National Capital Plan 1990 (December 1990)
as amended
made under

Australian Capital Territory (Planning and Land Management) Act 1988

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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-X, Endnotes]

Each volume has its own contents

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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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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 Jerrabomberra 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 Jerrabomberra 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 Jerrabomberra 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 Jerrabomberra 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: JERRABOMBERRA 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.
Jerrabomberra Wetlands Policy Plan
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.

Condition

Cl: 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

Dl: 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 Jerrabombera Creek east of Jerrabombera 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

GI: 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

HI: 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: LAKE BURLEY GRIFFIN TECHNICAL AND MANAGEMENT GUIDELINES
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 house 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**

Change 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°.

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 form Scrivener Dam, particularly during the initial stage of a flood, minimise the rate of rise in the river level downstream more effectively then infrequent gate operations of large increments. As a safety precaution for downstream, therefore, operations should be in a 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 555.93m.

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 form 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 work 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
   - Safety and security aspects of Lake management facilities.

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 the development is in harmony with the Lake landscape and does no harm to the environment of the Lake.

   - 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: COMMONWEALTH GRANTS
COMMISSION 1986 CLASSIFICATION CRITERIA

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 practice 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 a government authority in the States. These include additions to or replacement of minor roads and footpaths in municipal areas, recreation areas and sportsgrounds, 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.
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: 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 2 than 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 only be considered 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 the City District 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: RESIDENTIAL LAND USE
RESIDENTIAL LAND USE

1. The National Capital Planning Authority’s policy in respect of residential land use is that it may only be used for the purposes of the erection of a dwelling that complies with the covenants set out in the lease except that Dual Occupancy may be approved in accordance with Appendix P of this Plan.

2. The National Capital Planning Authority may recommend that consent may be given to an application made to the ACT Government under the provisions of Section 10 of the City Area Leases Act 1936 for a bona fide resident to carry out his profession, trade, occupation or calling on the land.

3. 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.

4. All buildings are required to comply with the relevant Design and Siting Conditions of the National Capital Planning Authority.

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.
APPENDIX N. THE CONDUCT OF BUSINESS ON RESIDENTIAL LAND
THE CONDUCT OF BUSINESS ON RESIDENTIAL LAND

Preamble

The National Capital Planning 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. The City Area Leases Act 1936 enables approval to be given to bona fide residents to carry on their profession, trade, occupation or calling on land leased for residential purposes provided that the use is not offensive, dangerous or a nuisance or it is not contrary to public interest to do so.

The National Capital Planning Authority’s policies establish, in planning terms, the necessary criteria to determine whether a proposed user of land meets the requirements for approval for permission to conduct a business on land leased for residential purposes.

Policy

The National Capital Planning Authority may recommend that consent to be given to an application made under the provisions of Section 10 of the City Area Leases Act 1936 for a bona fide resident to carry out his profession, trade, occupation or calling on land held under residential lease provided that:

(a) The carrying out of the profession, trade, occupation or calling is incidental to the use of the land for the purposes of a dwelling, a dwelling in a residential flat building or a medium density dwelling as permitted by the Crown Lease.

(b) No assistance is afforded other than by one other person.

(c) Generally, the floor area used, within the dwelling, and/or associated buildings (whether temporary or permanent) and for any activity associated with the business does not exceed 30 square metres or 25% of the gross floor area of the dwelling, whichever is the lesser. An application to exceed the prescribed floor area will only be considered where special circumstances are shown to exist and where the requirements of conditions (f) and (i) can be met.

(d) No mechanical equipment having a source of power other than an electric motor of not more than 0.4 kilowatts is used.

(e) No load is imposed on any public utility organisation greater than that ordinarily required by other residential uses in the area where the dwelling is located.

(f) The proposed activity is not for the purpose of a retail shop or involves the display of any goods in a window, in any area forward of the front building line, or otherwise.

(g) The approved activity does not involve the exhibition of any notice, advertisement or sign exceeding 500 mm x 300 mm in size exhibited on a dwelling or such dwelling to indicate the name and occupation of the resident.

(h) The approved activity will not result in the alteration of the general residential character of the area by way of the uses and services provided or by way of a change to buildings or landscaping. All car parking shall be contained within the property boundaries.

(i) The approved activity will not detrimentally affect the existing and future amenity of the area by reason of air, water or noise pollution; traffic intrusion, the accumulation
of parked motor vehicles, the exposure to view of any unsightly matter, signage, or the arrival, departure and presence of visitors, clients or customers.

(j) The National Capital Planning Authority may recommend that approval only be granted subject to certain planning conditions being inserted in the instrument of approval and being met by the applicant.

