

MAJOR PLAN AMENDMENT

Brindabella Christian College

at

Part Block 23, Section 41

LYNEHAM, ACT 2602

November 2025

Rev. B



SPACELAB
urban planning and design

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J25-01195 | Major Plan Amendment | Brindabella Christian College

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Executive Summary

SPACELAB has prepared this supporting report on behalf of Christian Community Ministries (CCM) for a proposed proponent-initiated Major Plan Amendment (MPA) at part Block 23 Section 41 Lyneham, an area licenced to Brindabella Christian College (BCC). City Services within the City Environment Directorate have provided authority to submit the application as the land custodian of the unleased Territory Land.

This proposal seeks to secure the continued operation of the car park, which has been used informally since around 2006 and was sealed in 2016 without going through a Development Application process. In November 2023, the ACT Civil and Administrative Tribunal (ACAT) found that the car park lacked planning approval and was inconsistent with the PRZ1 zoning. ACAT subsequently ordered the cessation of use and remediation of the site unless approvals were secured. A stay issued by the ACT Supreme Court in February 2024 has allowed continued operation while the matter is addressed.

In March 2025, Brindabella Christian Education Limited (BCEL) entered voluntary administration, and following public consultation, Christian Community Ministries (CCM) was appointed as the preferred new operator. The ACT Education Directorate formally approved the transfer of school registration in May 2025, after which CCM assumed operational control and responsibility for resolving the car park planning issues. It is the intention of CCM to retain the car park as a publicly available facility in accordance with planning and licencing requirements.

The car park plays a critical role in safely managing school-related traffic, accommodating approximately 130 vehicles during peak periods and reducing congestion and risks that would otherwise be displaced onto adjacent residential streets. Pedestrian and cyclist safety has been a central consideration, with access improvements implemented in early 2023 and further upgrades anticipated through future development approval processes.

A range of planning options were assessed to enable lawful continuation of the car park. Rezoning alternatives including CFZ and TSZ zones were found unsuitable due to incompatibility with existing land-use objectives and potential to introduce inappropriate future uses. The preferred and most targeted solution is the creation of a site-specific Additional Assessable Development (AAD) overlay, enabling car parking as an assessable use while retaining the underlying PRZ1 zoning and its open-space function. This overlay ensures the car park can be appropriately regulated, safely operated, and aligned with the planning framework, without unintended consequences for the broader oval and surrounding community.

Should the MPA be successful, the facility will require a change to the current licence to BCC. The current licence is for an Outdoor Sports Facility with ancillary parking. The updated licence will need to include a standalone car park in the licence, should this be agreed with the Authority.

Further to the above, if the MPA does proceed, a retrospective Development Application will be required to approve the car park in this location. It is possible that the DA will require changes to the car park facility. This will be addressed as part of the design and siting DA.

The proposal aligns with the five (5) big drivers of the District Strategy and will enable the car park to continue to play an important role in managing traffic for the local area. Importantly, the presence of the car park does not detract from the Lyneham Local Community Oval's function and, should the Oval be rejuvenated and used at a greater intensity in the future, can provide important amenity to support the oval with parking during sporting events.

1.0 Introduction

1.1. Authorisation and Consent

This proponent-initiated application is lodged on behalf of the Brindabella Christian College for the purpose of permitting a constructed car park on part Block 23 Section 41 Lyneham (the subject site).

Lodged on behalf of: Brindabella Christian College

SPACELAB has been authorised by the City and Environment Directorate (CED) to submit this application.

1.2. Purpose

This report has been prepared by SPACELAB for the Brindabella Christian College with authorisation to lodge granted by CED in support of a Major Plan Amendment (MPA) to the *Territory Plan 2023* in accordance with *Part 5.2 of the Planning Act 2023*. The MPA is proposed to allow for part of Block 23 Section 41 Lyneham to have the additional permissible use of a Carpark in the Land Use Table of the *Inner North and City District Policy* under the *Territory Plan 2023*.

Figure 1: Site Location



SOURCE: ACTMAPI (2025)

This MPA application is made under *Section 57 of the Planning Act 2023* as a proponent-initiated amendment requested by the Brindabella Christian College. *Section 57 of the Territory Plan 2023* outlines the following in the case of a proponent-initiated amendment.

- (1) *An interested person in relation to land may apply to the territory planning authority for an amendment of the territory plan (a proponent-initiated amendment) in relation to that land.*
- (2) *The application must—*
 - (a) *include—*
 - (i) *the applicant’s name and address; and*
 - (ii) *if the applicant is not the lessee or custodian of the land—the name of the lessee or custodian; and*
 - (b) *identify the land that is the subject of the proposed amendment; and*
 - (c) *include a description of the change to the territory plan the applicant is seeking from the amendment; and*
 - (d) *include a supporting report for the proposed amendment.*
- (3) *The applicant may withdraw the application any time before it is accepted by the territory planning authority.*

This supporting report addresses the nature of the change and provides required information as set out in *Section 55 of the Planning Act 2023* as follows:

- (a) *the need for the proposed amendment;*
- (b) *the positive and negative impacts of the proposed amendment;*
- (c) *a statement about how the proposed amendment would give effect to the planning strategy and—*
 - (i) *any relevant district strategy; or*
 - (ii) *for a supporting report prepared for a planning and response report—the proposed district strategy;*
- (d) *a statement about how the proposed amendment would be consistent or inconsistent with relevant planning outcomes contained in other government strategies and policies;*
- (e) *any consultation undertaken by the interested person who proposed the amendment, including with relevant entities who may have an interest in the proposed amendment.*

1.3. Background

The car park in the north of the site has been in use for over a decade and has been providing car parking for the area and the adjoining Brindabella Christian College to the north of the site. It was formalised and sealed in 2016 without a Development Application (DA). The car park has been in use to alleviate parking and traffic issues to the local area.

The car park was the subject of an ACAT decision (AT55/2023) that ordered the closure of the approximately 130 spaces, sealed car park as it was considered to have been installed without development approval and in breach of the sublease and *Territory Plan 2023*. In December 2023, a controlled activity order was issued which required closure of the car park and demolition and site reinstatement from 8 December 2023. The School was granted a stay in early 2024 to the ACAT’s orders while the school prepared its appeal. This means that while the appeal is heard, the car park can remain open. The car park was permitted to stay open during the appeal with safety augmentation to the driveway access in the form of a pedestrian priority crossing. The appeal is still ongoing and will run concurrently with the MPA process.

In early March 2025 the college’s operator, Brindabella Christian Education Ltd (BCEL), entered voluntary administration with Deloitte appointed administrators to secure its continuing operations and review its

finances and governance. By mid-April, the administrators had selected Christian Community Ministries (CCM) as the preferred new operator following a public consultation period. The ACT Education Directorate formally approved the transfer of the school’s registration from BCEL to CCM on 14 May 2025. CCM assumed legal operation of the college later in May 2025.

As part of the operation of the school, CCM have taken up the Appeal, with the intention of retaining the car park as it provides an important parking facility for oval and school users and alleviates parking and traffic demands throughout Lyneham. This will require taking steps to satisfy the conditions of the matter and working with the Territory and the Tribunal to satisfy planning requirements.

A key element to the Tribunal decision to close the car park, is the zoning of the land. PRZ1 – Urban Open Space prohibits a car park as a standalone use in the *Territory Plan 2023*. To this end, a key step in the process is to either rezone the land to a zoning which permits a standalone car park or implement an alternate solution such as an overlay which overrides the parking prohibition for the PRZ1 Zoning in this specific area.

