Parliament House will also be established.

Five campuses are to be formed in the Zone, with Parliament House as a sixth, as follows:

- ‘Parliamentary Executive’ campus, centred on Old Parliament House;
- ‘Treasury’ campus around that building;
- ‘John Gorton’ campus around that building;
- ‘Humanities and Science’ campus, built around the National Library of Australia and the National Science and Technology Centre; and
• ‘Arts and Civic’ campus built around the National Gallery of Australia and the High Court of Australia.

Land Use and Development

For the place of the people to remain relevant, a balance should be maintained between the working political functions of the seat of Government and the national cultural institutions. Major shifts in this balance would make the Parliamentary Zone into either a theme park of attractions, or an office environment devoid of people outside of working hours.

Permissible land uses include parliamentary uses, appropriate National Capital uses and other uses that enhance the function and character of the area. This can include limited commercial and tourism facilities that support the objectives for the Zone.

In recognition of an anticipated 50-year timeframe for future developments including buildings, landscapes and associated works, a number of sites within the Zone should be reserved for future use in four main categories:

• Seat of Government – Commonwealth Parliament of Australia;
• Seat of Government – Agencies of the Commonwealth of Australia;
• National (cultural) institutions; and
• Facilities and amenities for the public.

In the event that Parliament House needs to expand to accommodate growth in its working population, expansion should be directed into the two existing car parks located either side of Federation Mall between East Block and West Block. Buildings should be three storeys in addition to multi-level basement car parking.

Future growth of government agency functions should be directed into the campuses located around the Treasury and John Gorton buildings. Because they are near the centre of the Zone and house large worker populations, these two campuses should also be the locations for low-scale structured car parks. The car parks may additionally house future shuttle bus services, as well as limited retail amenities such as dry cleaners, newsagents and flower shops.
Any future expansion of the National Gallery of Australia and the National Archives of Australia should occur on sites adjacent to the present locations of these national institutions.

Any long-term requirements for new cultural institutions should also be accommodated in the proposed campuses. There are ample new building sites (many currently used for surface parking) associated with the Arts and Civic campus and the Humanities and Science campus.

The site to the west of the Land Axis and north of Enid Lyons Street (currently an informal car park) is a high profile site. The site should be reserved for a significant national building and/or a significant national place of special status and interest.

King Edward Terrace should develop a ‘mainstream character’ over time with intersection changes, additional pedestrian crossings, broader paths and more consistent avenue planting. To reinforce this character, concessions and convenient services for the public should be provided along the Terrace.

Finally, the new focus of public activities in the place of the people – the area adjoining the south side of Parkes Place on the lake edge, and centred on the land axis, should provide amenities and facilities such as restaurants, coffee shops, and exhibitions for the public.

Roads and Traffic
Traffic is an important issue in the Parliamentary Zone. Commonwealth and Kings Avenues are major traffic routes connecting the north and south of Canberra and both carry large volumes of peak hour traffic. More importantly, commuters travelling to and from Civic, Barton and Fyshwick use the east-west roads that go through the Zone, i.e. King Edward, King George and Queen Victoria Terraces.

A disproportionate amount of through-traffic uses King Edward Terrace and as a consequence there are a number of traffic and pedestrian safety problems. These problems include the speed at which traffic moves along King Edward Terrace, the proximity of a number of intersections, the lack of pedestrian crossing points, and poor visibility at intersections and at existing pedestrian crossings. The mix between cars and the large number of commercial vehicles, especially trucks, which use King Edward Terrace, heightens these problems.

To assist in ameliorating some of the traffic problems, a number of improvements to the road layout and design should be introduced progressively. These include:

- Establishing a legible hierarchy in the roads by giving each a different character, drawn from variables such as the road surface and width, avenue planting and directional signage. In this way Commonwealth and Kings Avenues will be distinguished as the primary access roads, King Edward and King George Terraces as secondary address roads and Parkes Place, Queen Victoria Terrace and Federation Mall as the tertiary distributors. The lanes within the campuses that lead to building entries or to car parks should be developed as shared zones for pedestrians and cars;
- Changing King Edward Terrace from a thoroughfare to a main street. This can be achieved by creating ‘T’ intersections and traffic lights at its junctions with Commonwealth and Kings Avenues, by rationalising the number of entry points to the campuses and by adding pedestrian crossing points to provide continuity in the path system. With the exception of service vehicles and tourist coaches, a load limit should also be considered as a traffic calming and safety measure; and
- Removing Bowen Place, Flynn Place, and the straight sections of Langton Crescent and Dorothy Tangney Place. These roads were built to a large scale in the expectation that Parliament House would be built on the lakeshore rather than on Capital Hill. Their removal is possible if ‘T’
intersections are made at the intersections of King Edward Terrace, Commonwealth and Kings Avenues.

Pedestrian Pathways

Direct, sheltered paths connecting major destinations will substantially improve the public realm of the Parliamentary Zone. Encouraging people to leave their cars in one destination and to explore the attractions of the Zone as pedestrians will add to the vibrancy and life of the place of the people.

A legible and consistent path system, connecting all the parts of the place of the people, will be gradually introduced progressively.

The first paths to be installed should be in the northern part of the Zone, linking King Edward Terrace and the lake. Linking with the pathways that now terminate at the northern edge of Parkes Place, the new paths should run down each side of the open space that forms the Land Axis to the lake. Pedestrian crossings are to be provided on King Edward Terrace along these paths at appropriate points to afford a safe pedestrian environment.