(k) A home industry shall not be carried out within a dwelling and the floor area of any workshop, store or office used for the purpose of a home industry shall be included in the total area allowed under para (c) above.

(l) Where space is available in the neighbourhood or group centre servicing the area in which the applicant resides, and the proposed business is a full time activity involving visits by clients or customers to the premises, the National Capital Planning Authority may refuse to support an application pursuant to s.10.

(m) A legally qualified medical or dental practitioner, or allied health professional, as defined herein being a bona fide resident on the land may carry out his practice from a dwelling and consulting rooms subject to the following provisions.

1. Generally, not more than one residential lease in any one section may be used for the purposes of a dwelling and consulting rooms and within adjacent sections, medical practices shall not be adjacent to each other in order to prevent the aggregation of practices in specific areas.

2. In addition, a medical or dental practice may be permitted from a dwelling in which the practitioner is a bona fide resident and where the National Capital Planning Authority supports the granting of an approval pursuant to s10 of the City Area Leases Act provided that -

   (a) the practice is conducted by the principal only;

   (b) not more than one assistant is to be employed to conduct the practice in lieu of the principal provided his/her hours do not exceed those of the principal;

   (c) not more than one trainee may be present while the principal is practising on the understanding that the level of activity for practice does not increase;

   (d) a locum may replace the principal in times of absence;

   (e) not more than one nurse and one receptionist is employed in the practice.

STANDARDS

1. Buildings in which medical and/or dental practices are conducted shall conform to the existing design, character and appearance of the locality in which they are established.

2. Where permitted in residential areas medical and/or dental practices shall not affect the amenity of any dwelling in the locality by way of noise, smell, appearance, overlooking, traffic generation, car parking and other environmental impacts.

3. Car parking shall be within the site and shall be provided to the following minimum standards:

   (a) Two spaces for each consulting room and/or surgery.
(b) One space for each medical practitioner or dental surgeon practising or capable of practising on the premises.

(c) One space for each receptionist, nurse or assistant employed in the practice.

(d) Car parking is to be located behind the front building line and designed and developed in a manner that does not detract from the street character or the amenity of the surrounding leases. The National Capital Planning Authority may require special treatment of landscaping, hardstanding, buffer zones, screening and fencing to ensure that car parking does not detract from the street character or the amenity of residential leases.

4. Ingress, egress and driveways are to be in accordance with the character of the existing streets and neighbouring land uses, and avoid the unnecessary removal of existing trees.

5. All buildings are required to comply with the relevant Design and Siting Conditions.

6. The National Capital Planning Authority may refuse to support the establishment of a dental or medical practice where in its view an aggregation of practices has occurred and the permitting of further practices will result in an undesirable diminution of residential amenity.

DEFINITIONS

In this policy:

“**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.

“**Bona fide resident**” means a person who is continually and permanently resident on the land.

“**Consulting Rooms**” means a building or part of a building (not being a hospital) used in the practice of his/her profession by a legally qualified medical, dental or veterinary practitioner, or allied health professional or person of the class defined below working to a registered health professional.

“**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.

“**Dwelling and Consulting Rooms**” means a building or part of a building which comprises a dwelling combined, and constructed to be occupied, with consulting rooms.

“**Flat**” means a room or suite of rooms which is wholly occupied or designed, or intended or adapted to be occupied, as a separate dwelling and includes a room or rooms in the nature of a home unit but does not include a medium density dwelling.

“**Home Industry**” means making, altering, repairing or ornamenting, painting, finishing, cleaning, packing or canning or adaptation for sale, or breaking up or demolition of any articles or part of any article, the storage of good and any work of administering or accounting for goods used in or resulting from the industry.

“**Landscaping**” means the provision and arrangement on a residential lease, of trees, shrubs, ground covers, grassed areas, other natural elements, paving and structures, and earthworks which are appropriate to the conditions and the uses of the lease so as to enhance the amenity and character of the locality.
“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, townhouses and the like.

“Residential Flat Building” means a building or group of buildings containing two or more flats.

“Retail Shop” means a building or structure permanent in its location from which the occupier can at will exclude persons in which such occupier stores, displays, offers for sale and sells over the counter his/her goods to persons seeking to purchase such goods on a retail basis. A shop is nonetheless a shop because it has an open physical plan which moveable tables as counters with goods displayed otherwise than on shelves or counters and with an absence of clear definition between shop-keeper areas and customer areas.

“Medical and Dental Practice” means a practice conducted by a person registered as a medical practitioner, dentist, nurse, optometrist, physiotherapist or veterinary surgeon in the ACT.

“allied health professional” may be extended to include an unregistered profession or occupation (ie. radiography, psychology) conducted by a person who works to a registered health profession.
AGED PERSONS ACCOMMODATION

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 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.
   
