National Capital Plan 1990 (December 1990)
as amended

made under

Australian Capital Territory (Planning and Land Management) Act 1988

Compilation start date: 8 March 2005
Includes amendments up to: National Capital Plan - Amendment 49 - Civic Principles and Policies

This compilation has been split into 8 volumes

Volume 1: [Part One 1.1-1.4]
Volume 2: [Part One 1.4-5.2]
Volume 3: [Part One 5.2-Part Two]
Volume 4: [Part Three]
Volume 5: [Appendices A-F]
Volume 6: [Appendix F]
Volume 7: [Appendices G-H]
Volume 8: [Appendices I-W, Endnotes]

Each volume has its own contents

Prepared by the Office of Parliamentary Counsel, Canberra
About this compilation

This compilation

This is a compilation of the National Capital Plan 1990 (December 1990) as in force on 8 March 2005. It includes any commenced amendment affecting the legislation to that date.

This compilation was prepared on 26 September 2014.

The notes at the end of this compilation (the endnotes) include information about amending laws and the amendment history of each amended provision.

Uncommenced amendments

The effect of uncommenced amendments is not reflected in the text of the compiled law but the text of the amendments is included in the endnotes.

Application, saving and transitional provisions for provisions and amendments

If the operation of a provision or amendment is affected by an application, saving or transitional provision that is not included in this compilation, details are included in the endnotes.

Modifications

If a provision of the compiled law is affected by a modification that is in force, details are included in the endnotes.

Provisions ceasing to have effect

If a provision of the compiled law has expired or otherwise ceased to have effect in accordance with a provision of the law, details are included in the endnotes.
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The Central National Area
(Barton)
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  
BLOCK 13  
SECTION 9 BARTON

Objective:
The objective of the land use policy for this site is to provide an opportunity for the development of a carparking structure with active street frontages, incorporating shops, restaurants and professional services, and a small park.

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

Other land uses permitted, ancillary to and in association with the primary use, are:
- retail;
- cafe, bar, restaurant;
- personal service establishment;
- tourist facility; and
- park.

“Development and redevelopment shall accord with the development conditions set out at Appendix U.”

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.

D  
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;
Office
Figure 10
The Central National Area (City)
A City
Section 34

Objectives:
The objectives of the land use policy for the public open space areas are to:
- develop attractive parks in Civic for the use of workers, shoppers, visitors and residents
- Provide parks as a venue for recreation to increase the enjoyment of the facilities of Civic
- Provide areas for rest and relaxation
- Provide ‘Green Spaces’ as a relief in, and element of, the centre structure
- Facilitate the construction of convenient and attractive pedestrian routes

Land Use Policy
The primary land use for Precinct A is:
- Park
Limited uses complementary and ancillary to the primary use will be considered.

B City
Sections 63, 18 & 19

Objectives:
The main objectives of the land use policy for this precinct are to:
- Provide land for administrative uses
- Provides for a wider range of uses to add diversity to Civic, including hotels, tourist and entertainment facilities, private sector offices, offices and carparks

Land Use Policy
The primary land use for precinct B is:
- Administrative Use

Other land uses permitted are:
- Retail
- Cafe, bar restaurant
- Personal service
- Office
- Casino
- Tourist facility
- Indoor recreation facility
- Cultural facility
- Social/Community facility
- Health Centre
- Place of assembly
- Education establishment
- Scientific Research Establishment
- Community protection facility
- Residential
- Hotel
- Motel
- Park
- Carpark

Development Guidelines
- High quality development with a low building form in a landscape setting
- Development opposite the Sydney and Melbourne Buildings must reflect the historical character of those buildings
- Maximum building height:
  - Vernon Circle (3 storeys)
  - London Circuit (6 storeys)

C City
Section 10 (Part) & 37

Objective:
The main objective of the land use policy for the tourist and recreation area is to ensure that the area in Civic is reserved for the provision of commercial recreation facilities to serve the health, fitness and leisure needs of the workforce, Canberra residents, tourists and visitors to the Centre. Complementary to this main objective it is also intended that the area accommodate tourist facilities and accommodation which can benefit from a location close to the Convention Centre and that a limited amount of office development may be allowed.

Other land uses permitted are:
- Office (Part Section 10 only), up to a maximum gross floor area of 35 000m² inclusive of offices associated with any Administrative uses.
- Retail (ancillary to primary use)
- Cafe, bar, restaurant
- Personal service establishment
- Club
- Cultural Facility
- Social/Community facility
- Place of assembly
- Administrative uses (Section 10 only)
- Community protection facility
- Residential
- Hotel
- Motel
- Park
- Public utility
- Carpark

Redevelopment proposals must always ensure that floodwater is catered for as the south-east corner of the precinct is subject to flooding by overland stormwater flow, and in rare circumstances possibly by Lake Burley Griffin.