Various alternate zonings were reviewed with the potential to permit parking on the site, however these were deemed to create other issues relating to the objectives and permissible uses available under PRZ1. To this end, creating an ‘Additional Assessable Development’ overlay to the site is preferred. This option provides the ability for a car park on this part of the site, however, does not create a situation where several other unintended uses may be added to the locality through rezoning.

Figure 2: Site Location



SOURCE: ACTMAPI (2025)

Figure 3: Site Plan



SOURCE: ACTMAPi (2025)

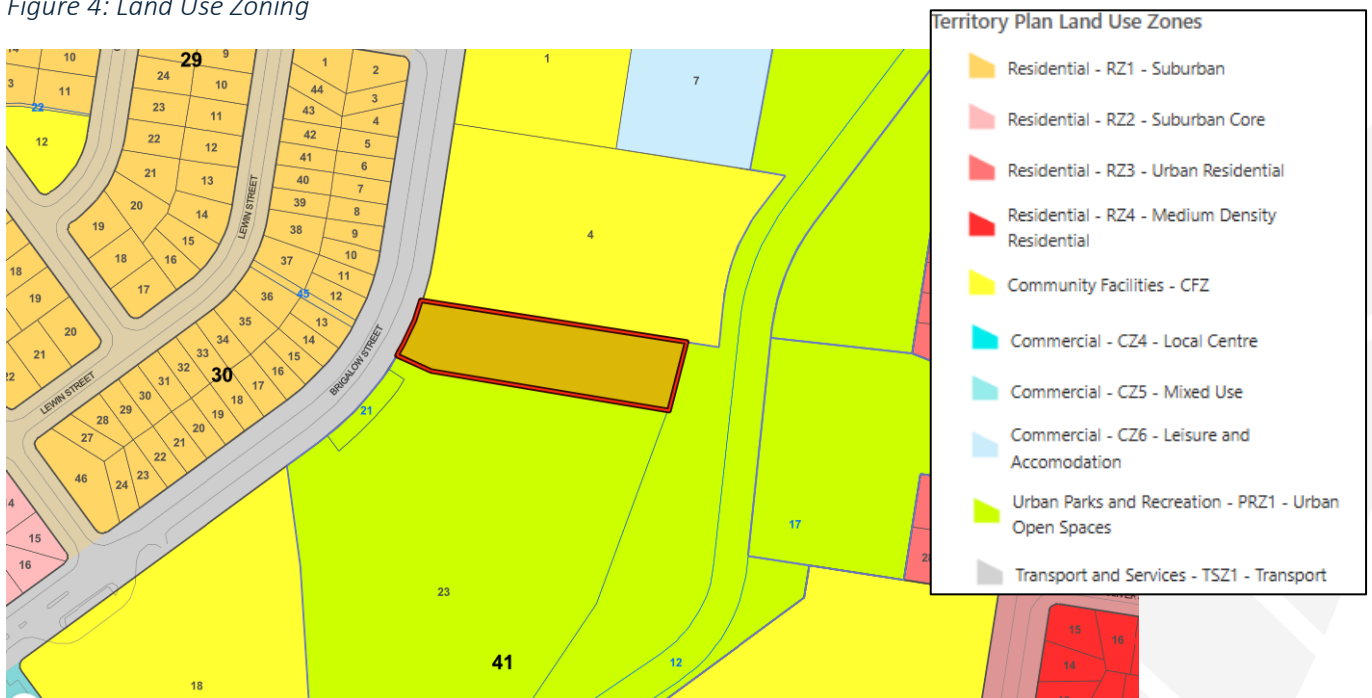
1.4. Description of the Site

The following is a summary of key site features.

| | |
|-----------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Cadastral Description | ACTMAPi describes the land as Block 23, Section 41, Lyneham. |
| Location | <p>The site is part of the Lyneham Local Community Oval block. It is situated between the Brindabella Christian College and Lyneham Oval. The Lyneham Primary School is situated at the opposite side of the Oval.</p> <p>To the south end of the block is access to the Lyneham Shops and the active travel network into Canberra Central.</p> <p>To the north is active travel access to the Lyneham playing field.</p> <p>To the east of the site runs Sullivans Creek.</p> |
| Site Area | <p>The site forms part of Block 23 Section 41 Lyneham. The Block is 51,331m² (ACTMapi, 2025).</p> <p>The part of the block subject to this MPA is 9,175m² in area (ACTMAPi, 2025) (subject to detailed survey).</p> |
| Site Dimensions | The subject site is generally rectangular in shape, with the long side between 150m and 160m long. The block is between 32 and 35m wide. |
| Current Use | <p>The subject site is the current location of a carpark and urban open space associated with the Lyneham Oval and Brindabella Christian College.</p> <p>The car park contains approximately 130 spaces.</p> |

| | |
|--------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Leases | The Block is unleased Territory Land under the Custodianship of CED – City Presentation. The site is licenced to BCC for the purpose of an outdoor sports facility and ancillary car park. |
| Adjacent Land Uses | Adjacent Land Uses include Community Uses, Open Space and residential blocks. |
| Existing Access | Existing access to the subject site is from Brigalow Street, with Pedestrian access to the Lyneham Oval and Brindabella Christian School. |
| Site Topography | The site is generally flat. |
| Trees | The site contains trees along the Brigalow Street frontage. There is a large tree on the boundary between the car park and Brindabella Christian College. The proposal will not result in any further development , so will not impact existing trees. |
| Flora | The site does not contain endangered Flora. |
| Fauna | The site is identified as potentially having Superb Parrot through ACTMAPi (2025). As the proposal will not trigger works, this status will not be impacted by the proposal. |
| Heritage | The site does not contain any listed places or objects protected under the <i>ACT Heritage Act 2004</i> . |
| Bushfire | ACTMAPi does not show any bushfire prone or management areas on the site. |
| Easements | There are no easements identified on the site. |
| Contamination | The site is not listed on the ACT Register of Contaminated sites. |
| Land Use Zoning | The site is zoned PRZ1: Urban Open Space. |

Figure 4: Land Use Zoning



SOURCE: ACTMAPi (2025)

2.0 Reason for the Proposal

The car park has been in operation on part of the Lyneham Neighbourhood Oval, leased from the ACT Government via CED-City Services. The land is zoned PRZ1 – Urban Open Space in the *Territory Plan 2023* and was leased under the purpose of “outdoor sports facility and ancillary thereto car parking”.

The car park was established informally around 2006 and was sealed by the school in 2016 without a DA after gaining a licence over the site for a sports use with an ancillary car park permitted. In November 2023, the ACAT found that the car park was not appropriately zoned and lacked development approval. In December 2023, ACAT ordered, effective 8 December 2023, that the car park cease use, with the school given 12 months to either secure approvals or restore the land.

In February 2024, the Supreme Court of the ACT granted a stay on the remediation order, allowing the car park to remain in operation while the school appealed the decision. Since the granting of the stay, BCEL entered voluntary administration in March 2025. By mid-April, the administrators had selected CCM as the preferred new operator following a public consultation period. The ACT Education Directorate formally approved the transfer of the school’s registration from BCEL to Christian Community Ministries (CCM) on 14 May 2025. CCM assumed legal operation of the college later in May 2025 and have subsequently taken up satisfying the planning requirements to enable the car park to continue operation.

Despite the legal issues surrounding the car park, the facility plays an important role in managing traffic flow for the school and local community. The car park holds approximately 130 car spaces during morning drop-off and afternoon pick-up on school days. Removing the car park would displace these vehicles onto surrounding streets, increasing congestion and risk to children being dropped off at school without a dedicated facility.

A key element to the decision to close the car park, is the zoning of the land. PRZ1 – Urban Open Space prohibits a car park as a standalone use in the *Territory Plan 2023*. To this end, a key step in the process is to either rezone the land to a zoning which permits a standalone car park or implement an alternate solution such as an overlay which overrides the parking prohibition for the PRZ1 Zoning in this specific area.