   (b) 5 parking spaces for each ten self-care units for aged persons constructed by, or on behalf of, the ACT Government.

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: 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.
These blocks are larger than 750 m² and the policy could be applied.

These blocks are smaller than 750 m² and could 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 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.
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

Minimum size of required parking spaces to be 2.6 x 5.5 m (Garage/garage spaces may need to be wider)

Car parking to be located to prevent ejection of carports or garages

Driveway

Driveway

Driveway
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>
</tr>
</thead>
<tbody>
<tr>
<td>3 or less</td>
<td>2</td>
</tr>
<tr>
<td>4 or 5</td>
<td>3</td>
</tr>
<tr>
<td>6 or more</td>
<td>4</td>
</tr>
</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.
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.

Usable Open Space

Each dwelling shall have access to at least 50 m² of usable 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. Usable 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 Mediumdensity 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 line 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;

‘Usable Open Space’ means a landscaped pedestrian area which may include trafficable roofed areas, excluding any provision for motor vehicles.
APPENDIX R: MORSHEAD DRIVE WIDENING
APPENDIX S: DEVELOPMENT CONDITIONS - CITY SECTIONS 10 (PART), 37 AND 62
Development Conditions - City Sections 10 (part), 37 and 62

The following conditions, and those shown in the Development Guidelines drawing below, shall apply to ensure that development in the Precinct responds to its setting and the planning objectives:

- Preliminary environmental assessments will be required for commercial developments exceeding floor areas of 5000m². If a preliminary assessment indicates that a significant impact on the environment is likely, action under the Commonwealth Environment Protection Impact of Proposals Act 1974 will be undertaken.

Applicants seeking approval to commercial developments exceeding floor areas of 5000m², will be required to demonstrate that their proposal will not, when considered in addition to other approved projects in Civic, result in an increased incidence of breaches of recognised environmental standards.

- The Civic Pool and its landscape setting shall remain the dominant use on Section 37.

- Individual proposals will be assessed in terms of their potential micro climatic effects on the Olympic Pool site, particularly through possible overshadowing in the summer months, and shall take into account the heritage and recreational significance of the pool and its setting.

- Development proposals and applications for works approval will be assessed in terms of their effect on the traffic, parking and public transport facilities and services in Civic and its environs.

- The incorporation of currently operating recreation uses is required in any redevelopment.

- Buildings fronting London Circuit may be up to a maximum height of 6 storeys subject to satisfaction of the following performance standards:
  
  (a) development fronting London Circuit is to be designed to ensure that elements of significant South Easterly views from City Hill towards the tree canopy and distant hills are protected either by providing view corridors between buildings or by reducing building height;

  (b) the length of facades on London Circuit is to avoid the appearance of a solid, continuous wall of buildings;

  (c) development on London Circuit is to avoid adverse effects of microclimate, and is not to detract from an attractive and enjoyable pedestrian environment.

Elsewhere within the precinct buildings shall not be more than 4 storeys in height provided that:

(i) buildings may be up to 5 storeys in height approximately mid-way between London Circuit and Allara Street to provide a transition between the 6 storey and 4 storey maxima;

(ii) building development in Allara Street within 20 metres of the Amdahl Building shall achieve 4 storeys in height to prevent undue disparity of height between adjacent buildings.

Note:
Plant rooms and other service elements may be allowed above the maximum building heights specified provided they are set back from the building edges and screened from street level view.

- Buildings on blocks fronting onto Constitution Avenue or London Circuit should be constructed parallel to, and with the front building line generally on, the gazetted road boundary.
- Development fronting Constitution Avenue shall not be permitted except in the context of a comprehensive design for this section of the Avenue.
- Either a built or a landscaped edge is necessary to Allara Street to strengthen the link to Commonwealth Park.
- An overall building form and massing which emphasises the horizontal plane rather than the vertical, consistent with the Amdahl Building, is required.
- Buildings which exceed the mature tree canopy height (i.e. greater than four storeys) need to be placed in a manner which reinforces the geometry of the Griffin Plan for the Parliamentary Triangle when viewed from a distance.
- Colonnades should be provided on London Circuit, Constitution Avenue and Allara Street building frontages to provide all-weather pedestrian protection.
- A building line on Coranderrk Street which complements the Convention Centre setback is necessary.

Note:

In addition to the foregoing, all other relevant provisions of the National Capital Plan continue to apply.
APPENDIX T: MASTER PLANS
Appendix T.1 - 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 Cadet’s 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 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**

Carparking is to be provided in small lots, well screened and landscaped.
Diagram 1
Site Location

Diagram 2
Current Site Activities

Duntroon Master Plan
National Capital Plan Amending Series Number 3
Diagram 3

Land Use Precincts

Duntroon Master Plan
National Capital Plan Amending Series Number 3
Building Works
All building works shall require comment from Australian Heritage Commission prior to works approval.