In the vicinity of Old Parliament House, the existing perimeter roads should be upgraded through the use of extended paving to enhance pedestrian movement but in a manner that has regard to the conservation values of the historic setting of the building and still capable of meeting the functional requirements of the building. This would give the building an appropriate, dignified setting and create a generous new pedestrian environment where currently only narrow footpaths and roads exist. To further connect Old Parliament House with the other parts of the Zone, some form of secondary entry should be created at the rear of the building facing Parliament House.

In association with the paths, cycle access for both commuter and recreational cyclists will be provided. The cycleway network should be linked to the existing system, encouraging access and especially cycling around the lake. All major attractions should be similarly connected, and secure facilities for cycle storage should be installed at these locations.

Orientation and Interpretation

Good orientation and interpretation will help to create a positive first impression and an enjoyable experience for people visiting the place of the people and assist their understanding about the National Capital.

A hierarchical signage system that would assist people in finding their way around the Parliamentary Zone and reinforce it as a special area is to be produced. The system should include:

- identification signs that relate to street entrances of the key national institutions and public places;
- secondary signs that relate to the public entrances of the buildings;
- directional signs for traffic and pedestrians to indicate the routes to buildings and other destinations;
- information signs on services for pedestrians and tourists; and
- interpretative signs providing information about places, events and venues.
This system should ensure continuity in the form of the sign, consistency in message content and easy updating and extension.

Interpretative signs are to be included at commemorative and dedication points and at the entrances to gardens, places and venues. These signs should provide brief notes on the historical background, cultural significance and importance of these places.

Tree Planting

Tree planting is fundamental to the enduring design concept of Canberra and to the character and structure of the place of the people. It is the formal tree planting that reflects the ground pattern of roads and formal spaces and establishes their character and beauty. New planting should be introduced and existing planting strengthened and conserved to attract native birdlife and create shelter, scale, interest and a special character to each of the campuses.

The Land Axis and Commonwealth and Kings Avenues are important elements in making the Parliamentary Zone legible. To maintain the definition of the geometry of the Zone, there must be a long-term strategy for the replacement of trees.

With its central location, length, width and the stark contrast between the turf and the eucalypts, the Land Axis has a powerful presence in the place of the people. Unfortunately the health and vigour of the trees along the Axis varies considerably and in some areas, especially toward the lake, trees are missing. Trees should be replaced and the planting extended where appropriate to preserve the visual strength of the Land Axis.

The tree planting on Commonwealth and Kings Avenues reflects different attitudes to avenue planting over the generations. There is an assortment of native, coniferous and deciduous species that requires rationalisation. The Chinese Elms (Ulmus chinensis) which were planted for quick effect are now compromising the growth of the English Elms (Ulmus procera). Their progressive removal should be continued. The original design intent of the avenue planting – to provide a backdrop of coniferous evergreen trees contrasting with the deciduous trees at the street edge – made the avenues legible in the broader landscape and distinctive throughout the seasons. A consistent approach to replacement tree planting should be undertaken to reinstate this intent.

There are other formal spaces that reflect Walter Burley Griffin’s plan with its terracing, and the 1920s road layout. These spaces and streets, which include Parkes Place and Queen Victoria, King George and King Edward Terraces, create a series of important cross axes and lateral spaces. The trees that establish these spaces are a mixture of exotic evergreen and deciduous species.

A consistent approach to replacement planting should be adopted to conserve the clarity and character of these spaces. For example, red autumn foliage along the avenues, with accents of yellow at intersection points, will help to define special routes and places of interest. The brighter foliage of deciduous trees will also emphasise the major groupings of buildings and offer sun and shade control at various times of the year.

The East-West Promenade between the National Gallery of Australia and the National Library of Australia will create a major new lateral space. Here, tree planting should be used to identify this as a new cross axis mimicking the older tree planting of the avenues.
Indicative Development Plan

The Indicative Development Plan at Figure T6.1 indicates how growth and development (in accordance with the principles, objectives, intentions and policies set out in this master plan) is intended to look in the long term. The Indicative Development Plan should be used to guide all future planning and development in the Parliamentary Zone.
Figure T6.1 Master Plan For The Parliamentary Zone

Tree Planting:
- Undertake tree replacement as necessary
- Reinforce major spaces through tree planting

Roads & Traffic:
- Establish hierarchy of roads
- Upgrade intersections

Shuttle Bus
- Seek to link campuses and parking areas with additional bus services

Formation of Campuses & Places:
A. Parliamentary Executive
B. Treasury
C. John Gorton
D. Humanities & Science
E. Arts & Clive
F. Reconciliation Place
G. Commonwealth Place (working title)
H. Magna Carta Place
I. Constitution Place

Orientation & Interpretation:
- Improve continuity in form and consistency of signage to identify sites and direct visitors within the zone

Pedestrian Pathways:
- Improve and develop path systems
- Improve access for people with disabilities

Conservation & Environmental Management Plans:
- Develop Conservation Management Plans for sites of heritage significance
- Prepare a comprehensive Environmental Management Plan to guide development and asset management
APPENDIX T7:
City Hill Precinct
Appendix T7:
City Hill Precinct

T.7 City Hill Precinct – Detailed Conditions of Planning, Design and Development and associated Urban Design Guidelines. These are the principles agreed to by Canberra Central Taskforce.

City Hill Park as a central open space
City Hill Park should be retained and enhanced as an enclosed central park serving a functional role within an urban built form.

The topography of City Hill Park may need to be modified to create an urban park, accommodate pedestrian desire lines and integrate with Vernon Circle.