The option for rezoning was reviewed in development of this proposal, with a number of potential zonings considered. This included CFZ – Community Facilities Zoning, which was deemed unsuitable due to it also not permitting standalone car parking. Other zonings were also reviewed including TSZ zones, however these were deemed inappropriate as they are too far removed from the sites current purpose in the locality. Further to this, using alternate zonings would add other uses inappropriate for the area, and not in keeping with the desired outcome for the area which provides several community uses.

With the above considered, creation of an overlay specific to this portion of the block, which overrides the prohibition on standalone car parking while maintaining the current uses and objectives of the existing PRZ1 zoning is considered the optimum approach. This option will achieve the desired outcome of enabling the car park to continue operation and serve the community and school, without risk of unintended consequences in the future due to a change of zoning.

The proposed change will mean inclusion of an Additional Assessable Development (AAD) overlay, which includes car park over that portion of Block 23 Section 41 Lyneham.

3.0 ACT Planning Context

Section 55 of the *Planning Act 2023* details key considerations to be included in a supporting report for an MPA. The Planning Authority must consider the following documents as part of an MPA:

- The Planning Strategy.
- The Planning Act 2023.
- Any relevant District Strategy.
- Any current or proposed amendments of the Territory Plan.
- The statement of planning outcomes.
- Other Government Strategies.

The *Planning Act 2023* and the Territory Plan set out the main principles that govern planning in the ACT. These principles are outlined in the ACT Planning Strategy 2018 and the statement of Planning Priorities 2024-2025.

3.1. ACT Planning Strategy (2018)

The *ACT Planning Strategy 2018* outlines a comprehensive vision and framework to guide Canberra's growth and development through to 2045. It builds upon the 2012 Strategy, integrating updated demographic, environmental, and economic data, as well as extensive community engagement, to address emerging challenges and opportunities.

The Strategy guides statutory decision-making regarding District Strategies under the *Planning Act 2023* and informs the creation and management of the *Territory Plan 2023*.

The vision of the Strategy is to create a sustainable, competitive and equitable city that honours Canberra's unique identity as a city within the landscape and the National Capital, while being adaptable to future changes and resilient to challenges.

The Strategy contains five key themes intended to drive Territory Planning policy.

3.1.1. Compact and Efficient City

This theme is focussed on urban intensification along key transport corridors. It looks at how we can better use existing urban land to improve accessibility to services and reduce expansion into greenfield areas.

Lyneham is situated within an urban intensification locality.

The carpark is beneficial to the use of the open space and the school within the Inner North. The provision of off-street parking for the School during the school hours and the open space for weekend activities is an important function for efficient street operation during the Am and PM peak.

Continued growth of our city means increasing pressure on our street networks. The car park provides an important facility to alleviate traffic and parking congestion within Lyneham.

Further to the above, there is increased interest within the local sporting community to provide greater access to playing facilities in Inner North suburbs. The Lyneham Neighbourhood Oval (an underutilised sports field) has the potential to be reactivated in the future.

Should the Oval be reactivated in the future to meet this growing demand, the small parking facility on Block 21 Section 41 is unlikely to be sufficient to support future sporting activities on weekends. The intention for the subject car park is to remain publicly available throughout the year. The 130 spaces within the car park would be available to support the oval's use as a sporting facility.

Retaining the car park means that we are using infrastructure efficiently to support our growing community with evolving needs.

3.1.2. Diverse Canberra

This theme supports inclusive communities with access to services and amenities to promote liveability and sustainability.

The provision of the car parking facility provides an important improvement to the functioning of the locality, particularly during school days, but could also provide an important facility to support increased sporting activity to the Lyneham Neighbourhood Oval.

The dual use of the carpark to service both the educational facility during school hours and the open space for afternoon/nights and weekends, provides an important amenity to support the liveability of the locality.

3.1.3. Sustainable and Resilient Territory

The goal of this theme is to integrate land use planning with environmental considerations to support a carbon-neutral future.

While not directly relating to this theme, the continued provision of parking on the site does not detract from the sustainability and resilience of the locality.

3.1.4. Liveable Canberra

This theme aims to ensure access to quality public spaces, community facilities, and services.

The continued provision of parking in this locality is fundamental to the operation of the School and its ability to reduce adverse impacts through displaced vehicle movements and parking to the neighbourhood. An important element for BCC and CCM is to be a good community neighbour, providing educational services to the ACT. The car park assists with this goal.

Increased use of the Lyneham Community Oval for sport will also need to be serviced by parking facilities. It is likely that the removal of the car park would put the serviceability of the Oval, without adversely impacting the neighbourhood on event days would also be at risk.

With the above in mind, it is evident that the car park provides a net positive impact to the Liveable Canberra theme of the ACT Planning Strategy (2018).

3.1.5. Accessible Canberra

This theme aims to improve connectivity through integrated transport networks, including light rail and active travel options. Through this it intends to enhance accessibility to employment and services.

Continued provision of parking on the subject site plays an important role in managing traffic flow for the school and local community. The car park holds approximately 130 car spaces and is typically full during morning drop-off and afternoon pick-up on school days. Removing the car park would likely displace many vehicles onto surrounding streets, increasing congestion and risk to children being dropped off at school without a dedicated facility.

As mentioned above, increased use of the Lyneham Neighbourhood Community Oval for sport in the future will likely rely on the parking provided in the subject facility, as the parking on Block 21 is likely to be inadequate.

3.1.6. Summary

As can be seen above, when included as an amenity for the open space block, the existing carpark aligns with all of the key themes of the ACT Planning Strategy 2018. It will contribute to creation of an accessible, active, compact and diverse Inner North.

3.2. Statement of Good Planning (2023)

The Statement of Good Planning is a foundational component of the ACT's *Planning Act 2023*. It outlines the core principles that guide land use, urban development, and community wellbeing across the Territory. These principles are embedded in the Territory Plan and are intended to ensure that planning decisions are people-focused, sustainable, and responsive to Canberra's evolving needs.

The statement is set out with ten planning principles in Part 2.2 of the *Planning Act 2023* which are detailed below:

1. **Activation and Liveability:**

- a. *Planning and design should support diverse economic and social activities, including through promoting different but compatible uses for buildings and other areas;*
- b. *Urban areas should include a range of high-quality housing options with an emphasis on living affordability;*
- c. *Urban areas should be designed to promote active travel and convenient and efficient use of public transport;*
- d. *Districts should be planned, designed and developed to support active and healthy lifestyles and to cater for a diverse range of cultural and social activities; and*
- e. *Policies should support and enhance the quality of life and wellbeing of residents.*

Continued provision of parking on the site reduces traffic congestion and parking pressures to the area. It also serves an important facility for the school as it enables students to be dropped off and picked up safely in a formal space. Removal of the facility will arguably detract from the liveability of the locality.

2. Cultural Heritage Conservation:

- a. *Planning and design should promote the unique cultural heritage of the ACT by acknowledging established heritage significance in design and placemaking; and*
- b. *Development should:*
 - i. *Respect local heritage; and*
 - ii. *Avoid direct impacts on heritage or, if a direct impact is unavoidable, ensure that the impact is justifiable and proportionate.*

The proposal avoids direct impacts on local heritage. The final design will incorporate designing for country principles.