Planning
Compliance with Section 30 of Australian Heritage Commission Act 1985 is mandatory. In consultation with Australian Heritage Commission is required for works affecting buildings and landscape.

Conservation Area
Listed on the Register of the National Estate.

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 4
Heritage Area

Duntroon Master Plan
National Capital Plan Amending Series Number 3
Diagram 5
Internal Road Hierarchy

Landscape Treatment
Landscape treatment of the perimeter landscape zone is to be compatible with adjacent land use.

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.

Dunroo Master Plan
National Capital Plan Amending Series Number 3
Diagram 7
Fairbairn Avenue Entrance

Dunroon Master Plan
National Capital Plan Amending Series Number 3
Appendix T.2 York Park And Environs Master Plan

Detailed Conditions Of Planning, Design And Development

The development of York Park and its environs represents a singular opportunity to make an important contribution to the Central National Area, to enhance the setting of Parliament House and to create sites to accommodate major policy departments and private enterprise organisations requiring proximity to Parliament House. At the same time, it provides an opportunity to reinforce the landscape character of the Central Area of Canberra.

Development will generally accord with the Indicative Layout at Figure 1 and, so that the views to and from Parliament House are not impeded, will generally be four storeys in height. In urban design terms, development should compliment Parliament House.

Land Use

The land use policy for York Park is primarily National Capital Use, which may include National Association offices and Commonwealth offices requiring a prestigious location. Limited retail and service outlets will be permitted as ancillary uses to the extent required to provide services to those employed in the immediate vicinity. Child care facilities will also be a permitted use in the area.

A site has been reserved for the construction of a commercial parking structure in the event that it is needed to serve those employed in the vicinity. Retail and service outlets may be permitted in the ground level of the structure.

Transport

In the interest of promoting an ecologically sustainable city it is timely to commence a process of encouraging less use of private transport, making more efficient use of that private transport and encouraging the use of public transport, particularly for the journey to work.

A reduction in the total long-term carparking provision can be achieved by initially requiring a lesser amount of on-site parking for new developments, and by providing supplementary carparking in temporary surface carparks, or in one or two centrally located parking structures. Such carparking could later be redeveloped for other purposes as policies aimed at reducing private car travel and parking demands take effect.

Traffic and parking will be managed to ensure that the road network functions in a manner consistent with its national significance. To that end parking will be limited and the use of public transport will be encouraged. On-site car parking shall be provided, at the rate of 1 space per 100 square metres of gross floor area, for new offices approved throughout the Central National Area (Barton) after the coming into effect of Amending Series 3 to the National Capital Plan. 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.

The growth in employment in the area will be constrained to ensure that road network remains largely free of congestion.

Urban Design

The most critical urban design requirement is that development should contribute positively to the definition of Brisbane, Sydney and Canberra Avenues. Buildings must be sited parallel with the
avenues to reinforce the radial geometry of the Griffin Plan. State Circle and National Circuit frontages are less critical although continuous frontages are desirable.

Surface carparks are inappropriate as foreground to the views from Parliament House and, to the extent they are permitted on a temporary basis, they must be carefully screened with berms, shrubs and trees.

A height limit of AHD 591 will be applied throughout the area covered by the Master Plan. This measure will 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.

As Parliament House is sited above York Park, the roofscales of buildings warrant particular attention. Sloping roofs of pre-coloured metal or tiles are mandatory. Flat, built-up and metal roofs with protruding plant rooms are prohibited.

Mandatory building lines have been established for the avenues. Ten (10) metre setbacks are required for buildings facing Brisbane Avenue. Six (6) metre setbacks are mandatory on Sydney Avenue and fifteen (15) metres on Kings Avenue.

Entries or entry courts for all buildings must face one of the three radial avenues. To ensure the amenity and safety of pedestrian paths the number of vehicle crossings should be kept to a minimum. To this end, set downs should be combined with service entries and carpark entries wherever practicable.

High quality paving, external lighting and landscaping will be required within site boundaries, matching the standards set and maintained in the public domain.

Individual development proposals will be assessed on their merits in respect to sunlight penetration, pedestrian amenity and the contribution the building makes to the streetscape. Where possible, ground level space should have active uses.

**Landscape Design**

York Park is an important link between landscaping at Parliament House and the formal streetscapes of Barton. The landscape plan will strengthen the form of the Avenues by increasing the density of the formal planting and will carry the informal woodland character of the Parliament House Parklands across State Circle and through the site.