City Hill Park is the primary public space for the Precinct. Any buildings located on City Hill Park must be ancillary to this purpose and be designed, sited and of a scale that complements the landscape character.

New public spaces created within the Precinct must complement and not diminish the pre-eminence of City Hill Park.

City Hill Park as a Central Open Space
Land Use

Mixed land uses should be encouraged throughout the City Hill Precinct while allowing flexibility to respond to market demand.

Prime sites within the City Hill Precinct should be identified for the Legislative Assembly and Supreme Court buildings and other municipal and cultural uses. If the Supreme Court and Legislative Assembly buildings are to be located adjacent to City Hill Park, they should have their main address in and active frontages to Vernon Circle.

Indicative Land Use
Avenue Connections and Vistas

Southbound traffic should be discouraged from using Northbourne Avenue along its length to reduce reliance on Northbourne and Commonwealth Avenues as the main north-south arterial route.

The intersection of Commonwealth Avenue and London Circuit should be redesigned to encourage the diversion of northbound traffic onto London Circuit and improve pedestrian access and safety.

New road connections to Vernon Circle should be created from Constitution and Edinburgh Avenues, providing access for local traffic and pedestrians, with arterial traffic discouraged at the existing London Circuit intersections.

View corridors must be retained from radiating avenues to City Hill Park. No buildings should bridge these avenues.

Buildings on the avenues must have predominantly active frontages at ground floor.

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

Indicative Avenue Connections and Vistas
Vernon Circle

Vernon Circle should be a low-speed urban street with a careful blend of through and local traffic, giving priority to pedestrians and providing access to City Hill Park.

Vernon Circle should be redesigned as an urban ‘circle’ rather than a through route.

Vernon Circle must continue to serve as a ceremonial road to Parliament House and for public events for the city of Canberra.

New buildings should address Vernon Circle, have zero setbacks and must have active frontages.

Over time, the existing major cultural and municipal buildings adjacent to City Hill Park (and extensions to them) could be reconfigured to address Vernon Circle.

Landscape and streetscape treatments are to be of a high quality and scale commensurate with a low-speed urban street.

Indicative Vernon Circle
London Circuit

London Circuit should be an urban boulevard operating as the main public transport circuit for Canberra Central.

Buildings must be set back from London Circuit a sufficient distance to establish a tree-lined boulevard character (two rows of trees and wide pavements).

New buildings fronting London Circuit must have active frontages.

London Circuit should serve as the main connector between Northbourne and Commonwealth Avenues, but should be discouraged as a through route.

London Circuit should serve as a gateway, providing a transition between the grand scale boulevard character of the avenues and the intimate local urban scale of the inner City Hill Precinct. The transition should be achieved through the use of urban design and traffic engineering treatments that serve to physically and psychologically divert traffic from the avenues onto London Circuit, thereby limiting access to the inner City Hill Precinct to predominantly local traffic.

Indicative London Circuit
Building Form, Height and Landmark Buildings

Tall landmark buildings up to RL 617 (generally 14–18 storeys) are restricted to the corners of the main avenues intersecting with London Circuit.

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

Building heights up to 25 metres (generally six to eight storeys) above adjacent kerb levels of London Circuit, Vernon Circle and Northbourne, Edinburgh, Constitution and Commonwealth Avenues are permissible in all areas of City Hill Precinct with a minimum of 16 metres (equivalent to four storeys) desirable fronting Vernon Circle to create a sense of enclosure around City Hill Park.

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

Indicative Building Form, Height and Landmark Buildings
Height controls will be determined on a site-by-site basis to achieve performance objects such as:

- Maintaining sunlight access to City Hill Park and major pedestrian areas;
- Achieving landmark public buildings, whether through height, siting, form or setting; and
- Addressing the heritage values of the Sydney and Melbourne Buildings.

Streetscape design guidelines must encourage modulation, tactility, silhouette and human scale in relation to the built form.

Subdivision patterns should be designed to minimise amalgamation of land, achieving a mix of development scales including fine urban grain.

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

Indicative development plans are to be prepared for land between each main avenue, Vernon Circle and London Circuit as part of a development application.

New development should exemplify sustainability principles and demonstrate excellence in urban design, landscape and architecture.

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

Unique paving and public place treatments should be introduced into Vernon Circle to provide City Hill Precinct with an appropriate identity for ceremonial and municipal connections with the Parliamentary Zone.

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

Major modifications to the existing traffic management are dependent upon the continuing implementation of peripheral parkways and city bypass routes including Gungahlin Drive, Majura Parkway, Clunies Ross Street, Fairbairn Avenue, Marcus Clarke Street and Cooyong/Ballumbir Streets and the removal of the Parkes Way cloverleaves.

Traffic engineering devices (e.g. slip lanes) should be designed to promote pedestrian amenity, safety and access and bicycle movements.

Indicative Traffic
Parking

Public car parking that is available at all hours must be provided on street as well as in appropriately designed structures that do not dominate the public domain.

Replacement of existing surface car parks and public car parking shall be provided for as identified in the ACT Government Parking Strategy.

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

Car parking for new development is to be accommodated in basements or in above ground structures that do not dominate the public domain.

Indicative Parking

![Indicative Parking Map](image)

- On-street parking
Public Transport

Redevelopment of the City Hill Precinct should take place in the context of an integrated public transport plan.

Mechanisms should be introduced to give priority to public transport.

Indicative Public Transport
Laneways

Existing laneways should be retained and new laneways created to provide permeability and create service access.

Opportunities should be identified to create laneways with active frontages, particularly in relation to heritage and public buildings and at intersections.