3. High Quality Design:

- a. *Development should be focussed on people and designed to:*
 - i. *Reflect local setting and context; and*
 - ii. *Have a distinctive identity that responds to the existing character of its locality; and*
 - iii. *Effectively integrate built form, infrastructure and public spaces; and*
 - iv. *Provide appropriate solar access;*
- b. *Public spaces should be designed to be used, appropriately landscaped and vegetated, and should be designed to contribute to the urban forest; and*
- c. *Built form and public spaces should be designed to be inclusive and accessible to people with differing needs and capabilities, including through the serious consideration of universal design practices.*

While only a car park, the facility improves accessibility to the school and to the Lyneham Neighbourhood Community Oval.

4. Housing Affordability:

- a. *Planning strategies, plans and policies should support the delivery of reforms that improve housing access, affordability and choice;*
- b. *Planning strategies, plans and policies should support more housing options for people who have a low income;*
- c. *Planning strategies, plans and policies should ensure affordable housing is close to essential services, amenities and affordable transport options, including public and active transport; and*
- d. *Developments should be planned and designed to be well-connected and integrated with surrounding development in ways that facilitate the safe, secure and effective movement of people within and through them.*

Not applicable for this proposal.

5. Integrated Delivery Principles:

- a. *Policies relating to planning, including those arising outside the planning system, should be coordinated to efficiently and effectively achieve planning outcomes;*
- b. *Planning, design and development should promote integrated transport connections and equitable access to services and amenities;*
- c. *Infrastructure, public spaces and facilities should be planned to meet future needs and designed to be integrated with related development; and*
- d. *Built form should be durable, designed to be adaptive (including in relation to the reuse of buildings or parts of buildings) and compatible with surrounding public spaces.*

The proposal demonstrates coordination between the Brindabella Christian College and the Territory to ensure delivery of Government priorities whilst implementing principles of good planning and alignment with relevant strategies.

The continued provision of parking to the area is expected to provide equitable access to the Oval and to the School.

6. Investment Facilitation:

- a. *Planning and design should be undertaken with a view to strengthening the economic prosperity of the Territory and contributing to diversification of the economy, economic security and growth; and*
- b. *Planning outcomes should be achieved by facilitating coordinated approaches that promote public and private investment towards common goals.*

Not applicable to this proposal.

7. Long Term Focus:

- a. *Policy frameworks should be based around long-term priorities, be ecologically sound, and seek to promote equity between present and future generations; and*
- b. *Policy frameworks should be able to respond to emerging challenges and cumulative impacts identified by monitoring, benchmarking and evaluation programs.*

Continued provision of parking will enable increased usage of the Lyneham Neighbourhood Community Oval, with a likely increase to the use of the sporting fields in the future.

The car park will also support continued growth of the school.

8. Natural Environment Conservation:

- a. *Planning and design should promote healthy and resilient ecosystems by:*
 - i. *Avoiding or minimising loss of habitat and other key threatening processes for biodiversity; and*
 - ii. *Considering cumulative and incremental environmental impacts;*
- b. *Planning outcomes should support the operation of environmental laws applying in the ACT;*
- c. *Policies, planning and design should integrate and promote:*
 - i. *Nature-based solutions to climate change and water security; and*
 - ii. *The valuation and maintenance of the ecosystem services and amenity provided by a healthy natural environment; and*
- d. *Biodiversity connectivity and habitat values should be integrated across urban areas, including through appropriate planning for, and landscaping of, urban open space and travel corridors.*

The facility does not impact natural values for the locality.

9. Sustainability and Resilience Principles:

- a. *Places should be planned, designed and developed to be sustainable and resilient;*
- b. *Effort should be focussed on adapting to the effects of climate change, including through mitigating the effects of urban heat, managing water supplies and achieving energy efficient urban environments; and*
- c. *Policies and practices should promote the use, reuse and renewal of sustainable resources, and minimise use of resources.*

Not applicable to this proposal.

10. Urban Regeneration:

- a. *Growth should be mostly within the existing urban footprint, or in areas close to the existing urban footprint, while maintaining environmental values; and*
- b. *Urban regeneration should seek to make the best use (as appropriate) of underlying or latent potential associated with land, buildings and infrastructure.*

This principle is not completely applicable to the proposal however the continued provision of parking in the locality will support increased utilisation of the Lyneham Neighbourhood Community Oval for a greater variety of sporting endeavours.

3.2.1. Summary

In our assessment, the proposal aligns with the ten (10) principles of Good Planning set out in the *Planning Act 2023*.

3.3. Statement of Planning Priorities 2025-2028

The Statement of Planning Priorities 2025–2028 sets out the ACT Government’s core planning focus for the next three years, aligning implementation of the Territory Plan with the broader ACT Planning Strategy. The document emphasises housing supply, sustainability and improved urban efficiency, responding to population growth and infrastructure pressures. A central theme is delivering more homes within the existing urban footprint, especially in well-located areas close to rapid public transport and commercial centres, to support a more compact and efficient city.

Key priorities include increasing housing diversity through the “missing middle”, embedding social and affordable housing outcomes, and strengthening the land-release pipeline to meet projected demand. The statement also prioritises economic development by planning for future employment areas, and improving the quality, productivity and design of the built environment. Protecting environmental values and enhancing landscape character remain important, supported by planning controls focused on sustainability, biodiversity and resilience.

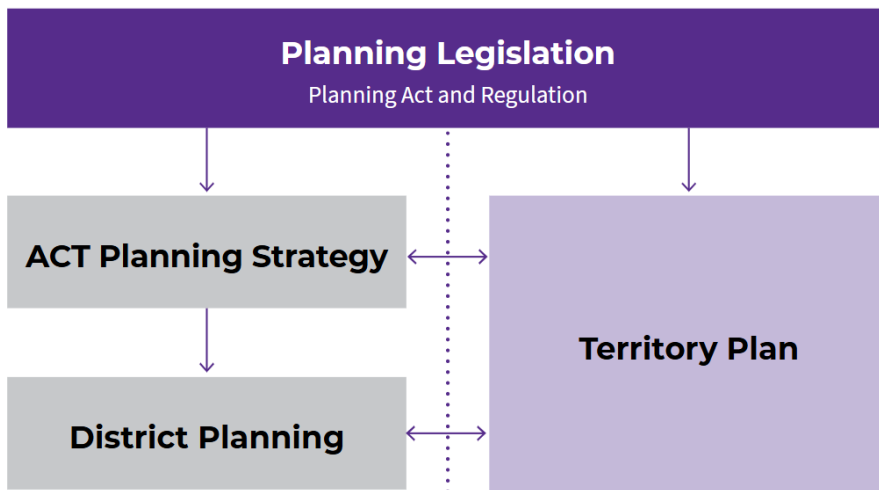
The priorities also highlight the importance of community infrastructure and effective planning administration, including better regulation, streamlined processes and stronger delivery mechanisms. Collectively, the 2025–2028 priorities guide how the ACT will accommodate growth while improving liveability, affordability and environmental performance across the Territory.

Enhancement of community infrastructure to meet growing population demand broadly aligns with the above. For Brindabella Christian College, this means ensuring car parking, drop-off areas and pedestrian connections are designed to support efficient school operation, minimise congestion on surrounding streets, and enhance safety for students and families.

3.4. Inner North and City District Strategy

The *Planning Act 2023* enables the executive to make a plan for a district, known as a District Strategy, which states the long-term planning goals for the district, consistent with the Planning Strategy. The strategies guide land use and development within a specific district of Canberra. In the case of the subject site, this is the Inner South District Strategy. The district strategies align with the ACT Planning Strategy and inform the *Territory Plan 2023* (See Figure 5).