The linear park in Windsor Walk is intended to enhance the amenity of the area and create a prestigious setting for future buildings. The informal woodland character of the park will offset the formal geometry of the roads and building. Nodes of intimate formal parks will be developed as accents within the woodlands.

Landscape proposals for the area will be the subject of a separate Landscape Master Plan to be approved by the Authority.

**Heritage and Environment**

A Notice of Intention was prepared for the York Park site (Block 1 Section 15) by Australian Construction Service and submitted to the (then) Department of Arts, Sport, Environment, Tourism and Territories in December 1990. Of particular concern was the presence on an adjacent site (Block 3 Section 22) of the rare moth *Synemon plana*.

While it was determined in May 1991 that neither an Environmental Impact Statement nor a Preliminary Environmental Report would be required, it was recommended, at Ministerial level, that any decisions on the proposals for the York Park area should be subject to certain conditions.
established under the administrative procedures of the *Environment Protection (Impact of Proposals) Act 1974*. These conditions included a requirement that the moth habitat be protected by an acceptable fence. An area adjacent to the Sydney Avenue/National Circuit intersection has been fenced for this purpose.

**Building Design**

All future buildings in York Park and Environs, the area covered by the Master Plan, should:

- generally limit the width of buildings or building wings to 25 metres to enable pitched roofs to be used;
- articulate the facades through the use of colonnades, pergolas and sunshading to emphasise the play of light and shade;
- create openings in masonry structures - continuous glazing and reflective glass will not be permitted;
- emphasise entrances through the inclusion of canopies, porte cochères and covered ways;
- limit the use of materials and colours to those in the off-white to cream range; stark white materials will not be permitted;
- conceal lift overruns and plant rooms within pitched roofs.

Unpainted galvanised metal will not be permitted on roofs, parapets or fascias.

External signage will be limited to modest, non-illuminated letters or panels attached to buildings.

Floodlighting of buildings will be subject to stringent on-site testing to ensure that brightness levels do not compete with Parliament House. Elevations of buildings facing State Circle will not be floodlit.

Undercroft parking will only be permitted where the Authority is satisfied that it does not limit the opportunity to landscape important street frontages.

**Development Intensity**

The plot ratio for any site shall be based on an average of 1.5:1 applicable across the area covered by the York Park Master Plan.
Appendix T.3 Russell Master Plan

Detailed Conditions Of Planning Design And Development

1. Introduction

The proposals to redevelop parts of the Russell Office complex have provided an opportunity to reconsider the future planning of Russell in the context of its national significance.

The national significance derives from the key position Russell occupies in the Capital at the remaining, incomplete apex of Walter Burley Griffin’s National Triangle. The proposed redevelopment of Russell affords a significant opportunity in Canberra’s history to give legibility to the National Triangle by completing Griffin’s design.

Russell occupies a prominent position within the Central National Area being on slightly elevated land close to Lake Burley Griffin. Walter Burley Griffin proposed that the concave, amphitheatre form of Russell should be linked to the convex shape of City Hill by a Municipal Axis along Constitution Avenue.

In response to the national significance of Russell the urban structure, built form, environment, landscape character and land use for Russell should:

- symbolise the importance of the apex,
- allow Russell to become an extension of the city,
- enhance the potential of this area as a ‘gateway’ to the Capital,
- and create opportunities for the siting of notable buildings, monuments and for city squares which support various ceremonial events.

The Russell Master Plan is capable of being implemented in stages. The Land Use Policy acknowledges that certain existing buildings will continue to be used for many years.

2. Russell Master Plan Proposals

The significant proposals introduced in the Russell Master Plan fulfil the following objectives:

- **Complete the National Triangle**
  The extension of Kings Avenue and Constitution Avenue will complete the last remaining unconstructed element of the National Triangle.

- **Create a new entry to the National Triangle**
  The new connection from Morshead Drive and upgraded Northcott Drive will create a new entry to the National Triangle and a new frontage to Russell.

- **Connect Russell to Civic and Parliamentary Zone**
  Completing the National Triangle will connect Russell by arterial roads to Civic, the Parliamentary Zone and to approach routes.

- **Create a legible local road network**
  The internal road network will provide legibility to the urban fabric, with the built form emphasising the major avenue alignments. The local roads increase connection and accessibility to building sites.
• **Provide sites for Commonwealth Offices**

Whilst meeting the future office accommodation requirements of the Department of Defence sites will also be created for the future location of other Commonwealth offices needing a prestigious location. 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.

• **Provide for a greater variety of land use**

Opportunities will be provided for retail and commercial activities servicing the local workforce to locate in Russell.