Indicative Laneways

![Diagram of Laneways](image.png)
Pedestrian and Bicycle links
New development, including public spaces, should facilitate pedestrian connectivity within the City Hill Precinct and between the City Hill Precinct and Canberra Central.

New development should facilitate bicycle movements between the City Hill Precinct and Canberra Central.

Indicative development: an aerial perspective looking northwest towards the Australian National University

Indicative Pedestrian Links

![Indicative Pedestrian Links](image1)

Indicative Development

![Indicative Development](image2)
Indicative Street Cross Section
Artist’s Impression of Vernon Circle

Indicative development: an aerial perspective looking northwest towards the National Triangle
An artist’s impression of City Hill Park looking towards the National Triangle
APPENDIX T8:
Constitution Avenue
and Anzac Parade
Appendix T8.
Constitution Avenue And Anzac Parade


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

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

Indicative Urban Structure
Indicative Urban Structure

Indicative Main Pedestrian Connections
Landscape Structure

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

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

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

Indicative Landscape Structure
Public Transport, Access and Circulation
Allow for an integrated public transport system with Constitution, Kings and Commonwealth Avenues and London Circuit as the principal public transport route.

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

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

Provide on-street parking on all streets where practicable.

Indicative Public Transport, Access and Circulation
Road Hierarchy

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

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

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

Indicative Cycleways

![Indicative Cycleways](image)

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

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

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

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

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

Wider pavements for outdoor cafes and public amenity are to be located on the sunny southern side of the avenue.
Indicative Streetscape Design
Typical Cross Section Parkes Way (Indicative) between Commonwealth and Kings
Active Frontage

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

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

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

Ground level frontages will present an attractive pedestrian-oriented frontage providing active uses for a minimum of 50 percent of the street frontage. Key active frontages are to have a minimum of 80 percent active uses.

Residential uses, except for home offices, should generally be avoided at street level.

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

Indicative Active Frontage

![Indicative Active Frontage](image-url)
Building Height and Form

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Indicative Stormwater (proposed)

Stormwater paths

Stormwater retention measures
Car Parking

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

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

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

Car parking for new development will be provided in accordance with ACT Government standards.

Public parking shall be provided for as identified in the ACT Government Parking Strategy.

Integrated urban art and signage

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

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

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

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

Indicative Development
An artist’s impression of Constitution Avenue
APPENDIX T9: West Basin
Appendix T9.
West Basin


The requirements of 1.2 Lake Burley Griffin and Foreshores, Central National Area Figure 17 Land Use Policy A Parkland Recreation, B The Lake, C Development Nodes and Appendix J remain in force except where they are inconsistent with these provisions for West Basin and Lake Burley Griffin Foreshores.

Urban Structure
Reinforce the main avenues framing the National Triangle as important symbolic connections and formal approaches to Parliament House (Commonwealth Avenue) and City Hill (Commonwealth and Edinburgh Avenues).

Extend the city grid of streets and paths from city to West Basin, maintaining the connectivity and accessibility of the urban block pattern.

Extend the city’s urban structure to the lake.

Indicative Urban Structure
Building Height and Form
Buildings heights will generally be medium rise up to 25 metres. Taller building elements may be considered on sites north of Parkes Way having regard to:

- access to sunlight;
- visual and environmental amenity; and
- microclimate.

Consultation in accordance with Appendix M shall be required for buildings taller than 25 metres north of Parkes Way.

Building height on the waterfront promenade will be limited to 8 metres (maximum 2 storeys).

The parapet height of buildings fronting the promenade will be a maximum of 16 metres. Taller building elements to a maximum of 25 metres, and not exceeding 30 percent of the site area, may be considered.

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

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

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

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

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

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

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

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

**Lake Reclamation and Land Bridge**

Replace the clover leaf intersection of Parkes Way and Commonwealth Avenue with a signalised grade-separated intersection.

Create a land bridge over a section of Parkes Way for streets to extend to the lake.

Reclaim land from the lake to establish a public waterfront promenade, reflecting the geometry of the 1918 Griffin Plan.

**Indicative Lake Reclamation and Land Bridge**
Heritage
Provide public access to local heritage places around West Basin.
Create a public waterfront promenade reflecting the geometry and intent of the 1918 Griffin Plan.

Heritage
Landscape/Streetscape
Landscape planting should reinforce the urban structure of West Basin and its integration with the setting of the Central National Area and the Lake Burley Griffin parklands.

A formal treatment should be applied to the main avenues, streets and the waterfront promenade, and continuous street trees should define the pattern of city streets extending to the lake.

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

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

A range of soft and hard landscape treatments are to be incorporated into the waterfront promenade and foreshore.

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

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

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

Indicative Landscape/Streetscape
Waterfront Promenade
Maintain a continuous public pedestrian network with access to the foreshore with high quality pedestrian amenities including lighting, furniture, signage and landscape materials.

Provide well lit public areas and close-by on-street parking.

Link national attractions with a continuous pedestrian network, including a high-span pedestrian bridge connecting the National Museum and the Parliamentary Zone.

Incorporate recreation and tourist activities along the waterfront promenade.

Provide for a shared pathway network along the waterfront promenade designed for all users.

The width of the waterfront promenade will be a minimum of 55 metres.

Indicative Section Waterfront Promenade

Indicative Waterfront Promenade
Cycleways and Ferry

Provide a network of cycleways catering to recreation and commuter needs, separated spatially and by visual character where appropriate to prevent pedestrian conflicts.