Figure 5: District Strategies within the ACT Planning System

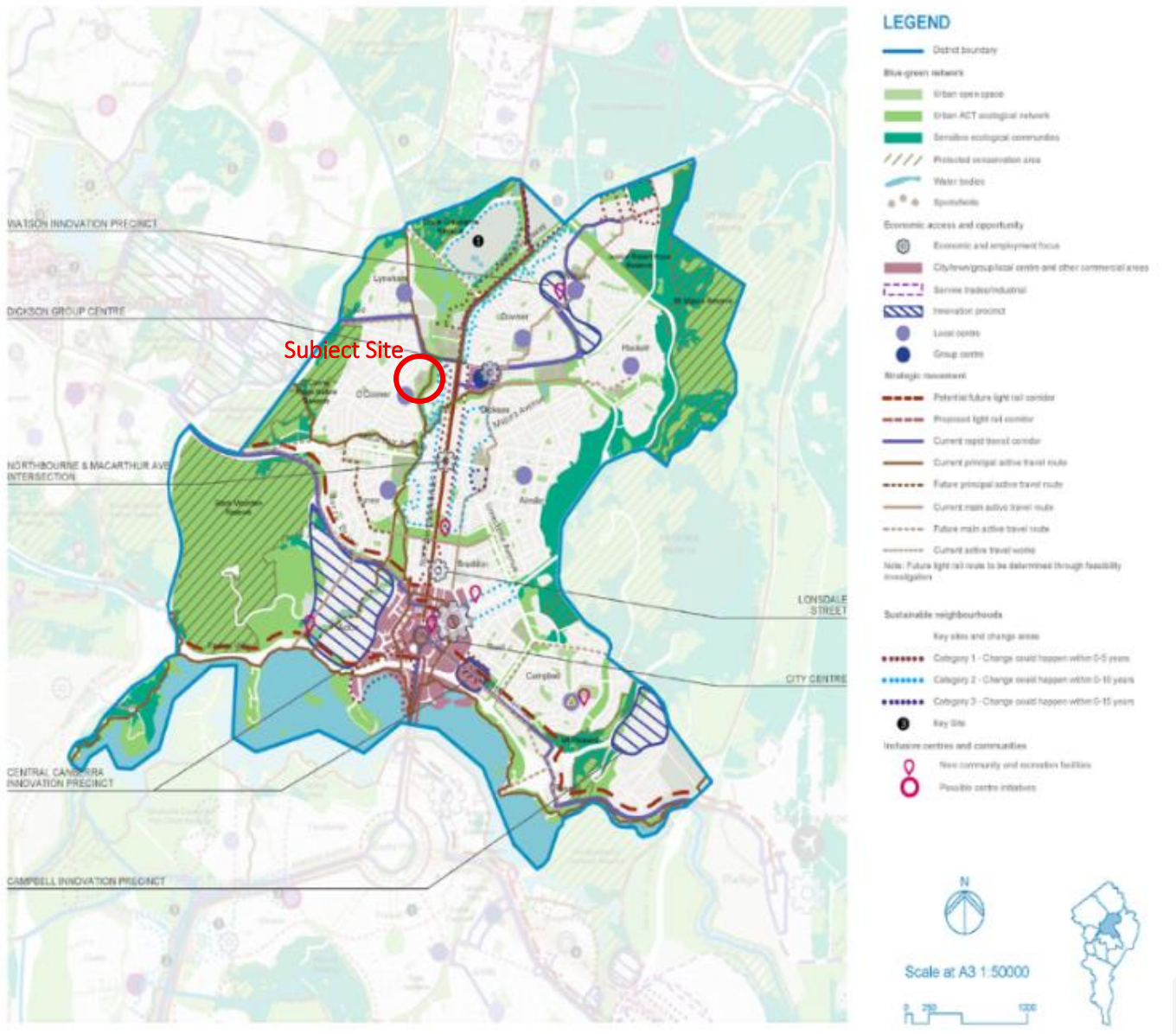


SOURCE: DISTRICT STRATEGIES 2023 (ACT GOVERNMENT)

The District Strategy outlines the long-term vision, priorities, and key planning directions tailored to the unique characteristics of the Inner South district. District Strategies inform updates to the Territory Plan and support place-based decision-making by identifying opportunities for housing, employment, infrastructure, environmental protection, and community facilities. They help ensure that growth is sustainable, coordinated, and aligned with broader Territory planning goals.

Figure 6 below shows the subject site in the context of the Inner North and City District Strategy.

Figure 6: Inner North and City District Strategy Context



SOURCE: INNER NORTH AND CITY DISTRICT STRATEGY (2023)

The site is situated close to the Northbourne Corridor and the Category 1 and 2 change areas adjacent. The site is not identified within a change category area of the strategy, however, as is demonstrated below it does not limit the sites' ability to undergo change through an MPA.

A key consideration for assessment of an MPA is the proposals' alignment with the five (5) big drivers of the district strategy. See Figure 7 below.

Figure 7: Five Big Drivers of District Planning



SOURCE: INNER NORTH AND CITY DISTRICT STRATEGY (2023)

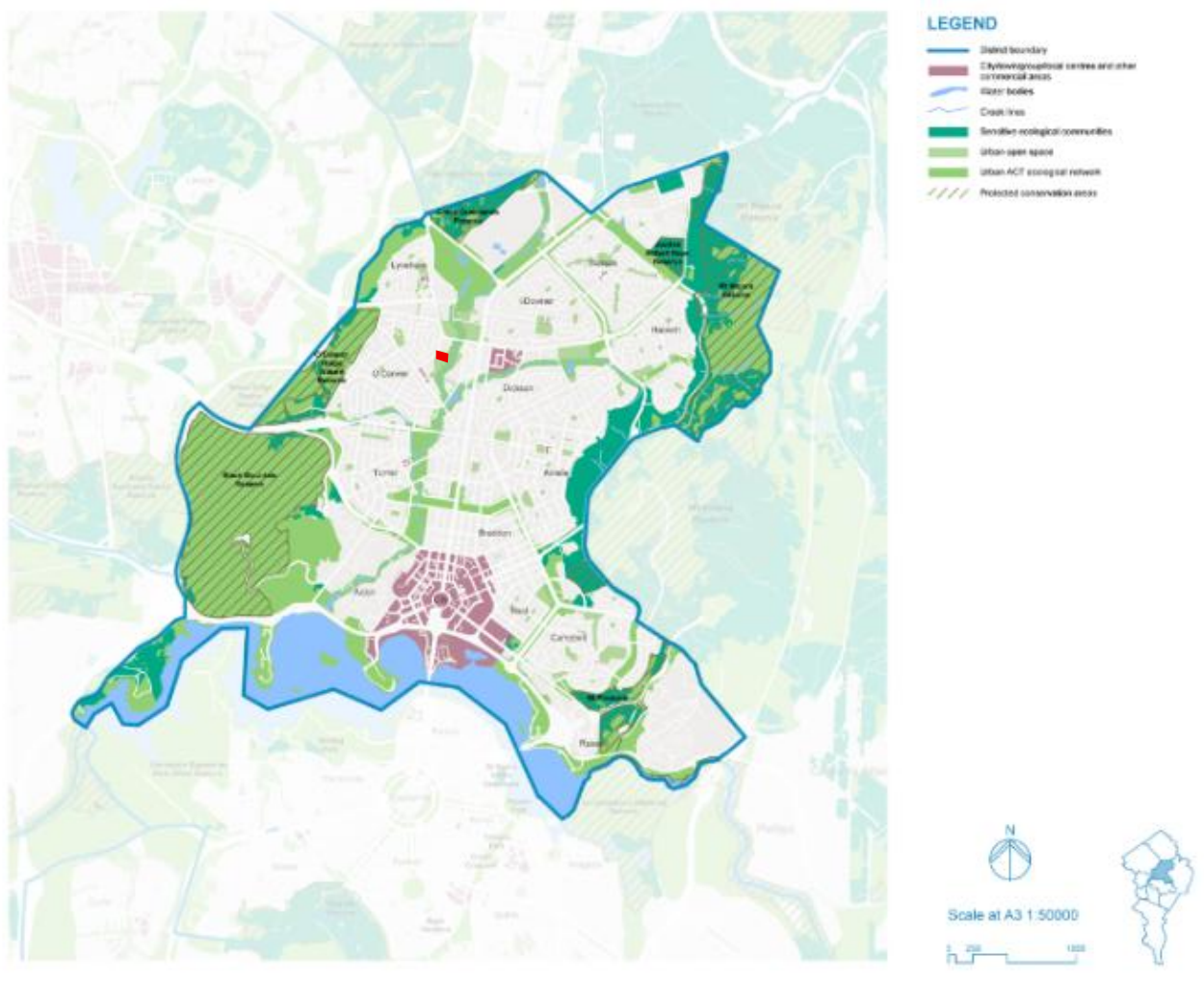
The following sections detail the proposals alignment with the five big drivers of the Inner North and City District Strategy 2023.