• **Progressively reduce surface carparking**

The plan provides for future car parking needs to be provided in basements and separate parking structures, progressively removing existing surface car parking.

• **Create opportunities for Ceremonies and Symbolism**

The sequence of major avenues and city squares will provide opportunities for the expression of local and national symbolism through dedicated objects, monuments, buildings, avenues, city squares and events.

• **Create an integrated system of parks**

Kings Park, Grevillea Park, Mt Pleasant and Russell Hill will be integrated into a coherent parkland making a major contribution to the identity of Russell. Open spaces within the built form will make connections to the surrounding landscape by a series of small parks, and enable pedestrian and cycle connections to be strengthened from the Inner Hills to Lake Burley Griffin.

3. **Principles**

The above proposals are founded on the following planning and design principles:-

**General**

• Russell will contribute to the richness of the urban fabric by encouraging variety in the character of the parks, streets and built forms, within the context of a cohesive framework.
• The development of Russell will evolve incrementally and be capable of incorporating worthy changes by development of a robust urban structure.

**Land Use**

• Whilst the predominant land use will be Commonwealth offices needing a prestigious location, permitted ancillary land uses will contribute to the general principle of achieving variety and serving the needs of those employed in the area.

**Transport and Parking**

• The extension of Kings Avenue and Constitution Avenue will complete the last remaining unconstructed element of the National Triangle.
• The local road system will increase connection and accessibility to buildings by providing connections to the arterial road system.
• The local road network will provide a safe network for cyclists and pedestrians by creating calmer local traffic conditions.
Surface parking will be progressively reduced by the introduction of parking structures and basement parking. On-street parking will be restricted to short-stay visitor parking.

Cycleways and pedestrian paths, where separate from the road systems, will provide for safe and convenient movement generally within open space and connect with major peripheral paths.

The provision of public transport through Russell will contain flexibility for different transport system options.

**Built Form**

- The built form will give clear definition to the urban structure by its orientation, arrangement and massing.
- Buildings of national symbolic status will be located in relation to urban places and avenues so as to contribute and define the symbolic importance of the National Triangle.
- Building envelopes will emphasise the natural terrain and the apex by regulating the building height.
- Each building envelope will individually contribute to the overall emphasis of the built form rising to the apex.

**Open Space**

- The natural setting of Mt Pleasant and Russell Hill will be enhanced by the integration of open spaces with the built form to create a continuous visual setting.
- The open spaces will form focal points in the development by providing settings and spaces designed for communal activity and ceremonial events.
- The streets, parks and public squares will form an integrated and connected system of open space.
- The streetscapes and street planting will contribute to the legibility of the urban structure. Enhancement of the natural setting with the use of native trees will define the edges of the development. In the parks exotic trees will be used predominantly along the local road network.

4. Development Conditions

Development at Russell is to conform to the following conditions:

**Land Use**

Development shall accord with the land use shown on Figure 12 and the accompanying statement of Land Use Policy.

**Traffic and Parking**

**Roads**

1. The new road network shall generally accord with Diagram 1: Russell Concept Diagram.

**Pedestrians and Cyclists**

2. Pedestrian movement along streets shall generally be enhanced by the provision of colonnades.

3. The local road network shall provide for the safe passage of pedestrians and cyclists and allow for connection to cycleways and other pedestrian paths.
4. Cycleways and pedestrian paths, other than those provided within the local road network, shall be provided within open space and connect with major path systems around Lake Burley Griffin, Duntroon and Campbell.

5. Cycleways and pedestrian paths, where they cross the arterial road system, shall be via grade separated or signalised intersections.

Car Parking

6. Parking for office buildings shall be provided, (in basements wherever possible, or alternatively in a separate car parking structure), at the rate of 1 space per 100 square metres of gross floor area. The Authority may increase this requirement 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.

7. Additional off-site parking shall not be provided on areas identified in Figure 12 as Open Space.

Built Form

Site Development Guidelines

1. Prior to applications for Works Approval being submitted, proponents of development shall consult with the Authority and obtain the Authority’s Site Development Guidelines.

The Guidelines will include requirements in relation to:

- frontages and address points;
- relationship to adjacent site levels;
- pedestrian and vehicular entry to buildings;
- character and extent of open space;
- maintenance of vistas and view corridors;
- building envelopes;
- building alignments, heights and setbacks.

Building Height

2. Buildings will generally be restricted to 4 storeys.

Exceptions to the 4 storey restriction are the two buildings at the apex of the Triangle and the two portal buildings where Kings Avenue meets Blarney Square. Buildings in these locations may be higher so as to reinforce the apex and Blarney Square, subject to the contextual relationship with existing buildings and memorials.