Provide ferry landings at key nodes around West Basin which incorporate lake based recreation and tourist activities.

Indicative Cycleways and Ferry
Car Parking
Provide on-street parking to support retail uses, pedestrian amenity and after hours activity.
Large off-street permanent surface car parks are to be avoided.
Car parking is to be accommodated in basements or above-ground structures concealed from public areas by habitable building facades.
Development of existing surface car parks will need to demonstrate that an adequate public car parking provision (on street or in appropriately designed structures) will meet the needs of West Basin.
Car parking for new development will be provided in accordance with ACT Government standards.
Public parking shall be provided for as identified in the ACT Government Parking Strategy.

Indicative Car Parking (on-street)
Active Frontage

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

Identified active frontages are to present an attractive pedestrian-oriented frontage providing active uses and are to have a minimum of 80 percent active uses. All other streets are to have a minimum of 50 percent active frontages.

Residential uses should generally be avoided at street level.

Blank walls are strongly discouraged.

Pedestrian entries should be clearly visible from the public domain.

Indicative Active Frontages
Water Sensitive Urban Design
Implement water sensitive urban design strategies, including bio-filtration systems integrated with street and landscape design, to protect lake water quality.

Indicative Water Sensitive Urban Design
Road Hierarchy
Maximise connections into the site from surrounding major roads.

Provide a hierarchy of streets being major roads, major streets and minor streets.

Provide a flexible road network that can accommodate temporary closures of minor streets to vehicles for significant pedestrian events.

Minor streets will be low-speed urban streets which give priority to pedestrians.

Traffic engineering devices should be designed to promote pedestrian amenity, safety and access.

Indicative Road Hierarchy

- Main Avenue
- Major Route
- Minor Street
Indicative Street Cross Sections

Indicative Section Along Marcus Clarke Street Extension

Typical Minor Street

Typical Major Street

Typical Major Street (Marcus Clarke Street)
Indicative Development
West Basin – Extending the city to the lake and waterfront promenade
An artist’s impression
Appendix U
APPENDIX U:
Section 6 and Blocks 12 & 13 Section 9
Barton - Detailed Conditions of Planning, Design and Development.
Appendix U

Section 6 and Blocks 12 & 13 Section 9 Barton - Detailed Conditions of Planning, Design and Development.

Introduction
The Riverside site on Section 6, Barton, occupies a prestigious position in the Central National Area and is prominent in views from the vantage points north of the lake and on approaches to the Parliamentary Zone. It is critical that the form and scale of development of this key site contributes to Kings Avenue and forms an appropriate built form flanking the Parliamentary Zone. All development in this area of Barton is to be of a consistently high design quality befitting its national significance.

Land Use
The Riverside site, together with the development on the opposite block, Section 9, will become an important public precinct with the development of residential and community uses in close proximity to the office employment areas of Barton and Parkes.

Residential development at this location will present an opportunity for people to live close to a major office employment centre and to take advantage of the panoramic views that the site affords.

Small scale commercial land uses, such as commercial accommodation, restaurants, cafes and tourist uses are proposed to complement the primary land uses. It is hoped that the diversity of land uses which could emerge will enhance the Parliamentary Zone and attract day and night activities into the formal areas of the National Capital.

Urban Design
The urban design principles and objectives for the development of the Riverside site are determined by its:

- prominent location within the Central National Area
- proximity to the Parliamentary Zone and Kings Avenue
- relationship to the lake and associated parklands
- north sloping terrain which provides panoramic views over Lake Burley Griffin, and
- visual prominence from vantage points north of the lake.

Building Height
A maximum height limit of AHD 591 has been established for the Barton area including this site. This level corresponds with the level of the parapet walls at all four corners of Parliament Drive and establishes an appropriate limit in terms of creating and maintaining built form relationships to Parliament House when seen from vantage points in and around the Central National Area.

Individual consideration will be given to special vertical elements such as a spire or tower associated with a cathedral building on Block 8, Section 6 Barton.
The height limit establishes a maximum height for commercial buildings flanking Blackall Street with residential, community and other ancillary uses being located in buildings located closer to the lake, following the sloping terrain of the site and stepping down to 3 and 2 levels for the building nearer Bowen Drive.

Design Principles
All future buildings on the Riverside sites shall conform with the following principles.

• breaking up long facades by using colonnades, pergolas and, through the use of sunshading emphasising the play of light and shade;
• creating openings in masonry structures; continuous glazing and reflective glass will not be permitted;
• identifying entrances through the inclusion of canopies, porte cocheres and covered ways;
• limiting the range of materials and colours to those in the off white to ochre range; stark white materials will not be permitted;
• concealing lift overruns and plant rooms within pitched roofs.

Development Conditions
Built Form
The built form should have regard for the site topography, stepping down the slope in terraced levels presenting a series of building “fingers” interspersed with landscaped zones fanning around the contours.

The built form for residential development should be a minimum height of 3 levels and a maximum of 4 levels (one being a covered car parking level).

Unbroken, wall like facades will not be permitted. Terraces, balconies, roof decks and awnings are encouraged as a means of modulating facades.

Setbacks
Building should be set back minimum 6.0 metres from Blackall Street with a 10 metre landscaped setback from Bowen Drive and satisfy the relevant ACT criteria regarding noise standards.

Access and Parking
Primary vehicle access to be from Blackall Street. With the exception of a limited amount of visitor parking, all car parking should be contained in structures (in basements or decked) and screened from external view.

Materials
Unpainted galvanised metal will not be permitted on roofs, parapets or fascias.