3.4.1. Blue-green Network

This is a protected network of natural and semi-natural areas vital in providing clean air, water and visual amenity to suburbs, serving as native plant and animal habitat and supporting liveability and community well-being. The network supports land uses that protect and enhance ecosystem function.

Figure 8 below shows the site in the context of the Blue-green Network of the Inner North District.

Figure 8: Excerpt from Blue Green Network Plan (Inner North and City District Strategy 2023)



SOURCE: INNER NORTH AND CITY DISTRICT STRATEGY 2023

As can be seen in the figure above, the subject site is adjacent to Sullivans Creek and is identified as part of the Urban Open Space and forms a small part of the Blue Green Network.

The proposal will result in the formal approval of an existing car park as a permissible use on 5,550m² of PRZ1 – Urban Open Space on Block 28 Section 41 Lyneham. The site is an existing surface car park with several large trees along the northern edge. The MPA will not result in loss of any vegetation or removal of trees.

The proposal will retain the existing land use over the site, and will therefore not introduce additional uses to the locality which would be inconsistent with the blue green network driver of the district strategy.

3.4.2. Economic Access and Opportunity Across the City

While this driver focusses on identified group and town centres as employment hubs across the city, it is not seen to be a detriment to consideration of the continued provision of parking on the site.

This driver seeks to protect the key centres and to improve economic opportunities in districts with a shortage of jobs. Continued provision of parking will support employment at the school.

The proposal aligns with the economic access and opportunity big driver. The proposal will continue to serve economic access and opportunity for school employs.

3.4.3. Strategic Movement to Support City Growth

This big driver seeks to manage movement more efficiently, improving safety and reducing congestion. While this is primarily guided toward more sustainable modes of transport, the provision of public parking close to a school and oval is still considered in keeping with the intention of the driver.

The provision of parking in the existing structure concentrates pick-up/drop-off movements into a managed area, reduces unregulated parking and stopping on Brigalow Street and surrounding residential streets and works to reduce vehicle manoeuvring conflicts near pedestrian routes. This directly supports the goal of safer movement networks.

The car park also has the potential to support mode shift by reducing barriers, protecting the surrounding transport network and smoothing of peak period congestion.

The parking facility addresses potential traffic and parking issues in keeping with the driver.

3.4.4. Inclusive Centres and Communities

Group and local centres provide accessibility for active travel and walkable access to daily necessities for surrounding communities. The two targets relating to this big driver relate to greater activation of local centres and improved community wellbeing. The site is approximately 300m from the Lyneham Local Centre, it is therefore expected to have a minor positive impact on the operation of the Lyneham Local Centre through smoothing of congestion along Brigalow Street.

The addition of an assessable use to permit the provision of parking on the site, while not directly contributing to an inclusive centre, will reduce adverse traffic impacts on the centre including school users parking illegally or using the shopping centre carpark and parental drop offs occurring at kerbside along Brigalow street, should the car park be removed.

The proposal does not conflict with this big driver, and may have a positive impact on the Lyneham Local Centre through smoothing of congestion along Brigalow Street.

3.4.5. Sustainable Neighbourhoods

This driver relates closely to the provision of new residential development and housing typologies. While not directly related, the car park does reduce traffic and parking streets on the nearby residential streets.

The proposal does not conflict with the sustainable neighbourhoods big driver.

3.5. ACT Government – Traffic Management & Safety: A Practical Guide for Schools

Parking provision for Brindabella Christian College aligns with the *Traffic Management & Safety: A Practical Guide for Schools* by supporting the guide's core objective of managing school-related traffic in a safe, predictable and well-organised manner. The guide emphasises that schools must provide sufficient off-street parking and dedicated pick-up/set-down areas to minimise congestion, reduce unsafe stopping behaviour on surrounding streets, and protect pedestrian and cyclist movements.

A formalised car park at BCC helps contain vehicle activity within a controlled environment, reducing verge parking, illegal manoeuvres and traffic spill-over into residential streets, conditions the guide identifies as key contributors to safety risks in school zones. By consolidating vehicle access, improving sightlines, and separating pedestrian pathways from vehicle circulation, the car park supports the guide's intent to create safer school precincts and encourage active travel by ensuring that the surrounding network remains orderly and low conflict.

4.0 Impact Assessment

This section of the report details positive and negative impacts of the proposal on the subject site and its surrounding uses. This section also details the suitability and capability of the subject site to support the proposed additional car park use over the site to enable the continued provision of parking.

Guidance for the MPA has set-out key considerations for an impact assessment as it relates to the proposed MPA. The impacts assessed include the following:

- Pre-application considerations.
- Physical environment and built form.
- Natural environment.
- Social and cultural environment.
- Community Consultation.

The following sections provide an impact assessment against these elements.

4.1. Pre-application Considerations

The project has been the subject of extensive public and planning scrutiny over several years, including community input, Territory Government consideration and Tribunal and Supreme Court decisions.

The car park itself was installed without development approval and is contrary to what is permissible on the site within the *Territory Plan 2023*. However, it is an important facility for the appropriate functioning of the locality, particularly during school drop-off and pick-up periods. As detailed above, removal of the car park is likely to have a significant adverse impact on congestion during these periods and runs the risk of reducing safety for students to the school, by removing a structure set-down/pick-up arrangement which the car park provides.

It is considered appropriate that provision of parking in the locality continues, the mechanism for this is an equally important consideration. Purely seeking a rezoning drives the risk of additional uses and alternate objectives to the site, which would be inappropriate between a School and Oval precinct. To this end consideration has been given to the addition of car park on the site, rather than a rezoning.

4.2. Physical Environment and Built Form

The proposal will not change the physical environment or built form of the locality, as the car park has already been constructed. It is an at grade, bituminised surface, adjoining the BCC block.

A key consideration for this proposal is the potential impacts to the local area should the car park be closed. It is very likely that removal of the car park will adversely impact traffic congestion and may create an unsafe environment for students through the loss of structured drop-off and pickup locations.

4.3. Natural Environment

The site is currently developed as a sealed car park for 130 cars. The proposal does not pose a risk to the natural environment and will not result in loss of trees or habitat.

4.4. Social and Cultural Environment

The loss of PRZ1 land to accommodate the proposal has been considered as part of the analysis of the site. The proposal instead seeks to retain the PRZ1 zoning and permit the additional use of car park over that portion of the block where a car park already exists.

With the population of the Inner North projected to increase over the years ahead, there is growing demand for sporting facilities in the Inner North. The Lyneham Neighbourhood Community Oval provides an opportunity for sporting teams, which are currently demanding more facilities, to find a new home for their sporting endeavours. The car park will remain publicly accessible at all times and provides opportunity to support sports teams with the provision of parking on game day or during practice sessions, without impacting surrounding uses such as the local shops.