Development and redevelopment shall accord with the development conditions set out at Appendix S.
**City**

**Sections 7, 8 & 24**

**Objectives**

The objective of the land use policy for the area is to promote a range of intensive residential uses so that Civic can benefit from increased use of services at evening and weekends.

The precinct is close to the leisure, recreation, retiring and business facilities and services offered by Civic and is close to the recreational opportunities provided by the lake.

**Land Use Policy**

The primary land uses permitted in Precinct F are:

- Residential
- Hotel
- Motel

Other land uses permitted are:

- Retail (ancillary to primary use)
- Cafe, bar, restaurant
- Bank and Co-operative society for Sections 7 & 8
- Bank and Co-operative society (ancillary to primary use) for Section 24
- Personal service establishment
- Office (ancillary to primary use)
- Club
- Tourist facility
- Indoor recreation facility
- Cultural facility
- Social/community facility
- Place of assembly
- Park
- Carpark

**Development Guidelines**

- Development to reflect importance of Edinburgh Avenue and London Circuit frontages.
- Development on Section 24 City shall be in accordance with the recommendations of a Conservation Management Plan agreed to by the Australian Heritage Commission.

**City**

**Section 10**

**Blocks 14 15**

**Objectives:**

The objectives of the land use policy for the office areas are to:

- Maintain Civic as the main metropolitan office employment location
- Group employment opportunities in close support of retail areas

**Land Use Policy**

The primary land use intended for Precinct E is:

- Office

Other land uses permitted are:

- Retail
- Cafe, bar, restaurant
- Co-operative society
- Personal services establishment
- Consulting rooms
- Club
- Indoor recreation facility
- Cultural facility
- Social/community facility
- Church use
- Health centre
- Place of assembly
- Administrative use
- Community protection facility
- Residential
- Hotel
- Motel
- Passenger transport facility
- Carpark

* Design and Siting Conditions apply to all blocks (Refer to Appendix H)
* Townscape Conditions apply to all blocks (Refer to Appendix L)
Figure 12

The Central National Area (Russell)

- Refer to Appendix T3 Russell Master Plan for Detailed Conditions of Planning, Design and Development.
- Refer to Appendix H for Design and Siting conditions which apply to all blocks.

Legend:
- **National Capital Use**
- **Open Space**
- **Road**
- **Uncommitted Land**
- **Existing Roads to Remain temporarily**
- **Possible Future Roads**
Land Use Policy

The primary land use intended for National Capital Use areas in Russell is National Capital Use as defined in Appendix A. Other land uses permitted are:

- Car Park.

  and, on the ground floor of National Capital Uses and structured carparks the following ancillary uses are permitted, subject to individual premises not exceeding 250m² GFA:

  - retail
  - cafe, bar, restaurant
  - child care centre
  - bank
  - co-operative society
  - personal services establishment
  - consulting rooms
  - club/indoor recreation facility
  - cultural facility
  - social/community facility
  - church use
  - health centre
  - place of assembly.

Existing Defence Installation uses may continue and minor additions or extensions to existing development may be permitted within the overall context of the Detailed Conditions of Planning, Design and Development included in Appendix T. 3 - Russell Master Plan.

Commonwealth offices, other than for occupation by the Department of Defence, will not be approved until a review of the Employment Location Policies of the National Capital Plan has been completed.
The Central National Area
(Duntroon, ADFA & Campbell Park)
Figure 14
The Central National Area
(Fairbairn)
Figure 15

The Central National Area
(Diplomatic Areas - Deakin and Yarralumla)
Figure 16
The Central National Area
(Diplomatic Area – O’Malley)
Figure 17
The Central National Area
(Lake Burley Griffin and Foreshores)
Figure 17
The Central National Area
(Lake Burley Griffin and Foreshores)
A 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 intensively used horticulture 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 seasonal landscape effects. In Grevillea Park & 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 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)

B 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 be 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.

Yarramundi and Tarcoola Reaches and in Westlake, the diverse natural shoreline and good water quality are to be maintained. The shoreline macrophyte areas which are important fish and water bird 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 the key element of the Griffin Plan is to be fully expressed.

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in the Central Basin, while East and West Basins are to respond to the architectural character of the central area.

Existing facilities for Lake maintenance and boat servicing in Kingston Boat Harbour, and 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 here 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 hire 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 the development harmonises with the surrounding areas. In all cases public access to the lakeshore will be preserved.

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
- Stirling Park
- Government House
- Westbourne Woods
- Canberra Incinerator
- Acacia, Yarramundi and Warrina Inlet Wetlands
- Commonwewalh Park
- Geological Site

E 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 Morshhead 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 T.5 for further Detailed Conditions of Planning, Design and 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)
- Constitution Avenue
- Kings Avenue
- Sydney Avenue
- Hobart Avenue
- Melbourne Avenue
• Adelaide Avenue  • Perth Avenue
• Northbourne Avenue  • Edinburgh Avenue
• University Avenue  • Ainslie Avenue
• Limestone Avenue  • Anzac Parade
• (south of Ainslie)

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 *ACT (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 builtup 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

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, keeping development off the intervening hills and ridges.