Signage
External signage will be limited to modest, non-illuminated letters or panels attached to buildings.

Landscaping
A high quality of landscape design is sought and mature trees are to be retained wherever possible. A pedestrian pathway/easement through the site is to link Blackall Street to Bowen Drive and the lake edge.
Building Height and Form
To protect the integrity of views to and from Parliament House, development is generally limited to a height of RL591. Minor building elements (such as lift overruns and roof plant) that extend building height above RL591 will be considered where this enhances the architectural quality of the building, and fosters energy efficiency, indoor amenity, appropriate urban scale, and adds visual interest to the skyline. Minor building elements should be carefully integrated within the form of buildings.

Building and landscaping will need to exhibit design excellence and be designed to ensure protection of the amenity of surrounding buildings and public spaces, including privacy, overlooking and overshadowing.

Individual buildings are to contribute to the coherent definition of blocks and streets generally in accordance with the layout and setbacks. A hierarchy of public spaces and street frontages should be created, with the greatest amount of public activity and building entrances being encouraged on principal streets and at public spaces.

Active Frontages
Active frontages should include shops and entries to buildings. Address frontages will generally be free of service functions and blank walls, with residential and minor commercial addresses encouraged.

High standards of architecture are sought for the precinct. Modulation of facades, entrances, window bays, sun shading and balconies, and clear articulation of building elements, textures and materials, should provide interest and variety to the streetscape.

Residential frontages may be set-back from street boundaries to provide entry porches and a garden interface with the public domain to protect the amenity of residents and contribute to the interest and landscape qualities to the street.
Balconies should be of an appropriate size and design to optimise their use and privacy. A minimum dimension of 2.5m for at least one balcony per dwelling should be provided and balustrades should be opaque up to at least 4 storeys from street level.

Parking and Access

Large off-street permanent surface car parks are to be avoided. Car parking is to be accommodated in basements and/or in above ground structures concealed from public view. Blank facades to public spaces or streets are not permitted, and sculptural elements and urban scale public art is encouraged. The inclusion of these elements can assist in ascribing different meanings to buildings, and provides the opportunity to characterise not only shelter and functionality, but to interact with our daily lives.

Some short stay on-street shall be provided to support retail uses, pedestrian amenity and after hours activity.

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

- Residential; Commercial Accommodation (Serviced Apartment only): 1.5 spaces per 100 square metres of gross floor area.
- Bank; Child Care Centre; Consulting Rooms; Co-operative Society; Office; Personal Service Establishment: 2 spaces per 100 square metres of gross floor area.
- Restaurant, Bar, Café; Retail: 2.5 spaces per 100 metres of gross floor area.

A higher on-site and/or off-site parking provision may be required by the Authority after taking into account the relationship between on-site parking, off-site parking opportunities and the capacity of public transport in the area at the time of development.
The proponent must provide the NCA a long term parking strategy for construction staging which minimises disruption to parking. The parking strategy must be adopted in the first stage of development to accommodate a minimum of 470 displaced car parking spaces.

Access to the site (for parking and site servicing) should be from the side and access street generally.

Additional parking shall be provided for vehicles associated with less consumption of energy. These include bicycles, motorcycles, small cars and car-sharing vehicles.

Car parking structures should provide secure storage and related facilities for bicycle users. This would position the development as a local centre for commuting and recreational cyclists, as well as providing the opportunity for an alternative mode of transport between the many office buildings in the locale.

Landscape/Streetscape
Paving, lighting, street trees and planting beds shall be of high quality and should reinforce the amenity and visual quality of the pedestrian environment. Street trees and other large trees are to be planted in deep-root soil conditions. Existing large trees are to be retained (where possible).

Public Domain and Off-Site Works
A retail plaza is to be provided on the corner of Macquarie Street and the side street and furnished with lighting, seating and paving to provide an attractive public area for outdoor cafés and restaurants.

The developer is to carry out off-site works to create a high quality public domain commensurate with a vibrant and attractive mixed use precinct.

On-street parking, verge landscaping, paving, lighting and furniture shall be provided using high quality durable materials.

Sustainable Development
Development proposals will demonstrate a high level of performance in terms of environmental design including energy efficiency, climate management and water sensitive urban design. Landscape/Streetscape

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Sustainable Development

Development proposals will demonstrate a high level of performance in terms of environmental design including energy efficiency, climate management and water sensitive urban design.

Public Notification

All applications for Works Approval for major development are subject to public notification and consultation. The determination of those applications that constitute major works is at the discretion of the National Capital Authority.
APPENDIX V:
Special Requirements
Gold Creek Tourist Area
and Harcourt Hill
Appendix V
Gold Creek Tourist Area And "Harcourt Hill"

Special Requirements

General
1. The approach to the National capital should reinforce the image of Canberra as the "Bush Capital" by carrying the surrounding rural landscape into the city from its periphery. The corridor of open space flanking the highway should be variable in its width providing a well defined separation of the urban areas.
2. In respect of the Gold Creek Tourist Area, the existing landscape character of open, lightly wooded pastures should be retained on the ridges adjacent to the highway.
3. In the open sparsely wooded area surrounding the Gold Creek Tourist Area, land uses which enhance or at least are compatible with the existing landscape character are required (ie the land uses are to create a "parkland" character around the development thus ensuring its visual and psychological separation).

Gold Creek Tourist Area
1. Development within the Gold Creek Tourist Area should continue to reflect the existing character, ie "pavilions" in well-landscaped settings.
2. The Gold Creek Tourist Area is to be visually contained with clear boundary treatments (refer Figure V.1).
3. Planting should provide definition to the whole development as well as providing distinct character to the access road and precincts designed to accommodate individual developments.