The policy outcomes for PRZ1 are as follows:

1. Provide an appropriate quality, quantity and distribution of parks and open spaces that will contribute to the recreational and social needs of the community.
2. Establish a variety of settings that will support a range of recreational and leisure activities as well as protect flora and fauna habitats and ecological corridors, natural and cultural features, healthy natural waterways and landscape character.
3. Allow for stormwater drainage and the protection of water quality, stream flows and stream environs in a sustainable, environmentally responsible manner and which provides opportunities for the community to interact with in a safe manner and interpret the natural environment.
4. Allow for ancillary uses that support the care, management and enjoyment of these open spaces including park maintenance depots, small-scale community activity centres.
5. Promote development that does not unacceptably affect the landscape or scenic quality, ecological connectivity or cultural values of the area, adequacy of open space for other purposes, or users, access to open space, or amenity of adjoining residents.
6. Provide for integrated land and water planning and management.
7. Provide safe and convenient pedestrian and cycling access to urban open space to promote active living.

The addition of car park as a use to a portion of the PRZ1 block is not seen to adversely impact the surrounding open spaces ability to achieve the above policy outcomes noted 1. through 6 above, with our responses to those policy outcomes below:

- 1) Provision of parking to support the growing need and use of the adjacent open space and oval to meet recreational and social needs of the community.
- 2) Supports a range of leisure activities on the Oval, with no measurable impact on water quality or the local environment, which is a mown managed space.
- 3) Does not conflict with stormwater flows.
- 4) Supports future increased use and maintenance of the oval.
- 5) Contributes to amenity for local residents through the reduction of parking in nearby local streets and improves access to the open space whilst not unacceptably affecting the landscape or scenic quality of the locality.
- 6) Does not impact land or water management.
- 7) Improves pedestrian and cycling safety through a single formal drop-off and pick-up area.

The addition of car park as an allowable use rather than a change to the zoning is considered reasonable, given it will enable the continued provision of formal parking to serve the oval and school.

No cultural and heritage elements have been identified on the site.

The continued provision of formal parking in this location is assessed as a net positive for the community.

4.5. Public Consultation

The car park has been the subject of several years of ongoing discussions with the community, the Territory and Brindabella Christian College. Since taking operational control of the school in May 2025, CCM have engaged with key stakeholders within the school, the government and community groups such as the Lyneham Community Association (LCA).

Broader consultation with the community will be the subject of the MPA process. Should it be decided that the MPA be supported and car park be permitted on the subject site, a retrospective Development Application process will be required to approve the car park. This process will include further community consultation, to ascertain key views and insights into the car park in general, as well as highlighting observations on its operation through both the community and relevant entities.

5.0 Proposal for Major Plan Amendment

5.1. The Proposal

This MPA proposes the inclusion of Car Park as an Additional Assessable Development for the subject site in Figure 29 of the Inner North and City District Policy of the *Territory Plan 2023*. This will enable the lodgement of a Retrospective Development Application for the previously constructed car park.

The car park provides 130 car spaces, which assist in alleviating traffic and parking issues for the locality. The car park may require augmentation as a result of assessment in the future DA (retrospective DA). As an example: the DA assessment process may determine that compliance with applicable Australian Standards (AS 2890.1) or other applicable CED requirements for publicly accessible car parks requires changes or amendment to the as built design.

The proposed Additional Assessable Development Overlay on the site means that the site does not require a rezoning. This is seen as an optimal approach to retain the car park, as it will not result in a rezoning which brings with it several risks relating to provision of additional uses to the site which are unintended and inappropriate for the locality.

5.2. Proposed Amendments to the Territory Plan

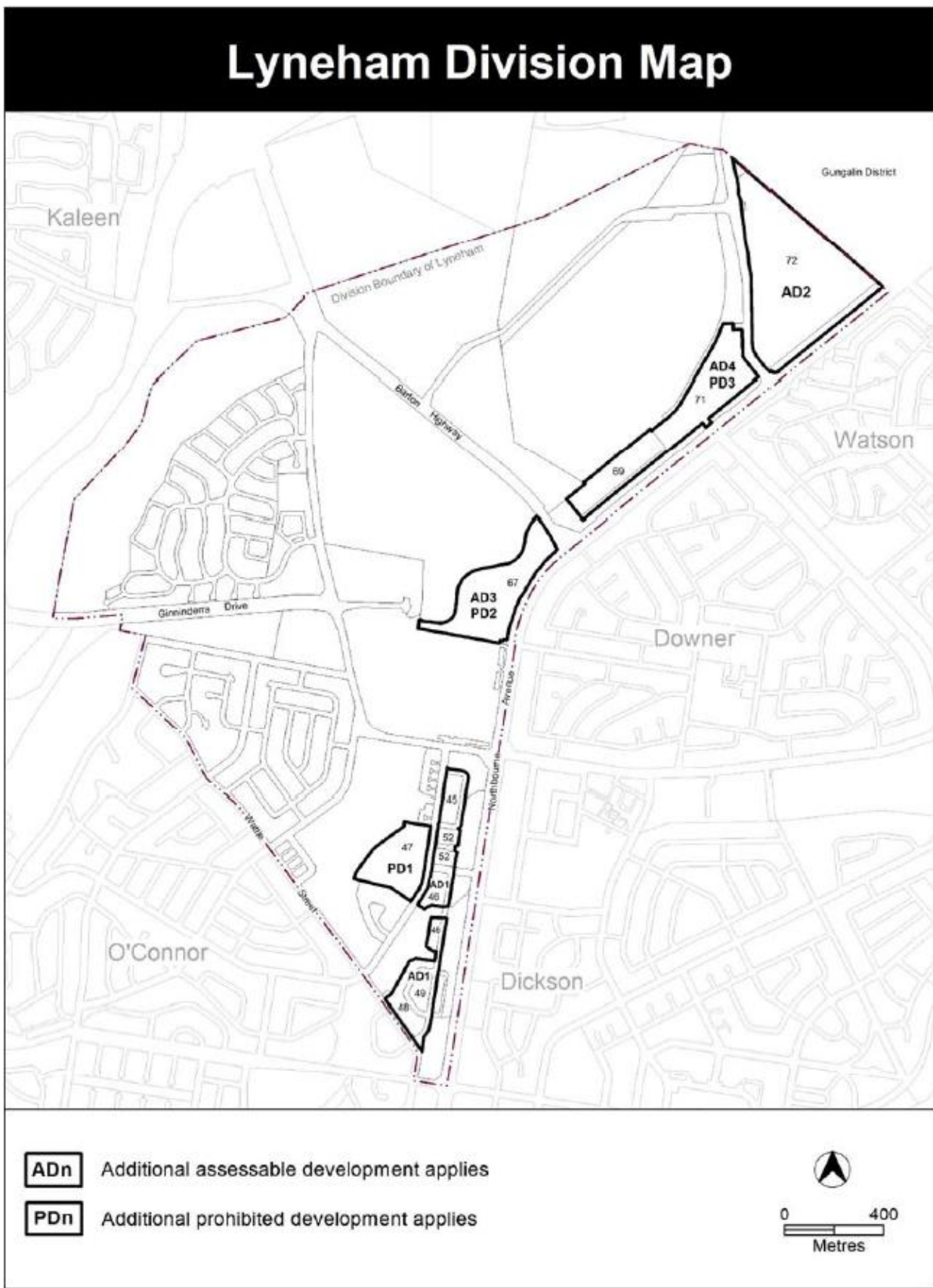
This MPA proposes the inclusion of an Additional Assessable Development to the subject site. Figure 9 and Figure 10 below demonstrate the proposed change to the Territory Plan.