The most recent evaluation of a strategic plan for the development of the National Capital, the 1984 Metropolitan Canberra Policy Plan, examined alternative options for the location of major employment and retailing activities.

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 provide Tuggeranong and Gungahlin with 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 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 at Woden and Belconnen 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 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 user 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 balance directional flows;
- (reduced)....length and cost of journeys by residents of all towns, in particular those of Gungahlin and Tuggeranong.
Due to increased participation rates, figures for total employment are now considerably higher than expected in 1984. By 1989 Civic had almost reached 25,000 employees and the total “Central Area” figure stood at some 59,000. Clearly therefore, the above analysis now requires re-examination. Until such a review is completed however, the Authority has accepted that the benefits accruing from the location of major employment opportunities in Town Centres within each Town, should still be sought.

High levels of demand for rented office accommodation in recent years have resulted from limited Commonwealth capital investment and new managerial principles providing agencies with greater freedom of locational choice. Private sector developers and investors have responded to this demand by investing in medium to large scale redevelopment for offices, mainly in Civic.

A 1987 review of Canberra’s metropolitan development by the 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.

Partly in response to this issue, and partly as a result of major departmental restructuring and a desire for colocation of the functions of new and large departments, the Commonwealth Government in 1988 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 also:

- limits further growth of Commonwealth office space in Civic
- gives priority to the development of additional office space in Town Centres, particularly Tuggeranong and Belconnen
- limits 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.

Growth in Central Area traffic congestion, and deterioration of the environmental and visual quality of this important area of Canberra may seriously affect the quality and significance of the national capital.

Maintaining the option of further employment growth in the town centres is considered important for the preservation of the setting and significance of the Central Area, the location of major national institutions.

The Authority’s specific concerns with future employment growth in Civic and other parts of Central Canberra relate to the impact of additional traffic, and the need for expanded roadworks and parking. However, Civic is expected to further develop as Canberra’s main business centre, and there are strong private sector preferences for locating there.

If appropriate environmental and related studies show that traffic and environmental concerns can be addressed, and there is scope for additional office developments, the Authority’s view is that the current Commonwealth policy of limiting increases in its employment in Civic
would be maintained to provide scope for private sector and ACT Government functions to be located there.

Some flexibility in the application of the Commonwealth Government’s office location strategy may be necessary in the interests of functional efficiency, but this should not occur on an ad-hoc and essentially unplanned basis. It is desirable that the Commonwealth prepare a programme to serve as the basis for consideration of individual Commonwealth employment location proposals.

For the above reasons, and in the context of broad land use policies, and policies relating to national and arterial roads, the Authority’s principle and policies with respect to employment location are as follows.

3.2 Principle for the Location of Office Employment

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 full regard for the transportation and environmental impacts of all major employment location proposals while recognising the market demand for small and medium scale offices for private sector occupation in the commercial areas of town, group and local centres and in other agreed office locations.

3.3 Policies for the Location of Office Employment

(a) Major office employment shall, within the limitations imposed by local and overall transport and environmental considerations, be located within the area shown in Figure 19 and within town centres, Deakin Section 37, and other locations where the Authority considers that a proposal assists the achievement of the above Principle. Office developments outside these defined locations will be limited to a maximum gross floor area of 2000 m$^2$ with the exception of Dickson Group Centre where a limit of 4000m$^2$ will apply.

(b) Land use and development projects in Civic shall not result in increased Commonwealth office employment in Civic, except within the context of a programme agreed by the Authority or unless the increases are minor and within Commonwealth Departments or agencies already located in Civic AND it can be clearly demonstrated that such increases are in the interests of functional efficiency.

(c) Any Commonwealth Department or agency seeking to place additional office employment in Civic shall consult the Authority.

(d) Commonwealth office employment will be encouraged to locate in town centres (other than Civic), Parkes, Barton and Russell. The Authority will also assist any Commonwealth efforts to encourage the private sector to invest in such projects.

(e) Only key Commonwealth policy departments, with Commonwealth Government approval, may be located on National Land in Parkes and Barton within the limitations imposed by local and overall transport and environmental considerations.

(f) The Authority will assist Commonwealth agencies to consider non-central locations as possible alternatives where town centre locations are not feasible or appropriate.
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 and the Molonglo River Valley 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.

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.

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.

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).

4.2 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
   - 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 cooperate 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 nighttime 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.

**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.

**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 onsite 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 for Civic
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 interests 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 in general and the Parliamentary Zone in particular (ie. Northbourne Avenue)

• 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 –
  e.g. 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
  generally, 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
  metropolitan planning strategies aimed at achieving an equitable distribution of
  employment between nominated employment zones. This requires some constraint on
  continued office development in Civic. This has been recognised in Commonwealth
  policies which limit the increase of Commonwealth employment in Civic.

Civic Centre has a multifaceted 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.

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.

(vi) 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.

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

4.5.5 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 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.