Open Space
1. Well-wooded Open Space areas along the ridges should separate the residential areas from the buffer spaces and Gold Creek Tourist Area.
2. Defined open spaces should provide useable areas and meaningful public access, as well as providing wildlife corridors linking to outer hills and ridges, and drainage lines and watercourses.

Harcourt and Percival Hills
1. No residential development should be located on either Harcourt or Percival Hills, adjacent to the Highway. This is to ensure that the open, rural landscape character is maintained. The inclusion of a golf course in this area would be appropriate.
2. The location of resort core facilities on the west side of the ridge in association with a golf course would be appropriate. Low, clustered buildings in this setting would add to the appearance of a "homestead" retreat and would allow for glimpses of future development from the road.
3. The main entry road treatment should not be too overt and hence interrupt the experience of entering the National Capital. Deciduous trees are not considered appropriate in this landscape -consideration needs to be given to the formal use of native trees to reinforce the “Australianness” of the development.
Figure V1  Gold Creek Tourist Area

- Extension to Gungahlin Urban Area
- Extent of Gold Creek Tourist Centre
Appendix W
APPENDIX W:
West Belconnen
Urban Areas
Broadacre Areas
Rural Areas
River Corridors (National Capital Open Space)
Hills, Ridges & Buffer Spaces (National Capital Open Space)
Investigation Area
APPENDIX X: Approach Routes
APPENDIX X1: Federal Highway Detailed Conditions of Planning, Design and Development
Appendix X1

APPROACH ROUTES

FEDERAL HIGHWAY
Detailed Conditions of Planning, Design and Development

APPENDIX U: Section 6 Barton
Section 6 Barton

DETAILED CONDITIONS OF PLANNING, DESIGN AND DEVELOPMENT

APPENDIX V: Special Requirements
APPENDIX W: West Belconnen
APPENDIX X: Approach Routes
APPENDIX X1: Federal Highway
Detailed Conditions of Planning, Design and Development

DETAILED CONDITIONS OF PLANNING, DESIGN AND DEVELOPMENT

1. DESIGN PRINCIPLES

2. POLICIES

2.1 Future Roads
2.2 Border Identification and Marker
2.3 Road Design Characteristics
2.4 Visitor Information
2.5 Landscape Experience
1. **Design Principles**

The objective is to heighten the traveller’s first perception of approach and arrival in order to enhance recognition of the special symbolic and functional significance of the National Capital. These detailed conditions are concerned with achieving awareness of this special significance through the following:

- marking the boundary of the ACT;
- establishing a clear and identifiable route from the border to the Central National Area, the symbolic centre of the city, by providing visual cues and strong structural links;
- building up expectations by progressively formalising the design character as travellers approach the Central National Area;
- enhancing views to recognisable and popular images of the National Capital so as to further build expectation and define the approach; and
- ensuring that the structure, detailing and signage is consistent along each approach route into the National Capital.

2. **Policies**

**2.1 Future Roads**

In the area marked by shading on Figure 1, the position and design of major road alignments and intersections with the Federal Highway (“the highway”), other than that shown in this Amendment, are subject to further investigation and possible future amendment to the National Capital Plan.

The future high speed slip lane from the Federal Highway to Majura Road, shown on Figure 1, is subject to separate design investigation and environmental assessment. However, the duplication project shall take into account the possibility of such a slip lane and the best location for its junction with the highway.

**2.2 Border Identification and Marker**

The policy is:

- to ensure the identification of the ACT by the placement of a marker at a safe and appropriate location, possibly in conjunction with a visitor lay-by. The marker should be similar in form and design to the existing marker but should also include heraldic features which signify the symbolic and functional role of the city and which establishes a relationship to signs and institutions in the Parliamentary Zone. There should be clear lateral views to the border marker; and
- to introduce speciality lighting to highlight the ACT marker. If practical, up-lighting of the border marker and adjacent tree canopy should be used.

**2.3 Road Design Characteristics**

**Access Limitations**

For the section from Stirling Avenue to Antill Street, direct access to individual leases will be permitted only on the southern side at one point serving Blocks 1 and 8, Section 61 Watson and one point serving Block 1, Section 64 Watson. From Antill Street to the intersection with the realigned Majura Road, access will not be permitted on the southern side of the highway except to Apex Park. From the intersection with the realigned Majura Road to the ACT border, no access will be permitted except to a visitor lay-by.
Within the shaded are:
The position and design of major road
alignments and intersections with
the Federal Highway are subject to
further investigation and possible future
amendments to the National Capital Plan.

Traffic controlled
intersection
Development on all land (not included within a Designated Area) fronting directly onto the Federal Highway approach must not be more than 200 metres from its middle line or to conform to a separate Development Control Plan issued by the Authority.
On the northern side of the Federal Highway, access will only be permitted in the short term to ‘Arnold Grove’, ‘Bendora Riding School’, the AGL lease, and ‘Canberra Park’ while longer term access is expected to be provided from within Gungahlin.

Intersection Design
The continuity of the north/south carriageway driver experience should be reinforced. The Majura Road/Horse Park Drive grade separated intersection should reinforce the visual dominance of the Federal Highway, to maximise views and ensure the least disruption to the landform.

Medians and Verges
Medians and verges are to provide the opportunity for reinforcement of landscape themes and realms. Medians should be of a sufficient width to accommodate the appropriate landscape treatments for each landscape realm and pattern and generally be not less than 20 metres wide.