The Additional Assessable Development is proposed to be added to Figure 29 – Lyneham Division Map and will add Car Park as an additional use to the Land Use Table in the Inner North and City District Policy (see Table 1).

Table 1: Proposed Addition to Land Use Table

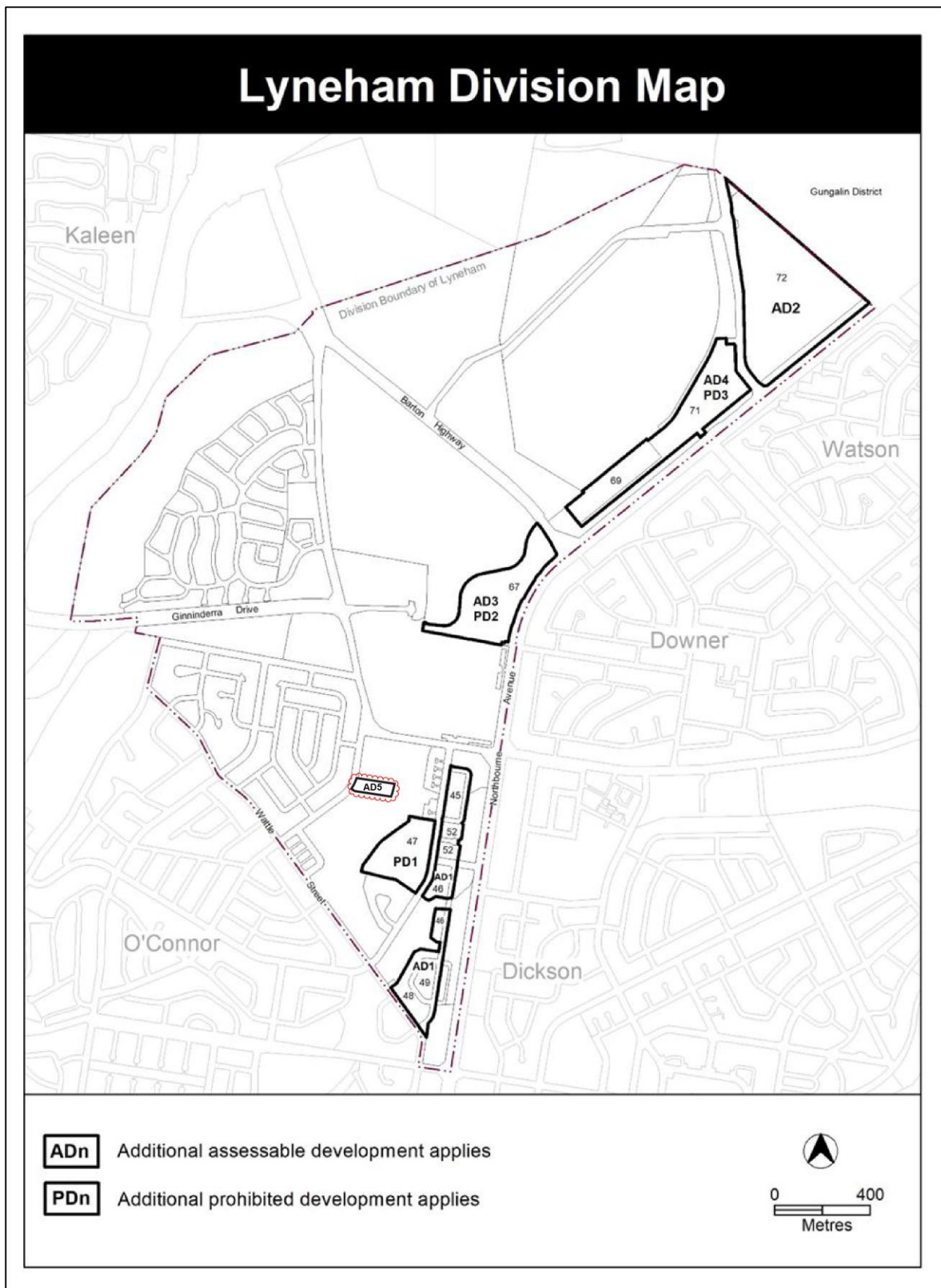
| Locality | Zone | Additional Assessable Development | Additional Prohibited Development | Relevant Parcel or Figure |
|----------|------|-----------------------------------|-----------------------------------|---------------------------|
| Lyneham | PRZ1 | Car Park | Nil | AD5 Figure 29 |

Figure 9: Existing Figure 29 (Inner North and City District Policy)



SOURCE: TERRITORY PLAN 2023

Figure 10: Proposed Change to Figure 29 (Inner North and City District Policy)



SOURCE: TERRITORY PLAN 2023

6.0 Conclusion

This supporting report has been prepared by **SPACELAB** on behalf of Brindabella Christian College as part of a Major Territory Plan Amendment Application. The proposal seeks to include an Additional Assessable Development to the Land Use table of the Inner North and City District Policy for part of Block 23, Section 41, Lyneham. The proposed change to the Land Use table will permit the use of car park on the car park site, which is currently not permitted by the PRZ1 zoning.

The car park has operated for many years on part of the Lyneham Neighbourhood Oval, which is leased from the ACT Government through CED—City Services. The land is zoned PRZ1 – Urban Open Space under the *Territory Plan 2023*, and the sublease permits use as an “outdoor sports facility and, ancillary thereto, car parking.” Informal parking commenced around 2006, and in 2016 the school sealed the area for continued use as a car park. This occurred without a Development Application (DA).

In November 2023, ACAT found that the car park was not compliant with planning controls both because PRZ1 does not permit a standalone car park, and because the works undertaken in 2016 required but did not receive development approval. In December 2023, ACAT ordered that the car park cease operation from 8 December 2023 and that the land be restored within 12 months unless appropriate approvals were obtained.

In February 2024, the ACT Supreme Court granted a stay of ACAT’s remediation orders, allowing the car park to remain operational while the school appealed. Subsequently, in March 2025, Brindabella Christian Education Limited (BCEL) entered voluntary administration. Following a public consultation period, CCM (Christian Community Ministries) was selected as the preferred new operator in April 2025. The ACT Education Directorate approved the transfer of the school’s registration to CCM on 14 May 2025, with CCM assuming legal operation of the college later that month. CCM has since taken responsibility for addressing the planning issues associated with the car park to secure its ongoing lawful operation.

Despite the unresolved legal matters, the car park plays a significant role in managing traffic flow for both the school and the surrounding community. It accommodates approximately 130 vehicles during peak morning and afternoon school periods. Closure of the car park would displace this demand onto surrounding residential streets, increasing congestion, reducing visibility and manoeuvring space, and elevating risk for children and other pedestrians in the absence of a dedicated and managed facility.

A key constraint is the PRZ1 zoning, which prohibits a standalone car park. To enable lawful continuation of the facility, planning controls must be amended. Given these constraints, the most effective and least disruptive solution is the creation of a site-specific overlay allowing car park as an assessable use while retaining the underlying PRZ1 zoning and its broader open-space objectives. The proposal therefore seeks to introduce an Additional Assessable Development overlay over the portion of Block 23 Section 41 Lyneham currently occupied by the car park. This targeted approach enables continued operation of the facility in a controlled manner while avoiding undesirable zoning changes and preserving the existing character and community purpose of the wider oval.

Richard Nash
Principal Planner
SPACELAB
November 2025



SPACE LAB

URBAN DESIGN | LANDSCAPE ARCHITECTURE | TOWN PLANNING