Where it can be demonstrated that proposed development contributes positively to the achievement of the Built Form Principles taller buildings may be permitted.

No buildings, roof structures and/or communication equipment taller than RL 617 will be permitted.

No roof structures and/or communications equipment are to be located beyond the eastern edge of building G for RN1 and the western edge of building F for RN2.

Building Design
3. Buildings shall contribute to the definition of streets and spaces which encourage pedestrian use.

4. Buildings shall include sunscreen treatment and a response to the climate, adding depth and modelling to the building faces and maximising energy efficiency. Such screening can incorporate the covered arcade as a free-standing element detached from the building face if required.

**Materials and Finishes**

5. High quality buildings and materials are required for developments inside and adjacent to the National Triangle.

6. The landmark buildings adjacent to the apex shall have a quality of design and finish appropriate to the significance of their location.

7. The external appearance of buildings shall generally be within the cream to white colour range. Materials shall be of an appropriate long life and durable finish.

   Upper portions of buildings shall have recessed windows articulating the facade with a rhythm of individual openings.

   Curtain-wall glazing, continuous strip glazing and mirror glass will not be permitted.

8. The lower portion of buildings, from ground level to first floor, shall be articulated with material and detailing relating to human scale and to points of entry.

   All ground floor elevations will have colonnades. Facades behind the colonnades are not to be blank and continuous surfaces.

9. Lift over-runs and roof-mounted structures will only be permitted if contained within an enclosure appropriate to the roof form. Roofs shall be either shallow pitched of copper or having a similar appearance, or shall be a roof terrace. Flat metal deck roofing is generally not acceptable.

**Open Space**

**Overall Character**

1. Development shall contribute positively to the system of streets, parks and squares to provide an integrated open space network.

2. Landscape development of individual sites shall complement the landscape character established in adjacent public areas.

3. Landscape development of all public areas shall be the subject of a comprehensive Landscape Plan approved by the Authority.

**Plant Materials**

4. Planting for individual building developments is to reflect the civic quality and scale of the precinct. Ground cover or shrub planting between the building and the street will not be permitted.

**Pavements**
5. Brick paving and other smaller pavers are to be restricted to building entries and/or courts. Generally, streets and parks should be paved with larger natural stone or high quality concrete units.

6. The quality of the paving in Blarney Square and at the Apex shall be of the highest quality, reflecting the symbolic importance of these spaces.
Appendix T.4 - 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; and
- 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, and

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 Blocks 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 CNA.

3. Future development shall recognise and reinforce the visual landscape character of the site as an integral part of the CNA, 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 I 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 a 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, and

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 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.
Appendix T.5 - 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; and
- 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 Burly 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.
APPENDIX T.5
FIGURE T5.1

URBAN STRUCTURE
ACTON PENINSULA
APPENDIX T.5
FIGURE T5.2

OPEN SPACE
ACTON PENINSULA
APPENDIX T.5
FIGURE T5.3

BUILT FORM
ACTON PENINSULA
APPENDIX T.5
FIGURE T5.4

CONSERVATION
ACTON PENINSULA

- 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
APPENDIX T.5
FIGURE T5.5

MOVEMENT & ACCESS
ACTON PENINSULA
Appendix T.6 - 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>
<thead>
<tr>
<th><strong>Objective</strong></th>
<th><strong>Intention</strong></th>
</tr>
</thead>
</table>
| **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 |
| **Make access easy and open**  | • provide a comprehensive system of paths, cycleways and roads  
• make public spaces safe |
| Reinforce the integrity of the visual structure | Ensure that design is barrier free |
|                                            | Improve public transport |
|                                            | Locate car parks where they are central, safe and secure |
|                                            | Establish well signed, convenient routes to major destinations |
|                                            | Clearly identify the front entries to buildings |
|                                            | Maintain the integrity and prominence of the Land Axis |
|                                            | Symbolically recognise the intersection of the Land Axis and Water Axis |
|                                            | Emphasise Commonwealth and Kings Avenues as landscape edges |
|                                            | Align buildings normal to the Land Axis and Water Axis and to Griffin’s proposed terraces |
|                                            | Enhance the existing character and quality of the landscape |
|                                            | Use lighting to emphasise the organisational structure, buildings and other special features |
|                                            | Plant trees to reflect seasonal changes |
| Strengthen the relationship between buildings and landscape | Provide ordered settings and relate buildings of similar functions, using the existing buildings as the focus |
|                                            | Locate a central court for each development group |
|                                            | Provide clear address and identity for all buildings from the central court |
|                                            | Align buildings normal to the Land Axis and Water Axis |
|                                            | Establish vistas from the Land Axis to the central development courts |
|                                            | Enhance seasonal, day and night landscape settings for buildings |
| Create a variety of urban spaces | Establish a sequence of spaces that range from the Land Axis to the development courts |
|                                            | Provide a major focus for public representation and gatherings of national interest |
|                                            | Create spaces that will support vibrant activities of discovery and others for reflection or quiet enjoyment |
|                                            | Link buildings and places with a legible road and pathway network |
| Establish comprehensive design management policies for the future | Reserve sites for new buildings |
|                                            | Plan for a mix of appropriate future functions and land uses |
|                                            | Establish a viable financial framework for development and management |
|                                            | Provide a defined role for private capital, patronage and sponsorship |
|                                            | Develop sustainable environmental management |
practices
- conserve the unique heritage of the Parliamentary Zone for future generations