Carriageways
Roadworks are to minimise the impact on the existing topography. Cuts and fills associated with the design and construction of the highway and associated roadworks are to be kept to a minimum. The highway is to be designed to ‘fit’ within the landscape and topography.

Where possible, the two carriageways are to be designed independently and separated both vertically and horizontally so as to ensure integration into the topography.

Road surfaces should be of asphaltic concrete with a clean edge, unless other materials are shown to be more appropriate.

Lighting
Where provided, lighting should reinforce the design intent of the Federal Highway as a ‘rural’ highway road. Further, the colour temperature of the lights should be such that the true colours and features of the landscape are perceived. Light spillage is to be minimised to prevent unnecessary night sky illumination.

Equestrian Trails
The policy is:
- to ensure the design of the highway incorporates appropriately located and connected underpasses for equestrian use and facilitates the continuation of existing equestrian trails; and
- to enhance where possible, the trail concept with provisions for additional facilities at appropriate locations.

2.4 Visitor Information

General
The policy is:
- to ensure informative, well presented, factually correct and relevant visitor information is displayed on signs and boards and plays a key role in informing the visitor; and
• to ensure information signage conforms to a uniform standard for Approach Routes. All signs which are not essential to be read from the road, such as interest group signs, are to be located in a visitor lay-by.

Information appropriate for inclusion in visitor lay-by signage includes:

• natural landscape – environment information regarding the distinctive natural landscape and features;
• cultural/historical landscape – information regarding Aboriginal history and influences and early European settlement and impact;
• siting of Canberra – diagrammatic development of Canberra, basic structure of Canberra’s layout including important features and elements, monuments and institutions; and
• community organisations and relevant local information.

Visitor directional signage, other than in the visitor lay-by, will be permitted where shown on Figure 1 to assist identification of destinations between Antill Street and Stirling Avenue, Watson.

No other visitor information signs will be permitted along the highway.

Visitor Lay-by
The policy is to ensure access to a visitor lay-by at a convenient location for visitors.

2.5 Landscape Experience

General
The policy is:

• to ensure Canberra’s unique setting within the natural landscape is reflected in the sensitive design and landscape treatment for the highway which reinforces the perception of the National Capital; and
• to recognise the significance of views to the surrounding hills and ensure engineering structures respect the landform and landscape patterns.

Major Landscape Realms
The Federal Highway is divided into two broad realms for the purposes of detailing landscape patterns. They are a Rural Realm and an Open Parkland Realm (see Figure 2 Landscape Realms and Patterns for the Federal Highway).

Rural Realm: identifies the location of Canberra and establishes the setting of the “bush capital”. The pastoral setting is a cultural and historical reminder and recognises that the colour and scale of the landscape are important in creating an identifiable and memorable image. Views to the Gungahlin ranges and Black Mountain should be maintained and enhanced.

Open Parkland Realm: emphasises reflection of the rural landscape, (but with a designed park-like landscape quality), and introduces the visitor to the planned “garden city” image. Planting and development patterns are to allow filtered horizontal views.
OPEN PARKLAND REALM
FILTERED SEMI-URBAN
Wells Station Road
Stirling Avenue
Anvil Street
Federal Highway Landscape Realm and Patterns

Note:
For Explanation of Realms and Patterns refer to text
Landscape Patterns

Driver experience shall be modulated through a series of distinct landscape patterns which identifies a change in landscape character from an informal planting, open, rolling, rural landscape to a regular planted, closed, dense canopy pattern of the semi-urban landscape. Landscape patterns apply as set out in Figure 2 – Landscape Realms and Patterns for the Federal Highway.

To assist the understanding of the landscape patterns and where they apply, the highway has been broken into sections starting at the ACT border.

Plantation Gateway (0.0–0.4 km): creates an introduction and announces the imminent arrival of the visitor in Canberra by establishing appropriately designed tree planting that relates to the rural landscape, but is distinct in character. Within the road reserve, the policy is to develop a formal plantation in the verge and median of the highway.

Savannah Woodland (0.4–0.8 km): reinforces the existing woodland character by maintaining and enhancing the indigenous eucalypts in small groups and individual specimens in the median and verges, and ensures the character is of an open canopy giving a parkland appearance.

Tussock Grassland (0.8–1.4 km): establishes a grassland community and complements the savannah woodland character of adjacent sections of the highway. It does this through broad scale planting of road verges with native grasses and herbaceous plants with low grasses in medians.

Savannah Woodland (1.4–2.8 km): reinforces the rural pastoral character by planting and protecting indigenous eucalypts in small groups and individual specimens in the median and verges, generally widely spaced, leaving an open canopy and giving a parkland appearance. Residential views are to be screened and views opened up along open space corridors.

Open Forest/Woodland (2.8–4.0 km): reinforces the open forest character of this part of the highway. The policy is to resolve secondary access to rural properties while maintaining continuity of the approach route, and to allow short, filtered horizontal views. Median planting is to be informal and should reinforce existing native planting as well as introducing grouped accent planting.

Filtered Semi-Urban (4.0–5.4 km): creates a transition from woodland to the contrasting closed corridor section of Northbourne Avenue and develops a ‘secondary’ gateway with designed avenue planting to create a strong contrast with the rural landscape as the introduction to urban Canberra. Direct views should focus along the approach route. The built form should be screened through the use of plant material.

Cultural Landscape Features

The policy is to maintain the significance of the Remembrance Parks through enhancement of their location and access in association with a visitor lay-by, by providing interpretative material, and by the possible extension of areas for planting.