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 lunchtime 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 the highest profile remaining site available for a new building in the place of the people. This site should be reserved for a significant national building, such as a National Theatre and Concert Hall.
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.
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 & Civic
- 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 U: SECTION 6 BARTON
APPENDIX U - SECTION 6 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.
APPENDIX V: SPECIAL REQUIREMENTS
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 usable 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 V.1

- Extension to Gungahlin Urban Area
- Extent of Gold Creek Tourist Centre
APPENDIX W: WEST BELCONNEN
Appendix X: Approach Routes

Detailed Conditions of Planning, Design and Development

X.1 FEDERAL HIGHWAY

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.

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.

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.
FIGURE 2
LANDSCAPE REALMS AND PATTERNS FOR THE FEDERAL HIGHWAY

NATIONAL CAPITAL AUTHORITY
Endnotes

Endnote 1—About the endnotes

The endnotes provide details of the history of this legislation and its provisions. The following endnotes are included in each compilation:

Endnote 1—About the endnotes
Endnote 2—Abbreviation key
Endnote 3—Legislation history
Endnote 4—Amendment history
Endnote 5—Uncommenced amendments
Endnote 6—Modifications
Endnote 7—Misdescribed amendments
Endnote 8—Miscellaneous

If there is no information under a particular endnote, the word “none” will appear in square brackets after the endnote heading.

Abbreviation key—Endnote 2
The abbreviation key in this endnote sets out abbreviations that may be used in the endnotes.

Legislation history and amendment history—Endnotes 3 and 4
Amending laws are annotated in the legislation history and amendment history.

The legislation history in endnote 3 provides information about each law that has amended the compiled law. The information includes commencement information for amending laws and details of application, saving or transitional provisions that are not included in this compilation.

The amendment history in endnote 4 provides information about amendments at the provision level. It also includes information about any provisions that have expired or otherwise ceased to have effect in accordance with a provision of the compiled law.

Uncommenced amendments—Endnote 5
The effect of uncommenced amendments is not reflected in the text of the compiled law but the text of the amendments is included in endnote 5.
Endnotes

Endnote 1—About the endnotes

**Modifications—Endnote 6**
If the compiled law is affected by a modification that is in force, details of the modification are included in endnote 6.

**Misdescribed amendments—Endnote 7**
An amendment is a misdescribed amendment if the effect of the amendment cannot be incorporated into the text of the compilation. Any misdescribed amendment is included in endnote 7.

**Miscellaneous—Endnote 8**
Endnote 8 includes any additional information that may be helpful for a reader of the compilation.
Endnote 2—Abbreviation key

ad = added or inserted                     pres = present
am = amended                              prev = previous
C = clause(s)                              (prev) = previously
Ch = Chapter(s)                           Pt = Part(s)
def = definition(s)                       r = regulation(s)/rule(s)
Dict = Dictionary                         Reg = Regulation/Regulations
disallowed = disallowed by Parliament     reloc = relocated
Div = Division(s)                         renum = renumbered
exp = expired or ceased to have effect    rep = repealed
hdg = heading(s)                          rs = repealed and substituted
LI = Legislative Instrument               s = section(s)
LIA = Legislative Instruments Act 2003   Sch = Schedule(s)
mod = modified/modification               Sdiv = Subdivision(s)
No = Number(s)                            SLI = Select Legislative Instrument
o = order(s)                              SR = Statutory Rules
Ord = Ordinance                          Sub-Ch = Sub-Chapter(s)
orig = original                           SubPt = Subpart(s)
par = paragraph(s)/subparagraph(s)        /sub-subparagraph(s)
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Pt One - Principles, Policies and Standards, Designated Areas, Special Requirements

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Endnotes

Endnote 5—Uncommenced amendments [none]
Endnote 6—Modifications [none]
Endnote 7—Misdescribed amendments [none]
Endnote 8—Miscellaneous [none]